



**Town Council
WORK SESSION
Tuesday, July 5, 2022
Public Meeting Room / Eagle Town Hall
200 Broadway Eagle, CO**

*This agenda and the meetings can be viewed at www.Townofeagle.org.
Times listed are approximate and are subject to change.*

TOWN COUNCIL WORK SESSION ACCESS INFORMATION AND PUBLIC PARTICIPATION *This will be an in-person work session. Work sessions of the Town Council are not meetings requiring public comment. The public is allowed to attend, however, public comment will not be scheduled and will only be taken at the discretion of the Mayor. The Council shall take no final or official action, vote, nor make any motions.*

1. **Microsoft Teams meeting**

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Phone Conference ID: 181 406 412#

PRESENTATION - 4:00 PM - 5:30 PM

1. CU Outdoor Recreation Economy (ORE) District Strategy Presentation

I hereby certify that the above Notice of Meeting was posted by me in the designated location at least 24 hours prior to said meeting.

Jenny Rakow, CMC
Town Clerk

PUBLIC WIFI – Eagle Guest



To: Mayor Turnipseed & Town Council

From: Nikki Davis, Administrative Tech, Community Development

Date: July 5, 2022

Agenda Item: Outdoor Recreation Economy (ORE) District Research and Strategy Study Report

REQUEST:

Staff requests that the Town Council review and provide feedback on the strategy report.

INTRODUCTION:

Representatives from the University of Colorado (CU) – Boulder’s Masters of the Outdoor Recreation and Environment (MORE) have prepared a robust economic development study ideating a versatile yet authentic Outdoor Recreation Economy project for the Town of Eagle.

The project was first conceptualized in early 2020 when the Town began working with CU to develop an economic development package. Seeking financial aid, staff pursued grant funding through the Rural Economic Development Initiative (REDI, 2020) and the Energy Impact Assistance Fund (EIAF, 2021); however, were unsuccessful securing these resources. The project gained momentum in the summer of 2021 when staff established funding from the Colorado Office of Economic Development and International Trade (OEDIT) along with Town Council’s approval to reallocate unspent project funds that would help expense the study.

Formally, the Town executed a Professional Services Agreement (PSA) with the consultants on August 24, 2021 ([LINK](#)). The PSA underwent minor amendments on September 28, 2021 ([LINK](#)).

ANALYSIS:

Phase one of the project completes the peer community review, economic sector analysis, and develops strategies for economic incentives for outdoor recreation business to grow, relocate, or start in Eagle. The team’s research methodology was refined into three tasks:

- **Discovery.** Assess Town’s assets, planning policies, key stakeholders, and community vision.
- **Research.** Identify best in class business park/district and land use/community planning models and strategies for resort and mountain towns.
- **Develop.** Produce a market and economic analysis, inclusive of comparable town economics and demographics.

The study expands on and provides a best practice model for these focus areas: River Access, Workforce Development, Major Corridor Access, District/Land Use Planning, and Outdoor Recreation Economy.

Phase two has been distilled to focus on an implementation approach once a site has been identified. Presently, no formal timeline, budget, or scope of work has been established for phase two. The city of Montrose's *Colorado Outdoors* is a model example of outdoor recreation economy at work ([LINK](#)).

Discussion Items:

Discussion questions for the Town Council to consider while reviewing the report:

- Is an ORE District viable for the Town of Eagle?
- Is there a desire to proceed to Phase Two – implementation approach?
 - Create Town of Eagle branded deliverables.
 - Direct staff to pursue and partner with interested landowners.

COMMUNITY INPUT:

The Economic Vitality Committee was involved in the initial project proposal and continues to advocate for implementation. Staff has not yet presented this report to the greater community.

BUDGET / STAFF IMPACT:

The Town estimated \$60,000 to complete the strategy report. \$10,000 of that cost will be offset by the OEDIT Outdoor Recreation Department. The additional \$50,000 will be expensed by the Town utilizing reallocated funds from an incomplete 2021 project. Town Council approved this reallocation at the July 27, 2021 Town Council meeting ([LINK](#)).

STRATEGIC PLAN ALIGNMENT / STANDARDS ACHIEVED:

The ORE District project supports the following objectives of the Town's Strategic Plan.

- **Stimulate Economic Vitality and Development.** By refining and implementing the strategy, the Town will be supporting business improvement and workforce development in various sectors, further strengthening overall economic vitality.
- **Match Infrastructure to Quality of Life.** Implementing broadband solutions and adopting a multi-modal transportation plan improves connectivity and contributes to a high quality of life. Technology and placemaking are integral to Eagle's evolution.
- **Attract Visitors.** Outdoor recreation is a cornerstone of the Eagle Brand. The outdoor amenities, accessibility, and small-town charm Eagle boasts attracts a diverse range of tourists whose visitor dollars invest in the improvement of our town.
- **Focus on Recreation, Events and Open Space.** Residents and visitors alike value Eagle's outdoor-driven lifestyle, events, and community activities. The strategy report provides ideas to transform unique locations for greater community enjoyment.

RECOMMENDED ACTION OR PROPOSED MOTION:

None, staff is looking for direction and feedback that will be incorporated into a strategic economic and business development plan.

ATTACHMENTS:

- ORE District Executive Summary
- ORE District Best In Class Study

Town of Eagle, CO: Best in Class Models and Strategies for Outdoor Recreation, Economy-Based Land Use and Development

Executive Summary

Purpose of Engagement:

To assist the Town of Eagle in researching and planning best in class models and strategies for a new “Outdoor Recreation Economy (ORE) District” (ORE District) to be located on approximately six acres within the Town limits, in support of certain land use and economic and community development goals identified in the Town’s 2019 Comprehensive Plan and Downtown Assessment.

Action Steps & Deliverables:

1. *Discovery:* Review the Town of Eagle’s 2019 Town of Eagle Comprehensive Plan, Downtown Assessment and other seminal planning documents. Meet with key Town administrative and planning staff to understand and assess the vision, plans, regulations (e.g., zoning) and other activities related to both overall community planning goals.
2. *Research:* Research into best in class eco-industrial park and co-located business models across the US, identify and interview key stakeholders that can inform best practices in land use planning and development around outdoor recreation economies.
3. *Market and Economic Analysis:* Assess the Town economy and compare it to peer/competitive economies in Colorado and other states.
4. *Presentation:* Create report and slide deck on research findings and recommendations.

Phase 1: Situation Analysis

Research Methodology:

1. Comparable Town Analysis
2. Stakeholder Interviews
3. Eagle Asset Mapping

Research Focal Areas:

- River Access
- Workforce Development
- Major Corridor Access
- District / Land Use Planning
- Outdoor Recreation Economy

[Comprehensive Presentation of Situation Analysis Results](#) - *click link to view.*

Research Focal Area Best Practices

Stakeholder interview insights and Eagle Asset Mapping insights incorporated into the below.

River Access Best Practices

- Integrate natural recreation opportunities presented by the river with the existing downtown, such as river walks or kayak launch pads.
- Leverage high quality fly fishing waters to attract aligned businesses and tourism opportunities. Prioritize Eagle River as a unique identifier for the Town.
- Utilize Eagle River as a focal point for non-vehicle connectivity, such as walk/bike trails.
- Look to successful examples of riverfront revitalization projects that integrate natural assets with downtown assets.

Workforce Development Best Practices

- Survey and engage local businesses to determine what the business community needs to evolve its workforce. Stakeholder insight indicates that common workforce needs are:
 - Development of affordable and attainable workforce housing.
 - Construction and subsidization of high-quality office and co-working space with high-speed broadband internet.
 - Improvements to community connectivity and access to transit services.

Major Corridor Access Best Practices

- Implement attractive 'gateways' to give visitors a sense of arrival and place when entering the Town from I-70.
- Leverage the access provided by I-70 to make the Town a business destination in the center of CO. Incorporate business attractions like conference space or showrooms.
- Assess how access to I-70 could be utilized as a distribution and supply corridor for emerging and existing outdoor recreation businesses.
- Investigate how transit could be improved to increase access to the Town from nearby communities (e.g., VelociRFTA transit network in the Roaring Fork Valley).

District Planning Best Practices

- Utilize holistic "district planning" to create a sense of place within the Town. Integrate land use planning goals with the identity and culture of the Town.
- Direct residents and businesses to where you'd like them to spend their time with intentional land use and connectivity planning. Connect new district(s) with downtown areas, local businesses, etc.
- Integrate district planning with natural resources. Create recreational opportunities like walking, biking and river access where possible.

ORE Community Best Practices

- Implement policy incentives that create a business-friendly community. These could include real estate subsidies, grants and tax incentives.
- Support real estate development and zoning policies that are relevant to business needs, such as warehousing space, shipping capacity and flexible office space.
- Create business opportunities for networking, investment and talent attraction through Town marketing campaigns, Town-hosted conferences, etc.
- Recruit and/or foster "anchor" businesses that can serve as a proof of concept to other businesses and workforce talent considering setting up shop in Town.

