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I. INTRODUCTION

The Town of Vail exemplifies the contemporary ideal of a resort community in the American West. A resort at its core, Vail is also home to over 5,000 permanent residents who embody a mountain lifestyle fostered by small-town values and enhanced by boundless recreational and cultural opportunities. Coupled with these “core locals”, Vail is also a seasonal home to thousands of second-home owners and annually welcomes tens of thousands of guests in Vail’s hotels, lodges and vacation homes.

Vail was originally developed as a ski resort and to this day the outdoors and recreation define much of what this community is all about. Bordered by national forest lands that define the physical limits of the Town, these lands offer an array of summer and winter recreation opportunities. The crown-jewel of these federal lands is Vail Mountain itself, one of North America’s largest ski areas and widely regarded as one of the best ski mountains in the world. Recreation trails, Gore Creek, Ford Park and many neighborhood parks further reinforce the way the community values of the outdoors and recreation.

Vail hosts a myriad of cultural and special events throughout the year, many of them at

the Gerald R. Ford Amphitheater. Bravo!Vail, the Vail Dance Festival, Vail Jazz Festival, Vail Film Festival, and the Whistle Pig and Hot Summer Nights concert series are mainstays of the community’s cultural scene. Throughout the year special events such as the GoPro Games, Taste of Vail, Oktoberfest, PinkVail, and the Burton Open bring an unparalleled level of activity and vibrancy to the streets of Vail Village and Lionshead.

Vail Village and Lionshead are idyllic, pedestrian-oriented villages that also provide the Town’s primary portals to Vail Mountain. Connected by the Town’s transit system, the majority of the Town’s lodging facilities are located in these two villages. Anchored by their restaurants, shops and galleries, Vail

Village and Lionshead are Vail’s two main activity centers.

Vail is a vibrant, active town and is widely acknowledged as one of the worlds’ premier mountain resort communities. The Town’s amenities provide wonderful venues for the community that are integral to the fabric of Vail and are foundational to what makes Vail a special place. Built upon a world-class reputation and travel destination, Vail has an opportunity through the outreach, vision and implementation defined by this Civic Area Plan to enhance its investment in the community.



Goals of the Civic Area Plan

Notwithstanding its villages, infrastructure, and facilities, Vail is lacking a central place for community, a true civic place that is designed for and used by residents, second homeowners and guests to gather, to connect, to collaborate, and to exchange ideas; a place that will foster and strengthen the community.

There is no prescribed formula for the elements that create a civic area. A civic area could be a single building or be comprised of multiple buildings within a defined district. They are often located in a prominent, central area of a community with strong connectivity to other neighborhoods and activity centers. They may be created or may evolve organically over time. Public-purpose buildings often anchor a civic area, and outdoor features and gathering spaces are commonly used to animate these areas and to link buildings and uses. Whether the use is for government, culture, athletics or events, civic areas provide a place for community engagement.

The Vail Civic Area Plan is intended to define a vision for what this place can be and to

provide a framework, or a path forward, for how Vail can create a Civic Area. This plan is about “place making”. It is about the facilities, buildings and programming to be found in the civic area. But it is also about the “places in between”, and how outdoor gathering places, pedestrian linkages and a connection with nature can be used to create a place with character, spirit, and soul.

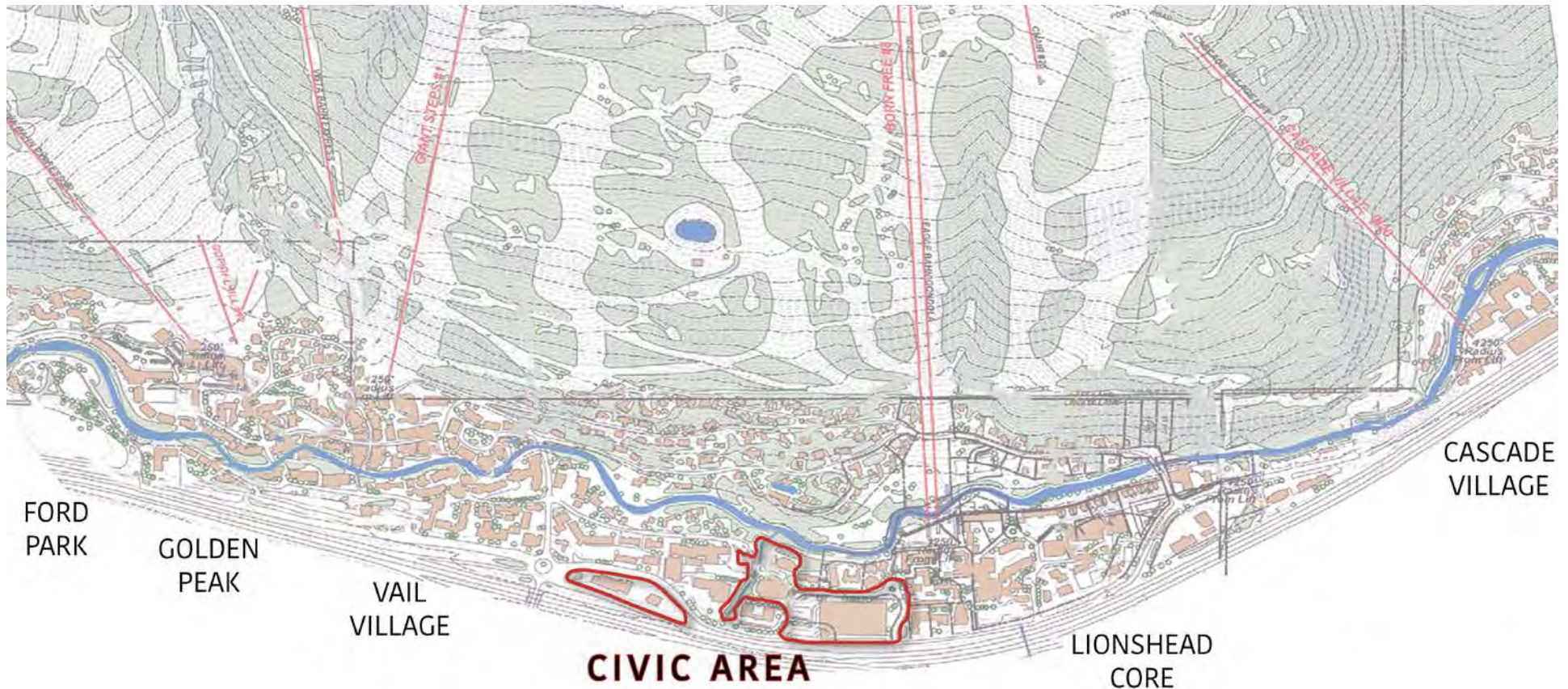
Vail’s Civic Area is not a new idea. While referred to as the Vail Civic Center, the Lionshead Redevelopment Master Plan (LHMP) contemplates a civic complex anchored by the Vail Public Library, Dobson Ice Arena and the Charter Bus Lot. The LHMP makes no recommendations as a specific development program for the Charter Bus Lot, but does identify uses suggested during the master planning process that include a performing arts center, conference center, recreation center and a second ice rink connected to Dobson Ice Arena. During the LHMP process the community “expressed a strong preference for a locally relevant development serving the local community as well as destination visitors”.

The goals for the Civic Area Plan were defined early in the planning process and involved:

- *Engaging the community to understand their thoughts, goals and opinions for the Civic Area.*
- *Understanding the context of and lands within the Civic Area, while identifying and evaluating issues and opportunities relative to the potential use of these lands.*
- *Preparing a plan that is viable, economically feasible, reflective of community goals, and responsive to the sites and surrounding neighborhood.*
- *Defining strategies for decision-making and the implementation of improvements within the Civic Area.*



Vail's Civic Area will create a new activity center that will compliment Vail Village, Lionshead, and Ford Park. Vail's civic area represents a transformational opportunity for the Town to create a truly unique and vibrant place.



The Civic Area and Context

The Civic Area includes seven sites that comprise a total of 10.9 acres. Some of these sites are comprised of multiple parcels and with the exception of the Municipal Building site, all sites are contiguous. Each of these parcels is owned by the Town of Vail.

There are a number of existing community facilities in the Civic Area that serve a civic purpose. These include Dobson Ice Arena, Vail Public Library, Lionshead Parking Structure, the Visitor’s Welcome Center, and the Municipal Building.

A more detailed analysis of the sites within the Civic Area is provided in Chapter 2.

The Civic Area is strategically located between Vail's two main activity centers, Vail Village and Lionshead. The Civic Area presents an opportunity to create a new activity center, albeit one with a different focus, that will compliment Vail Village and Lionshead, while strengthening the connection between them.

Vail Village and Lionshead are linked by the Town's primary pedestrian and transit corridor that runs along West Meadow Drive and East Lionshead Circle. This corridor runs directly through the Civic Area. People moving between Vail Village and Lionshead, be it by foot, bike or bus, will interface directly with the Civic Area. By doing so, the Civic Area will reinforce the fabric of Town, creating a new activity center mid-way between Vail Village and Lionshead.

Other key contextual features of the Civic Area are Gore Creek and Middle Creek. These creeks surround the Civic Area and present opportunities to integrate Civic improvements and uses within these natural features.



"We have been blessed with past Town Councils who made many decisions that have been foundational in shaping the fabric of our town and in making Vail a world-class resort community. Some of these decisions, such as acquiring Ford Park, or building facilities like Dobson Ice Arena and town parking structures may well have been considered bold at that time. The Civic Area Plan provides a vision for implementing improvements that will be transformational to our Town and in doing so further the legacy of our past leaders."

— Dave Chapin, Mayor

Municipal Building Site

Lot 10

Vail Public Library

Dobson Ice Arena

Charter Bus Lot

Lionshead Parking Structure

Middle Creek Parcel



“...this Plan will implement the Town’s long-standing goal to create a true civic place. the Civic Area will reinforce the fabric of Town, creating a new activity center mid-way between Vail Village and Lionshead”

How the Civic Area Plan will be used

This master plan defines a vision for the Civic Area that evolved during a year-long planning process. The vision was defined in large part from input provided during extensive outreach to the public and to community stakeholders. The Plan is a guiding document for the community and Town Council to use in defining specific steps toward creating the Civic Area. Specifically, the Civic Area Plan identifies:

- Goals for improvements and facilities within the Civic Area.
- Potential outdoor spaces and gathering places to create “a place”.
- Ways to connect with nature and the outdoors.
- Issues, challenges, and opportunities to be considered during subsequent steps in the implementation of the Civic Area.

While this Plan defines goals for the Civic Area, it is important to note that as a master plan, this document has limitations. The Plan is visionary, and it is aspirational. But it is not a detailed development plan. At a high level, the Plan defines goals and opportunities, and it defines challenges or considerations that will need to be better understood and then addressed during future steps in the planning and design process. The Plan can be considered a road map to the Town’s goals for the Civic area, with the caveat that the exact route used to get there will be determined after more study, planning, and design subsequent to the adoption of this Plan.

The Civic Area Master Plan represents an initial step in the process of creating the Town’s Civic Area. It provides a framework, or a path forward for how the Town can move toward the creation of Vail’s Civic Area. The Plan is advisory in nature. It is a guiding document that will be used over time by current and future Town Councils over the next many years. Chapter 4 outlines an overall approach to implementation, the need for subsequent studies, analysis, and detailed design, and potential phasing and funding strategies.





Vail Public Library



II. OVERVIEW OF THE PLAN

The vision for Vail’s Civic Area is to establish a new place in Vail, a vibrant activity center for residents and guest of Vail. The area will have a strong “sense of place”. Buildings and outdoor spaces will be designed to acknowledge their setting, to capitalize on views, and to allow users to perceive and interact with the Civic Area while always being reminded they are in Vail. With Middle Creek and Gore Creek as a focal point, buildings and improvements will have a strong connection with nature. This new place will provide a gathering place for the community and serve as the civic heart of Vail.



The Vision

Anchored by Vail Village to the east and Lionshead to the west, Vail’s Civic Area will create a new activity center that will add to the fabric of the community by bridging the gap between Vail’s two iconic villages. This will be a place that is unique to Vail. It will be a place with a focus on civic engagement, a place with facilities and programs that will draw a broad range of users and groups. Be it for education, for recreation, or to attend a performance, special event or community gathering. Venues in the Civic area will be the catalyst bringing people together by hosting these and other activities.

The Civic Area will be open and inviting to all, a place where people of all ages and backgrounds are welcome. It will be a place that is appropriately scaled to its setting, the size of buildings will not compromise the potential for engaging public outdoor spaces. The Civic Area is where residents and guests will gather to mingle, to engage, to collaborate, and above all to enjoy Vail.



The Guiding Principles

The following principles define the vision for Vail's Civic Area. These principles will be used to guide decision-making during subsequent steps and in the planning and design of the Civic Area.

VAIL'S "CIVIC HUB"

Vail's Civic Area will serve as the community's primary activity center that is designed for and used by residents, second homeowners and guests to gather, connect, collaborate, and exchange. Vail's Civic Area is a mixed-use place that will foster and strengthen community.

A welcoming place

The design of improvements along with the activities and programming to be offered at the Civic Area create a welcoming, inclusive place that is open to locals and guests, of all ages, income levels, and backgrounds.

Public buildings and spaces

Provide buildings, facilities and improvements that meet the diverse needs of the community, be it for the arts, culture, education, athletics or commerce.

Engagement and collaborations

Strengthen Vail’s sense of community by providing venues and supporting programming that will foster engagement, collaborations and explorations.

Connectivity

The Civic Area’s location along Vail’s main east/west pedestrian and transit corridors and its location between Vail Village and Lionshead presents an opportunity to strengthen the connectivity between these two activity centers.

A PLACE FOR COMMUNITY

The Civic Area will provide locations for existing, expanded and new facilities for the arts, culture, commerce, athletics, and education. These facilities will provide a catalyst for community engagement, exploration, and collaboration.

Architecture and design

The Civic Area has the potential to be a showcase of design excellence with aesthetically compelling architecture, and site and landscape design that effectively blends the built and natural environments.

Indoor and outdoor spaces

Facilities will be designed to be integral with the outdoors and designed to create spaces that allow users to interact in formal and informal settings.

Multi-use

When feasible, buildings and spaces will be designed to accommodate a variety of uses and in doing so, increase the utilization of buildings, facilitate collaborations between different user groups and add to the vibrancy throughout the Civic Area.

Complimentary to Vail Village and Lionshead

Improvements to and the future use of the Civic Area will have a decidedly public purpose. While distinctly unique from Vail Village and Lionshead, the Civic Area should complement Vail’s other established activity centers.

THE OUTDOORS AND NATURE

A focal point in the design of the Civic Area is the creation of public spaces for the community to enjoy the outdoors and to provide venues for informal gathering



and events. Improvements to Gore Creek and Middle Creek that enhance, embrace and protect these corridors should be implemented.

Outdoor gatherings

Public spaces should be designed to be integral with indoor spaces, to capture views and solar opportunities, and to reinforce pedestrian corridors by creating gathering places and areas for activity and engagement.

Public Art

Coordinate with the Art in Public Places board to identify opportunities for integrating art into outdoor spaces.

Gore Creek and Middle Creek

Encourage the restoration of the Gore Creek stream tract and riparian habitat and implement landscape improvements to limit access into this corridor. Explore opportunities to return Middle Creek to a more natural, organic condition and provide limited opportunities for access to enjoy this water course.

Streets as linear parks

Enhance the West Meadow Drive and East Lionshead Circle pedestrian corridor



with safe walkways, landscaping, lighting, seating and gathering places to create a safe, welcoming, aesthetically pleasing, and animated linear park. An underlying goal of these improvements is to reinforce the connection between Vail Village and Lionshead.

SUSTAINABILITY

Buildings and uses within Vail's Civic Area will enhance economic vitality and exemplify the community's values for environmental stewardship and sustainability.

Collaborations and Partnerships

Collaborate with the private sector and other local organizations in the programming, administration, and operation of improvements within the Civic Area.

Environmental stewardship

Incorporate renewable energy resources in the design and construction of new buildings improvements that conserve energy and water, and minimize waste and carbon emissions, manage buildings and events to be "zero waste".



Housing

Strengthen Vail's sense of community by providing opportunities for the development of workforce housing.

Financial considerations

Utilize sound financial analysis and decision-making with respect to both capital expenditures and on-going maintenance and operations costs.



The Study Area

Town of Vail owned lands that comprise the Civic Area total 10.9 acres. Below are descriptions of these lands and other site and development related considerations.

Municipal Building Site – 2.1 acres

A variety of municipal services, including Administration, Finance, Community Development, Vail Police Department, the Council Chambers and a recycling center are located on this parcel. The site is zoned General Use.

The site is bound by Interstate 70 and the South Frontage Road. The South Frontage Road presents a barrier between the Municipal Building Site and the rest of Vail. Planned upgrades to the South Frontage Road include a roundabout to be located at the western end of the parcel. Access for any new development at this site will likely be from this new roundabout.

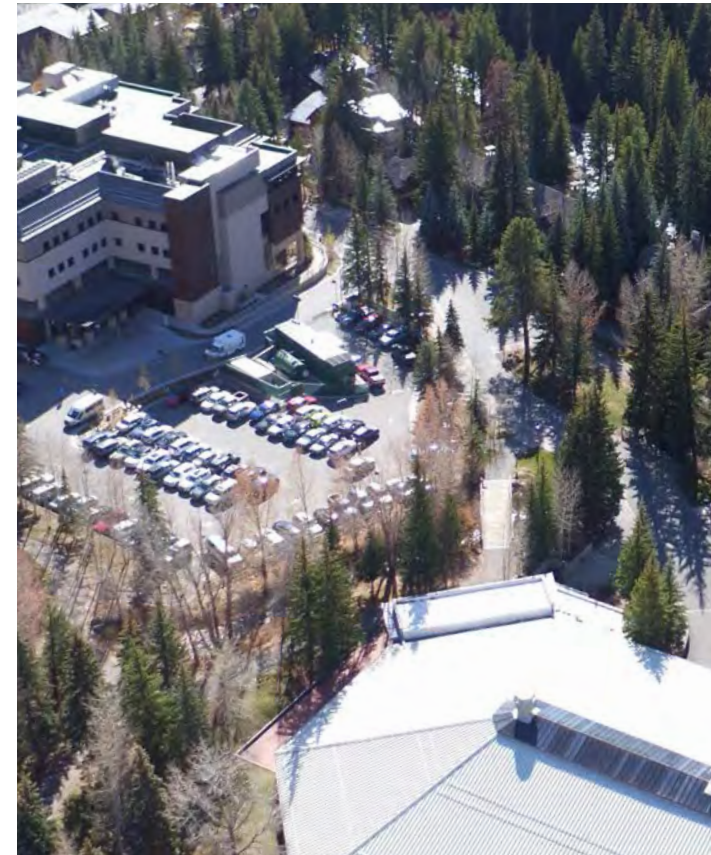
The Community Development and Administration buildings are 45 years old. Building deficiencies are significant and include items such as the roof, HVAC and electrical systems, ADA compliance, inadequate parking and poor energy efficiency. For these and other reasons, the Town has explored the demolition and redevelopment of these buildings.

Lot 10 – 0.5 acres

Lot 10 includes a portion of the Gore Creek Trail, and a parking lot on the northern third of the property that for many years has been used by Library Staff. The parking lot is approximately 12,000 square feet in size and is integrated with Vail Health’s adjoining parking lot. For the past few years, much of this parking lot has been used by Vail Health for construction staging during the redevelopment of the campus. The site is zoned General Use.

Land immediately to the north of Lot 10 is part of the Evergreen Lodge site. The Lionshead Redevelopment Master Plan contemplates the redevelopment of the Evergreen Lodge. If or when this occurs, the Master Plan suggests a pedestrian corridor be developed along the south side of the site that would connect Lot 10 with the South Frontage Road and the Municipal Building Site.

Middle Creek is located immediately west of Lot 10. This portion of Middle Creek is located on a parcel of land owned by the Eagle River Water and Sanitation District. This creek corridor is currently overrun with vegetation and the creek appears to have been channelized. It could benefit from reclamation.





Vail Public Library – 0.9 acres

The Vail Public Library provides many community services and hosts a wide variety of adult and youth programs. The Library’s Community Room is actively used for meetings and events. The Library’s location on the in-town bus route makes it accessible to both residents and guests. The site is zoned General Use.

The Middle Creek corridor defines the eastern boundary of the site. Located on a separate town-owned parcel, the Gore Creek corridor defines the south side of the Library. While these two creeks contribute to the Library’s idyllic setting, the creek banks have been heavily impacted by human use and are in need of restoration. The Gore Creek Recreation Trail runs along the south side of the Library.



Middle Creek Parcel – 0.5 acres

Located immediately south of the South Frontage Road, this narrow parcel is just 60’ wide and includes the Middle Creek corridor. The site is zoned Natural Area Preservation.

Other than for the possibility of a recreation trail, this parcel has no development potential. This creek corridor is currently overrun with vegetation and the creek corridor appears to have been channelized. It could benefit from reclamation.

Charter Bus Lot – 1.4 acres

This site is located immediately east of the Lionshead Parking Structure and extends from the South Frontage Road to East Lionshead Circle. The entry portal to the parking structure is located on the Charter Bus Lot site. Other than this entry there are no other improvements on this site. The Charter Bus Lot provides a critical location for snow storage (from the parking structure). The site is also used for short-term parking by buses, large RV's and semi-trucks (typically in Vail to service special events). The site is zoned General Use.

While the majority of the site is relatively flat, there is a grade change of approximately 20' at East Lionshead Circle. At the eastern terminus of East Lionshead Circle, a private drive extends to the north that provides access to the Vail International Condominiums.

The LHMP identifies the Charter Bus Lot as the focal point for creating the "Vail Civic Center complex". While the LHMP does not recommend a specific development program for the Civic Center, it describes a vision for the area is to create a cohesive center for

the Vail Public Library, Dobson Ice Area and the Charter Bus Lot, to provide an eastern terminus of Lionshead, and to create a place that will better connect Vail Village and Lionshead.

