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Emma Area ♦ 2014 Master Plan

Part 1 – Goals and Objectives & Future Land Use

Credits

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Emma Area 2014 Master Plan

◆ Introduction ◆

DOCUMENT FORMAT

The 2014 Emma Master Plan is an update to the 2008 Emma area Master Plan.

The Emma Master Plan is divided into two parts; *Part One – Goals and Objectives and Future Land Use* and *Part Two – Land Use Existing Conditions Report (ECR)*. The Goals and Objectives and Future Land Use chapters are the heart of the Emma Area Master Plan. This is the document that most people will want to review as it summarizes the vision for the future of the Emma Area as expressed by residents and property owners through the community input survey and the entire planning process that led to the creation of the Emma Area Master Plan. The ECR contains detailed information regarding the physical characteristics, demographics, build-out estimate and regulatory environment for the area within the Emma Caucus boundary. This document should be reviewed by people who want to gain a more comprehensive understanding of the Emma Area.

Many implementation measures have taken place since the adoption of the 2008 plan. The highlights include:

- Established 8,250 square foot floor area cap in Emma Area (Ordinance No. 19-2009).
- Properties designated to the Pitkin County Historic Register: Swearingen Homestead (Middle Ranch), Emma Store, Parker residence, Emma Farms residences, Bear Ridge Road archaeological site.
- Stabilization/restoration of the Emma Store buildings
- Properties that have utilized conservation development/land preservation options:
 - CD-PUD: Middle Ranch
 - Limited Development Conservation Parcels: Timroth and Fender Upper Parcel
 - Schoellkopf: Open Space purchase

Due to its size and the inclusion of numerous fold-out maps, the ECR is formatted as a separate document. In addition to the information mentioned in the previous paragraph, it includes a photographic inventory of key locations, an inventory of historic structures located within the Emma Caucus Area and the results of a community input survey, which was conducted in association with the master plan process. The ECR contains a series of maps, prepared by the Aspen/Pitkin County GIS Department. These maps provide a valuable snapshot of current conditions within the Emma Area on topics including property ownership; wildlife habitat; scenic resources; wildfire hazards; existing land use; zoning; recent building permits; historic sites; affordable housing; roads and taxing districts.

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THE ROLE OF EMMA AREA MASTER PLAN

The document you have in your hands is Part One of the Emma Master Plan, which contains the Goals & Objectives and Future Land Use chapters and is the policy portion of the Plan. This document provides guidance for decisions regarding future development and infrastructure improvements and will be used in the review of land use applications by the Pitkin County Staff and elected and appointed officials as well as by the Emma Caucus in its role as a referral agency in the development review process. The Goals and Objectives chapter provides policy guidelines on a range of issues including land use, environment; growth; infrastructure and essential community facilities; transportation; recreation and tourism; mineral exploration and extraction; and historic preservation.

The Emma Area Master Plan is part of a series of documents that will be used to guide development and infrastructure improvements in the Emma Caucus Area. Other Pitkin County documents that should be reviewed when contemplating development within the Emma Caucus Area include the *Pitkin County Land Use Code*, the *Pitkin County Asset Management Plan*, and the *Pitkin County Land Use Application Manual*. The Emma Area Master Plan supersedes the *Pitkin County Downvalley Comprehensive Plan* for the area within the Emma Caucus Area boundary.

In the spring of 2006, the Emma Caucus completed the Emma-Sub Area Plan, the purpose of which was to study the most appropriate land use and roadway pattern in the area surrounding the Highway 82/Emma Road intersection. The Emma Sub-Area Plan was undertaken for several reasons including addressing awkward conditions created as a result of the relocation of Highway 82 through the area. The local road system that resulted from the highway relocation created significant access and safety issues for several properties. Other factors examined during the Emma Sub-Area Plan process include topography, wildlife habitat, and the historic use of some of the parcels in the area. While the Emma Sub-Area Plan was never adopted by the County, its contents and recommendations were considered during this master planning process and those recommendations that were deemed pertinent are incorporated into the Emma Area Master Plan.

2014 EMMA AREA MASTER PLAN PROCESS: TBD

2008 EMMA AREA MASTER PLAN PROCESS:

The Emma Area Master Plan was developed over a period of 22 months beginning in December of 2007. The process was divided into five phases that covered existing conditions analysis; community input gathering; goals and objectives; future land use; and document preparation. During the course of the planning process a series of 16 meetings were conducted with representatives of the Emma Caucus, all of which were open to the public. In addition, there were two caucus-wide public input meetings. A community input survey was conducted during July and August of 2007 and the survey was made available both on-line and via paper copies. The results of this survey were referenced frequently throughout the remainder of the master planning process. Some key survey results are summarized under the heading of “Community Survey Input Highlights,” on page ___ of this Plan. The Pitkin County Planning Commission reviewed the Emma Area Master Plan during noticed public hearings on November 11 and December 3, 2008, and on January 13, 2009, at which time the Planning Commission adopted the Plan.