Economic and Market Analysis Methodology and Results

Economic and market research was conducted to describe the Town economy and compare the Town economy to peer/competitive economies in Colorado and in other states. This included absolute and relative growth metrics, location quotients, and measures of economic diversity. Research also included an overview of area housing characteristics (e.g., rental versus owner-occupied, housing stock, etc.) and population characteristics (e.g., population by age, gender, race/ethnicity). This information can inform the feasibility of growing an outdoor industry economy in the Town.

Results can be found in slides 48 - 61 in the core [presentation slide deck](#).

Appendix

Comparable Town Analysis Summary:

With a focus on mountain and resort towns, and specific input from Bill Shrum, the team assessed 22 peer communities across North America. The intent in this analysis was to identify best practices in the concepts of outdoor recreation economy building, district planning, public-private partnership and mixed-use development that could be applied to the Town of Eagle. Population size, infrastructural features, natural features, downtown/district areas, planning and development policies, transit and connectivity options, housing and workforce accommodations and town identity features were all assessed and documented.

Colorado Towns Studied: Avon, Steamboat Springs, Carbondale, Glenwood Springs, Salida, Buena Vista, Frisco, Durango, Montrose, Evergreen, Telluride, Trinidad, Woodland Park.

Non-Colorado Towns Studied: Leavenworth, WA. Las Catalinas, Costa Rica. South Jordan, UT. Burnside Park, Nova Scotia, Canada. Ballard Brewery District, Seattle, WA. Park City, UT. Jackson, WY, Taos, NM.

Results:

- Montrose and Glenwood Springs offer excellent case studies for Eagle to emulate.
 - Montrose's Colorado Outdoors campus facilitates the recruitment of outdoor recreation businesses to Montrose, and provides housing, office space and outdoor recreation opportunities to tenants. Efficient public-private partnership with the City of Montrose led to expedited zoning processes, riverfront easements to the City and a business-friendly atmosphere that is attracting new commerce, employment and housing opportunities.
 - Glenwood Springs offers a history of planning principles that prioritize connectivity within the town. Their Confluence Development Plan demonstrates a way to integrate historically underused properties (industrial space, parking lots, brownfields) to create affordable housing options that are connected through bike/walk trails to the downtown.
- Dedicated cross-functional efforts were undertaken in all towns that built successful outdoor recreation economies. Combined efforts from city planning and zoning, chamber of commerce/economic development, private real estate development, natural resource restoration/conservation and policy incentives all combine to create the workforces, infrastructure and communities necessary to build a successful outdoor recreation economy.

Policy Tools:

Our research indicates that peer economies that have successfully revitalized through outdoor recreation did so by leveraging state and local level policy incentives to pave the way and partially fund their efforts.

Policy Tool	Office/Policy Manager	About
<u>Rural Jumpstart</u>	OEDIT	Program that incentivizes new businesses move to or start in rural, economically distressed areas.

<u>Rural Technical Assistance Program (RTAP)</u>	OEDIT	Provides free technical assistance, consulting and funding to aid communities in developing economic development plans/strategies.
<u>Rural Economic Development Initiative (REDI)</u>	DOLA	Fund available to help rural Colorado communities create diverse economic revitalization strategies.
<u>Main St. Program</u>	DOLA	Community framework for downtown revitalization. Adds notoriety and recognition to a downtown location.

Similarly, peer economies created efficient policy pathways for developers and businesses in town that supported core town planning goals (such as affordable housing, business recruitment, etc.).

Montrose, CO, offers a good case study for the types of policy incentives and public-private partnership tools a town can implement to facilitate reaching their goals:

- Montrose employs as Director of Business Innovation and Tourism (DBIT) as a full time position within city government.
- Department and Revitalization Team (DART) is a stable department in Montrose that specifically fosters business and economic growth, including increasing tiers of accreditation in their Main Street program, business outreach, downtown business recruitment and more.
- Public-private partnership with Colorado Outdoors allowed for expedited permitting and mutual-value add in real estate development (example: river-access easements donated back to City).
- The Montrose Urban Renewal Authority (MURA) was formed to develop the outdoor recreation manufacturing park along the Uncompahgre River.
 - Connect Trail Initiative (via \$2mil grant) connects MURA area with downtown via walk/bike trail.
- Montrose implements additional business Incentives, such as:
 - Revolving Loan Funds
 - In-kind Site Improvements for Curb Appeal
 - Building permit and tap fee abatement
 - Relocation expenses for businesses transitioning to operating in Montrose
 - Office space abatement for businesses relocating to Montrose

Application of Best Practices and Research Focal Areas to Town of Eagle:

Focus Area	Recommendation	Town's Comp Plan
	Identify a project champion and committee of champions within the Town to move this district concept forward.	
District Planning, and ORE Business Community	Utilize land that is zoned for light industrial/commercial for uses that incentivize outdoor recreation businesses, such as warehousing, gear showrooms, manufacturing facilities, co-working space and more.	Goal 1-2: create commercial development that fits the desired character of the Town.

Workforce Development	Create business, real estate and housing incentives that attract the workforce talent that the Town is interested in.	Goal 1-1: create attainable housing for those that live and work within the Town.
District Planning	Promote and increase non-vehicle connectivity in the Town through increased walk/bike trail development.	Goals 2-2, 2-4, 3-1, 3-3, 4-2, 5-3: foster trail systems and improved connectivity within the Town.
River Access	Utilize river access to support activity-specific identifiers in the Town (i.e. - become a fly fishing business hub).	Goal 3-1: promote the Town's unique recreational activities.
Outdoor Recreation Economy	Leverage business/policy incentives at the state and local level to create a business friendly environment.	
District Planning	Leverage district planning to create unique identifiers that foster a sense of place and identity for the Town.	Goal 2-1 and 2-3: support the Town's unique mountain character.

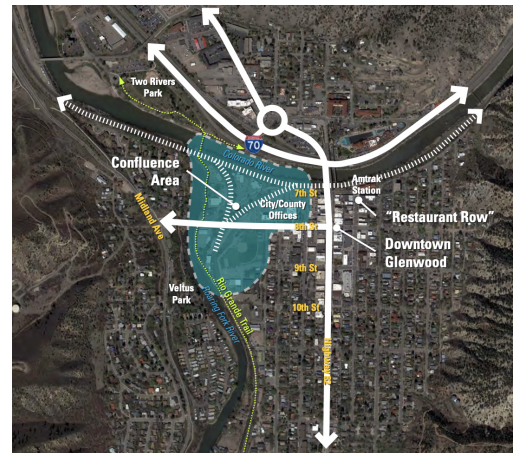
District Planning Example: Colorado Outdoors Campus, Montrose, CO

Colorado Outdoors, part of a public-private partnership in Montrose, includes a multi-purpose campus that is intended to help Montrose meet a number of economic vitality goals, from attainable workforce housing, to commercial space, to river access and trail systems. Colorado Outdoors relied on effective partnership with Montrose and anchor local businesses to get the development project off the ground.



District Planning Example: Confluence Redevelopment Plan, Glenwood Springs

Glenwood Springs' Confluence Redevelopment Plan successfully allowed the town to convert industrial and under-utilized land parcels to a multifunctional housing and commercial development that prioritized connectivity to the town's downtown area and river resources.



District Planning Example: South Main Neighborhood, Buena Vista, CO

The South Main Neighborhood incorporated New Urbanism planning principles as a means to enhance the Buena Vista community as a whole. Nestled on the Arkansas river, with roughly 40 acres to work with, a new holistically planned community was created. River access, shops, restaurants, housing and other amenities were all constructed with the goal of integrating New Urbanism into a historically rural region.



Next Steps:

- Determine viability for ORE district in the Town.
- Determine several land parcels that could be good fits for this type of development, inclusive of willing and amenable development partners.
- Decide on a specific direction for economic diversity goals. Are there specific industries or areas of outdoor recreation that the Town would like to focus on?
- Consult with Town stakeholders, including residents and businesses, to build a designated committee and champions for the project.
- Assess state and local financing resources that can support the project..
- Work with Consulting Team to map out design and development of ORE District.



Town of Eagle, CO: Best in Class Models and Strategies for Outdoor Recreation Economy-Based Land Use and Development

Best Practices and Highlights from
Phase 1: Situation Analysis

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Slides 27-33: Outdoor Recreation Economy (ORE) Business Community Best Practices and Case Studies

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Slide 44: Next Steps and Guiding Questions

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August 2021 Statement of Work:

“To assist the Town of Eagle in researching and planning best in class models and strategies for a new ‘Outdoor Recreation Economy (ORE) District’ (ORE District) to be located on approximately six acres within the Town limits, in support of certain land use and economic and community development goals identified in the Town’s 2019 Comprehensive Plan and Downtown Assessment.”