Restrictive covenants on portions of the Charter Bus Lot currently limit the use of this parcel to parking and associated uses. Any other land uses would require modification of these covenants.



Dobson Ice Arena – 1.9 acres

Managed by the Vail Recreation District, Dobson Ice Arena provides a venue for many local youth and adult skating programs such as the Vail Mountaineers Hockey Club and the Skating Club of Vail. Dobson Ice Arena hosts many skating-related events each year and periodically is used for corporate or other special events. The arena’s location on the in-town bus route makes it accessible to both residents and guests. The site is zoned General Use.

The arena was constructed in 1979 and the condition of the building is commensurate with its age. Building deficiencies include the condition of skylights and storefront windows, cooling tower and refrigeration systems, ice coolant lines, domestic water, air handling systems, and non-compliance with ADA and energy code standards.



Lionshead Parking Structure – 3.6 acres

The Lionshead Parking Structure includes +/-1100 public parking spaces used primarily for skier parking and to support the Lionshead area. Other uses on this site include the Lionshead Welcome Center, the Grand View Room, Imagination Station, a regional transit stop and a stop for local hotel shuttle vans. The site is zoned General Use.

Restrictive covenants on the property currently limit the use of this parcel to parking and associated uses. Any other land uses would require modification of these covenants.

The Lionshead Redevelopment Master Plan (LHMP) identifies the land south of the parking structure to be considered for the development of retail or office space on the ground floor and workforce housing on upper levels. The objectives of this development are to energize the street, to potentially provide for locally accessible retail space and to provide local housing proximate to Lionshead.

The Lionshead Parking Structure was built in the early 1970’s. Given the age of the structure, the Town has evaluated the condition of the garage and periodically implements improvements intended to extend the functional life of the structure. It is anticipated that periodic maintenance will be an ongoing effort and with proper maintenance, the structure will be serviceable for many years.





Adjacent Parcels of Influence

There are a number of parcels immediately adjacent to the Civic Area that may directly or indirectly influence opportunities the Town may have within the Civic Area. These parcels of influence include:

Vail International

This development is adjacent to the Charter Bus Lot, Dobson Ice Arena and the Middle Creek Parcel. Access to Vail International is from East Lionshead Circle, located between Dobson Ice Arena and Charter Bus Lot.

Vail Health Campus

The Vail Health campus is located immediately adjacent to Lot 10.

Evergreen Lodge

The Evergreen Lodge is located adjacent to Lot 10 and to the Middle Creek stream tract. Redevelopment plans for the Evergreen Lodge include a pedestrian connection between the South Frontage Road and Lot 10. This future connection has the potential to establish better connectivity to the Municipal Building Site.

Middle Creek Stream Tract

The Middle Creek corridor is located in two parcels, one owned by the Town and the other by the Eagle River Water and Sanitation District (ERWSD). Coordination with ERWSD will be necessary in order to address the entire creek corridor.

Coordination with each of these landowners will be necessary to understand areas of mutual interests, areas of concern and how potential collaborations could mutually benefit both parties.

The Planning Process and Community Engagement

Vail's Civic Area Plan was developed over the course of a year-long planning process that included five main steps:

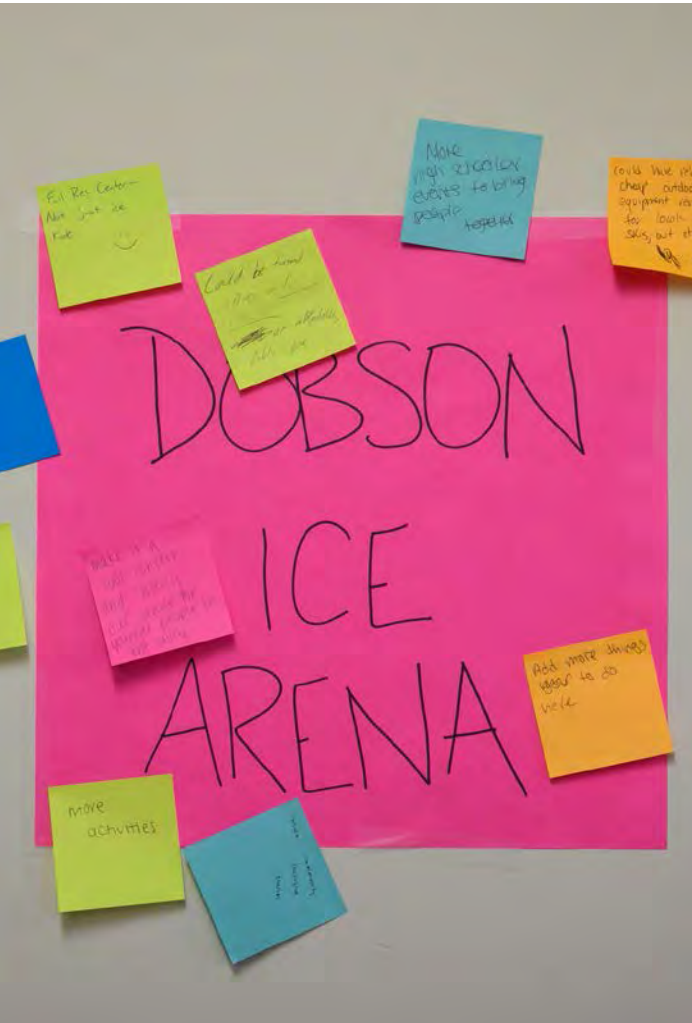
- Evaluation of the study area to understand site characteristics, relationship to surrounding uses, opportunities and constraints, etc.;
- Public and stakeholder engagement to understand the community's perspective on the Civic Area, issues and concerns to be addressed, and goals for improvements within the study area;
- Identification of potential ideas and opportunities for improvements and the testing of various master plan alternatives;
- Understanding the potential order of magnitude project costs and funding opportunities that may be available to implement the project, and;
- Preparation of a draft plan followed by formal review of the Plan by the Vail Planning and Environmental Commission and the Vail Town Council.



Community Engagement

The planning process for the Civic Area was driven in large part by community engagement. The effort to reach out to the community was robust and was done throughout the entire planning process. Community engagement activities and programs involved the following:

- A community “kick-off” meeting was held at the outset of the project to inform the community of the scope and goals of the project.
- Formation of a Process Steering Committee made up of two representatives from the Town Council and the Planning Commission to help with the engagement program and overall planning process.
- Due in large part to EngageVail, the level of community engagement for the Civic Area Plan dramatically exceeded what has been done for any past planning process in Vail.
- EngageVail.com, a web-based program was created to keep citizens informed of the planning process, upcoming meetings and other project information and also provided a forum for participants to provide input on the Plan. EngageVail was used for three “windows of engagement”. Windows of engagement involved presenting project information and then surveying the community on their thoughts and perspectives. 746 people registered with EngageVail and the site had 9,000 visits during the planning process. EngageVail generated input from 715 citizens.
- Direct outreach and meetings with neighboring property owners, interested citizens, stakeholders and community groups including but not limited to Town of Vail departments, Vail Recreation District, Vail Economic Advisory Council, Commission of Special Events, Vail Local Marketing District Advisory Council, and the Eagle River Youth Coalition.
- Town staff attendance at Town Picnics, the annual town meeting and other events to provide information on the Plan.
- Informal “pop-ups” to share the plan with the community.
- Seven work sessions with the Town Council during which public comment was taken.





The Planning Process

The Civic Area Plan evolved primarily in response to community engagement and input from the Vail Town Council. This process involved a pattern of reaching out to the community, preparing ideas in response to input received, testing and refining ideas with the Town Council, and then reaching out to the community to share more refined information and ideas. During the course of this planning process, there were three windows of engagement with the community. The process involved:

Engagement Window #1

During this initial step of community outreach, information regarding the goals of the project and the study area was provided on EngageVail.com. Community input was prompted by asking fairly general questions about issues and concerns with existing conditions and goals for what the Civic Area could be. Via EngageVail, 367 participants provided comments. 11 key takeaways were derived from this input.

11 Key takeaways from Window #1:

- *Improve and expand parking and accessibility throughout;*
- *Improve pedestrian access, safety, aesthetics;*
- *Improve community green spaces, integrate local art;*
- *Upgrade Dobson Ice Arena: expand its uses (evaluate the need for a second sheet of ice/multi-use), improve its aesthetics;*
- *Keep the Vail Public Library where it is; link it with Dobson Ice Arena;*
- *Improve the Municipal Complex aesthetics, or relocate/redevelop the site;*
- *Better utilize the Charter Bus Lot;*
- *Implement a community facility with flexible space for multi-function events, community gatherings, performing arts, recreation;*
- *Support the active community with outdoor recreation spaces;*
- *Explore housing opportunities;*
- *Advocate public-private partnerships within the civic area.*

Follow up

Following Window #1, the project team prepared generalized plans and diagrams of potential improvements in response to community input. Ideas were prepared for the Vail Public Library, Dobson Ice Arena, Lionshead Parking Structure, Charter Bus Lot and the Municipal Building Site. These plans and diagrams were then presented to the Town Council for their review and comment.

Engagement Window #2

Information provided to the community in Window #2 included a summary of what was heard during Window #1 and the generalized plans and diagrams of potential improvements that were prepared in response to community input. Participants were asked to respond to a question regarding how these potential improvements responded to community input. The general theme of input from this round of community engagement was:

Vail Public Library – support for the potential expansion and enhancement of this facility, and the need to address library parking and improve pedestrian access to the library.

Dobson Ice Arena – support for the renovation or redevelopment of the arena, create a west entry to the arena, and the need to address arena parking.

Lionshead Parking Structure - support for the expansion of parking and improving the walking experience along East Lionshead Circle with landscape/streetscape improvements and a new building along the south side of the structure.

Charter Bus Lot – acknowledgment that the site is currently underutilized and support for the development of civic-oriented improvements.

Vail Municipal Building – support for the redevelopment of the municipal building, creating a site for private development or workforce housing, and potentially moving the South Frontage Road to better integrate this site with the rest of Vail.





Follow-up

Engagement Window #2 indicated a general level of community support for the improvement ideas that were presented. In response, the project team further studied each of these ideas and prepared alternative concepts for what the Civic Area Plan could be. This information was presented to the Town Council and the community over the course of four work sessions. During this process “order of magnitude” cost estimates were prepared, and potential funding opportunities were discussed with the Town Council. As a result of these work sessions, specific goals for improvements and an overall vision for the Civic Area began to be defined.

Engagement Window #3

Diagrams depicting potential Civic Area improvements that advanced from the series of Town Council work sessions were shared with the community in Window #3. These improvements were presented in context with the 11 key takeaways

from community input during Window #1. Participants were asked which ideas were most appealing to them and which they felt were priorities for the community. Improvements most frequently mentioned were improvements to Dobson, a second sheet of ice, creating outdoor space and streetscape improvements, a multi-purpose community facility at the Charter Bus Lot and redevelopment of the Municipal Building site with workforce housing.

Follow-up

During the course of Window #3 an outline of the Civic Area Master Plan was presented to the Town Council. A key element of this outline were the goals, or the “big ideas” for each of the sites within the study area. With Town Council’s endorsement of these big ideas and the general direction of the Plan, work to prepare the full plan was initiated.

III. VAIL'S CIVIC AREA

The vision for Vail's Civic Area is to create a new place, a new center for gatherings, special events, culture, recreation, education, and activities that will become a focal point for the community of Vail. Buildings and facilities will provide venues for this engagement and outdoor spaces will serve to connect them and create a unified, cohesive place.

Introduction

The plan for the Civic Area is not about any single building or group of buildings, nor is it about any single user group or activity. Rather, it is about "the whole place" that the Civic Area will become. It is about how the Civic Area can help link Lionshead and Vail Village by shortening the distance between them. It is about how the design of buildings and outdoor spaces will be integrated, and how they will blend with nature and their surroundings. It is about how various user groups, locals, and guests will use these buildings and spaces. Above all, the Civic Area is about bringing people together

to be entertained, to be active, to learn, and to engage, interact, and explore. The Civic Area will be a place people will visit for a specific purpose, it will be a place that people will visit just to be there, and it will be a place people will happen upon, to discover, and then enjoy.

This chapter describes the place that the Civic Area is envisioned to be. It describes ideas, opportunities, and challenges. The chapter is about placemaking, how the composition of buildings, spaces, and activities and programming will create Vail's Civic Area.

The vision for the Civic Area is described based on its three main components:

Municipal Building Site

While an integral part of the Civic Area, the Municipal Building Site is isolated by the South Frontage Road and for that reason is described separately from the rest of the Civic Area. A number of important municipal services are located at the site, albeit in aging, outdated buildings. If some of these functions were to be re-developed and consolidated on the site, or were re-located to the Charter Bus Lot, a development site could be created for some other use such as workforce housing. While physically removed from the rest of the Civic Area, the Municipal Building site is integral to this planning process.

The Civic Hub

The term "Civic Hub" is derived from the LHMP which referred to this area as the location for the development of Vail's "Civic Center".



Six key sites – Vail Public Library, Lot 10, Middle Creek Parcel, Dobson Ice Arena, Lionshead Parking Structure and Charter Bus Lot comprise the Civic Hub. While this area currently includes a number of important community assets, it has great potential to become a more cohesive, vibrant activity center. With the development potential afforded by the Charter Bus Lot, the Civic Hub presents the opportunity for Vail to implement change that will be transformational for the community.

Public Places and Connectivity

Buildings will be instrumental to the success of the Civic Area, but the public outdoor spaces and connectivity between buildings and outdoor spaces are critical to creating the “place”. Outdoor spaces and safe, efficient, enjoyable connectivity is essential to the success of the Civic Area. Improving connectivity between the Civic Hub and the Municipal Building Site, the connectivity

between buildings and uses within the Civic Hub and connectivity with the Civic Hub to Vail Village and Lionshead are discussed below.

Descriptions and explanations of plans for the Municipal Building Site, the Civic Hub and Public Places and Connectivity address the following topics:

The Big Idea

— The overall vision and goals for improvements within the site or area.

The Approach

— Alternative approaches for how the vision and goals for these areas can be implemented.

Design and Planning Considerations

— Opportunities, challenges and other planning and design considerations related to potential improvement ideas that will need to be better understood and ultimately resolved during subsequent stages of the planning and design process.

Next steps

— Additional study, analysis, and design subsequent to this master planning effort that will be necessary to support future decision-making regarding specific plans for Civic Area improvements.

Sections below describe the three main components of the Civic Area. The plans, diagrams and sketches of potential buildings and improvements are intended to provide inspiration and a vision for what Vail's Civic Area can be. The primary purpose of these sketches is to demonstrate the role of plazas and public spaces that can be created between buildings. While these images convey a vision for the Civic Area, they are not intended to recommend a specific design or architectural solution. As its own activity center, architecture within the Civic Area should have its own unique identity. Whether the design of buildings is inspired by the precedents of Vail Village or Lionshead, architecture in the Civic Area should convey the sense that one is in Vail. Decisions on specific improvements for the Civic Area, and the design of these improvements, will be determined after further engagement with the community, extensive study and analysis of potential ideas, and more detailed architectural and landscape design. These next steps are more fully discussed in Chapter 4.





Municipal Building Site

THE BIG IDEA

- In order to address the aging structure and poor aesthetics, demolish and replace all or portions of the Municipal Building.
- Re-locate all or some existing town operations to create a development parcel on the site that will allow for other uses that may include workforce housing.
- Evaluate design options for improving the pedestrian crossing of South Frontage Road.
- Evaluate the feasibility of re-locating South Frontage Road to integrate the site with the rest of town.

THE APPROACH

- Town-funded initiative, or public/private collaboration with a development partner. Potential public/private ventures could involve the town contributing land for a workforce housing project or some other private development.
- Enhance funding opportunities for Civic Area improvements with DDA and/or land lease revenues.

- Potential scenarios for creating a development parcel on the site:
 - Consolidate Community Development offices with other town departments in a new town hall, creating a development parcel at the west end of the site.
 - Re-locate all or portions of town hall operations (excluding the Police Department), to the Charter Bus Lot, creating a larger development parcel at the west end of the site.
 - Re-locate the Police Department to a new facility at Public Works or other available sites, allowing the entire site to be available for other uses.
 - Move Council Chamber functions to a new community theater at the Charter Bus Lot.

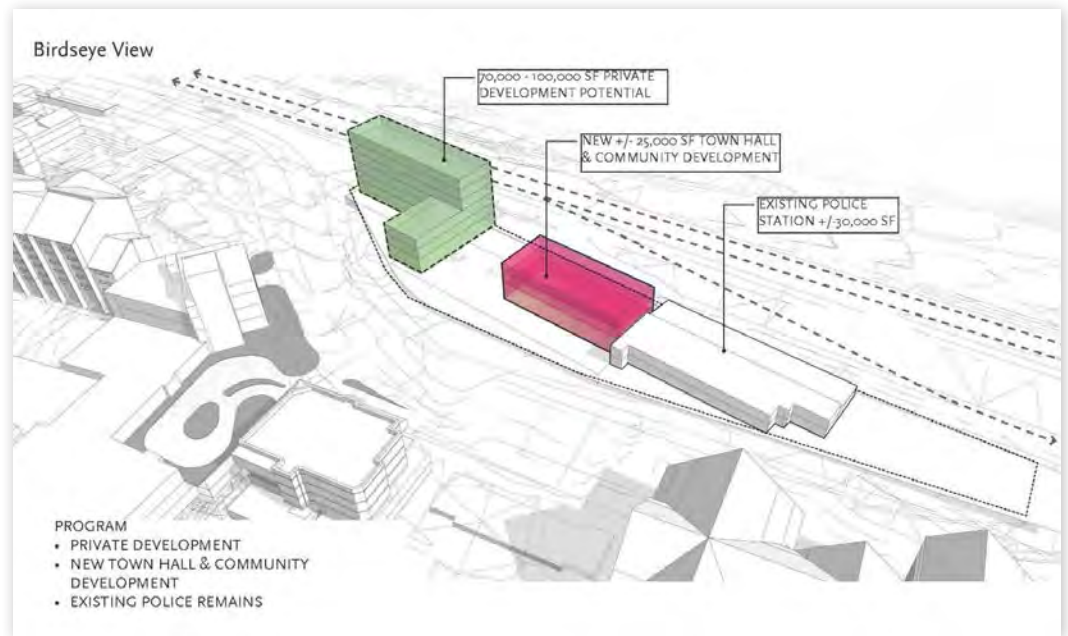
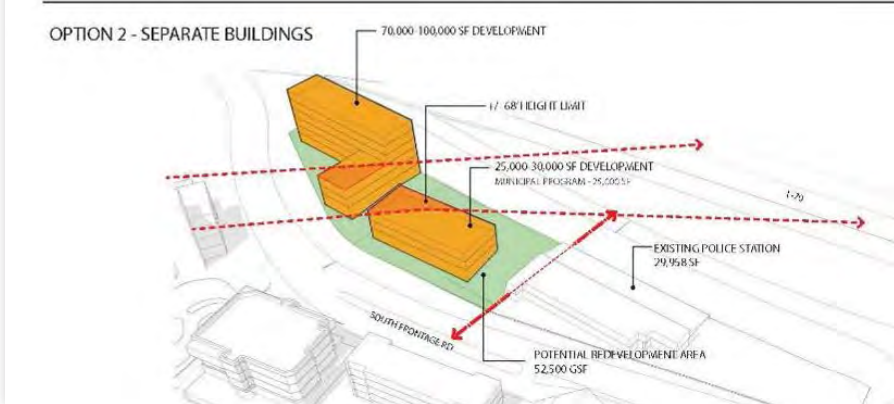
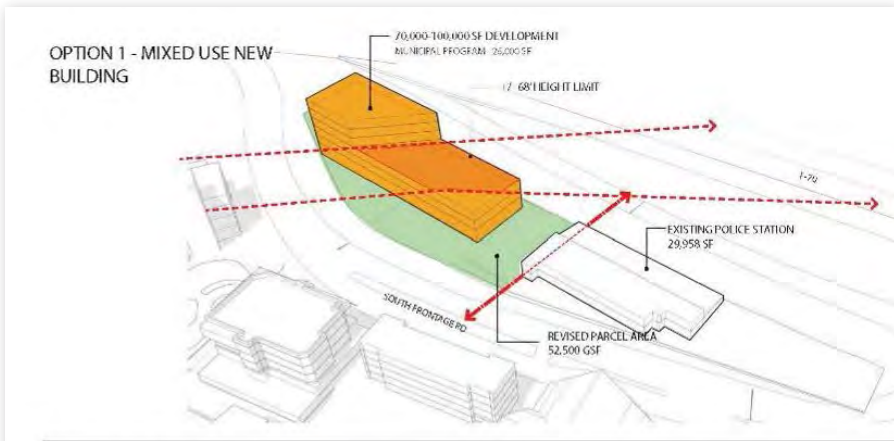
DESIGN AND PLANNING CONSIDERATIONS

- If town offices are re-constructed on the Municipal Building Site, identify interim locations for municipal operations during construction.
- Identify creative design or management strategies to address parking requirements for any workforce housing that may be constructed on the site.

- Understand the opportunities and constraints of a bridge or tunnel pedestrian crossing versus at-grade crossing of South Frontage Road.
- Design any new improvements to comply with the helicopter flight path of the neighboring Vail Health emergency helipad.
- Continue to explore the design, benefits and cost implications of re-locating South Frontage Road.

NEXT STEPS

- As a part of evaluating the Charter Bus Lot, determine the feasibility and desirability of re-locating municipal functions to the Charter Bus Lot.
- Complete schematic design studies to understand the development potential of this site and review and confirm previous programmatic square footages for a new Town Hall.
- Determine the preferred use of any development parcel that may be created at this site.
- Explore P3 opportunities for the re-development of the Municipal Building Site.



Images depict how the South Frontage Road could be re-located and massing studies for the potential pre-development of the Municipal Building Site.

The Civic Hub

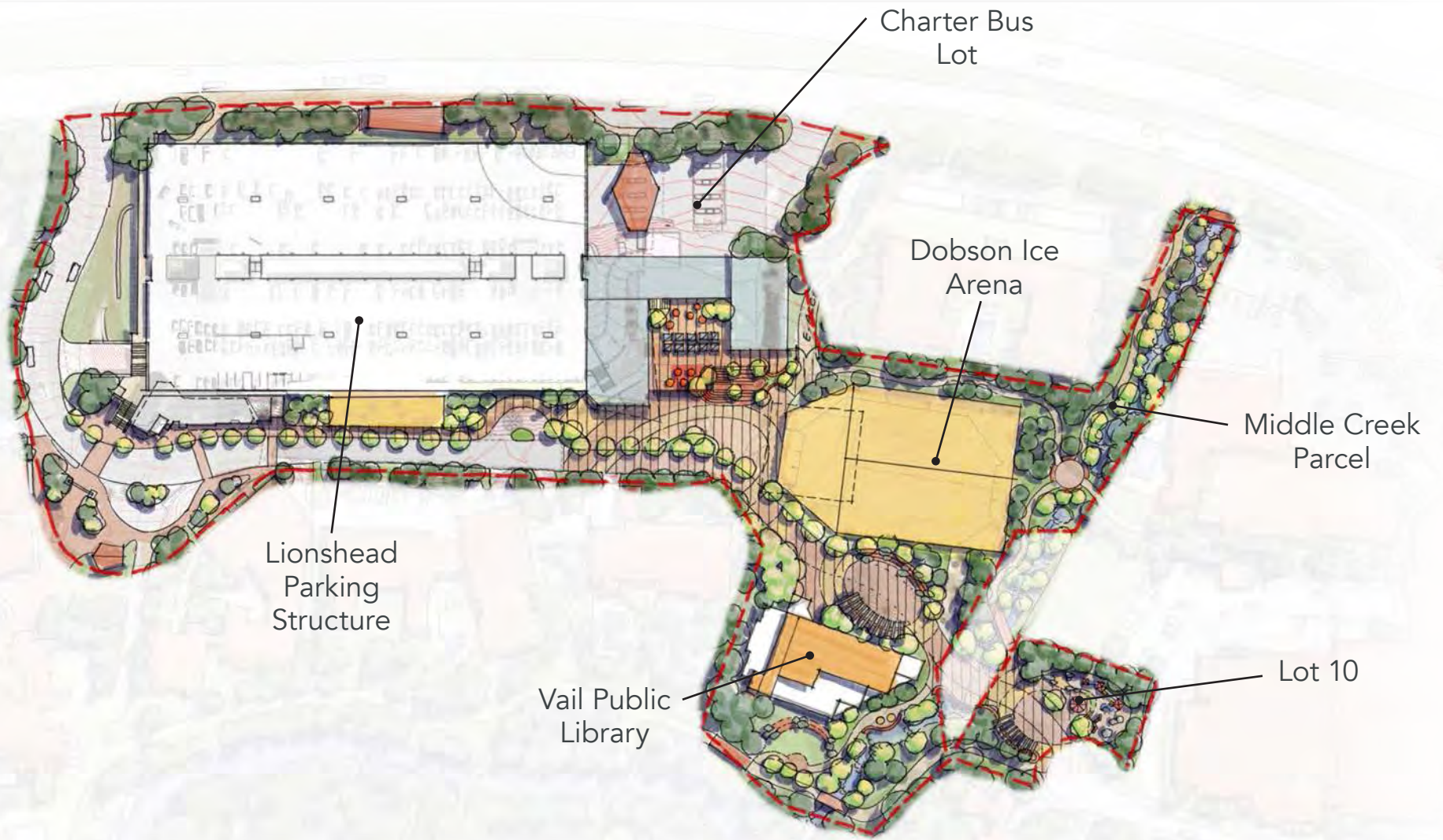
The Civic Hub includes the majority of land within the Civic Area. With the Vail Public Library, Dobson Ice Arena and Lionshead Parking Structure, the facilities in this area already play an important role for the Town and its residents and guests. Located on the Town's primary pedestrian and transit corridor between Vail Village and Lionshead, the Civic Hub is readily accessible. Middle Creek and Gore Creek provide a delightful setting and the opportunity for the area to integrate with nature. While existing facilities are valuable community assets, they were developed independently with little attention given to how they can work together to create a thoughtful, unified place. The condition was identified in the LHMP:

"The goal of this site is to create a single, cohesive civic center from the three disparate components (the library, the arena and the bus parking lot), using coordinated architectural character and linked public spaces. The new concentration of civic uses can help to connect Lionshead and Vail Village and will become the eastern anchor of Lionshead, connected to the Lionshead pedestrian core by the parking structure and the redeveloped East Lionshead Circle"

— From the Lionshead Redevelopment Master Plan

The Civic Hub is brimming with opportunity and the Charter Bus Lot is the key to stitching the existing pieces of the Civic Area together. Anchored by the development of the Charter Bus Lot, the Civic Hub will become the focal point of Vail's Civic Area.

This area represents Vail's opportunity to make changes and improvements that will be transformational to the Town's future. The balance of this section describes how the sites within the Civic Hub – Vail Public Library, Lot 10 and the Middle Creek Parcel, Lionshead Parking Structure, the Charter Bus Lot, and Dobson Ice Area can be improved to become the heart of Vail's Civic Area.



THE BIG IDEA

- Add a second floor to the building to provide space for expanded Library programs and/or other community use.
- Enhance the south lawn to create spaces for outdoor programming.
- Implement site and landscape improvements to enhance and protect the Gore Creek and Middle Creek corridors.
- Improve the safety and aesthetics of the existing pedestrian corridor from the Lionshead Parking Structure to the Library.
- Improve parking availability for users of the Library.

THE APPROACH

- Town-funded initiative.
- Potential improvements to the Library can each be designed and implemented independently for the others.
- Second floor expansion is dependent upon defining a need for space and a funding source.

DESIGN AND PLANNING CONSIDERATIONS

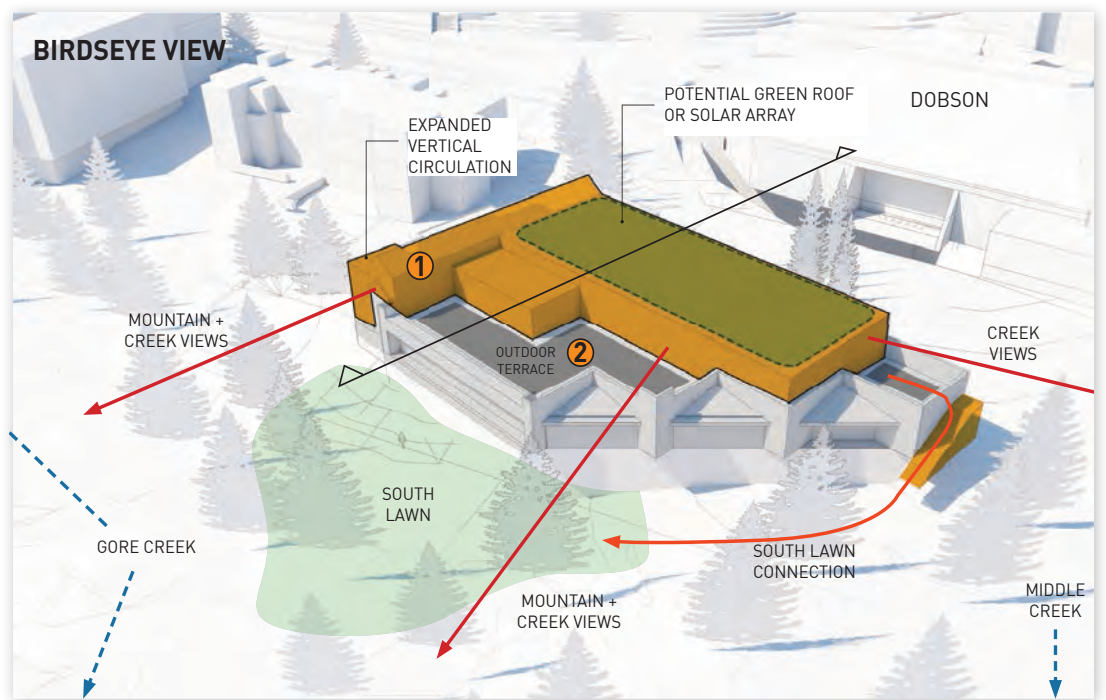
- As an element of the site evaluation and design studies for Dobson Ice Arena, identify solutions for improving the safety and aesthetic of the pedestrian corridor from the Lionshead Parking Structure to the Library.
- If or when a second level to the building is pursued, design the building to complement and maintain the unique character of the existing building.
- Explore opportunities to integrate educational opportunities into work to be done to improve the Gore and Middle Creek corridors.

NEXT STEPS

- Work with Library staff to identify the Library's long-term space needs that could be accommodated by a second level addition.
- Work with Library staff to identify the potential for outdoor programming that could be accommodated by improvements to the south lawn.
- Evaluate the potential need for community space that could be accommodated by a second level addition.
- Coordinate with the Town's Environmental Sustainability Department on enhancements and design improvements to Gore Creek and Middle Creek.
- Identify programs to improve library user's experience such as additional remote book drop-off locations and management changes at the Lionshead Parking Structure to ensure parking availability for Library users during periods of peak parking use.



Streambank restoration along Gore Creek.



Outdoor program area on Library south lawn.



Vail Public Library

Lot 10 and the Middle Creek Parcel

THE BIG IDEA

- Replace the existing parking lot with a new outdoor public space.
- Design and animate this public space to make it an appealing destination for pedestrians along the Town's primary pedestrian corridor between Vail Village and Lionshead.
- Restore and enhance the Middle Creek corridor and integrate this creek with Lot 10 improvements.

THE APPROACH

- Town funded initiative
- Potential for design and funding collaborations with Evergreen Lodge, Vail Health and Eagle River Water and Sanitation District (ERWSD).
- Various alternatives for the design and use of this outdoor space (i.e., a place for public art, whimsical elements like a children's treehouse, hardscape and landscape improvements, seating areas, food carts).

DESIGN AND PLANNING CONSIDERATIONS

- Coordinate with the Evergreen Lodge on how their improvement plans could integrate with improvements to Lot 10.
- Identify locations to replace existing Librarian parking on Lot 10, alternatives could include dedicated spaces within the Lionshead Parking Structure, or at the Municipal Building Site.
- Coordinate with ERWSD on their Middle Creek parcel to allow for the entire creek corridor to be addressed.
- Coordinate with the Town's Environmental Sustainability Department on Middle Creek restoration and enhancement and how educational opportunities could be incorporated into this project.
- Evaluate how the existing abutments for the old Hwy 6 bridge over Middle Creek can be maintained and made a part of landscape improvements.

NEXT STEPS

- Initiate a community design process for improvements to Lot 10 to determine how this space can be used, design features, etc.
- Initiate dialogue with neighboring property owners on improvements to Lot 10.
- Coordinate with the Environmental Sustainability Department on improvements to Middle Creek.



Walkway along Middle Creek.



Park/public open space development of Lot 10.

Lionshead Parking Structure

THE BIG IDEA

- Improve the walking experience along East Lionshead Circle between Lionshead and the Civic Hub.
- Implement landscape and streetscape improvements to provide a safe and aesthetically pleasing pedestrian walk.
- Animate the street with the construction of a “building wrap” along a portion of the south side of the Lionshead Parking Structure with ground level retail or community uses that will create activity and interest along the street.
- Potential for workforce housing on the upper two levels of the building wrap.
- Continue maintenance programs to extend the functional life of the Lionshead Parking Structure.

THE APPROACH

- Town funded initiative or public/private collaboration with a development partner. A potential public/private venture could involve the Town providing land and air-rights development for the upper levels of the building in exchange for developer providing ground floor space to the town.

- Alternatives for the use of this building include but are not limited to retail, community space, workforce housing or free-market housing.

DESIGN AND PLANNING CONSIDERATIONS

- The appropriateness of the building wrap needs to be considered in context with the entire Civic Hub, to ensure sensitivity to the overall level of development in the area and that adequate outdoor spaces are maintained along East Lionshead Circle. If it is determined to not construct this building, streetscape design along the Lionshead Parking Structure should include outdoor space capable of accommodating gatherings, public art or artist in residency programs, food carts or other features to add interest and animation to the street.
- A building wrap along Lionshead Parking Structure must be designed to not preclude the future demolition and reconstruction of a new parking garage.
- Building design and scale of the wrap to be compatible with neighboring properties, the wrap should not exceed three levels.

- Identify the need to modify restrictive covenants that may limit the use of this property.
- Address incremental parking requirements from the development of the building wrap.

NEXT STEPS

- Define the potential need for community uses and determine the preferred use(s) of the building wrap.
- Complete schematic design to better understand the development potential of this site.
- Explore opportunities for public/private collaborations for the development of the building wrap.
- Prepare schematic designs for streetscape improvements to East Lionshead Circle.



Building wrap at south side of Lionshead Parking Structure.



Lionshead Parking Structure



East Lionshead Circle streetscape enhancements.

Charter Bus Lot and Dobson Ice Arena

The Charter Bus Lot and the adjoining Dobson Ice Arena are the most critical sites to creating the Civic Hub. While separate parcels, due to their adjacency and their potential to accommodate facilities and provide outdoor spaces that can unify the entire area, they are evaluated as one site.

The Charter Bus Lot and Dobson Ice Arena have great potential to define the Civic Area. There are however, many issues and challenges with the development of these sites that will need to be resolved. There are also alternatives for how to most effectively implement the goals for this area. These and other considerations are addressed below.

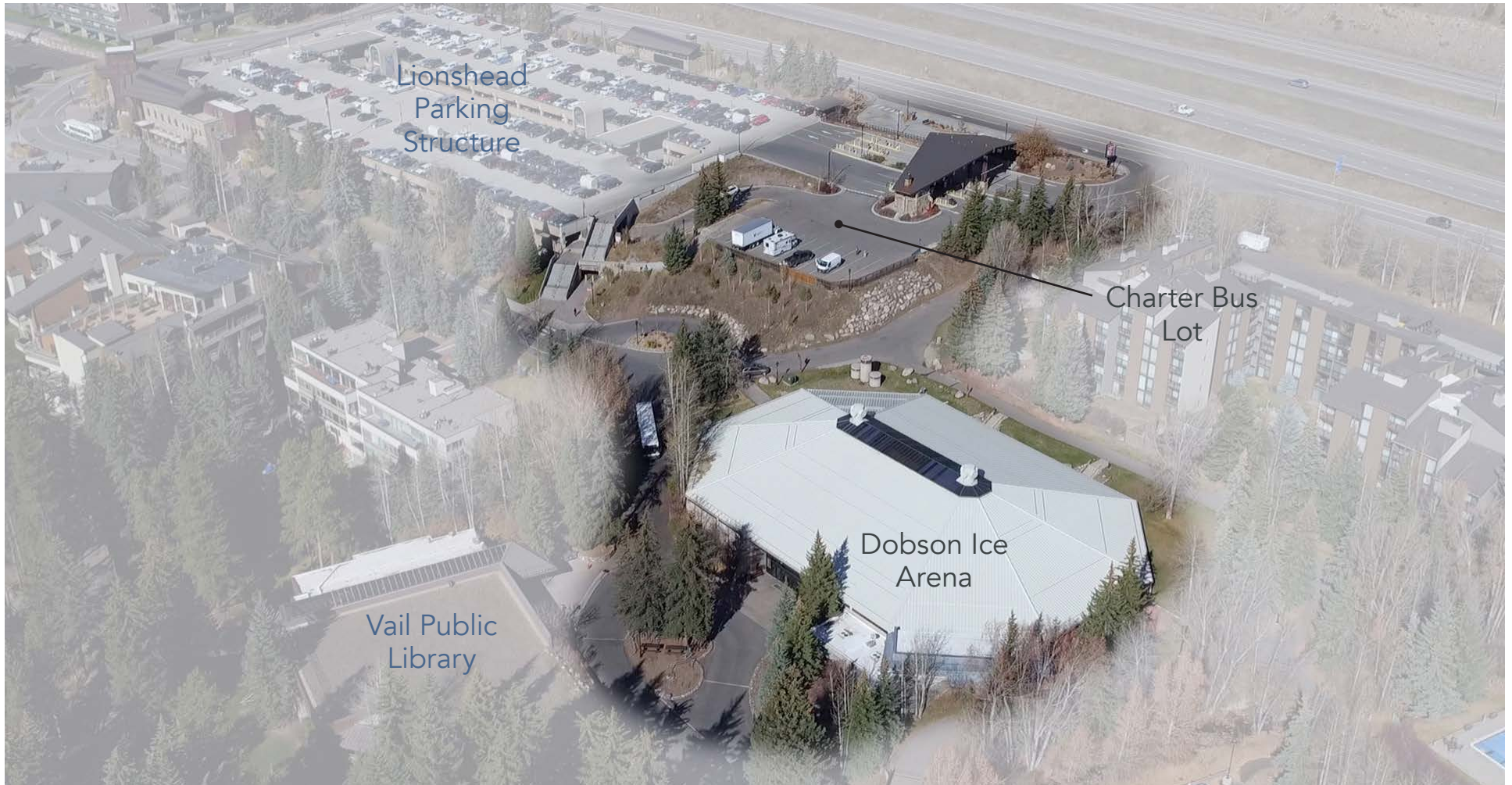
THE BIG IDEA

- Create a place with synergy between facilities and outdoor public spaces.
- Provide ice facilities sufficient to meet the needs of Vail’s skating community.
- In order to address Dobson Ice Arena’s obsolescence and poor aesthetics, either demolish and replace the building or complete a major renovation of the arena.
- Provide a multi-purpose events facility capable of accommodating large gatherings, conferences, banquets, community events, concerts, and celebrations.
- Provide community spaces that may include a small theater for performing arts and community gatherings, offices for non-profit organizations, business incubator space, or space for other community uses.
- Develop outdoor public places within the Civic Hub - capable of accommodating small intimate gatherings to large scale community events.
- Incorporate mixed-uses within the Civic Hub that promote interaction and add to the vibrancy and energy of the place.

THE APPROACH

While ambitious, the goals for the Charter Bus Lot and Dobson Ice Arena will be transformational for the Town. There are, however, many approaches for how these goals can be realized. This is primarily due to the multi-use potential of some facilities. For example, an ice arena can provide a skating facility, and if properly designed, can host concerts, conferences or other types of special events. An events facility designed for multiple purposes can accommodate a range of activities that could potentially include ice facilities. Equally important to the design of these facilities is the manner in which they are managed to meet the various needs of the community.

Final decisions on the type, arrangement, and design of facilities to be developed at Charter Bus Lot and Dobson Ice Area can best be made following additional research, evaluation, and design work that will be done subsequent to this master planning process. Efforts to be addressed subsequent to this Plan are described in Chapter 4.



Three potential approaches for the development of the Charter Bus Lot and Dobson Ice Arena are outlined below. These options are not recommendations. They are intended to convey the range of different ideas for how this site can be developed to address the goals for the Civic Hub. While each option addresses the big ideas describe above, each does so in different ways. The elements of the Civic Area that can be accommodated at this site will also influence improvement plans for the Municipal Building Site and the idea of the building wrap at the Lionshead Parking Structure.

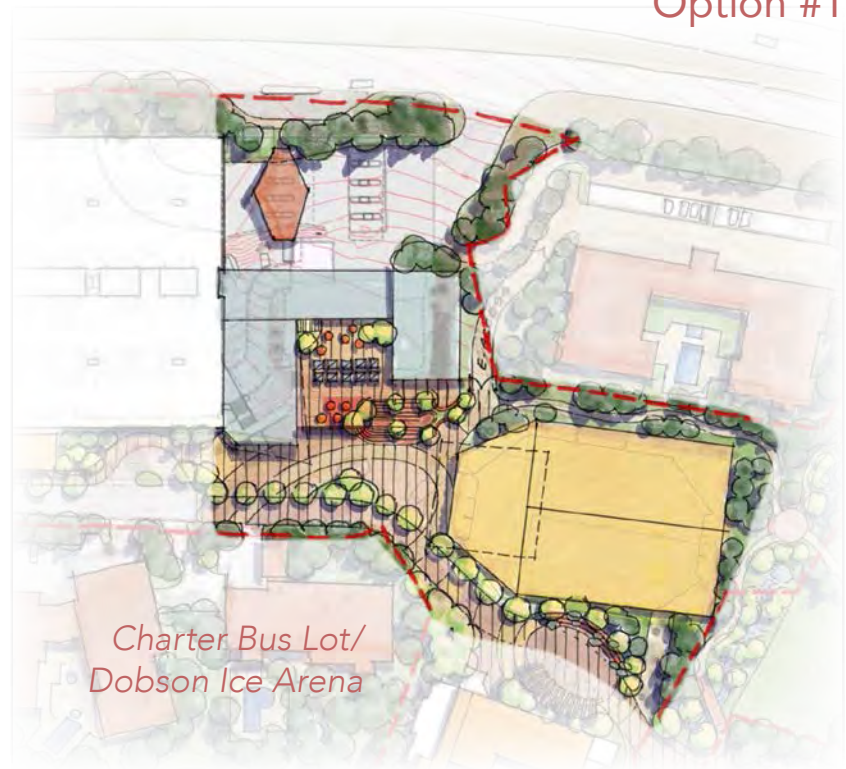
Option #1

- A new Dobson Ice Arena to include a west entry to better interface with the Charter Bus Lot and a modest expansion in size that could potentially accommodate other recreational programming. The arena would be used primarily for skating and would also host other special events at a frequency similar to its historic use.
- Multi-purpose events facility with its main entry and pre-function space at the southwest side of the Charter Bus Lot and a large, multi-purpose events space and smaller multi-purposes spaces located partially below grade.
- A small theater for performing arts, community use, and to potentially serve as the Town Council Chambers.
- A small community building along the north edge of the upper plaza to help to frame the Civic Plaza.
- An elevated public outdoor plaza (above the multi-purpose events space) to link the pre-function space with the small community theater and a public outdoor plaza along East Lionshead Circle to link the multi-purpose events facility with Dobson Ice Arena.
- Potential for additional parking at the north side of the Charter Bus Lot.