Phase 1: Situation Analysis

Discover: The Town’s planning policies, key stakeholders and community vision.

Research: Best in class business park/district and land use/community planning models and strategies for resort and mountain towns.

Develop: Market and economic analysis, inclusive of comparable town economics and demographics.

Present: Findings and recommendations.

PHASE 1 KEY PLANNING RESEARCH FOCUS AREAS

01

RIVER ACCESS

With access to world class fly fishing and recreational waters, the Town can lean into their natural resources to create a unique identity based in outdoor recreation.

02

WORKFORCE DEVELOPMENT

From housing to coworking space, the Town can build the workforce that supports the diverse economy they strive for.

03

MAJOR CORRIDOR ACCESS

Access to major ski resorts, cities, recreation areas and business resources is made possible by I-70

04

DISTRICT/LAND USE PLANNING

Thoughtful land use planning of available land parcels in the Town can support Comp Plan goals for achieving interconnected residential, workforce, business and small town mountain charm goals.

05

OUTDOOR RECREATION ECONOMY

With abundant natural resources and outdoor recreation opportunities, the Town has the opportunity to build a diverse and unique economy centered in outdoor recreation.

PHASE 1 RESEARCH METHODOLOGY



COMPARABLE TOWNS

Our team conducted research analysis on 22 towns that have undergone economic revitalization with an emphasis on outdoor recreation businesses. We culled best practices and highlights from these peer communities.



STAKEHOLDER INTERVIEWS

Our team conducted informational interviews with 8 industry experts in the fields of outdoor recreation, economic revitalization, land use planning and more. Their insights are incorporated into our recommended best practices.



TOWN OF EAGLE ASSET MAPPING

Our team assessed the Town's Comprehensive Plan and other planning policies, met with leaders in the Town's business community and government and conducted research to understand the best practices that may be most applicable to the Town.

Project Timeline





01

RIVER ACCESS

River Access Best Practices

Integrate natural recreation opportunities presented by the river with the existing downtown, such as river walks or kayak launch pads.

Leverage high quality fly fishing waters to attract aligned businesses and tourism opportunities. Prioritize Eagle River as a unique identifier for the Town.

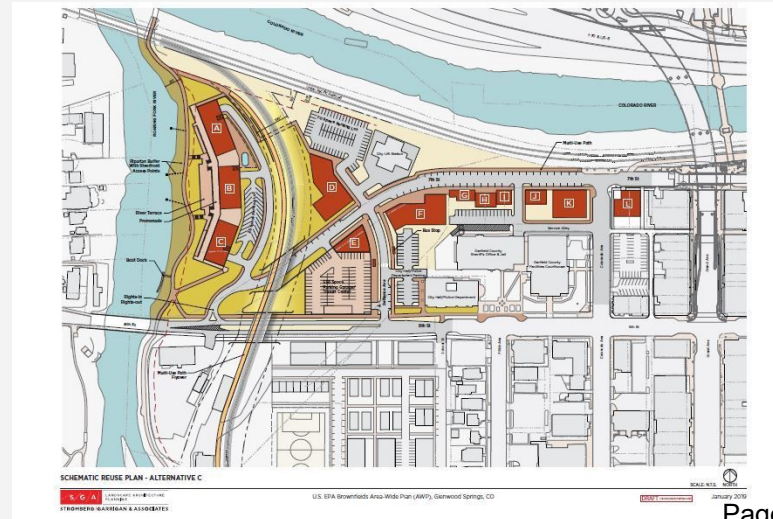
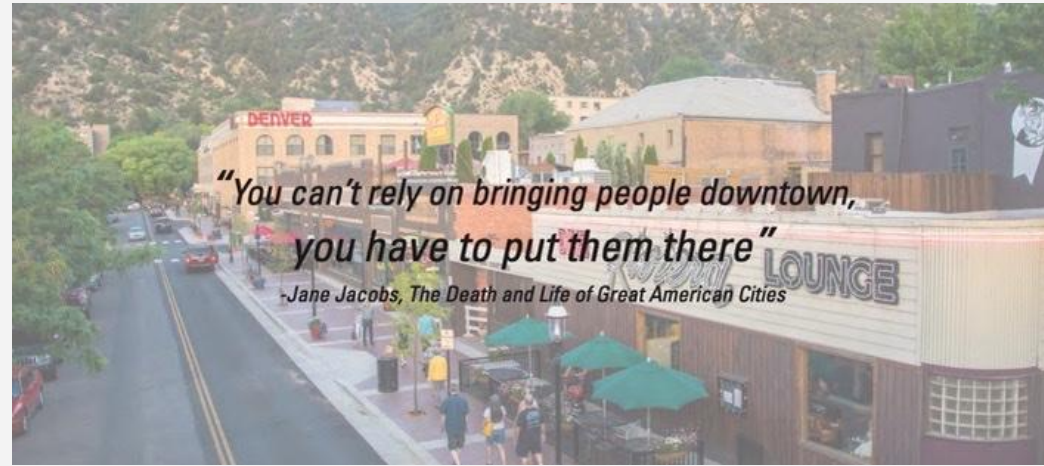
Utilize Eagle River as a focal point for non-vehicle connectivity, such as walk/bike trails.

Look to successful examples of riverfront revitalization projects that integrate natural assets with downtown assets.

River Access Success Story: Glenwood Springs, CO

Glenwood Springs, CO

Glenwood Springs has planned a walkable housing and commercial district to revitalize brownfields and an old water treatment plant. The district is adjacent to the Colorado River and connected through a trail system to their downtown area and parks. Lessons can be taken from their [Confluence Redevelopment Plan](#).



River Access Success Story: Salida, CO

Salida, CO

[Salida's Riverside Park](#) sits on the Arkansas River, just north of Salida's historic downtown area. The space allows for residents and visitors to enjoy the river with access to the town's robust trail network. Amenities such as bathrooms, an amphitheater and bouldering walls have been constructed to attract visitors and locals to the location. A yearly music festival is also held at the riverfront location which brings visitors from around Colorado, boosting the local economy.

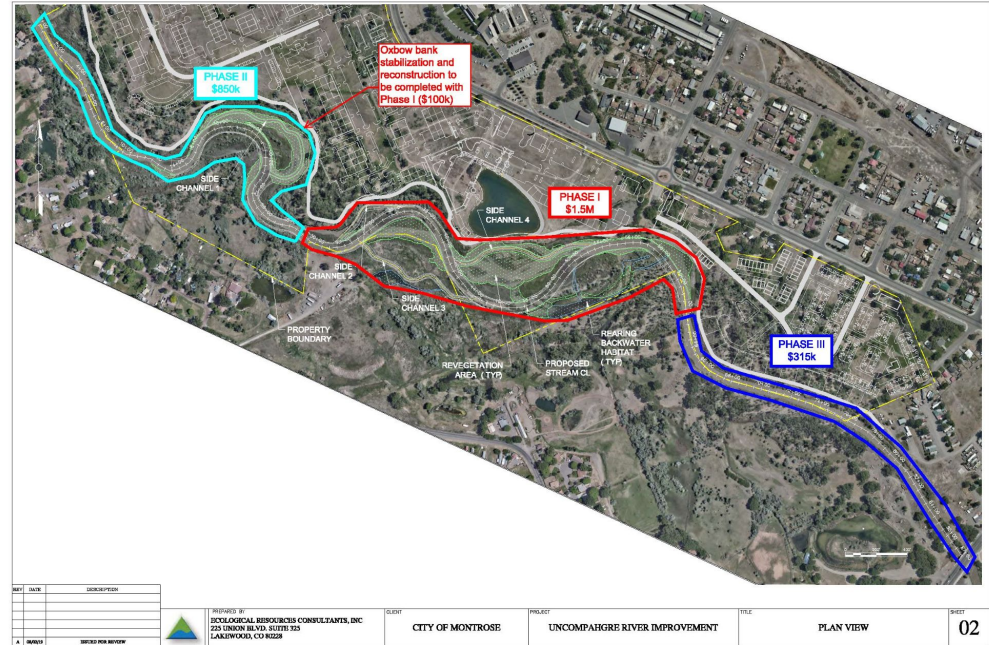


River Access

Success Story: Montrose, CO

Montrose, CO

[Colorado Outdoors](#) is a project dedicated to building a robust outdoor recreation economy in Montrose. Part of the project includes restoring the Uncompahgre River to a Gold Medal rated trout fishing destination. Phase 1 began in 2020 and was [completed in March of 2021](#). This effort was undertaken as a joint effort between private and public sectors. The [Montrose Urban Renewal Authority](#) (MURA) spearheaded the revitalization project.