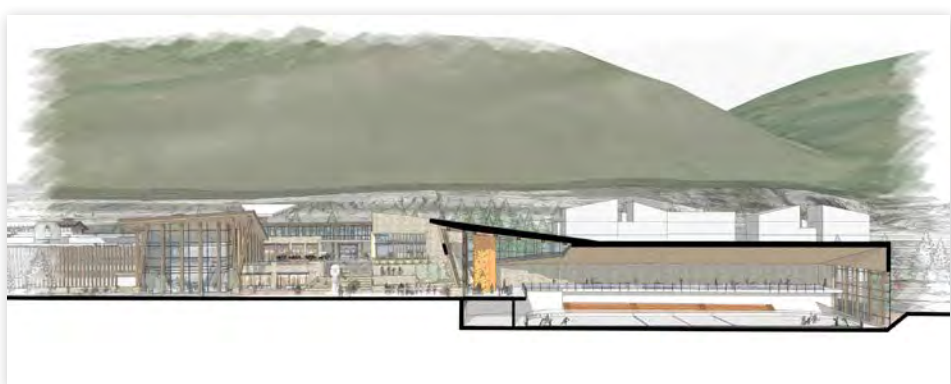




Public plaza between Charter Bus Lot and Dobson Arena.



Charter Bus Lot/
Dobson Ice Arena



Public plaza between Charter Bus Lot and Dobson Arena.

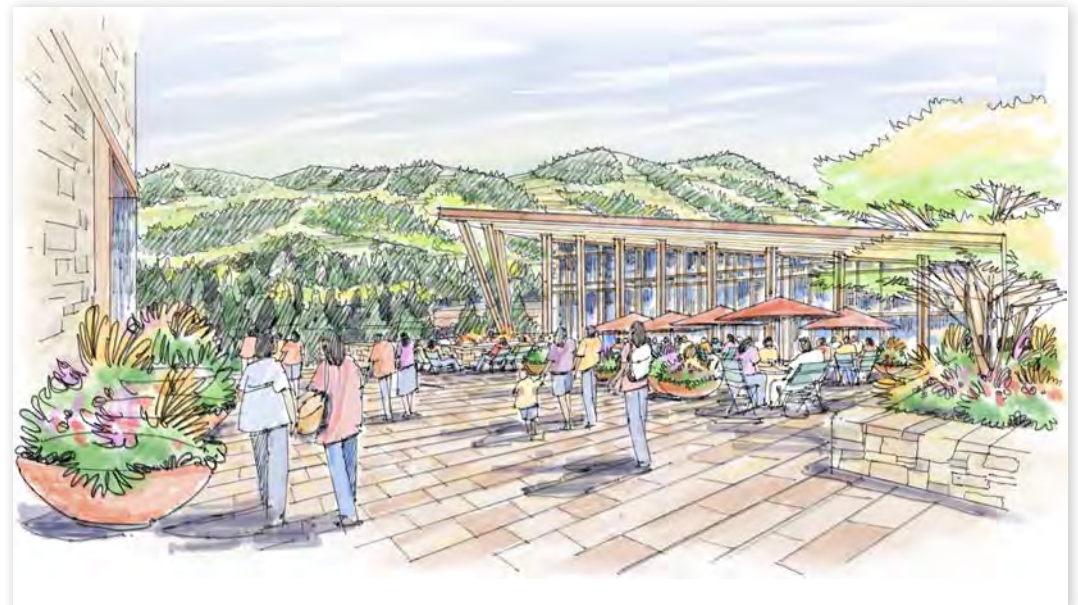
Option #2

- A new, larger Dobson Ice Arena designed as a multi-use facility that would accommodate ice use and host a variety of special events including large gatherings, conferences, banquets, community events, concerts, and celebrations. The building would include a new west entry to better interface with the Charter Bus Lot. The use of this new facility would focus primarily on special events.
- A utilitarian, dedicated sheet of ice located below grade at the south side of the Charter Bus Lot. The need for this sheet of ice is due to the new Dobson Arena being used primarily as an events facility.
- A small theater for performing arts, community use, and to potentially serve as the Town Council Chambers.
- Town Hall to provide space for Administration, Community Development and other town offices.
- A small community building along the north edge of the upper plaza to help frame the Civic Plaza.
- An elevated public outdoor plaza (above the sheet of ice) to link the Town Hall building with the small community theater and a public outdoor plaza along East Lionshead Circle to link the multi-purpose events facility with Dobson Ice Arena.
- Potential for additional parking at the north side of the Charter Bus Lot.





Charter Bus Lot/
Dobson Ice Arena



Elevated plaza at Charter Bus Lot.

Option #3

- A major renovation and expansion to Dobson Ice Arena to include a west entry to better interface with the Charter Bus Lot. The arena would be used primarily for skating and would also host other special events at a frequency similar to its historic use. Expanding the arena could allow for new recreational programming.
- Multi-purpose events center with its main entry and pre-function space at the southwest side of the Charter Bus Lot and a large, multi-purpose events space located partially below grade.
- Air-rights development for a potential public/private venture to develop a condominium/hotel above the multi-purpose events center. DDA and/or land lease revenue from this development to subsidize the cost of Civic Area improvements.
- An elevated, public outdoor plaza (above the multi-purpose events center) to link the pre-function space with the condominium/hotel building and a public outdoor plaza along East Lionshead Circle to link the multi-purpose events facility with Dobson Ice Arena.
- Space for various community uses located in the building wrap at the Lionshead Parking Structure.
- Potential for additional parking at the north side of the Charter Bus Lot.





Charter Bus Lot/
Dobson Ice Arena



Pedestrian corridor between Dobson Ice Arena and Vail Public Library.

DESIGN AND PLANNING CONSIDERATIONS

- Goals for this area could include many buildings and uses. It will be critical for the future design and planning of this area to ensure that the level and type of development does not exceed the practical carrying capacity of the site.
- The design and scale of buildings should be sensitive to and compatible with neighboring properties.
- Outdoor spaces should be sized relative to the use and program of surrounding buildings and the anticipated number of people they will draw to the Civic Hub.
- The existing access drive to Vail International presents a barrier to the unified design of improvements at the Charter Bus Lot and Dobson Ice Arena. Coordinate with Vail International on the feasibility of providing a new access point to their development that would reduce traffic. If this access is to be maintained, consider how it can be sensitively integrated into the design of the public plaza.
- The hotel shuttle stop at the west end of the Lionshead Parking Structure generates a large volume of traffic on East Lionshead Circle and the turn around adjacent to the Charter Bus Lot conflicts with the development of a public plaza in this location. Evaluate alternatives for eliminating this conflict. Options could include moving the turn around to the west, re-locating the shuttle stop, or routing shuttle traffic from West Meadow Drive.
- New buildings adjacent to the Lionshead Parking Structure must be designed to not preclude the future demolition and reconstruction of a new parking garage.
- Identify the need to modify covenants or plat restrictions that may limit the use of these properties.
- Address incremental parking requirements from any new development of these sites. Evaluate management strategies for how dedicated parking spaces can be provided in the Lionshead Parking Structure for Library and arena users.



- Ensure adequate access from South Frontage Road can be provided for service/delivery functions to the multi-purpose events center. Design and size loading facilities commensurate with the needs of the multi-purpose events center.
- Include a new west entry in Dobson Ice Arena to better link this facility with development of the Charter Bus Lot and the Lionshead Parking Structure.
- Consider the potential for additional recreation uses within Dobson Ice Arena when evaluating potential redevelopment scenarios.
- When addressing the parking demand of new development within the Civic Area, consider how multi-modal access, management and operational strategies, the Civic Hub's proximity to the Lionshead Parking Structure, and future innovations like smart cars and self-parking cars may affect the need for, design of, and amount of additional on-site parking that may be needed.
- Development of the Charter Bus Lot will eliminate a critical snow storage area used for the Lionshead Parking Structure. Work with the Public Works Department to identify alternatives for managing snow removal.
- Development of the Charter Bus Lot will eliminate the use of this site for the short-term storage of RV's, buses and large trucks. Evaluate the feasibility of alternative parking locations such as the West Vail Fire Station or North Frontage Road West, the Public Works facility or the Soccer Field parking lot at Ford Park.
- The reconstruction or renovation of Dobson Ice Arena will eliminate ice during the construction process. Identify potential locations for a temporary sheet of ice during construction.





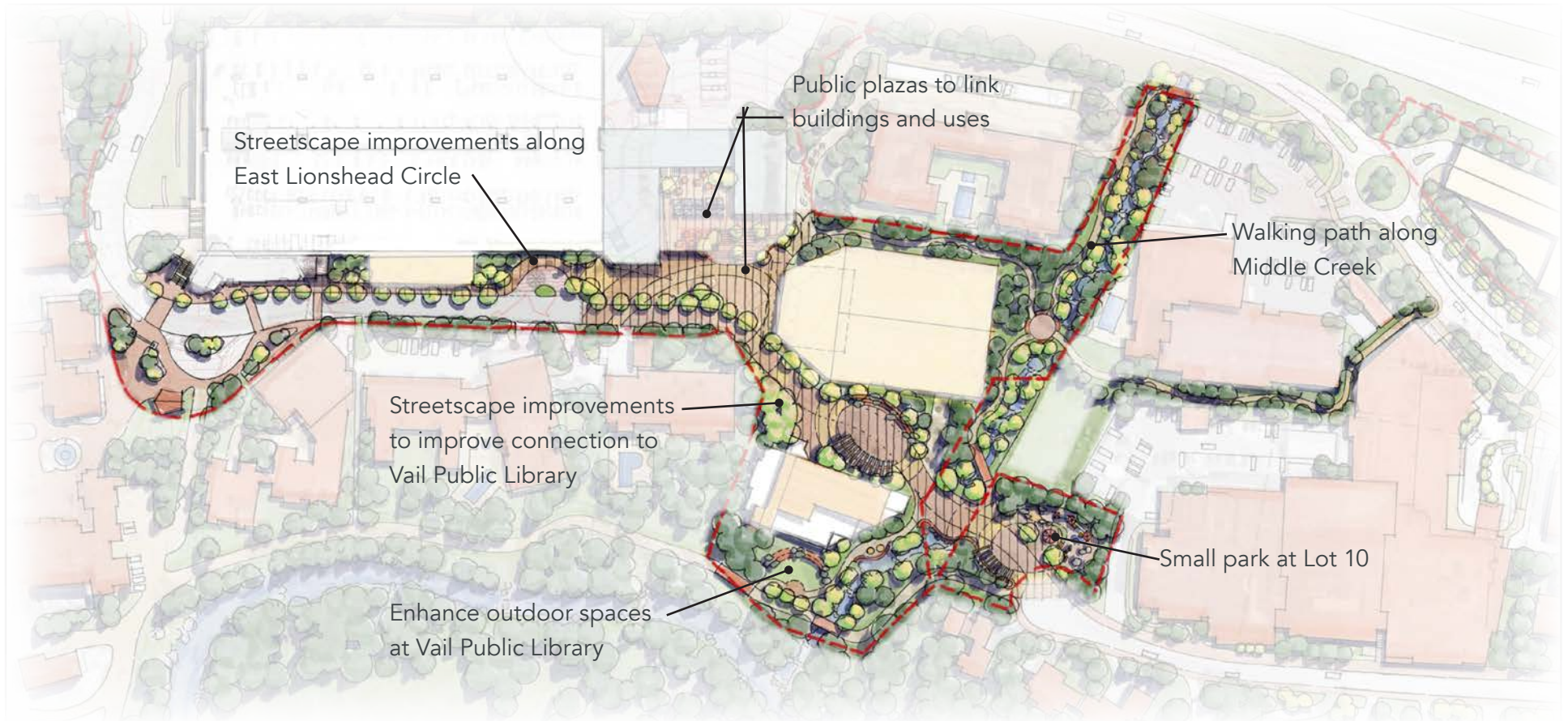
NEXT STEPS

- Complete a comprehensive market and economic analysis for potential improvements envisioned for the Charter Bus Lot and Dobson Ice Arena. The focus of the market analysis will be to understand market potential, the anticipated level of utilization, and to determine optimal sizing and program elements of these facilities. The focus of the economic analysis will be to understand the potential direct and indirect economic benefits of these facilities and to estimate ongoing operation costs.
- In conjunction with the market and economic analyses, complete schematic design alternatives for ice and multi-purpose event facilities. The goal of this effort is to understand how alternatives for the desired building programs can be achieved and to better understand the multi-use potential of various facilities.
- Based on the finding of steps above, determine the preferred design and programmatic approach for ice and multi-purpose event facilities. Prepare schematic design plans for this preferred approach.
- Study design alternatives for how other potential uses and improvements at the Charter Bus Lot can be accommodated (i.e. test the fit and relationship of other ideas such as the community theater, town hall and community space). The purpose of this effort is to determine the most appropriate mix of uses and level of development for the site.
- Based on schematic designs, prepare updated cost estimates and alternative funding strategies for these potential improvements.
- Based on the results of the five steps above, finalize the development program and design plans for the site.



The Places, Public Spaces and Connectivity

The buildings and improvements described for the Civic Area will provide venues for community gatherings and other activities. The use of these buildings will be the main catalyst for attracting people to the Civic Area. They are, however, just buildings. Public plazas, parks and pedestrian corridors, the spaces between the buildings, are what will make Vail's Civic area a special place. These outdoor spaces will link buildings within the Civic Area and they will strengthen the connection of the Civic Area with Vail Village and Lionshead. The importance of these outdoor spaces cannot be overstated, they are essential to the success of the Civic Area.



THE BIG IDEA

- Reinforce Vail's primary pedestrian and transit corridor with streetscape improvements to East Lionshead Circle and West Meadow Drive, and with the development of parks and public plazas along this corridor.
- Integrate public plazas with the design of buildings to encourage the use and

enjoyment of the outdoors and to create synergy between buildings.

- Establish a pedestrian walk along Middle Creek that is designed to protect the creek while allowing access to it.

THE APPROACH

- Town funded initiatives.
- Pursue potential collaborations with Eagle River Water and Sanitation District, Evergreen Lodge and Vail Health on Lot 10 and Middle Creek improvements.





PLANNING AND DESIGN CONSIDERATIONS

- Ensure that the design of outdoor spaces is integral to the design of buildings.
- As part of the design of Dobson Ice Arena, evaluate alternatives for improving the walking experience between the Lionshead Parking Structure and the Vail Public Library.
- Consider the building wrap along the Lionshead Parking Structure to animate the street and bring activity to East Lionshead Circle.
- Identify alternatives for eliminating the shuttle bus turnaround at East Lionshead Circle.
- Evaluate the feasibility of reducing Vail International traffic from access point between the Charter Bus Lot and Dobson Ice Arena.
- Ensure the pedestrian connection between Lot 10 and the South Frontage Road is implemented as part of the redevelopment of the Evergreen Lodge.
- If or when the Municipal Site is redeveloped, evaluate alternatives for at-grade and/ or grade-separated pedestrian crossing of South Frontage Road.

NEXT STEPS

- Initiate a community design process for improvements to Lot 10 and the Middle Creek corridor, coordinate with neighboring property owners.
- If or when design work is initiated for the Charter Bus Lot and Dobson Ice Arena, involve landscape architects early in the design process to ensure public spaces and potential improvements to the corridor between Dobson Ice Arena and the Vail Public Library are addressed.
- Prepare a schematic design for streetscape improvements along East Lionshead Circle.



IV. IMPLEMENTATION

This chapter addresses implementation and other considerations relative to the Civic Area Plan. As a master plan document this Plan is visionary and it defines the Town's goals for the Civic Area. This Plan represents just the first step in the process of creating the Civic Area. Information below summarizes follow-up steps that will need to be addressed for each site, provides recommendations on the sequence of subsequent planning and design work, summarizes the potential order of magnitude costs for Civic Area improvements and potential funding alternatives, and discusses a number of other topics related to the development of the Civic Area.

Next Steps

Chapter 3 describes potential improvements that could be developed within the Civic Area. It also outlines the next steps necessary to implement these improvements or to make final decisions on the type and nature of future improvements. These next steps, recommended sequences of work and other considerations for each of the Civic Area sites, are discussed below. It is assumed that with direction from the Town Council, the Community Development and Public Works departments will coordinate these efforts.

VAIL PUBLIC LIBRARY

POTENTIAL TIME-LINE FOR ACTION

Improvements to the Vail Public Library could be implemented independently from other Civic Area improvements. If a second level is to be pursued and if this space is envisioned to accommodate community use, it will be important to coordinate this effort with community space that may be developed at the Charter Bus Lot or the building wrap at the Lionshead Parking Structure.

It is anticipated that any efforts to pursue the addition of a second level or to make improvements to the south lawn would be made if or when initiated by Library Staff.

NEXT STEPS

- Work with Library staff to identify the Library's long-term space needs that could be accommodated by a second level addition.
- Work with Library staff to identify the potential for outdoor programming that could be accommodated by improvements to the south lawn.
- Evaluate the potential need for community space that could be accommodated by a second level addition.
- Coordinate with the Town's Environmental Sustainability Department on enhancements and design improvements to Gore Creek and Middle Creek.
- Identify programs to improve library user's experience such as additional remote book drop-off locations and management changes at the Lionshead Parking Structure to ensure parking availability for Library users during periods of peak parking use.

LOT 10 AND MIDDLE CREEK PARCEL

POTENTIAL TIME-LINE FOR ACTION

Improvements to Lot 10 and the Middle Creek Parcel could be implemented independently from other Civic Area improvements. It will, however, be beneficial to coordinate the design of these improvements with the design of streetscape improvements to West Meadow Drive and East Lionshead Circle. Improvements to Lot 10 could be implemented as early as the fall of 2020, when Vail Health vacates Lot 10.

NEXT STEPS

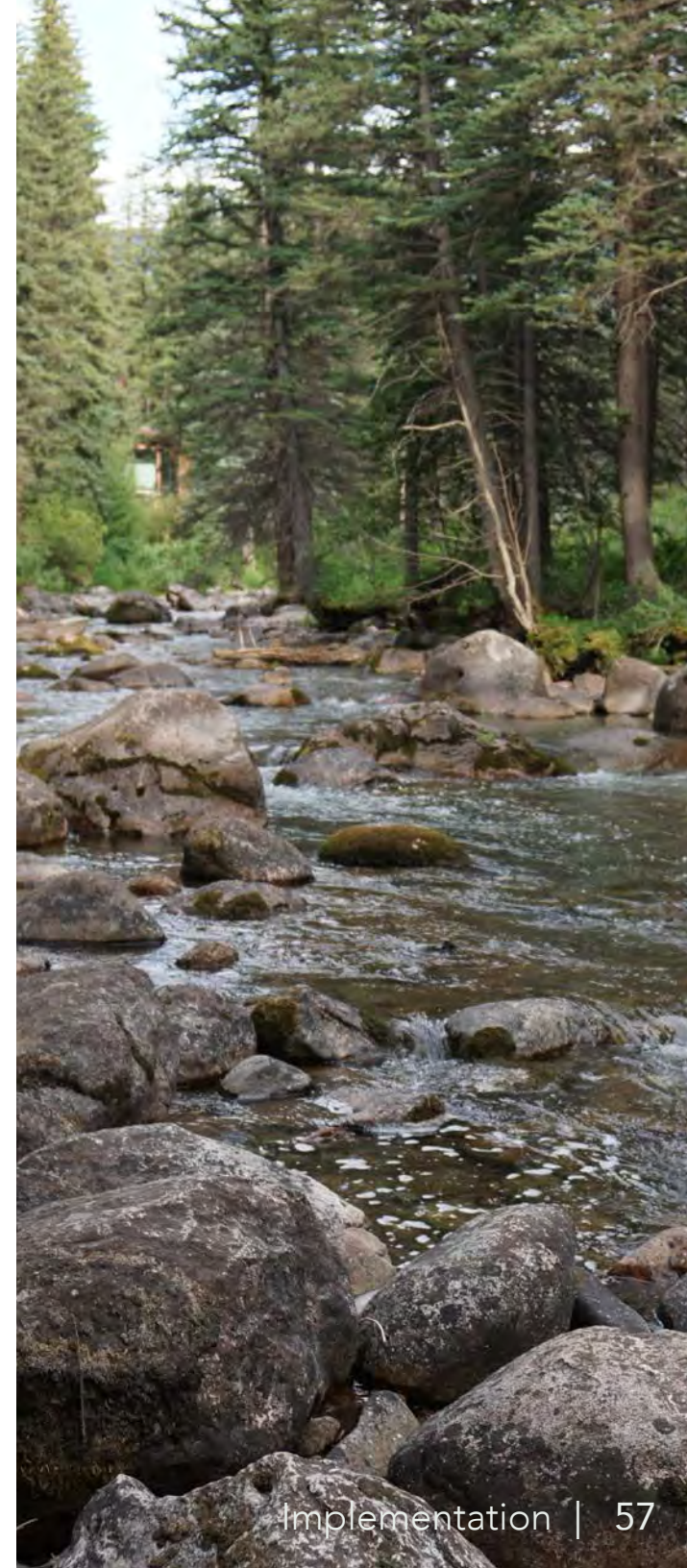
- Initiate a community design process for improvements to Lot 10 to determine how this space can be used, design features, etc.
- Initiate dialogue with neighboring property owners on improvements to Lot 10.
- Coordinate with the Environmental Sustainability Department on improvements to Middle Creek.

LIONSHEAD PARKING STRUCTURE

POTENTIAL TIME-LINE FOR ACTION

While improvements along the south side of the Lionshead Parking Structure could be implemented independently from other Civic Area improvements. If or when development of a building along the south side of the structure is pursued, uses within the building will need to be coordinated with plans for the Charter Bus Lot. Options for the Charter Bus Lot may include the development of space for community use. If this use is provided at the Charter Bus Lot, it would likely preclude the need to provide it in the building wrap. Decisions on uses for the building wrap should be made after development plans for the Charter Bus Lot are finalized.

While streetscape improvements to East Lionshead Circle would most efficiently be made in conjunction with the development of the building wrap, the design and installation of streetscape improvements could occur prior to development of the building wrap. This would, however, require careful study to understand if or how the future construction of the building wrap would impact streetscape improvements.