River Access Guiding Questions

1. Does the Eagle River corridor need revitalization? Is it possible to restore river quality to meet Gold Medal fishery standards?
2. What does the Eagle River mean to Town residents?
3. Can the Eagle River be utilized as a unique identifier for the Town's business, economic and tourism identity?



02

WORKFORCE DEVELOPMENT

Workforce Development Best Practices

Survey and engage local businesses to determine what the business community needs to evolve its workforce. Stakeholder insight indicates that common workforce needs are:

Development of affordable and attainable workforce housing.

Improvements to community connectivity and access to necessary transit services.

Construction and subsidization of high-quality office and co-working space with high-speed broadband internet.

Workforce Development Success Story: Grand Junction, CO

Grand Junction, CO

Through a public-private partnership spearheaded by an outdoor recreation business coalition, Grand Junction redeveloped the Edgewater neighborhood of town into a riverfront, mixed-use office and commercial district. Complete with breweries and coffee shops to attract employees, local businesses can set up offices or co-working spaces in the shared buildings. The entire complex is centered on principles of outdoor recreation combined with quality urban design.



What does top talent need to work in the Town of Eagle?

Stakeholder Interviews with industry experts recommend providing the Town's workforce with the following:

- Advanced, modern working or co-working space; added benefits come from price-controlled or subsidized rent.
- Reliable, fast broadband internet.
- Stable, attainable housing that is suitable to the employee population you want to attract.
- Quality of life bonuses, such as easy access to outdoor recreation opportunities or social connections through breweries and coffee shops.
- Professional networking opportunities, such as conferences or trade shows held within the Town.



Workforce Development Guiding Questions

1. What kind of workforce does the Town want to attract (i.e. seasonal vs. permanent, corporate vs manufacturing, etc.)?
2. What does the existing workforce in the Town look like? What does the available workforce look like? What are the limits or constraints on increasing the workforce?
3. How could the Town recruit the workforce to support and develop the proposed ORE district?

03

MAJOR CORRIDOR ACCESS



Major Corridor Access Best Practices

Implement attractive 'gateways' to give visitors a sense of arrival and place when entering the Town from I-70.

Leverage the access provided by I-70 to make the Town a business destination in the center of Colorado. Incorporate business attractions like conference space, showrooms, etc.

Assess how access to I-70 could be utilized as a distribution and supply corridor for emerging and existing outdoor recreation businesses.

Investigate how transit could be improved to increase access to the Town from nearby communities (e.g., VelociRFTA transit network in the Roaring Fork Valley).

Corridor Access Success Story: Carbondale, CO

Carbondale, CO

In 2012, Carbondale's town council approved of a [revitalization of the existing gateway park](#) located at the junction of routes 82 and 133.

The plans for the 7 acre site call for improvements to the existing boat launch and camping sites, as well as the construction of a new welcome center and outdoor education center. The park marks the main entry into the town and a unique placemaking asset. The plan is slated for completion in 2027.



Major Corridor Access Guiding Questions

1. How is the Town currently utilizing its access to I-70 for business and economic priorities?
2. How will the East Eagle Sub Area Plan affect the Town's sense of place as it relates to its access to I-70?
3. What unique business events or opportunities are created by the Town's central location along I-70 in the middle of the state?



04

DISTRICT PLANNING

District Planning Best Practices

Utilize district planning to create a sense of place within the Town. Integrate land use planning goals with the identity and culture of the Town.

Integrate industrial ecology principles, including how diverse land uses can complement each other.

Direct residents and businesses to where you'd like them to be with intentional land use and connectivity planning. Connect new district(s) with downtown areas, local businesses, etc.

Integrate district planning with natural resources. Create recreational opportunities, like walking, biking and river access where possible.

District Planning/Land Use Success Story: Burnside Park, Nova Scotia

Burnside Park, Nova Scotia

Burnside Park, in Halifax, Nova Scotia, is an eco-industrial park constructed in the 1990s to test industrial ecology principles. It remains a thriving eco-industrial park today, with a range of businesses supporting it.

Burnside Park proved industrial ecology hypotheses that interconnected businesses thrive in proximity to one another, and shared resources benefit the larger whole.



District Planning/Land Use Success Story: Buena Vista, CO

Buena Vista, CO

The [South Main Neighborhood](#) is a district planning example that combines sustainable development practices, outdoor recreation economy, arts and culture. What started as a vacant 41 acre site on the Arkansas River in the 1990s has been developed into a New Urbanist community.

The developers leveraged the natural assets of the surrounding environment and created a walkable, pedestrian friendly community. Within the community are shopping, dining, work and play options for those living within or visiting the community.



District Planning Guiding Questions

1. What land parcels would be well-suited to holistic, New Urbanist development principles?
2. Would local businesses be amenable to the development of a new business district, centered around outdoor recreation?
3. Can this style of holistic land use planning and development help the Town achieve connectivity, attainable housing, workforce development and economic goals?

05

OUTDOOR
RECREATION
ECONOMY (ORE)
BUSINESS
COMMUNITY



ORE Community Best Practices

Implement policy incentives that create a business-friendly community. These could include real estate subsidies, grants and tax incentives.

Support real estate development and zoning policies that are relevant to business needs, such as warehousing space, shipping capacity and flexible office space.

Create business opportunities for networking, investment and talent attraction through Town marketing campaigns, Town-hosted conferences, etc.

Recruit and/or foster “anchor” businesses that can serve as a proof of concept to other businesses and workforce talent considering setting up shop in Town.

ORE Business Community Needs

1

Working Space

Support coworking and/or flexible office space that attracts the type of businesses wanted in that community. Discover if your business community needs labs, offices, design space, gear testing space, etc

2

Workforce Accommodations

Employers need to house talent in appropriate housing that is priced according to pay in the region.

3

Warehousing and Manufacturing Space

Product oriented businesses need warehousing and industrial space for distribution, inventory management, etc. ORE companies may want to develop product onsite, and having access to manufacturing facilities can be a significant draw for businesses.

4

Policy / Municipal Support

Policy incentives can be a gravitational force that attracts businesses to set up shop in your community. Businesses need to feel that the community is authentically pro-business and open to growth.

5

Unique Identifiers for Brand Identity

Businesses want the opportunity to create a brand around their home-base. The Town can offer collaborative showrooms or gear testing labs, and emphasize specific outdoor recreation opportunities (fly-fishing) to foster brand identity.

ORE Business Community Success Story: Steamboat Springs, CO

Steamboat Springs, CO

Steamboat Springs has attracted a number of outdoor recreation businesses, enough to earn the moniker: [“Outdoor Business Town USA”](#). The town has accomplished this through promoting their access to wilderness and necessary business infrastructure and fostering entrepreneurship.

As Colorado OREC Director Nathan Fey states, “Steamboat has most everything they [businesses] need – the supply chain logistics are manageable, the broadband is good, it’s only three hours from Denver and the outdoor recreation is super accessible. It’s kind of a perfect package.”



ORE Business Community Success Story: Steamboat Springs, CO

Steamboat Springs, CO

Further strengthening Steamboat's case as an attractive town for ORE businesses is a dedicated member of the city's [chamber of commerce](#) to economic development. This role serves as a liaison between the community and businesses interested in relocating to the area.

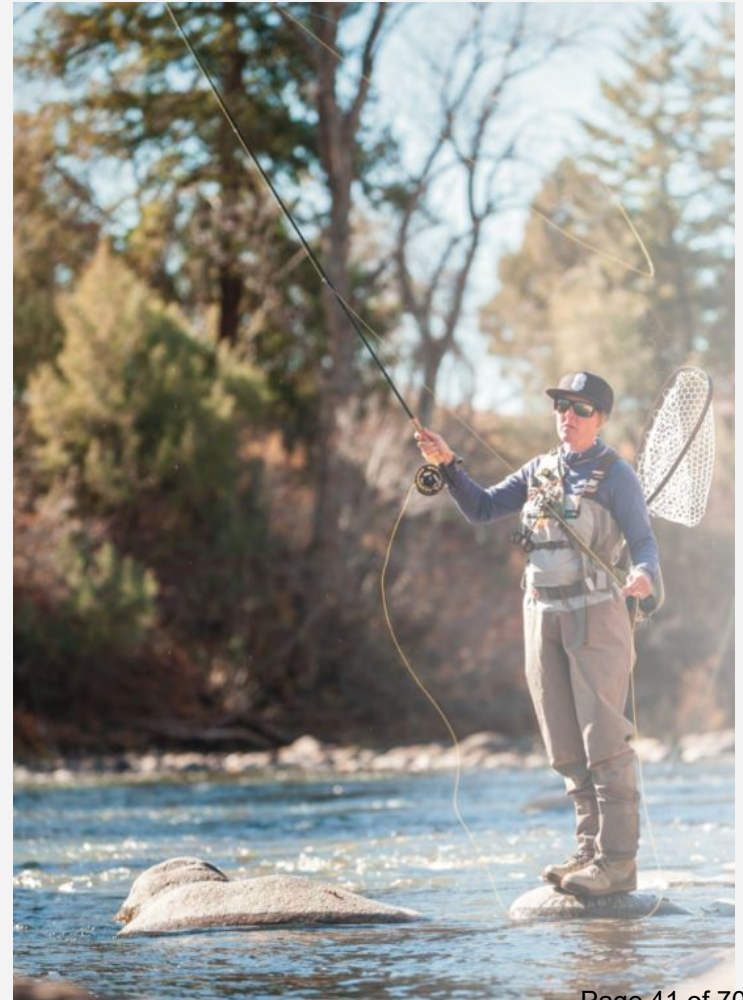
John Bristol, Steamboat's Director of Economic Development, explains that giving businesses places to grow and flourish, establishing affordable workforce housing and coordinating with existing companies helps guide growth.



What do ORE businesses need in Eagle to thrive?

Stakeholder interviews with industry experts highlight the following:

- Establish a dedicated position(s) within town government for economic and business development.
- Collaborate with existing businesses to develop incentives and policy programs that will entice new businesses to relocate.
- Take advantage of federal, state and local funding sources such as REDI and RTAP.
- Provide a platform for businesses to play a vital role in community development; the local government and community culture should be inviting to new businesses.



ORE Business Community Guiding Questions

1. Who are the key outdoor recreation businesses that already exist in the Town?
 - a. Would any existing businesses be good candidates to serve as “anchor tenants” or champions of business development in the Town?
2. Is the culture in the Town amenable to business development and growth?
3. What opportunities and/or challenges could be presented by attracting new businesses?



Policy Incentives

Our research shows that towns that successfully revitalized through outdoor recreation leveraged state and local level policy incentives to pave the way and partially fund their efforts.

Policy Incentives for ORE Development

Policy Tool	Office/Policy Manager	About
Rural Jumpstart	OEDIT	Program that incentivizes new businesses move to or start in rural, economically distressed areas.
Rural Technical Assistance Program (RTAP)	OEDIT	Provides free technical assistance, consulting and funding to aid communities in developing economic development plans/strategies.
Rural Economic Development Initiative (REDI)	DOLA	Fund available to help rural Colorado communities create diverse economic revitalization strategies.
Main St. Program	DOLA	Community framework for downtown revitalization. Adds notoriety and recognition to a downtown location.

Best Policy Practices for the Town:

- The best opportunity for success in receiving this support is if the Town acts as a facilitator between businesses and state government. Colorado is looking for the Town to be invested in the economic growth in their region, so that they aren't supporting businesses in isolation.
- Creating a roadmap towards diverse economic growth with a specific focus (outdoor recreation, etc.) offers the best chance for success in receiving financial support.
- Creative financing outside of these grants should be considered to drive investment in the Town.

Policy Incentives Success Story:

Montrose, CO



- Montrose employs as Director of Business Innovation and Tourism (DBIT) as a full time position within city government.
- [Department and Revitalization Team](#) (DART) is a stable department in Montrose that specifically fosters business and economic growth, including increasing tiers of accreditation in their Main Street program, business outreach, downtown business recruitment and more.
- DART and DBIT leverage Montrose's Opportunity Zone designation to actively attract investment.
- Public-private partnership with Colorado Outdoors allowed for expedited permitting and mutual-value add in real estate development (example: river-access easements donated back to City).
- The Montrose Urban Renewal Authority (MURA) was formed to develop the outdoor recreation manufacturing park along the Uncompahgre River.
 - Connect Trail Initiative (via \$2mil grant) connects MURA area with downtown via walk/bike trail.
- Montrose implements additional [business Incentives](#), such as:
 - Revolving Loan Funds
 - In-kind Site Improvements for Curb Appeal
 - Building permit and tap fee abatement
 - Relocation expenses for businesses relocating to Montrose
 - Office space abatement for businesses relocating to Montrose

Alignment of ORE District Planning with the Town's Vision and Planning Policies



Core Policy and Vision Goals in Eagle's Comprehensive Plan

Visioning section and policy goals clearly indicate desire for attainable and diverse housing development.



The Town is seeking to strengthen its economic vitality through diversity of local businesses.

Despite desire for growth, locals want to keep their mountain charm and historic identity.



Walkable, bikeable, multi-transit neighborhoods and improved connectivity to downtown and outdoor recreation resources get frequent mentions in the Comprehensive Plan.

The Town seeks to preserve and enhance the Broadway district and downtown centers of economic and cultural significance.



Focus Area	Recommendation	Town's Comp Plan
	Identify a project champion and committee of champions within the Town to move this district concept forward.	
District Planning, and ORE Business Community	Utilize land that is zoned for light industrial/commercial for uses that incentivize outdoor recreation businesses, such as warehousing, gear showrooms, manufacturing facilities, co-working space and more.	Goal 1-2: create commercial development that fits the desired character of the Town.
Workforce Development	Create business, real estate and housing incentives that attract the workforce talent that the Town is interested in.	Goal 1-1: create attainable housing for those that live and work within the Town.
District Planning	Promote and increase non-vehicle connectivity in the Town through increased walk/bike trail development.	Goals 2-2, 2-4, 3-1, 3-3, 4-2, 5-3: foster trail systems and improved connectivity within the Town.
River Access	Utilize river access to support activity-specific identifiers in the Town (i.e. - become a fly fishing business hub).	Goal 3-1: promote the Town's unique recreational activities.
Outdoor Recreation Economy	Leverage business/policy incentives at the state and local level to create a business friendly environment.	
District Planning	Leverage district planning to create unique identifiers that foster a sense of place and identity for the Town.	Goal 2-1 and 2-3: support the Town's unique mountain character.

River Access

Integrate river-based recreation and trail systems into land use planning.

District Planning

Integrate development goals for residential, commercial, light industrial and economic diversity into one multi-functional land parcel(s)..

Workforce Development

Provide incentives and infrastructure to attract the type of workforce that will live, work and play within the Town.



Outdoor Recreation Economy District

Outdoor Recreation Economy Community

Focus real estate development on the businesses, workforce, tourists and residents that support an outdoor recreation economy.

Major Corridor Access

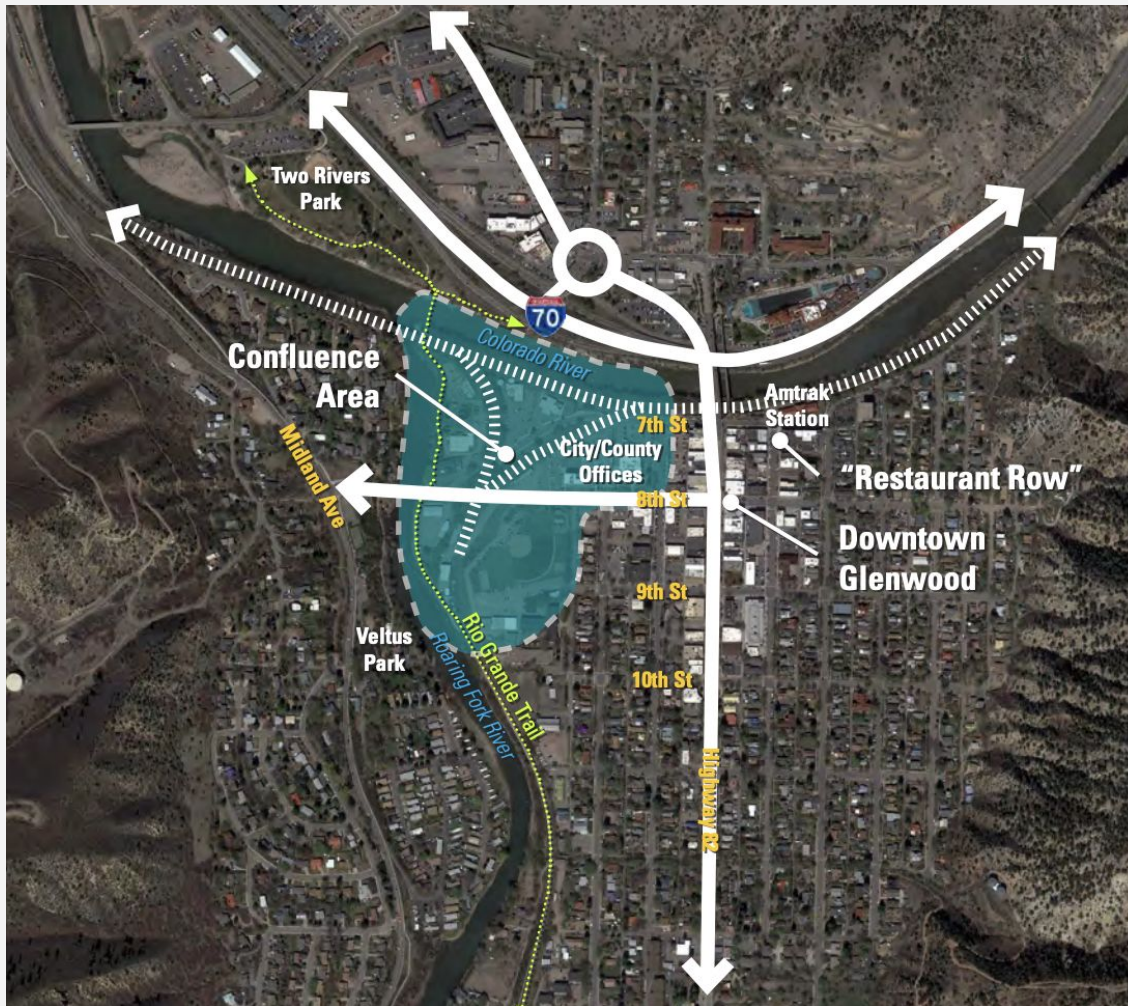
Leverage access to I-70 to make the district a unique but accessible destination for an integrated outdoor recreation district.