It will be important to coordinate the design of streetscape improvements to East Lionshead Circle with the design of other streetscape, park and public plaza improvements throughout the Civic Hub.

NEXT STEPS

- Define the potential need for community uses and determine the preferred use(s) of the building wrap.
- Complete schematic design to better understand the development potential of this site.
- Explore opportunities for public/private collaborations for the development of the building wrap.
- Prepare schematic designs for streetscape improvements to East Lionshead Circle.

CHARTER BUS LOT/DOBSON ICE ARENA AND THE MUNICIPAL BUILDING SITE

The Charter Bus Lot and Dobson Ice Arena present the greatest opportunity for change within the Civic Area and improvements to these sites will “drive” the overall planning process for the Civic Area.. Along with their potential for change, however, these sites also present many challenges that will need to be addressed during the design and planning process. These sites also present the greatest number of alternatives for how improvements can address the goals of this plan.

There is a very direct relationships between potential improvements at the Charter Bus Lot/ Dobson site and at the Municipal Building Site. This Plan suggests the idea of some town services being re-located to the Charter Bus Lot. The reasons for re-locating town services are twofold – government services are a foundational civic function that may have a place within the Civic Area. Municipal services at the Charter Bus Lot would also draw people and activity to the new Civic Hub. Secondly, moving municipal services would create a larger parcel at the Municipal Building Site that could accommodate some other use. Future planning and design of these two sites needs to be closely coordinated.





The next steps for defining improvements to be made to the Charter Bus Lot, Dobson Ice Arena and Municipal Building Site include:

Charter Bus Lot and Dobson Ice Arena

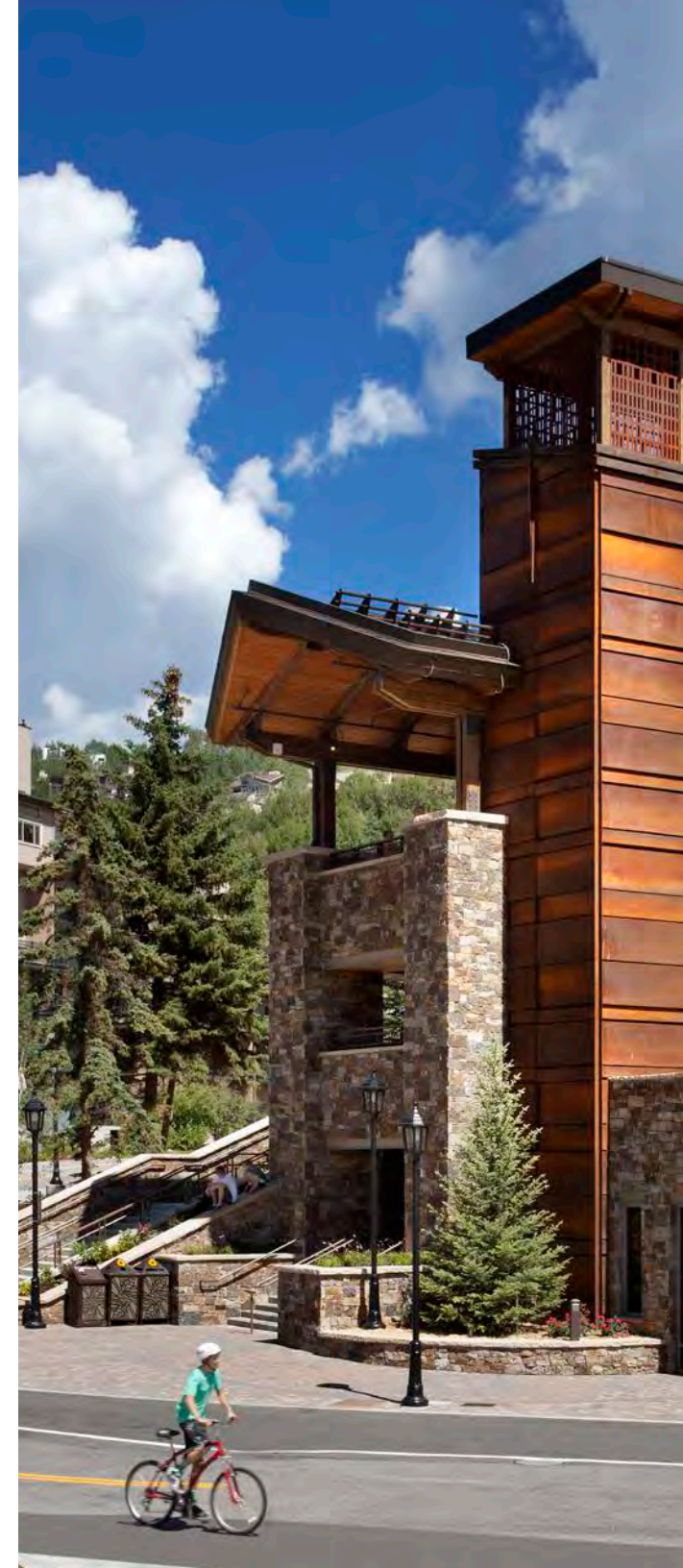
- Complete a comprehensive market and economic analysis for potential improvements envisioned for the Charter Bus Lot and Dobson Ice Arena. The focus of the market analysis will be to understand market potential, the anticipated level of utilization, and to determine optimal sizing and program elements of these facilities. The focus of the economic analysis will be to understand the potential direct and indirect economic benefits of these facilities and to estimate ongoing operation costs.
- In conjunction with the market and economic analyses, complete schematic design alternatives for ice and multi-purpose event facilities. The goal of this effort is to understand how alternatives for the desired building programs can be achieved and to better understand the multi-use potential of various facilities.
- Based on the finding of steps above, determine the preferred design and programmatic approach for ice and multi-purpose event facilities. Prepare schematic design plans for this preferred approach.
- Study design alternatives for how other potential uses and improvements at the Charter Bus Lot can be accommodated (i.e. test the fit and relationship of other ideas such as the community theater, town hall and community space). The purpose of this effort is to determine the most appropriate mix of uses and level of development for the site.
- Based on schematic designs, prepare updated cost estimates and alternative funding strategies for these potential improvements.
- Based on the results of the five steps above, finalize the development program and design plans for the site.

Municipal Building Site

- As an element of the site evaluation and design studies of the Charter Bus Lot, determine the feasibility and desirability of re-locating portions of town municipal functions to the Charter Bus Lot.
- Complete schematic design plans sufficient for understanding the potential of development sites at the Municipal Building Site that could be created by re-locating municipal services. This design work will be necessary to determine the desired land uses at the Municipal Building Site, evaluating the potential for public/private partnerships and generally understanding the potential opportunities of re-locating municipal services.
- Determine the preferred use of any development parcel that may be created at this site.
- Explore P3 opportunities for the re-development of the Municipal Building Site.

The efforts above should be completed in a comprehensive and coordinated manner. The concurrent evaluation of both sites will be necessary. A potential sequence for this work is:

1. Fundamental to making decisions on specific improvement plans for Charter Bus Lot and Dobson Ice Arena is to define how to most effectively address the Civic Hub goals for ice and multi-purpose event facilities. An understanding of market and economic considerations and exploring design opportunities to understand the multi-use potential for these facilities will be necessary. Initiating these studies is the first step in this process.
2. Complete schematic design plans sufficient for understanding the potential of development sites at the Municipal Building Site that could be created by re-locating municipal services. This design work will be necessary to determine the desired land uses at the Municipal Building Site, evaluating the potential for public/private partnerships and generally understanding the potential opportunities of re-locating municipal services.
3. After a preferred program and approach to the design of ice and event facilities is defined, complete an overall conceptual plan for these facilities. Following the completion of this plan, prepare alternative plans that evaluate how other uses identified in the three options for this site (i.e. community space, town services, small theater, air-rights development) could be accommodated at the Charter Bus Lot.
4. Evaluate the pros and cons of alternatives for the Charter Bus Lot and the opportunities at the Municipal Building Site. Based on this evaluation make final decisions on improvement plans and funding strategies for these sites.



Funding Options

Plans for the Civic Area outline ideas for many buildings and site improvements. While these ideas may be considered bold or ambitious, they have the potential to be transformational for Vail. Potential costs of Civic Area improvements and potential funding approaches have been evaluated. Through a combined approach of Town funding, phasing, and creative public/private partnerships, the implementation of improvements identified in this Plan is feasible.

POTENTIAL IMPROVEMENT COSTS

Order of magnitude estimates of potential costs for improvements contemplated by this Plan have been prepared. These estimates are based on assumptions of building type and a general understanding of site conditions. These estimates are not based on the design of improvements. As such they provide only a relative idea of possible project costs. In addition to hard construction, cost estimates include design fees, FFE (furnishings, fixtures, and equipment), construction management and cost contingencies. Estimates are in 2019 dollars.

It is recommended that further detailed cost estimates be prepared after design work for these improvements is completed. It is likely that updated cost estimates will vary considerably from the order of magnitude estimates provided below. It should be noted that the Town may not bear the cost of all improvements listed below. For example, the cost of all or portions of the building wrap at the Lionshead Parking Structure may be done via a public/private partnership. The Town's direct project costs will be refined during subsequent steps in the planning and design process.

ESTIMATES OF POTENTIAL IMPROVEMENT COSTS (Order of Magnitude)

<i>Vail Public Library</i>	
8,000SF second level	\$7,000,000
<i>Lionshead Parking Structure</i>	
20,000SF 3-level Building Wrap	\$10,000,000
<i>Dobson Ice Arena</i>	
Demo and construct new 45,000SF arena	\$35,000,000
Demo and construct new 55,000SF arena	\$42,000,000
<i>Municipal Building Site</i>	
Demo and construct new 27,000SF town hall (Admin and Com Dev, 75 parking spaces)	\$25,000,000
<i>Charter Bus Lot</i>	
50,000SF Multi-purpose events facility/support space	\$55,000,000
7,500SF theater and Council Chambers	\$4,000,000
6,000SF community space	\$3,000,000
Utilitarian ice rink	\$15,000,000
240-space parking structure	\$42,000,000
<i>Streetscape and Lot 10 improvements</i>	\$6,000,000

FUNDING OPTIONS

The implementation of the improvements in the Civic Area will require investment on the part of the Town. To understand the financial options available to the Town, a comprehensive review of potential funding sources was completed. As shown in the chart to the right, there are many different sources that could be utilized, ideally in some combination that maximizes the opportunities and minimizes the financial burden on the community. In the scenarios that were evaluated for the plan, not every potential source of funds were tapped. The intent is to select the most relevant and effective source for a given project, recognizing that it will vary over time.

Potential Funding Sources

For each source, a detailed evaluation was completed to document the process of formation and the corresponding revenues that would be available. The purpose was to provide direction on which sources generated the greatest level of proceeds and offered the most value relative to the efforts to establish them. As part of this process, the team tested each revenue source and grounded them in the local context to ensure the estimates reflected realistic proceeds. As shown in the chart, a 'High' score in terms of the amount of proceeds is a positive indication. Regarding the level of effort for adoption, a 'Low' level of effort is most compelling.

Description	Acronym	Amount of Proceeds	Effort for Adoption	Revenue Potential	
				Low	High
Urban Renewal Authority	URA	High	High	\$35.0M	\$35.0M
Downtown Development Authority	DDA	Medium	High	\$13.1M	\$30.9M
Business Improvement District	BID	Low	Medium	N/A	N/A
General Improvement District	GID	Low	Medium	\$1.9M	\$3.7M
Metro District (Special District)	Title 32	Medium	Low	N/A	N/A
Public Improvement Fee	PIF	Medium	Low	\$16.3M	\$24.5M
Dedicated Sales Tax	N/A	High	Medium	\$19.6M	\$39.1M
Dedicated Lodging Tax	N/A	High	Medium	\$27.2M	\$40.9M
Land Lease / Land Sale	N/A	Medium	High	\$18.5M	\$27.8M
Current Town Reserve	N/A	Low	Low	\$10.0M	\$10.0M
Public Private Part/ Joint Venture	P3 or JV	Medium	Medium	N/A	N/A
Philanthropy	Philanthropy	High	High	N/A	N/A
Certificate of Participation/Bonding	COPs	High	Low	\$34.7M	\$52.0M
TOTAL				\$176.3M	\$263.9M

Source: Economic & Planning Systems

In terms of the anticipated proceeds, the revenue stream for each option was estimated annually over a 30-year planning horizon and discounted by 5 percent to establish a present value estimate. Currently, tax-exempt municipal debt can be underwritten at lower rates, generating higher net proceeds. Recognizing that these tools may be implemented over an extended period of time, a 5 percent discount rate is an appropriately conservative approach for estimating proceeds.

Description of Potential Funding Sources

The most relevant funding sources are described in greater detail below.

A. Urban Renewal Authority

The existing Vail Reinvestment Authority has a remaining life of 11 years. It generates approximately \$5.7M annually. While it has existing obligations for these funds that approximate \$1.2M, the balance of \$4.5M annually provides capacity to fund additional projects. Bond proceeds that could be made available of approximately \$35M would be based on a relatively short amortization period of 10 years. These funds, if not expended in or around the Lionshead redevelopment area by the expiration of the district, will be redirected to existing taxing authorities. Because this urban renewal authority (URA) exists, no action is required of the Town related to this funding source.

Town Council expressed interest in forming a new URA to cover properties in the Civic Area Plan. In the event a DDA (see below) lacked support from the community and immediate property owners, the Town could move forward with a second URA. To do so, it would have to comply with the parameters of Senate Bill 1348. While complex, Council members reported that the policy goals and intergovernmental cooperation was sufficiently high to suggest it would be viable. The funding potential from a newly formed URA would be comparable to that of the DDA concept modeled below.

B. Downtown Development Authority

A DDA has the potential to capture and redirect the property taxes associated with new development within a designated DDA boundary. A DDA can be formed with a positive vote of at least 50 percent of electors within a proposed district. It must, among other criteria, reflect a concentration of governance and commerce for a given community, which given the location of the existing and proposed improvements, would meet this test. Once formed, the district redirects the property tax associated with any new development that is



incrementally higher than the existing tax base. Similar to a URA, none of the existing Town of Vail revenue sources are affected. Moreover, given that any publicly-owned site within the study area that is publicly owned today and has a base of zero, the potential increment from a new commercial development for example would result in substantial incremental property taxes generated. A DDA can capture increment for 30 years, before the base is reset. These proceeds can be used to service debt, and based on the potential increment within the study area, the proceeds are listed in the previous table.

The revenue estimates from a DDA range from \$13.1M up to \$30.9M. The wide range reflects different assumptions about the amount of development that could occur and be captured for tax increment. In some scenarios, the relevant sites have been programmed at densities that are comparable to existing development on surrounding sites and include condominium and hotel facilities. Market research conducted regarding the depth of demand for more condominium product showed reasonably strong interest, particularly at luxury price points. Demand for additional hotel product was mixed, and all research indicates that a large set of condominiums are needed to offset the otherwise substantial interest carry on new hotel properties. The range of development types and sites involved results in net proceeds for debt service ranging from \$1.1M to \$2.7M and corresponding bond proceeds ranging from \$13.1M up to \$30.9M.

C. Public Improvement Fee

A PIF is a fee applied to the sales of goods and services that is enforced by a private agreement between a development entity and its future tenants. It is often collected in conjunction with sales tax and local municipalities remit the proceeds to the developer (after deducting a service fee). The PIF is often used to service debt related to public improvements, although because it is a private agreement there is wide latitude in terms of its potential applications. No election is required for these fees, given that it is administered as a private agreement. Typically, PIFs are negotiated at time of entitlement, with the local government recognizing the formation of a PIF in conjunction with proposed public improvements. In some cases, revenues from PIFs are combined with other sources, such as Metropolitan Districts, to address a broader set of public improvement needs.

The PIF proceeds have been estimated using the current annual lodging activity of \$235M and assuming a range of 40 to 60 percent of lodging properties will opt into the program and apply a rate of 1.5 percent for the PIF. The resulting annual revenues range from \$1.4M



to \$2.1M, and if bonded over a 30 year period would generate proceeds ranging from \$16.3 to \$24.5M.

D. Dedicated Sales and Lodging Tax

A dedicated sales and lodging tax could be established to cover costs related to the proposed improvements. Either revenue source would require a vote of the public. The lodging community has expressed interest in a multipurpose events center of sufficient scale to attract meeting business that cannot be served by existing conference facilities. The revenues would also be dedicated in this case to service debt and could be sized to cover operating expenses as well.

The proceeds are based on the current Town of Vail level of activity for sales tax and lodging tax, which are \$677M for sales and \$235M for lodging. The incremental tax that has been modeled builds on the existing rates of 4.0 and 1.4 percent, respectively, and ranges from 0.25 percent to 0.5 percent for sales tax and 1.0 percent to 1.5 percent for lodging tax. Based on these assumptions, the proceeds range from \$1.7M to \$3.4M annually for the additional sales tax and \$2.4M to \$3.5M for additional lodging tax. The bond proceeds, assuming a 30 year amortization period, range from \$19.6M to \$39.1M for sales tax and \$27.2M to \$40.9M for lodging tax.

E. Land Lease/Land Sale

The Town of Vail's land holdings represent significant development potential. The Town could partner with a private developer by putting the land under a proposed project. By doing this, the Town could either monetize the asset in the form of a land sale or could generate revenue in the form of lease payments over an extended period of time. Alternatively, it could incent the project by discounting the cost of land, if the improvements required a form of public finance and achieved an identified public policy goal.

The focus of the land lease has been the current Municipal Site, assuming that 144,000 square feet of land area would be made available for new development and that the existing uses would be relocated. The valuation for this parcel, assumed at \$16M, reflects the best estimate from high-level residual land analysis and comps using assessor data. Based on the analysis, it is assumed to be a conservative number. Applying industry standards for projecting revenue streams from long-term leases, a range of 8 to 12 percent has been applied to the value to determine the annual payment, which were then loaded as inputs to project bond proceeds of \$18.5M to \$27.8M.





F. Public Private Partnership/Joint Development

It should be noted that the term Public Private Partnership addresses a form of development in which the private sector invests with the Town on a project. For this analysis, this concept was tested as a hotel or hotel/conference center or condo/hotel that would be constructed on Town owned land. The revenue streams derived from this type of project included land lease revenue (or hypothetically, land sale revenue). More significantly, the Town could create a Downtown Development Authority or create a second Urban Renewal Authority. Both tools enable the Town to capture the property taxes paid on the increment. In some cases, the proposed developments were substantial in terms of the net Assessed Valuation, which in turn, generated reasonably high revenues to the Town and the associated body established to collect the revenues (DDA or URA). For this analysis, the Town of Vail would not be a direct partner in a real estate project, but would rather create revenue streams generated by the project to be captured by one of the other mechanisms listed in this section.

G. Current Town Reserve

The Town of Vail, consistent with its internal policies, maintains a prudent reserve. Currently, aggregate Town reserves range from \$60M to \$70M, a portion of which is restricted and a portion is not. Town staff believes that a use of \$10M of these reserves would still provide sufficient cushion in the event future revenues are weak and/or unforeseen fiscal conditions require the use of reserves. It should be noted that during the economic contraction as part of the 2007 recession, the Town reduced its overall budget in response to declining revenues, but it did not tap its reserve funds.

H. Town of Vail Bonding

Research provided by Town staff shows a history of the Town bonding to fund improvements. For the approximately 20-year time period starting in 1970, the Town issued 15 bonds. Examples of these improvements include the purchase of Ford Park and Katsos Ranch, and the construction of parking structures, Vail Public Library, Dobson Ice Arena and the Lionshead Mall. Town staff believes that the Town could dedicate \$3.5M to \$4.5M in debt service for a bond issue, without reducing its ability to maintain all operations that it currently conducts. Using similar assumptions regarding bonding potentials, the proceeds from this could range from \$34.7M up to \$52M.

Town Council Ranking

Decisions on funding improvements will be made by future Councils when more information in on project design and costs has been prepared. During this planning process funding options presented to the Town Council were informally ranked in terms of High Support, Moderate, and No Support. As shown on the table to the right, five sources were ranked “High,” three were ranked “Moderate/Low,” and the option that included a land sale was eliminated, as the Council stated a preference for a long-term land lease.

Potential revenue sources strongly supported by the Town Council are indicated on the table below. While these sources could theoretically generate over \$200M in proceeds, it has been assumed that different sources will be tapped for different uses, and over the course of the implementation of the Civic Area Plan, future Councils will select specific sources (or portions of specific sources) that best align with a given project under consideration. Another \$50M was identified that had Moderate/Low support of the Council. The Council did not support the sale of Town lands. As noted previously, any future development scenario is likely to involve a combination of different funding sources.

Next Steps

The Town of Vail is in a unique position to fund improvements identified by the Civic Area Plan. It has financial resources that reflect the strong market and fiscal base of the community. To the extent there is interest in pursuing revenue streams that involve private development, there is potential upside in the form of new revenues that can be established by tapping market forces. The Vail brand is strong—the Town and ski mountain reinforce decades of consistently superior experience for the guest and resident. There may be potential for the Town to partner with private development that would generate revenue to fund Civic Area improvements. Alternatively, the Town could pursue more traditional sources of funding, such as a dedicated lodging and/or sales tax. This would give the Town a strong basis from which to move forward. Cultivating support within the community for these tools will be an important next step to increase the potential approval by the voters.

Both courses of action are worthwhile and merit continued evaluation. As the concepts within this Plan are refined, additional work should be completed to understand the depth of market support, the costs for construction as well as operations, the fiscal benefits (in the form of additional sales and lodging taxes), and the next economic benefits to the community. There are many ways to evaluate each of the projects within the overall study area, with fiscal and economic viability being just one of many perspectives. Because the economic viability is a foundational issue, additional study is warranted.