District Planning Example: Colorado Outdoors Campus, Montrose, CO



About:

Colorado Outdoors, part of a public-private partnership in Montrose, includes a multi-purpose campus that is intended to help Montrose meet a number of economic vitality goals, from attainable workforce housing, to commercial space, to river access and trail systems. Colorado Outdoors relied on effective partnership with Montrose and anchor local businesses to get the development project off the ground.



District Planning Example: Confluence Redevelopment Plan, Glenwood Springs

About:

Glenwood Springs' Confluence Redevelopment Plan successfully allowed the town to convert industrial and under-utilized land parcels to a multifunctional housing and commercial development that prioritized connectivity to the town's downtown area and river resources.



District Planning Example: South Main Neighborhood, Buena Vista, CO

About:

The South Main Neighborhood incorporated New Urbanism planning principles as a means to enhance the Buena Vista community as a whole. Nestled on the Arkansas river, with roughly 40 acres to work with, a new holistically planned community was created. River access, shops, restaurants, housing and other amenities were all constructed with the goal of integrating New Urbanism into a historically rural region.

NEXT STEPS

- Determine viability for ORE district in the Town.
- Determine several land parcels that could be good fits for this type of development, inclusive of willing and amenable development partners.
- Decide on a specific direction for economic diversity goals. Are there specific industries or areas of outdoor recreation that the Town would like to focus on?
- Consult with Town stakeholders, including residents and businesses, to build a designated committee and champions for the project.
- Assess state and local financing resources that can support the project..
- Work with Consulting Team to map out design and development of ORE District.



THANK YOU

Questions?

Appendix



Contact list

- John Bristol, Economic Development Director, Town of Steamboat Springs, john@steamboatchamber.com
- David Dragoo, Founder and Executive Chairman of Mayfly Outdoors, david@mayflyoutdoors.com
- Nathan Fey, OEDIT, Director of Outdoor Recreation Industry Office, nathan.fey@state.co.us
 - *Just departed OEDIT, CU Consulting Team can reconnect the Town to Nathan if desired.*
- Natalie Ooi, Teaching Associate Professor, CU MENV (Masters of Outdoor Recreation Economy), natalie.ooi@colorado.edu
- Cliff Harold, Principal Consultant, First Flatiron Consulting, previously Executive Director for Boulder Economic Council, clif.harald@firstflatironconsulting.com
- Sarah Shrader, Owner/Co-founder, Bonsai Designs, Founder of Outdoor Recreation Coalition in Grand Junction, sshrader@coloradomesa.edu



Economic and Market Analysis of Comparable Towns

The following economic data is intended to contextualize our research on comparable peer towns to Eagle.

The Town of Eagle is smaller than some of its peer communities (Glenwood Springs, Steamboat Springs, and Montrose), but larger than others (Salida, Carbondale, and Buena Vista). At the county level, Eagle County is the third largest in terms of population and the largest by employment, and has the highest average annual pay and GDP among the cohort.

Town/City	County	Town/City Population	County Population	County Employment	County Average Annual Pay	County Real GDP	County Nominal GDP
Town of Eagle	Eagle County	7,484	55,624	30,225	54,122	3,446	4,197
Glenwood Springs	Garfield County	10,027	61,723	24,707	53,655	4,219	3,410
Salida	Chaffee County	5,683	19,515	7,812	44,091	736	890
Montrose	Montrose County	20,364	42,810	14,899	44,697	1,467	1,724
Carbondale	Garfield County	6,446	61,723	24,707	53,655	4,219	3,410
Buena Vista	Chaffee County	2,854	19,515	7,812	44,091	736	890
Steamboat Springs	Routt County	13,185	24,840	14,355	51,606	1,728	2,040

The Town of Eagle is growing population at a faster rate than its peer communities. However, Eagle County is growing at a slower rate than both Chaffee County and Garfield County. The pandemic recession caused employment in Eagle and Garfield counties to decline, but despite the pandemic, Eagle County's real GDP increased 0.5% in 2020.

Town/City	County	Town/City Population	County Population	County Employment	County Average Annual Pay	County Real GDP	County Nominal GDP
Town of Eagle	Eagle County	1.8%	1.1%	-0.5%	4.7%	0.5%	2.9%
Glenwood Springs	Garfield County	0.6%	1.4%	-0.7%	2.9%	-1.2%	-0.9%
Salida	Chaffee County	1.4%	1.5%	1.5%	5.3%	3.8%	6.2%
Montrose	Montrose County	0.3%	0.6%	1.2%	3.8%	1.7%	3.7%
Carbondale	Garfield County	0.5%	1.4%	-0.7%	2.9%	-1.2%	-0.9%
Buena Vista	Chaffee County	0.9%	1.5%	1.5%	5.3%	3.8%	6.2%
Steamboat Springs	Routt County	1.1%	0.8%	0.4%	3.6%	0.5%	2.8%

Eagle County's unemployment rate fell to 2.8% in January 2022, indicating a return to a tight labor market and renewed competition for workers. While the number of unemployed individuals is estimated at just 1,138, the available labor supply is even tighter in Chaffee County (314), Routt County (471), and Montrose County (881). These worker constraints may hold back business expansion opportunities.

County	Unemployment Rate	Unemployed
Eagle County	2.8%	1,138
Garfield County	3.4%	1,157
Chaffee County	3.1%	314
Montrose County	3.9%	881
Routt County	2.8%	471

Eagle County recorded more employment than its peer communities in 2020. The economic identity for the peer communities commonly features the tourism sector, but some communities include greater levels of natural resources and manufacturing employment.

Industry	Eagle (Eagle)	Garfield (Glenwood Springs, Carbondale)	Chaffee (Buena Vista, Salida)	Montrose (Montrose)	Routt (Steamboat Springs)
Total Covered	30,225	24,707	7,812	14,899	14,355
Total Private	26,968	19,650	5,690	11,795	11,965
Agriculture, forestry, fishing and hunting	63	183	NA	270	123
Mining, quarrying, and oil and gas extraction	27	798	NA	23	181
Utilities	71	213	55	190	143
Construction	3,270	3,090	684	1,286	1,304
Manufacturing	341	361	187	1,080	153
Wholesale trade	381	576	244	377	340
Retail trade	3,473	3,062	1,195	2,265	1,596
Transportation and warehousing	598	553	69	526	224
Information	200	136	73	127	109
Finance and insurance	478	534	212	295	314
Real estate and rental and leasing	1,525	604	140	352	858
Professional and technical services	1,453	1,237	269	441	593
Management of companies and enterprises	110	151	6	117	63
Administrative and waste services	2,398	1,138	110	472	998
Educational services	256	233	103	22	214
Health care and social assistance	2,652	2,816	422	2,110	1,104
Arts, entertainment, and recreation	2,608	559	361	137	1,237
Accommodation and food services	6,048	2,732	1,309	1,315	1,978
Other services, except public administration	1,017	674	206	389	435
Total Government	3,257	5,057	2,122	3,104	2,390

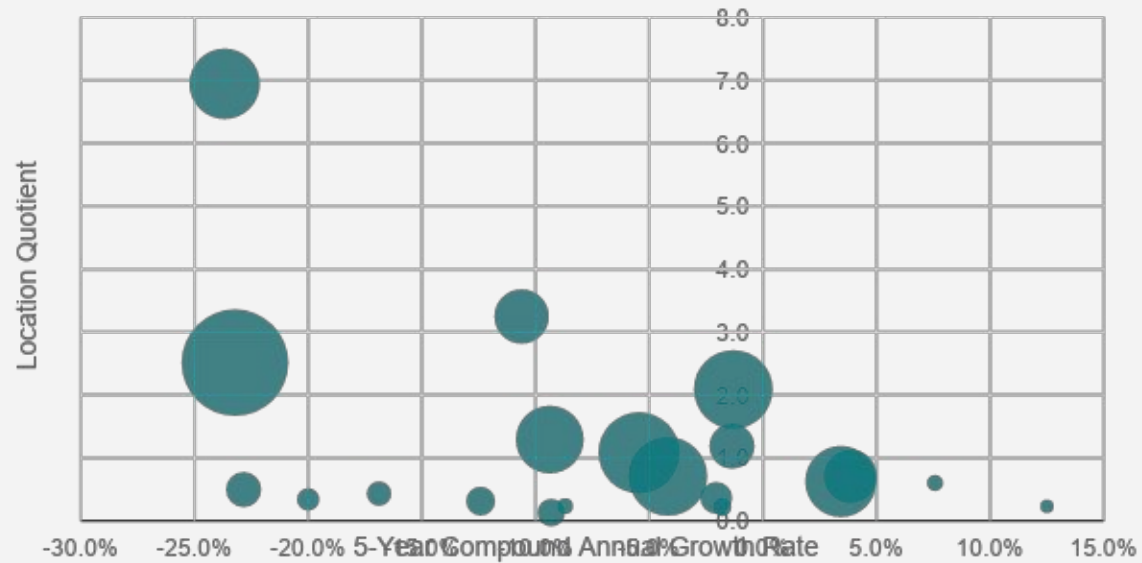
The location quotient (LQ) shows the relative concentration of employment compared to the national average. An LQ greater than 1 indicates a greater level of activity compared to the nation. Eagle County has 6.9 times the activity in Arts, Entertainment, and Recreation; 2.5 times the activity in Accommodation and Food Services; and 3.2 times the activity in Real Estate, Rental and Leasing. This is consistently greater than all but Routt County.

Industry	Eagle (Eagle)	Garfield (Glenwood Springs, Carbondale)	Chaffee (Buena Vista, Salida)	Montrose (Montrose)	Routt (Steamboat Springs)	Colorado
Total Covered	1.0	1.0	1.0	1.0	1.0	1.0
Total Private	1.1	0.9	0.9	0.9	1.0	1.0
Agriculture, forestry, fishing and hunting	0.2	0.8	NA	2.0	NA	0.9
Mining, quarrying, and oil and gas extraction	0.2	8.3	NA	0.4	3.2	2.1
Utilities	0.6	2.2	1.8	3.3	2.5	0.8
Construction	2.1	2.4	1.7	1.7	1.8	1.3
Manufacturing	0.1	0.2	0.3	0.8	0.1	0.6
Wholesale trade	0.3	0.6	NA	0.6	0.6	1.0
Retail trade	1.1	1.2	1.4	1.4	1.0	0.9
Transportation and warehousing	0.5	0.6	0.2	0.9	0.4	0.9
Information	0.3	0.3	0.5	0.4	0.4	1.5
Finance and insurance	0.4	0.5	0.6	0.5	0.5	1.0
Real estate and rental and leasing	3.2	1.6	1.2	1.5	3.8	1.3
Professional and technical services	0.7	0.7	NA	0.4	0.6	1.4
Management of companies and enterprises	0.2	0.4	NA	0.5	0.3	1.0
Administrative and waste services	1.3	0.7	0.2	0.5	1.1	0.9
Educational services	0.4	0.5	0.7	0.1	0.8	0.7
Health care and social assistance	0.6	0.8	0.4	1.0	0.5	0.8
Arts, entertainment, and recreation	6.9	1.8	3.7	0.7	6.9	1.4
Accommodation and food services	2.5	1.4	2.1	1.1	1.7	1.1
Other services, except public administration	1.2	1.0	0.9	NA	1.1	1.0
Total Government	0.7	1.3	1.8	1.4	1.1	1.0

The 2020 5-year compound annual growth rate for employment was adversely impacted by the pandemic recession. The 2021 data will soon be released, showing the rebound across most sectors of the economy. The recession's impact on the tourism industry is notable with negative growth rates in the Arts, Entertainment, and Recreation and the Accommodation and Food Services sectors.

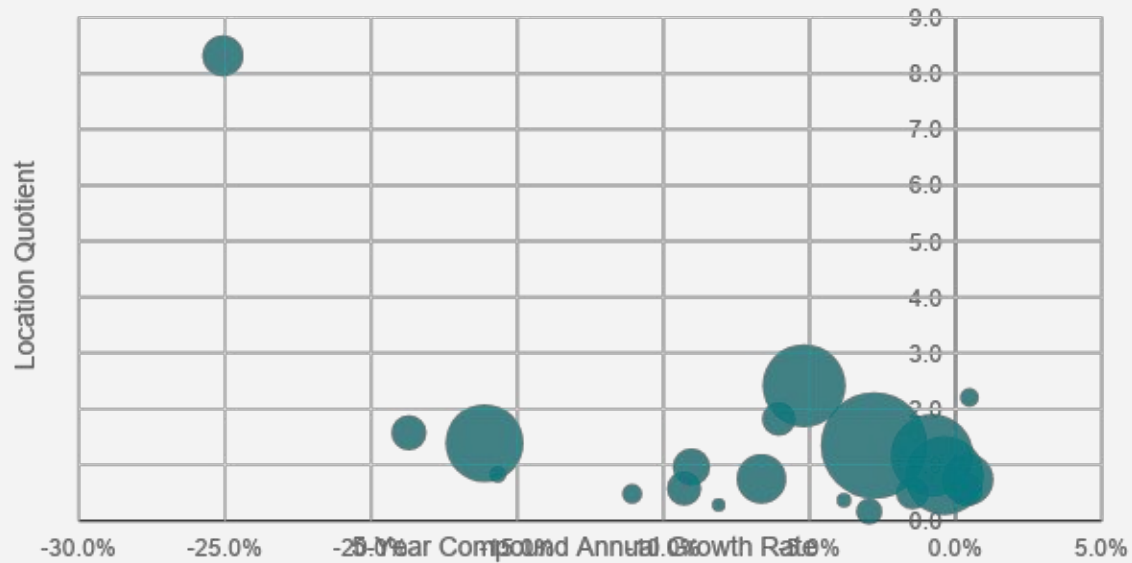
Industry	Eagle (Eagle)	Garfield (Glenwood Springs, Carbondale)	Chaffee (Buena Vista, Salida)	Montrose (Montrose)	Routt (Steamboat Springs)	Colorado
Total Covered	-0.5%	-0.7%	1.5%	1.2%	0.4%	0.9%
Total Private	-0.7%	-1.0%	1.1%	1.4%	-0.6%	0.8%
Agriculture, forestry, fishing and hunting	7.0%	-3.1%	NA	1.6%	6.4%	5.1%
Mining, quarrying, and oil and gas extraction	6.2%	-11.5%	NA	-20.4%	-14.1%	-6.7%
Utilities	-0.3%	-5.8%	1.5%	-2.2%	0.1%	0.2%
Construction	2.1%	0.0%	4.8%	5.8%	5.0%	3.3%
Manufacturing	-1.2%	-1.4%	-1.9%	-3.1%	5.7%	0.8%
Wholesale trade	-6.6%	-4.1%	NA	-2.0%	1.7%	0.8%
Retail trade	0.3%	0.0%	3.1%	1.7%	0.7%	-0.1%
Transportation and warehousing	-0.2%	-5.4%	-2.2%	3.0%	-9.1%	5.6%
Information	-4.6%	-0.9%	-4.1%	-4.9%	-4.5%	1.2%
Finance and insurance	0.5%	0.5%	0.8%	-0.7%	0.8%	1.3%
Real estate and rental and leasing	-1.4%	-2.9%	0.6%	3.8%	6.3%	2.1%
Professional and technical services	5.0%	2.8%	2.8%	0.5%	-4.0%	3.2%
Management of companies and enterprises	5.3%	0.1%	NA	3.0%	2.4%	2.8%
Administrative and waste services	4.9%	-1.1%	NA	2.0%	8.5%	-1.1%
Educational services	5.4%	-1.5%	15.6%	-1.7%	4.7%	0.3%
Health care and social assistance	5.5%	2.0%	-3.1%	2.9%	-3.1%	1.6%
Arts, entertainment, and recreation	-6.6%	6.2%	-6.8%	-2.3%	-2.2%	-2.6%
Accommodation and food services	-4.4%	-1.7%	1.0%	1.8%	-2.7%	-2.8%
Other services, except public administration	1.5%	-1.5%	7.9%	1.8%	-9.4%	0.4%
Total Government	1.1%	0.3%	2.5%	0.4%	6.1%	1.2%