Description	Amount
High Support	
URA	\$35.0M
DDA	\$42.1M
Town Bonding (DS=\$4.5M/yr)	\$52.0M
Dedicated Lodging Tax	\$40.9M
Dedicated Sales Tax	\$39.1M
Subtotal	\$209.1M
Moderate/Low Support	
Reserves	\$10.0M
PIF	\$24.5M
Land Lease	\$15.0M
Subtotal	\$49.5M
No Support	
Land Sale	N/A

Source: Economic & Planning Systems

Environmental Site Conditions and Sustainability

ENVIRONMENTAL SITE CONDITIONS

A report addressing environmental resources and existing conditions of the Civic Area has been prepared. The report identified opportunities, constraints and considerations associated with these natural resources. Specifically, this report addressed:

- Surface water conditions and potential site-specific improvements to the streamside habitat,
- Regional ground water supply flows tributary to Middle and Gore Creeks,
- Floodplains, wetlands, and riparian areas,
- Atmospheric conditions,
- Geologic conditions,
- Biotic conditions including wildlife: threatened, endangered and sensitive species,
- Vegetation,
- Waste, noise, odors, and visual considerations.

There are no environmental conditions that would preclude development within the Civic Area. This report was prepared by Watershed Environmental Consultants and a copy of this report can be found in the appendix of this Plan.

SUSTAINABILITY

The Town of Vail is committed to the stewardship and protection of our unique mountain environment. The Civic Area has the potential to set a new standard and become a show-case for sustainable development in a mountain resort community. The Town of Vail's Environmental Sustainability Strategic Plan outlines six major goals. The topics addressed by these goals are listed below, along with potential initiatives specific to the Civic Area that could further each of these goals. Decisions on sustainability programs for the design, construction and operation of the Civic Area will be made during subsequent steps in the design and planning process.





1. Solid Waste Stream Diversion and Recycling

- Implement zero-waste programs as part of the operation and management of all facilities.
- Provide readily accessible recycling bins throughout the Civic Area.
- If or when the Municipal Site is redeveloped, provide a suitable location for the community recycling facility.

2. Project Efficiency

- Design and construct buildings for maximum energy efficiency.
- Design buildings to be easily adaptable to future generations of power grids/systems.
- Minimize water use with efficient indoor plumbing systems and outdoor irrigation systems.

3. Ecosystem Health

- Coordinate with the Town's Sustainability Department on the restoration, enhancement, and protection of the Middle and Gore Creek corridors.
- Design any new buildings or improvements proximate to the Middle and Gore Creek corridors to not impact natural riparian areas or the overall health of these ecosystems.
- Incorporate best management practices for erosion control and the collection, retention, and treatment of storm water.

4. Sustainable Economic and Social Development

- Utilize sustainably sourced construction materials.
- Design improvements within the practical carrying capacity of the Civic Area balancing building mass, scale and form with open space, vegetation and sunlight.
- Where feasible, incorporate the development of workforce housing into the Civic Area.

5. Public Education and Communication

- Where possible, assist with the development of the Gore Valley Trail Interpretive Plan to promote education of ecosystem health and water quality.

6. Transportation

- Continue to encourage use of the town's public bus system and other multi-modal means of transportation that reduce the use of private automobiles.

Other Considerations

ZONING

With the exception of the Middle Creek Parcel (zoned Natural Area Preservation), all parcels within the Civic Area are zoned General Use (GU). The purpose of the GU district is to “provide sites for public and quasi-public uses which, because of their special characteristics, cannot be appropriately regulated by the development standards prescribed for other zoning districts.. The general use district is intended to ensure that public buildings and grounds and certain types of quasi-public uses permitted in the district are appropriately located and designed to meet the needs of residents and visitors to Vail, to harmonize with surrounding uses, and, in the case of buildings and other structures, to ensure adequate light, air, open spaces, and other amenities appropriate to the permitted types of uses”.

Any new building or site improvement within the GU District requires Planning and Environmental review of a proposed “development plan”. Site development standards for the development of GU-zoned properties are prescribed by the Commission as an element of their review.

The majority of all uses contemplated by the Civic Area Plan are allowed in the GU District. Workforce housing is a Permitted Use. Public and private parks, public and quasi-public indoor community facilities, public buildings and grounds, public parking structures, public theaters, meeting rooms, and convention facilities are all permitted in the GU District with approval of a Conditional Use Permit.

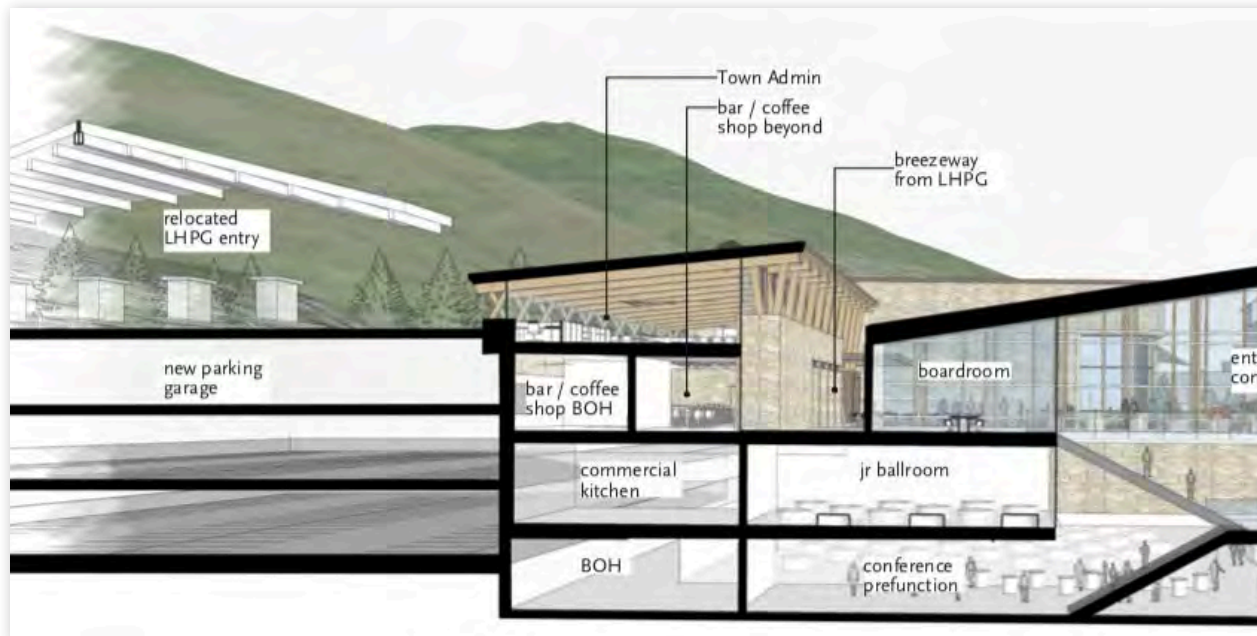
This Plan suggests the possibility of air-rights development at the Charter Bus Lot and Municipal Building Site that could include private development such as a condominium or condominium/hotel. This type of use would necessitate a change to the GU zoning.



PARKING

The Town's zoning regulations require on-site parking for most of the land uses contemplated by this Plan. There is the potential to add additional parking at the north side of the Charter Bus Lot. This parking would necessitate re-construction of the entry to the Lionshead Parking Structure. One, two, or three trays of below grade parking could be provided. Each tray could include approximately 80 spaces, meaning up to 240 spaces could be provided. Vehicular access to these new parking stalls would be via the existing LHPG ramps and circulation patterns.

The Civic Hub's proximity to the Lionshead Parking Structure creates an opportunity to potentially utilize this existing parking resource to in part address parking requirements of the Civic Hub. The Civic Hub's central location to Vail Village, Lionshead, and to the Town's in-town bus route also provide great potential for multi-modal access, meaning less parking demand for the project. The impact of management programs and new innovations such as smart cars and self-parking cars should also be considered. These and other considerations will be evaluated during the detailed planning and design of the project.



CIVIL ENGINEERING

Detailed civil engineering plans will be completed during future design phases of the project. Civil plans will include water, sewer, and other utility plans and the design of grading and drainage plans. Drainage will be an important consideration in the Civic Hub area given its proximity to Gore and Middle Creeks. It will be essential that drainage plans implement best management practices and implement recommendations of Restore the Gore so as to not adversely affect these water courses. Coordination with the Town's Environmental Sustainability Department during subsequent design processes will be necessary.

In order to identify any "big picture" issues with providing utility services in the Civic Area, an initial evaluation of existing water and sewer services was completed. This evaluation involved coordination with the Eagle River Water and Sanitation District and focused on existing sewer and water service capacities within the Civic Area and whether they can accommodate future water and sewer needs. This evaluation was coordinated by Alpine Engineering. Key conclusions from discussion with the District include:

- Based on current information and assumptions on proposed uses, it is expected that existing water and sewer systems are adequate to serve the project.
- Some portions of the sewer main located south of the Vail Public Library may be undersized. A Collection System Master Plan is slated for 2020. This study will include assumptions for development of the Civic Area.
- Based on available information, the location and depth of water and sewer lines within the Civic Area are adequate, as part of detailed design these lines will need to be surveyed to confirm line locations.
- Existing water and sewer lines run between the Charter Bus Lot and Dobson Ice Arena. If these lines remain in place, easements and access to these lines will need to be maintained. While it may be possible to re-located these lines, more detailed design will be necessary to determine if this is feasible.
- At the time development is proposed, payment of water and sewer tap fees will be required and discussions with the District will be necessary to determine if water rights dedications will be required.



TRAFFIC

A detailed traffic analysis will be completed after development plans and programs for improvements at the Civic Area have been refined. This analysis will be prepared as an element of the Town's review of specific development plans. The purpose of this analysis will be to understand how traffic generated by the development can be accommodated by the surrounding road system.

An initial analysis has been completed to understand potential traffic considerations of the development scenarios contemplated by this Plan.

A new roundabout is planned as part of improvements to be made to the South Frontage Road. This roundabout is located at the west end of the Municipal Building Site. Access to any new development at this site will be from the roundabout or by a separate right-in/right-out access point, east of the roundabout. There are no capacity or service issues anticipated with this new access point.

Access to the Charter Bus Lot is expected to be provided by a shared access point with the Lionshead Parking Structure off of South Frontage Road. Extensive improvements are planned for the South Frontage Road with construction schedule for 2021. Improvements to be made to this intersection include the addition of multiple turn lanes and a new roundabout just east of this intersection proximate to the Evergreen Lodge and Vail Health. As part of the planning and design of these improvements, a traffic analysis was completed for the entry/exit at the Lionshead Parking Structure. This analysis found that the existing access point operates at a Level of Service (LOS) "F" for exiting vehicles during the PM peak hour.

With the construction of South Frontage Road improvements, coupled with a restriction of northbound left-out movements during peak PM travel periods, the Lionshead Parking Structure/South Frontage Road intersection will provide a substantial increase in capacity and will provide acceptable traffic operations (LOS "C" or better) for the type and intensity of new development contemplated by the Civic Area Plan. The key to providing acceptable level of service at this intersection is the new roundabout. The roundabout will allow exiting vehicles wishing to travel west on South Frontage Road to exit east and turn around at the roundabout (making it possible to restrict northbound left-out movements).

A more detailed traffic analysis will be completed when more is known about the future development of the Charter Bus Lot. This analysis will consider the type and intensity of new development, how the traffic patterns of these uses relate to peak skier traffic, how multi-modal programs can be implemented to potentially minimize site generated traffic, and other considerations.

This initial evaluation was completed by Kimley/Horn. A report summarizing their findings is found in the appendix of this plan.

APPENDIX

1. Preliminary Traffic Assessment, by Kimley Horn
2. Civic Area Plan Environmental Review, by Watershed Environmental Consultants



October 1, 2019

Town of Vail
1309 Elkhorn Drive
Vail, CO 81657

Attn: Tom Kassmel
Town Engineer
Public Works Department

Re: Lionshead Parking Structure Access
Traffic Evaluation Letter
Vail, Colorado

Dear Mr. Kassmel:

At the request of the Town of Vail, we have reevaluated the Lionshead Parking Structure Access along South Frontage Road to provide further information on vehicle level of service operation. This analysis was conducted in association with work previously performed by Kimley-Horn and Associates, Inc. as part of the Lionshead Transit Center traffic evaluation conducted in 2010.

The Lionshead Parking Structure Access intersection along South Frontage Road was recommended to be improved with an eastbound right turn deceleration lane, westbound left turn deceleration lane and an acceleration lane along eastbound South Frontage Road for free right turn exiting movements from the parking structure as part of the Transit Center project. In addition, it was recommended that a left turn acceleration/refuge lane be constructed along westbound South Frontage Road to accept northbound left turn exiting movements. This will allow a two-stage left turn for traffic exiting the parking structure. This acceleration lane along westbound South Frontage Road will allow northbound left turning traffic exiting the parking structure to first find a gap in eastbound traffic along the Frontage Road and then turn left into the acceleration lane to merge or wait for a gap in westbound Frontage Road traffic.

Based on the previous traffic evaluation with these described proposed improvements, it was determined that the northbound left turn exiting movement from the Lionshead Parking Structure Access to westbound South Frontage Road would operate at LOS D



with an average vehicle delay of 27.5 seconds per vehicle during the afternoon peak hour in 2025 (original level of service table attached). Therefore, this level of service is above the desired threshold of LOS C. Given that, any future development contemplated in the Civic Area Plan that utilize this access will likely require the completion of the planned 2021 frontage road improvements which include the Vail Health Roundabout, left and right turn lanes entering the parking structure, and a free right acceleration lane exiting the parking structure (See attached). These improvements along with a restriction of NB lefts out of the parking structure, will allow the intersection to provide a substantial increase in capacity and will provide acceptable operations for the types of development contemplated in the Civic Area Plan. It will require all exiting traffic at peak times to exit to the right (eastbound), but those vehicles intending to go westbound on the frontage road could utilize the new Vail Health roundabout just 200 yards to the east, to go westbound along the South Frontage Road. If you have any questions or require anything further, please feel free to call.

Sincerely,

KIMLEY-HORN AND ASSOCIATES, INC.

Curtis D. Rowe, P.E., PTOE Vice President

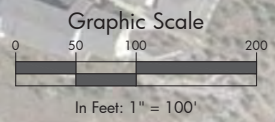
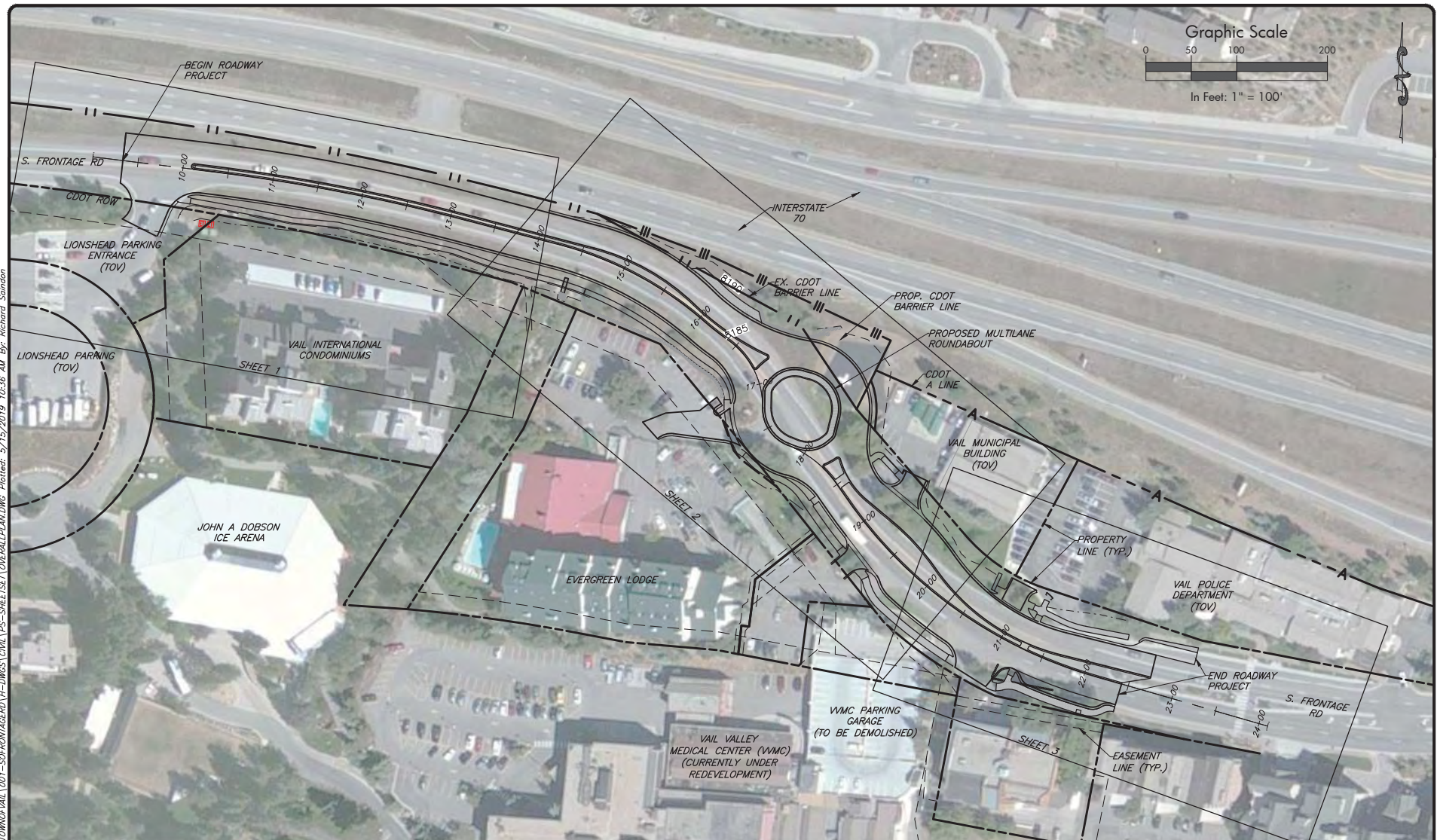
10/01/2019



**Lionshead Parking Structure Access & South Frontage Road
2025 Traffic - Level of Service Results**

Scenario Movement	AM Peak Hour		PM Peak Hour	
	Delay (sec)	LOS	Delay (sec)	LOS
Existing Intersection Configuration				
Eastbound Approach	0.0	A	0.0	A
Westbound Approach	5.9	A	2.6	A
Northbound Approach	28.0	D	538.4	F
With CDOT Improvements (WB Left, EB Right, NB Left & NB Right)				
Eastbound Approach	0.0	A	0.0	A
Eastbound Through	0.0	A	0.0	A
Eastbound Right Turn	0.0	A	0.0	A
Westbound Approach	3.0	A	1.1	A
Westbound Left Turn	10.2	B	9.7	A
Westbound Through	0.0	A	0.0	A
Northbound Approach	23.7	C	117.3	F
Northbound Left	57.2	F	288.8	F
Northbound Right	12.2	B	26.8	D
With CDOT Improvements Plus WB Left Acceleration Lane				
Eastbound Approach	0.0	A	0.0	A
Eastbound Through	0.0	A	0.0	A
Eastbound Right Turn	0.0	A	0.0	A
Westbound Approach	3.0	A	1.1	A
Westbound Left Turn	10.2	B	9.7	A
Westbound Through	0.0	A	0.0	A
Northbound Approach	14.8	B	27.0	D
Northbound Left	22.2	C	27.5	D
Northbound Right	12.2	B	26.8	D
With Recommended Turn Lane Improvements (Plus EB Right Accel Lane)				
Eastbound Approach	0.0	A	0.0	A
Eastbound Through	0.0	A	0.0	A
Eastbound Right Turn	0.0	A	0.0	A
Westbound Approach	3.0	A	1.1	A
Westbound Left Turn	10.2	B	9.7	A
Westbound Through	0.0	A	0.0	A
Northbound Approach	5.7	A	9.5	A
Northbound Left	22.2	C	27.5	D
Northbound Right #	0.0	A	0.0	A

Free Movement with Eastbound Right Turn Acceleration Lane



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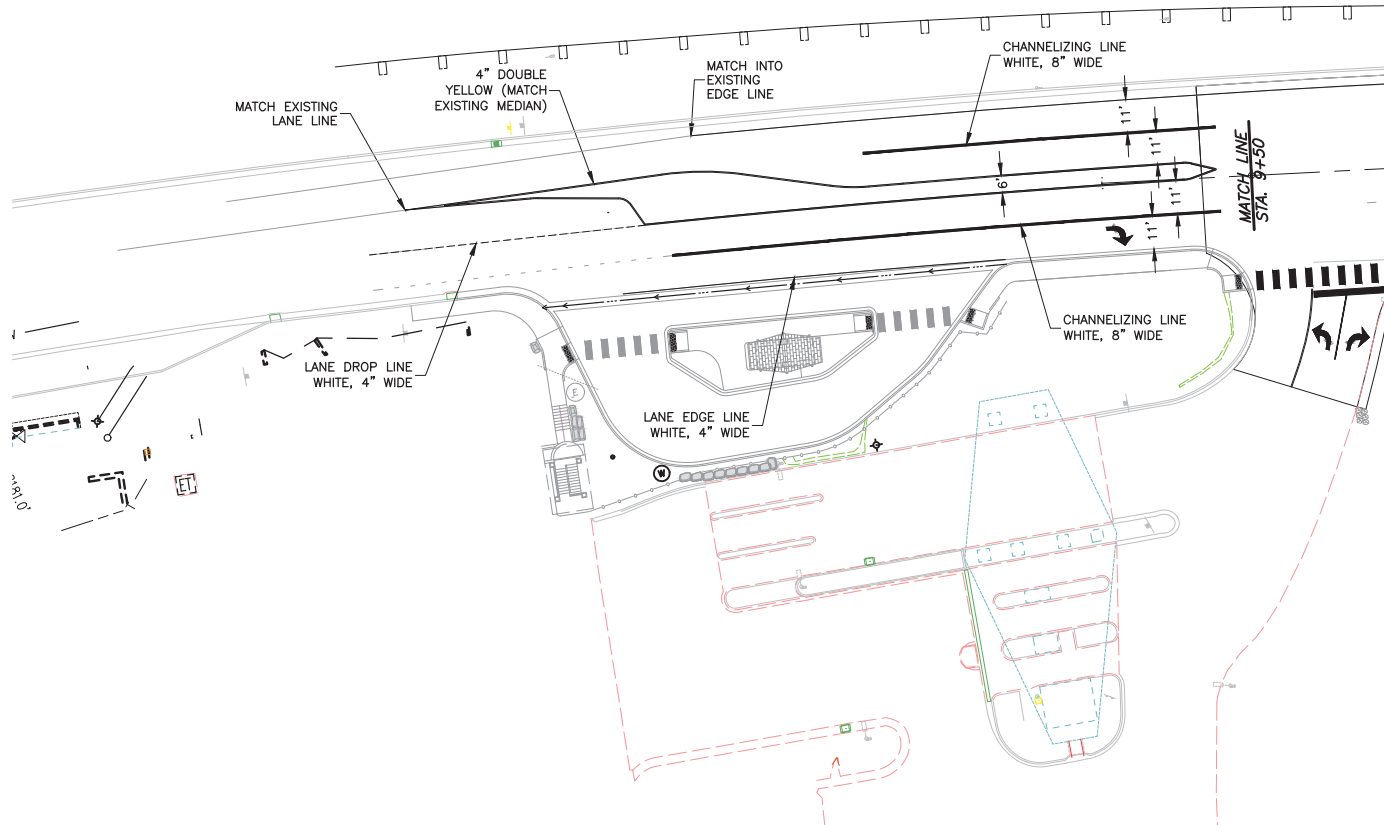
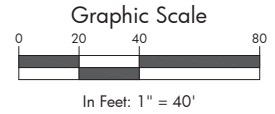
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 2. RECTANGULAR RAPID FLASH LED BEACON (RRFB) PEDESTRIAN WARNING SIGNS, BEACONS, AND PUSH BUTTONS TO BE MOUNTED ON A TRAFFIC SIGNAL PEDESTAL POLE IN ACCORDANCE WITH CDOT STD S-614-14 AND SIGN PANEL INSTALLATION PER CDOT STD S-614-41. SEE PSP SECTION 614.
 3. RECTANGULAR RAPID FLASH LED BEACON (RRFB) PEDESTRIAN WARNING SIGNS, BEACONS, AND PUSH BUTTONS TO BE MOUNTED ON STREET LIGHT POLE.



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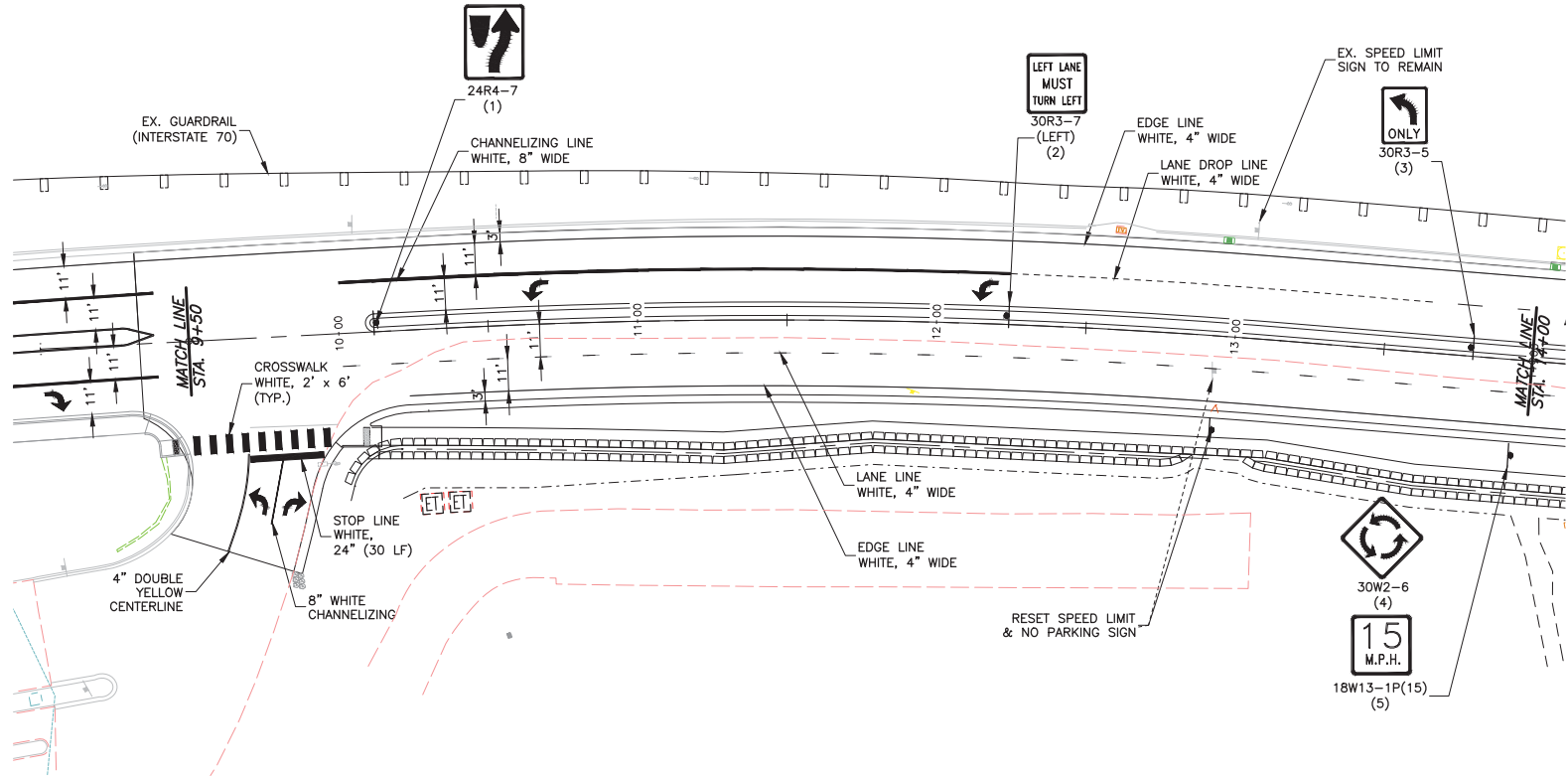
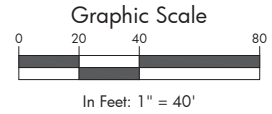
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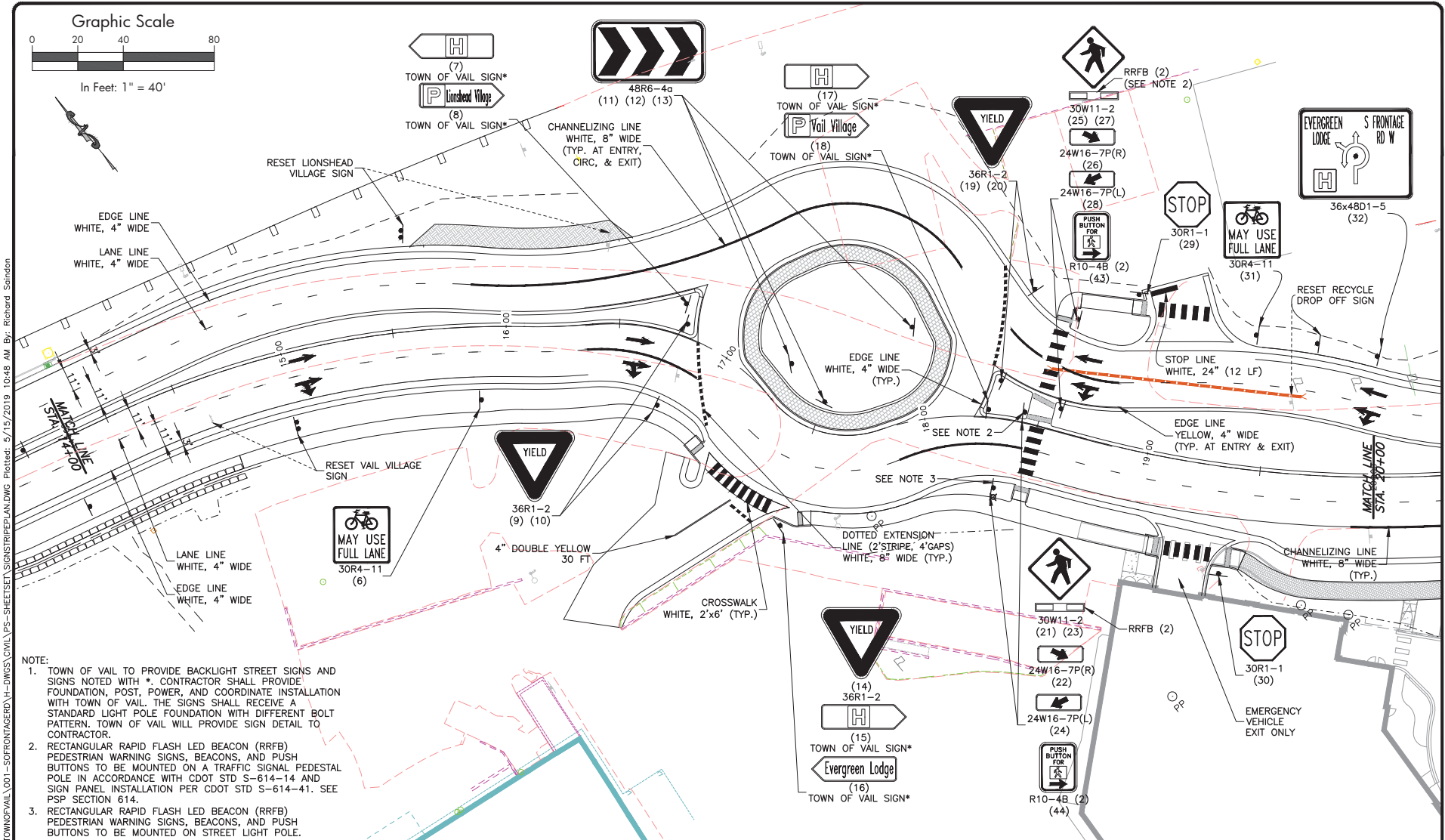
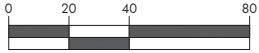
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Graphic Scale



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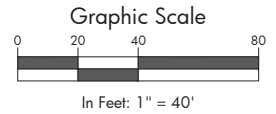
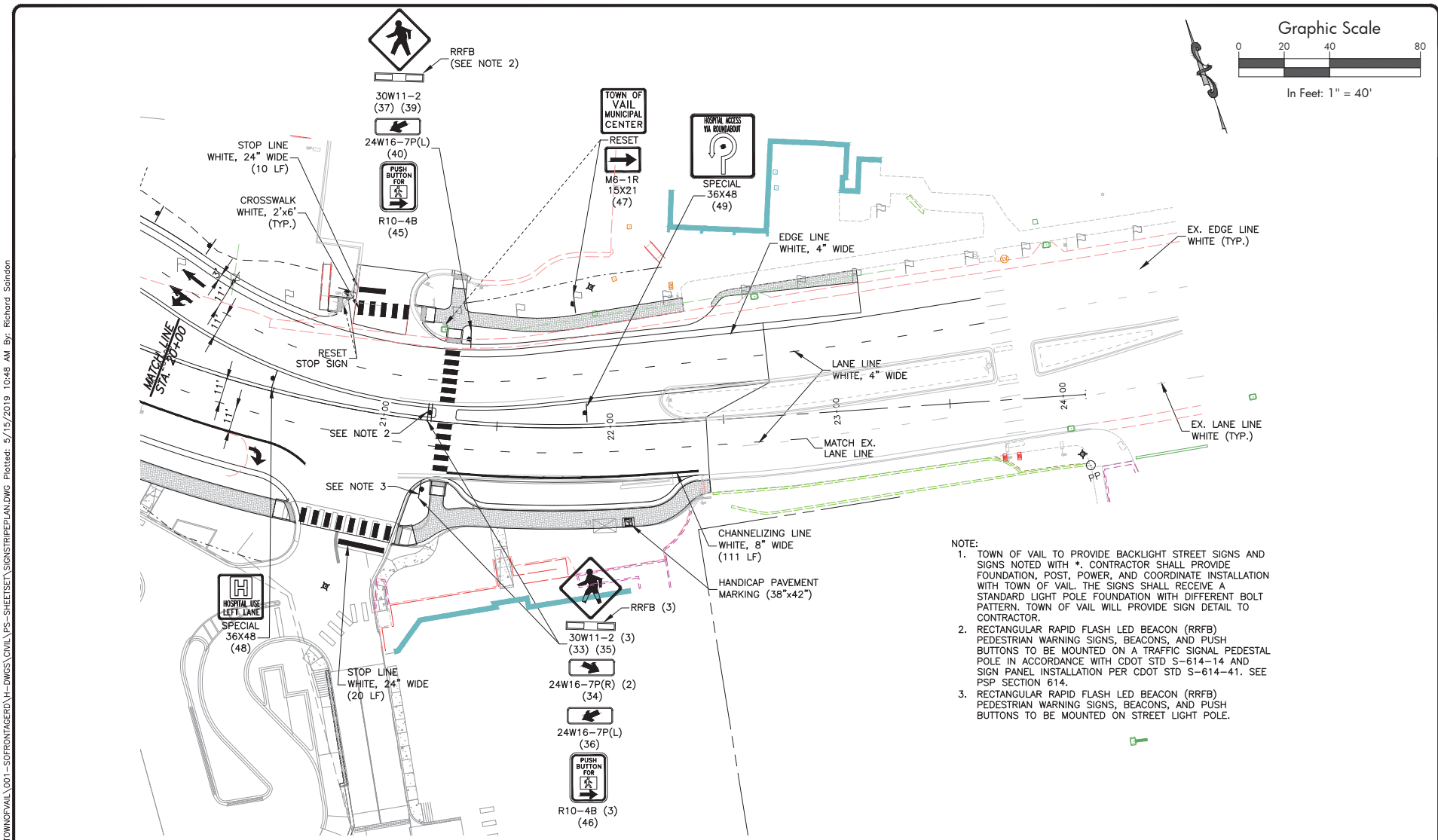


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Civic Area Plan
 Environmental Review
 Town of Vail, Colorado

January 18, 2019



Civic Area Plan
 Environmental Review
 Town of Vail, Colorado

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I. Project Introduction:

The project site includes nine parcels, which total approximately 12.133 acres of land within the Town of Vail. The improvements associated with the site include the Lionshead parking structure, East Lionshead Circle, Dobson Ice Arena, Vail Public Library, the Municipal Complex and adjacent areas. The project site or study area is identified in Figure 1. Table 1 lists the properties comprising the project site.

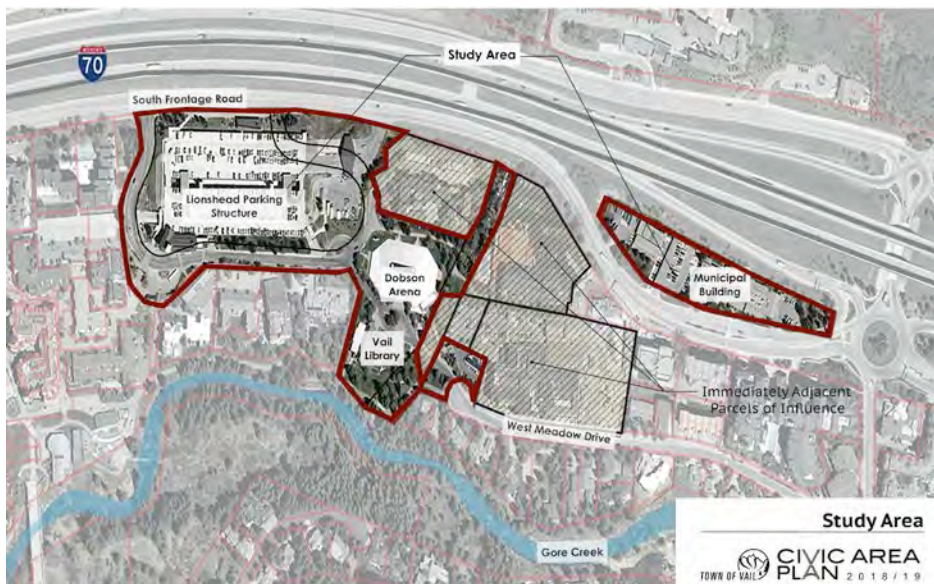


Figure 1. Project site vicinity map

Table 1. Properties included within the project site

Parcel No.	Size (acres)	Identifying feature
210106407003	0.03	East Lionshead Circle road around parking structure
210106407012	5.229	Lionshead parking structure
210106407004	0.730	Northeast of Lionshead parking structure
210106407005	2.710	Dobson Arena and Vail Library
210107101022	0.358	Middle Creek near confluence with Gore Creek, east of Dobson Arena
210106407009	0.463	West Meadow Drive, footpath and medical center parking
210106407006	0.559	Middle Creek from culvert under Frontage Road, downstream to northern boundary ERWSD property
210106400004	0.134	Western municipal building
210106400003	1.920	Eastern municipal building
Total	12.133 ac	

The Town is engaged in a master plan process, the Civic Area Plan (Plan), for the project site. The purpose of this Environmental Review is to inform the planning process. Following is a background summary of environmental resources and a general assessment of existing conditions. The assessment identifies opportunities, constraints and considerations associated with the natural resource.

The project site is generally oriented on a south-facing slope, situated south of Interstate-70 and north of Gore Creek at an elevation of approximately 8,160 feet above sea level. South Frontage Road borders the project site to the south of the municipal complex and to the north of Lionshead parking structure.

The majority of the site is developed with structural improvements described above, including roadways, paved and unpaved footpaths and parking. Open areas of the site are mostly along the bed and both banks of Middle Creek. Additional open space and landscaping occur along the footpaths and areas adjacent to the structures.

Climatic data was obtained at station VAIL, COLORADO - 058575, located at 8,220 feet above sea level, 39°38' latitude and 106°22' longitude. This station is northeast of the project site. The recorded mean annual precipitation is 22.4 inches and the mean annual temperature is 37.8°F, both values were averaged over 27 years of record (Western Regional Climate Center, 2018). Precipitation is relatively evenly distributed throughout the year, with slightly higher amounts occurring in April, July, and September.

A site visit was conducted on January 9, 2019, snow cover somewhat limited observation. Natural resources were generally characterized on the project site. A literature review was conducted to assist in characterizing the natural resources of the area. Numerous data sources were consulted including but not limited to:

- CDPHE, Water Quality Control Commission (WQCC).
- Colorado Department of Natural Resources (CDNR).
- Town of Vail, Eagle River Flood Hazard Area Delineation.
- Colorado Department of Public Health and Environment (CDPHE), Air Pollution Control Division (APCD).
- U.S. Geologic Survey, Scientific Investigations Reports.
- Colorado Parks and Wildlife (CPW) Natural Diversity Information Source (NDIS) maps.
- U.S. Fish and Wildlife Service (USFWS).
- Colorado Natural Heritage Program (CNHP).

II. Hydrologic:

Surface Water

Middle Creek is the primary surface water feature on the project site. The Creek originates around 10,000 feet within the Gore Range and flows southwest for approximately 3.3 miles to its confluence with Gore Creek.

Middle Creek enters the project site where a culvert daylights south of Interstate-70 and South Frontage Road. The Creek flows south through the site for about 390 feet, continues for about 220 feet on the neighboring Eagle River Water and Sanitation District (ERWSD) property, and reenters the site for another 180 feet near its confluence with Gore Creek. The total length of Middle Creek on the project site is about 570 feet or 0.1 miles within two segments.



Figure 2. Middle Creek confluence with Gore Creek, directly below project site and Vail Library

Hydrologic records for Middle Creek from the U.S. Geological Survey (USGS) are not available. The hydrology of Middle Creek is dominated by the annual cycle of snowmelt runoff. Peak streamflow resulting from snowmelt occurs in May, June, or July each year, followed by lowest flows throughout the fall and winter months. The watercourse is somewhat incised, steep and includes numerous overflow channels within a relatively limited floodplain.

One storm water drain flowing directly to Middle Creek was observed within the project site, on the left bank behind the Vail Library. This storm water drain was noted during the site visit, others might exist. A utility pipe crossing Middle Creek occurs near the same area. The top of the pipe is exposed along the creek bed.

Surface Water Assessment

The majority of the site includes impervious surfaces such as structures, roads, parking lots and paved footpaths. Pollutants can accumulate on these impervious surfaces and transport as runoff during snowmelt or intense rain events. The pollutants can flow to Middle and Gore Creeks as overland flow or through stormwater drainage. The pollutants might include nutrients, deicing salts, sediment, dissolved metals, or herbicides and pesticides, which negatively affect water quality.



Figure 3. Impervious areas (purple and black) within the project site (Town of Vail).

Ecosystem health, including improving water quality is a priority of the Town. The Town has comprehensive plans to address the causes of water quality degradation including the Environmental Sustainability Strategic Plan and the Gore Creek Strategic Action Plan (GCSAP). The plans provide an extensive list of strategic actions for implementation within the Gore Creek watershed in order to improve water quality.

Strategic actions include:

- Education and Outreach,
- Best Management Practices,

- Rules and Regulations,
- Data Collection and Research,
- Site Specific Projects.

Potential site-specific improvements to the streamside habitat might include:

- Maintain or improve vegetated buffers along Middle and Gore Creek.
- Locate snow storage for existing parking lots and paved footpaths away from Middle Creek.
- Maintain existing stormwater controls.
- Locate stormwater infrastructure and investigate potential for improvements.
- Restore the function of the streamside environments along portions of Middle Creek.

The Town's implementation of the strategic actions and continued commitment to current initiatives for improving water quality is critical, and should be part this Plan effort.

Groundwater

Regional groundwater supply flows through unconsolidated alluvium and is tributary to the surface waters of Middle and Gore Creek. The predominant groundwater flow direction is southwestward, but varies by local surface topographic influences. A site-specific examination of subsurface conditions has not been performed as part of this study.

The project site overlies the Eagle River watershed valley-fill aquifer (ERWVFA). The ERWVFA is documented by the USGS as having a high tendency for groundwater contamination (Rupert et al., 2009). Because the project site is near a groundwater recharge area, the groundwater of the site is classified as groundwater that was recharged by infiltration of surface water, also considered young water. Young water that was recently recharged has a high probability of contamination of anthropogenic (caused or produced by humans) compounds that are released into the environment.