Eagle County



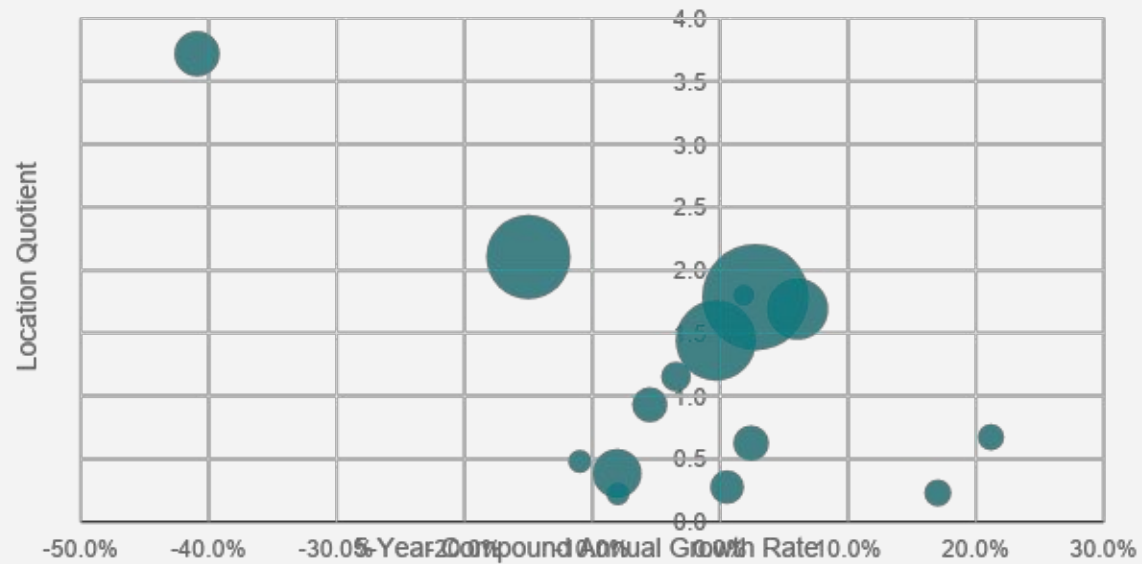
Source: Bureau

Garfield County



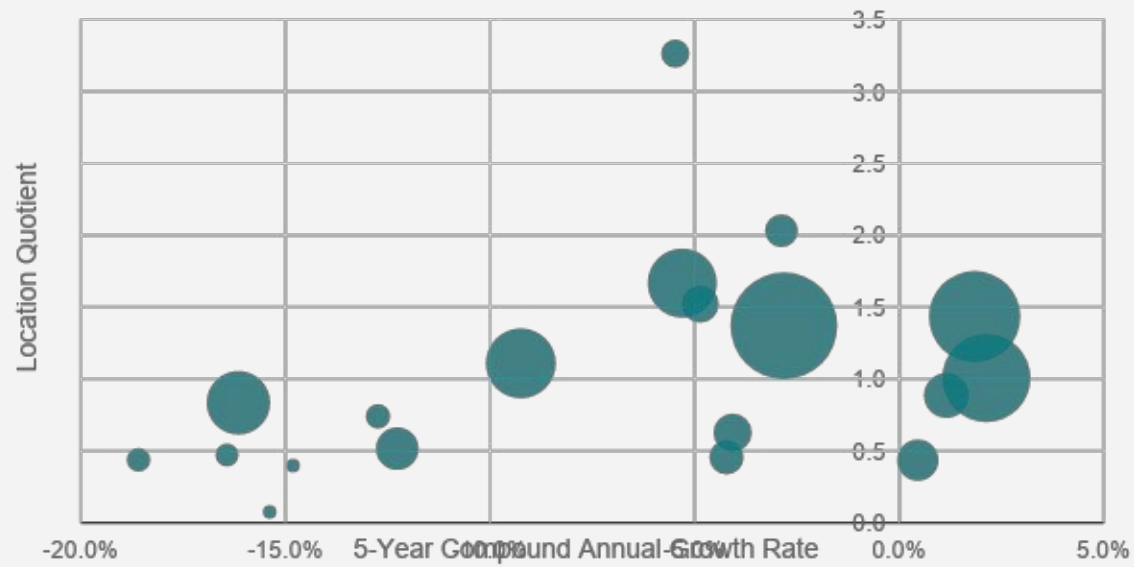
Source: Bureau

Chaffee County



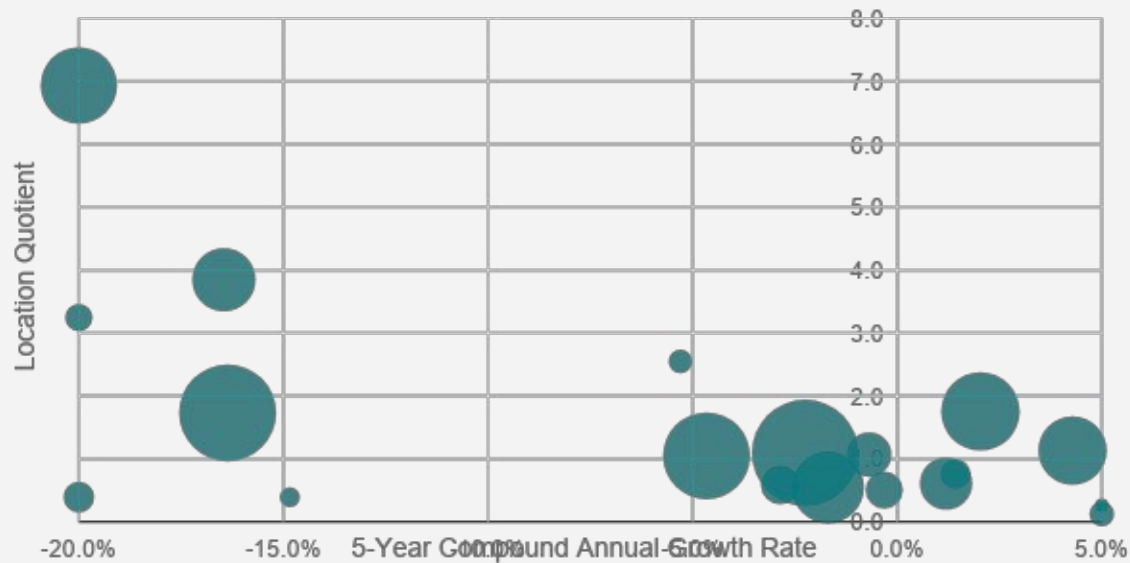
Source: Bureau

Montrose County



Source; Bureau

Routt County



Source: Bureau

Demographics: Race/Ethnicity

	Not of Hispanic Origin	Not of Hispanic Origin	Not of Hispanic Origin	Not of Hispanic Origin	Hispanic Origin	
	Black	White	Asian/Pacific Islander	American Indian	Hispanic	Total
Chaffee County	406	16,757	190	211	1,951	19,515
Eagle County	671	37,551	782	210	16,411	55,624
Garfield County	556	42,145	587	383	18,052	61,723
Routt County	328	22,389	259	83	1,781	24,840
Montrose County	295	32,769	373	373	9,001	42,810

	Not of Hispanic Origin	Not of Hispanic Origin	Not of Hispanic Origin	Not of Hispanic Origin	Hispanic Origin	
	Black	White	Asian/Pacific Islander	American Indian	Hispanic	Total
Chaffee County	2.1%	85.9%	1.0%	1.1%	10.0%	100.0%
Eagle County	1.2%	67.5%	1.4%	0.4%	29.5%	100.0%
Garfield County	0.9%	68.3%	1.0%	0.6%	29.2%	100.0%
Routt County	1.3%	90.1%	1.0%	0.3%	7.2%	100.0%
Montrose County	0.7%	76.5%	0.9%	0.9%	21.0%	100.0%

Demographics: Age

County	0 to 29	30 to 49	50 to 64	65 to 110
Chaffee	5,816	4,598	3,948	5,152
Eagle	20,812	17,183	10,280	7,351
Garfield	23,354	18,164	11,397	8,809
Routt	8,190	7,638	4,676	4,332
Montrose	14,563	9,024	8,531	10,691

County	0 to 29	30 to 49	50 to 64	65 to 110
Chaffee	29.8%	23.6%	20.2%	26.4%
Eagle	37.4%	30.9%	18.5%	13.2%
Garfield	37.8%	29.4%	18.5%	14.3%
Routt	33.0%	30.8%	18.8%	17.4%
Montrose	34.0%	21.1%	19.9%	25.0%