Data from groundwater-sampling sites (#9 and #10) established for use in the cited study were reviewed. Site #9 is located approximately 0.8 miles southeast of the project site and Site #10 is located approximately 0.25 miles southwest of the project site. Both sites are representative of subsurface conditions of the site.

The depth to the water table at Site #9 is 13.08 feet and at Site #10 is 27.12 feet below the land surface. Probability mapping based upon the groundwater samples identified a high probability of detecting elevated

volatile organic compounds (VOC) concentrations. Probability mapping indicated that the areas near the project site have a high probability of groundwater contamination if a spill should occur.

Groundwater Assessment

Based upon probability mapping of the regional groundwater study, the area near the project site has a high probability of groundwater contamination if a spill should occur. Volatile organic compound (VOC) contamination of groundwater is a concern. Factors commonly associated with VOC contamination include septic systems, urban land use, proximity to hazardous waste sites, and gasoline storage and release sites.

If a spill were to occur on the land surface or into the local surface water, contaminants could be transported to the groundwater through the same pathways as the young groundwater recharge uses. Pollution prevention is essential to minimize risk of groundwater contamination.

Any land use activities having the potential to release a spill should develop a site-specific pollution prevention plan. The Plan should specify Best Management Practices (BMP's) such as, creating containment areas, restricting use of herbicides and pesticides, minimizing surface runoff, or improving vegetated buffers along waterways.

Floodplains, Wetlands and Riparian Areas

Floodplains

The project site is situated upon the valley floor of Middle Creek and the Gore Creek corridor. Areas of the project site are included within the mapped floodplain, Zone AE associated with Middle Creek. The mapped Zone AE are areas that have a 1% probability of flooding every year; or, known as the 100-year floodplain.

Areas within the mapped Zone AE or 100-year floodplain are considered to be at high risk of flooding. No structures occur within the mapped 100-year floodplain. Physical improvements within the mapped floodplain are limited to stream crossings and trails.



Figure 4. Federal Emergency Management Agency (FEMA) mapped 100-year floodplain.

The Vail 2010 Flood Assessment (River Restoration.org, 2011) evaluated flood impacts from a significant flood event that occurred within the Town in June of 2010. Middle Creek experienced flooding, but not as significant channel scouring occurred as compared to other south aspect tributaries (Booth Creek, Pitkin Creek and Bighorn Creek) to Gore Creek. According to the assessment, this is likely due to the slightly lower elevations of the upper basin of Middle Creek.

Localized bank erosion, clogged culverts, trampled understory and a narrow riparian zone were described in the Flood Assessment. Site-specific measures have been implemented by the Town to mitigate habitat conditions.

Wetlands and Riparian Areas

Riparian wetlands exist adjacent to the aquatic habitat of Middle Creek. The riparian wetlands occur as a narrow band along both banks. A spring-fed wetland exists south of the Vail Library. The wetland is adjacent to the riparian area of Gore Creek. A bridge for the pedestrian path spans this wetland.

A wetland delineation identifying the exact boundary of the wetland resources was not conducted as part of this review. Any future impacts to areas adjacent to the Creeks should be reviewed for compliance with the Clean Water Act (CWA).

A narrow riparian area exists adjacent to Middle and Gore Creeks. Trees and large shrubs such as narrowleaf cottonwood, willow, alder, serviceberry, wild rose and pine characterize the riparian area. An

understory of grasses and forbs is evident, however species identification was difficult due to snow cover. Several encroachments within the riparian area exist. These include parking lots, paved footpaths adjacent to and across the creek, landscaping and snow storage. The riparian area is limited to the approximate edge of the 30-foot stream setback from Middle Creek.

Floodplains, Wetlands and Riparian Areas Assessment

Existing development adjacent to the lower reach of Middle Creek has limited the natural capacity of the creek to migrate. As a result, more sediment supply from the upstream canyon is delivered to the main channel of Gore Creek (Flood Assessment, 2011).

Sediment and debris being transported through Middle Creek can accumulate over time and clog stream crossings or damage banks. Additionally, the area along the lower reach of Middle Creek includes parking lots, paved footpaths and public spaces. Trampling of stream banks and vegetated understory can be a problem in high pedestrian traffic areas such as behind the Vail Library and Dobson Arena. Constraints on setbacks to private parking lots have left minimal treatment area for snow plowing, with snow pushed to the top of the streambank on several properties.

A robust riparian corridor is critical to the health of Middle and Gore Creeks. Protection of areas within the stream setback and active management of the channel and riparian areas is recommended whatever future redevelopment plans are considered. Periodic monitoring and channel maintenance may need to be performed such as, removal of sediments at culverts, removal of log debris jams, streambank stabilization, protection of utility installations and revegetation.

Any proposed development within the project area should design drainage to incorporate stormwater improvements where possible. BMP's such as those prioritized by the GCSAP should be implemented by any future development studied by this Plan, as applicable. Continued application of BMP's for an improved riparian corridor is encouraged.

III. Atmospheric:

The Environmental Protection Agency (EPA), and the Air Pollution Control Division (APCD), Colorado Department of Public Health and Environment (CDPHE) has established air quality standards and regulations to protect public health and the environment of the State. The National Ambient Air Quality Standards (NAAQS) include standards for six principal pollutants,

which are called “criteria pollutants”. The six criteria pollutants include Carbon Monoxide (CO), Lead (Pb), Nitrogen Dioxide (NO₂), Ozone (O₃), Particle Matter (PM) or particle pollution, and Sulfur Dioxide (SO₂).

The project site is located in the ‘Central Mountains’ region for State Air Quality Planning purposes. The EPA and APCD classifies areas that violate the NAAQS for one or more of the criteria pollutants as non-attainment areas or areas where ambient air concentrations of any designated pollutants are less than that specified in the NAAQS. According to the most recent Criteria Pollutant Area Summary Report, Eagle County is not classified or included in any non-attainment areas (APCD and EPA, 2018). The project site is in an attainment area for all NAAQS.

The Air Pollutant Emissions Inventory for Eagle County was reviewed (APCD, 2018). Emissions of air pollutants in Eagle County, reported in Tons per Year (TPY), were estimated, Table 2. The major sources of air pollutant emissions are from vehicles, wood burning, railroad, road dust and construction.

Table 2. Emission estimates for Eagle County (APCD, 2018)

	Total Carbon Monoxide	Total Nitrogen Oxides	Total Sulfur Oxides	Total Particulate Matter	Total Volatile Organics	Total Benzene
Tons Per Year (TPY)	17,865	2,630	27	2,803	2,386	64
Source	Vehicles 63%	Vehicles 55%	Point Source 33%	Road dust 62%	Vehicles 41%	Woodburning 41%
	Non-Road 18%	Railroad 19%	Woodburning 25%	Construction 13%	Woodburning 26%	Vehicles 41%
	Woodburning 13%	Non-Road 15%	Vehicles 17%	Woodburning 16%	Non-Road 16%	Non-Road 18%
	Other 6%	Other 11%	Railroad 19%	Other 9%	Other 17%	
			Other 6%			

No Air Quality Index (AQI) monitoring sites exist in the vicinity of the project area. The nearest AQI monitoring stations include two sites in Aspen, approximately thirty-nine miles straight-line distance southwest of the project site. Records received on December 21, 2018 indicate a “good” AQI for particle pollution (PM_{2.5}, PM₁₀) and Ozone (O₃).

Atmospheric Assessment

The areas around Vail remain in attainment of all air quality standards. However, increase in natural gas combustion associated with population and visitor growth can cause an increase in emissions, especially Carbon Monoxide and PM₁₀.

For over twenty years, the Town has made efforts to improve air quality by prohibiting the construction of wood burning fireplaces and incentivizing the conversion to cleaner fireplaces. Additionally, BMP’s, which minimize dust and equipment exhaust generated during construction, have been employed. Further efforts to minimize vehicular traffic will help to maintain good air quality.

Emissions monitoring may be useful information for the Town; however, monitoring is often prohibitively expensive. If site conditions are anticipated to change dramatically, an air quality model could be employed to estimate the impacts of various development scenarios on air quality of the project area.

The CDPHE regulates and permits numerous activities such as, land clearing, use of an incinerator, certain gaseous and oil-fired appliances, and open burning. The Town should consult with the CDPHE if any of these activities may take place.

IV. Geologic:

Much of the Town of Vail includes bedrock, which consists of poorly exposed Minturn Formation, which originated during the Pennsylvanian period 290 to 330 million years ago. The formation consists of beds of sandstone, siltstone, shale, conglomerate, limestone, and dolomite. Numerous landslides, some of which are still active, cover the bedrock.

Deposition of younger sediment formations above the Minturn Formation continued more recently, approximately 66 to 290 million years ago. Then, a period of uplifting began along old fault lines of the area. The Gore Range Uplift to the north and the Sawatch Range Uplift to the southwest developed. Associated with the period of uplift was intense erosion.

Seismic considerations near the project site include the existing, old fault lines; Spraddle Creek fault zone, the Gore Creek fault zone and a series of synclines. These types of fault zones are typical conditions for mountainous areas in central Colorado. Historic accounts of earthquake activity in the Vail area exist.

The Town has produced Official geologic hazard maps including: the Avalanche Hazard Map, the Debris Flow Hazard Map and the Rockfall

Hazard Map. The project site was not included within any of the mapped hazard areas for avalanche, debris flow or rockfall.

According to the U.S. Forest Service, the area near Vail includes limited mineral resources with low development potential. The possibility of economic deposits of metalliferous ores (metal) is remote and deposits of any aggregate, sand or gravel is limited. Limestone deposits are also limited in economic potential.

Geologic Assessment

The processes of erosion and deposition are very active in the region. These geologic processes and others continue to affect the landforms of the area.

Detailed geologic site assessments are necessary during the preliminary planning stages of any development proposal within the project site. Site-specific geologic studies may provide recommendations to mitigate potential geologic hazards.

V. Biotic:

Wildlife

The region around the project site is home to many large game wildlife species. Some of the wildlife with greatest implication includes American elk (*Cervus elaphus*), mule deer (*Odocoileus hemionus*), black bear (*Ursus americanus*), mountain lion (*Felis concolor*), moose (*Alces alces*), and river otter (*Lontra canadensis*).

The habitat of greatest wildlife value on the project site includes the aquatic and riparian areas of Middle and Gore Creek. The aquatic habitat includes the wetted area of the creeks. The riparian areas are limited to approximately the width of the stream setbacks, 30 feet from Middle Creek and 50 feet from Gore Creek. The riparian areas include wildlife habitat for most wildlife species.

The majority of the project site includes developed land with high intensity human activity, diminishing potential wildlife value. Aside from the riparian areas, limited forage and protection is available to wildlife on the project site. Many culverts can present obstacles to north-south movements, particularly under Interstate 70 to the project site.

Nesting sites for migratory birds could occur in large trees near the creeks although none were identified during the site visit. The intensity of proximate activity does not afford high value for nesting.

Threatened, Endangered and Sensitive Wildlife

The following agencies, Colorado Parks and Wildlife (CPW), U.S. Fish and

Wildlife Service (USFWS), U.S. Forest Service (USFS), and the Colorado Natural Heritage Program (CNHP) track threatened, endangered, sensitive, rare and imperiled wildlife species and utilization. Existing data from these agencies was reviewed in order to determine the potential threatened, endangered, sensitive, rare and imperiled wildlife species utilization of the project site.

Thirty-five species of special concern are identified as having potential distributions in the vicinity of the project site. This list was narrowed to a total of 18 species that have been identified as having the potential of occurring on or near the project site. The following table lists the identified species.

Table 3. List of Sensitive, Rare and Imperiled Species Potentially Occurring near the Project Site

Scientific Name	Name
MAMMALS	
<i>Corynorhinus townsendii pallescens</i>	Townsend's big-eared bat
<i>Euderma maculatum</i>	spotted bat
<i>Gulo gulo</i>	Wolverine
<i>Lontra canadensis</i>	River otter
<i>Lynx Canadensis</i>	Canada lynx
BIRDS	
<i>Accipiter gentilis</i>	northern goshawk
<i>Aegolius funereus</i>	boreal owl
<i>Amphispiza belli</i>	sage sparrow
<i>Asio flammeus</i>	short-eared owl
<i>Bucephala islandica</i>	Barrow's goldeneye
<i>Centrocercus urophasianus</i>	greater sage grouse
<i>Cypseloides niger</i>	black swift
<i>Falco peregrinus anatum</i>	American peregrine falcon
<i>Grus canadensis tabida</i>	greater sandhill crane
<i>Haliaeetus leucocephalus</i>	bald eagle
<i>Plegadis chihi</i>	white-faced ibis
AMPHIBIANS	
<i>Bufo boreas boreas</i>	boreal toad
<i>Lithobates pipiens</i>	northern leopard frog

Most of the wildlife species identified in table above have habitat requirements that are not found on or near the project site. Four of the listed animal species could potentially be present near the project site, these include: river otter, black swift, American peregrine falcon, and bald eagle. These species and others may pass-through or utilize the area for some function during their life cycle. However, all of the identified wildlife species are likely to find limited usable habitat on the project site and are not favorable toward areas of high human activity such as the

project site.

Wildlife Impacts Assessment

The aquatic and riparian areas adjacent to Middle and Gore Creek provide the richest wildlife habitat on the project site. These areas include several pedestrian crossings and access points. Protection or enhancement of the riparian habitat should be prioritized.

Aside from the riparian areas, the project site supports limited wildlife habitat and utilization due to the developed area and intensity of human activity. However, wildlife residing in nearby areas utilize and cross the project site at times.

The potential for human-wildlife conflict is a concern within the Town. As a result, the Town has wildlife protection measures, which require the use of wildlife-proof refuse containers, define appropriate refuse disposal, prohibit feeding wildlife and provides penalty assessment and enforcement.

Additional guidelines to lessen the potential for wildlife-human conflict may include:

- Feed pets indoors or in a fully enclosed run only.
- Bear-resistant techniques should be employed if composting food waste.
- Hummingbird feeders should be located off the ground, inaccessible to bears.
- Barbeque grills, if outdoor, should be cleaned of food waste.
- On a construction site, food waste and construction waste should not be intermingled in the same debris box.
- Cats, small dogs and small children should be confined or personally supervised.
- Deer-hardy plant materials should be used in landscaping to resist damage.

Any development proposal within the project site should minimize obstruction to wildlife movement along or through the area. No large barriers such as fences or retaining walls should be created in a way to disrupt wildlife movement.

Vegetation

The majority of the project site includes impervious surfaces from improvements including the parking structure, Dobson Arena, the Vail Library, two municipal buildings, roads, and paved footpaths. Small areas of vegetation exist between the structures as lawn, landscape and stormwater detention areas. Numerous large trees exist throughout the site.

A narrow riparian area exists adjacent to Middle and Gore Creeks. Trees and large shrubs with an understory of grasses and forbs characterize the riparian area. The limits of riparian area exist at the edge of development. Several encroachments exist, including parking lots, paved footpaths adjacent to and across the creek, landscaping and snow storage.

Over the last three years, the Town performed a noxious weed evaluation. Limited observations of Canada thistle were noted on the two Middle Creek properties in 2016 and 2017. However, observations made in 2018 noted no weeds present. Additionally, limited numbers of Canada thistle and Oxeye daisy plants were observed near the Lionshead parking structure. The following table summarizes observations from the Town's noxious weed monitoring effort on properties within the project site.

Table 4. Noxious Weed Property Assessment Results

Parcel No.	Identifying feature	Noxious Weed Evaluation
210106407003	East Lionshead Circle road	Did Not Evaluate
210106407012	Lionshead parking structure	Evaluated 2018, Weeds Present: <ul style="list-style-type: none"> • Canada Thistle < 10 plants • Oxeye Daisy < 10 plants
210106407004	Northeast of Lionshead parking structure	Did Not Evaluate
210106407005	Dobson Arena and Vail Library	Evaluated 2016, No Weeds Present Evaluated 2017, No Weeds Present
210107101022	Middle Creek near confluence with Gore Creek, east of Dobson Arena	Evaluated 2016, Weeds Present: <ul style="list-style-type: none"> • Canada Thistle 10 plants to 10% of parcel area Evaluated 2017, No Weeds Present Evaluated 2018, No Weeds Present
210106407009	West Meadow Drive footpath and medical center parking	
210106407006	Middle Creek from culvert under Frontage Road, downstream to northern boundary ERWSD property	Evaluated 2016, Weeds Present: <ul style="list-style-type: none"> • Canada Thistle 10 plants to 10% of parcel area Evaluated 2017, Weeds Present: <ul style="list-style-type: none"> • Canada Thistle 10 plants to 10% of parcel area Evaluated 2018, No Weeds Present
210106400004	Western municipal building	Evaluated 2016, No Weeds Present Evaluated 2017, No Weeds Present Evaluated 2018, No Weeds Present
210106400003	Eastern municipal building	Evaluated 2016, No Weeds Present Evaluated 2017, No Weeds Present Evaluated 2018, No Weeds Present

Threatened, Endangered and Sensitive Vegetation

The USFWS has identified two federally listed threatened plant species as potentially occurring in Eagle County, the Ute ladies' tresses orchid (*Spiranthes diluvialis*) and Penland alpine fen mustard (*Eutrema penlandii*). Potential suitable habitat for Ute ladies' tresses orchid includes wide floodplains with associated wetlands. The project site does not contain suitable habitat for Ute ladies' tresses orchid.

Potential suitable habitat for Penland alpine fen mustard includes alpine environments centered near the Mosquito Range. The project site does not contain suitable habitat for Penland alpine fen mustard.

The CNHP has documented 14 priority species of plants to occur within Eagle County. None of the identified priority species are federally recognized under the Endangered Species Act (ESA). All of the 14 priority plant species have habitat requirements, which are not found within the project site. No site-specific evaluation for potential suitable habitat of tracked species was employed for this study.

Vegetation Assessment

The majority of the site includes impervious area. The limited areas of landscaping, trees, and riparian areas serve valuable ecological functions. It is recommended that the total vegetated area of the site not be diminished.

Protection or enhancement of riparian areas is recommended. Enhancements might include:

- Create snow storage away from the riparian, stormwater and aquatic resources.
- Reduce the amount of impervious surface within the riparian area.
- Limit pedestrian access within the riparian area to minimize trampling of vegetation and compaction of soils.

Other recommended BMP's for vegetation include, but are not limited to:

- Minimize site disturbance.
- Avoid impacting mature trees.
- Reseed or replant Town recommended landscape material at the earliest practical time after any disturbance.
- Refrain from using herbicide and pesticide in proximity to any water bodies or stormwater facilities.
- Install and maintain erosion control measures during and after any site disturbance.
- Monitor and maintain vegetation.

VI. Wastes, Noise and Odors:

No specific analysis for wastes, noise and odors was conducted, however, the Town of Vail has specific waste reduction challenges that it continues to address through several initiatives. The Town manages an extensive free recycling program in Vail and requires all special events to incorporate recycling in their event planning. The Town coordinates with Eagle County Landfill and waste haulers in materials recovery and curbside free recycling, hazardous waste management and special events to recycle electronic equipment.

A stated goal of the Town is to reduce the amount of Town of Vail landfill contributions by 25% by 2019 (Environmental Sustainability Strategic Plan, 2009).

The Vail Civic Area Plan project is not anticipated to generate significant adverse effects from solid or liquid wastes or from objectionable/noxious odors. Temporary noise impacts to existing residences surrounding the project site will include construction traffic and construction should redevelopment of public buildings occur as a result of the planning effort. It is anticipated that noise emissions associated with construction activity may have the potential to produce short-term effects.

VII. Visual:

The site is at the western gateway to the Town of Vail and visible from adjacent public ways. The Lionshead parking structure is highly visible, however screened by landscaping. Auto access to the study area is visible from the frontage road and Interstate 70.

The project is visible from many public points of view, including Interstate 70 and the South Frontage Road. Areas lower on the project site along Middle Creek (Vail Library, Dobson Arena) are less visible due to the difference in elevation and mature vegetation adjacent to Middle Creek.



Figure 5. Civic Area Plan site, looking south along Middle Creek towards Dobson Arena.

The project is in the Town core and not located on any ridgeline or unique geographic feature. In the immediate area, the greatest visual impact will be from redevelopment of those portions of the study area closest to the interstate (Town Hall, Parking Structure, Middle Creek).

Mature tree cover of Middle Creek provides a visual break from the built environment. Mitigation of visual impacts associated with any civic redevelopment can be achieved numerous ways, such as through architecture, massing, roof forms and landscaping.

VIII. Land Use:

The proposed Vail Civic Area Plan will study how the Town can best use lands in the defined study area to meet community needs and goals. With few exceptions along Middle Creek, the Town study area is fully developed and located in the Town core providing essential services (municipal government, recreation and parking uses).

Potential impacts to land uses in the study area are considered minimal since the properties are currently accessible, serviced by public utilities, and fully developed. Any proposed redevelopment or intensification of

land uses to serve municipal purposes is not anticipated to significantly alter existing land use patterns.

IX. Circulation and Transportation:

Circulation through the study area is primarily from the South Frontage Road (West), East Lionshead Circle and West Meadow Drive. The Lionshead parking structure contains approximately 1,000 parking spaces that serve commercial and municipal uses (including Dobson Arena and the Vail Library). The parking structure includes a transportation center that has local and regional bus transfers, and Vail offers free transit services for both In Town and Outlying areas such as Sandstone and the golf course neighborhoods. There is a convenient sidewalk and trail system in the study area directly connecting existing areas of the Civic Plan; the exception being the Municipal/Government offices on the north side of South Frontage Road, which must be crossed at designated crosswalks that do not directly adjoin the Vail Library, parking structure or Dobson Arena.

X. Population:

The project site is within the core of Town. The Town of Vail population estimate is 5,483 with 6,938 total housing units with 1,409 owner-occupied, 1,429 renter occupied and occupancy of 40.91%.

The Town of Vail winter occupancy in the 2015/16 season was estimated at 58% on average. Summer occupancy was estimated at 30% (Destimetrics LLC, 2016).

XI. References:

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