HIGHLIGHTS OF THE 2014 EXISTING CONDITIONS REPORT AND UPDATE SURVEY

Historic Inventory/Register:

- Emma Schoolhouse listed on Inventory. BOCC Resolution No. 071-2004 (old Code).
- Mather Residence listed on Inventory. Hearing Officer Determination No. 55-2006 (old Code).
- Swearingen Homestead (Middle Ranch) designated to Historic Register. BOCC Resolution No. 017-2009. Obtained 2 TDRs as incentive. Buildings have been restored.
- Emma Store designated to Historic Register. BOCC Resolution No. 018-2009.
- Parker residence designated to Historic Register. BOCC Resolution No. 27-2010. Obtained 1 TDR as incentive.
- Emma Farms residence, cabin and shed designated to Historic Register. BOCC Resolution No. 118-2010. Obtained 3 TDRs as incentive. Victorian residence restored.
- Anthes/Brown archaeological site designated to Historic Register. BOCC Resolution No. 094-2012. Obtained 2 TDRs as incentive. Encumbered by Conservation Easement.

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Conservation Options:

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- Middle Ranch rezoned to CD-PUD by BOCC Ordinance No. 006-2010. CD-PUD Development Plan adopted by BOCC Resolution No. 059-2010. Obtained 9 TDRs. Encumbered by Conservation Easement. [designated VLDR on FLUM]
- Timroth approved as a Limited Development Conservation Parcel, pursuant to BOCC Resolution No. 032-2007. Obtained 24 TDRs. Encumbered by Conservation Easement. [designated AG-CON on FLUM]
- Fender Upper Parcel approved as a Limited Development Conservation Parcel, pursuant to BOCC Resolution no. 019-2008. Obtained 12 TDRs. Encumbered by Conservation Easement. [designated AG-CON on FLUM]
- Schoellkopf property purchased with Open Space funds in 2010. [designated VLDR on FLUM]

2014 Emma Caucus Buildout Data Summary

	2007	2014
Privately owned parcels	232	238
Parcels zoned RS-30		6,208 ac.
Percent Acreage zoned RS-30	86%	86%
Parcels Zoned AR-10		693 ac.
Percent Acreage zoned AR-10	9%	9%
Parcel zoned RR		381 ac.
Percent Acreage zoned RR	5%	5%
Eased Parcels on which buildout is not subject to underlying zoning	N/A	2,316 ac.
Percent Acreage In Conservation Easement	N/A	31%
Total Number Dwellings Allowed under AR-10, RS-30 & RR Zoning at Buildout based on zoning	331	340
Total Number Dwellings Allowed under AR-10, RS-30 and RR Zoning at Buildout - Adjusted downward to reflect Conservation Measures	N/A	262 (69 unit reduction resulting from conservation measures)
Total Number Dwellings Built within AR-10, RS-20 & RR Zone Districts	173	173
Potential for Additional Units under AR-10, RS-20 & RR Zoning	158	89
# Deed Restricted Units	7	7
Avg. Heated Area (Assessors data)	2,755	2,999

HIGHLIGHTS OF THE 2007 ECR AND COMMUNITY INPUT SURVEY

The following paragraphs provide a very brief summary of some of the more significant information contained in the Existing Conditions Report (ECR).

Existing Conditions Highlights

The Emma Caucus Area contains 11,665 acres, 54% of which are in public ownership. Most of the publicly-owned lands are held by the United States Bureau of Land Management (BLM) and primarily serve open space, wildlife habitat and low intensity recreational uses. In addition, roughly 1,000 acres of privately-owned land has been permanently preserved through conservation easements. The region is characterized by large areas of open space and agricultural uses with clusters of rural and suburban-density residential development. The Emma Caucus Area includes significant areas of important habitat for American Elk and Mule Deer. There is also a wide variety of terrain and numerous scenic highlights including stunning views of Mount Sopris and a variety of unique historic resources including the remaining structures of the Emma Townsite. There are two major drainages within the Caucus Area and numerous other minor tributaries. There are very few public recreational facilities or other public facilities within the Caucus Area.

As of 2007, there were approximately 173 existing dwelling units located within the Caucus Area boundary and the population was estimated at just over 400 persons. Of the 173 existing dwellings, only 7 are deed-restricted affordable housing units (not including existing EDU's and CDU's). ***Existing zoning within the Caucus Area is primarily intended to promote resource and open space preservation while allowing low-density, single-family residential development.*** The Caucus Area contains 232 privately-owned parcels, most of this land (86%) is zoned RS-30, which requires a 30-acre minimum lot size. Of the remaining privately-owned lands, 9% are zoned AR-10 (10-acre minimum lot size) and 5% are zoned Rural Remote (R/R...35-acre minimum lot size). The AR-10 zoned lands are clustered along either side of Emma Road in the northern portion of the Caucus Area. ***There is currently no commercial or institutional zoning in the Emma Caucus Area.*** There are very few existing commercial uses, most of which are located on properties that also contain a residential dwelling and are considered non-conforming.

The Existing Conditions Report includes a build-out analysis for the privately-owned lands within the Emma Caucus Area. Based on current zoning, a maximum of 158 additional dwelling units could be accommodated. This does not include potential accessory dwelling units, which could be pursued through the County's land use review process. Based on the most recent U.S. Census data for average household size (unincorporated Pitkin County), the additional 158 dwelling units would house approximately 331 persons. *It should be noted that a more conservative calculation for build-out potential (based on 50% of the zoned density) is often used in an attempt to compensate for environmental factors and other development limitations. This calculation would lower the number of potential dwelling units from 158 to 96, which would reduce the corresponding population potential to 229 persons.*

Based on a review of building permit data from 2001 to 2006 the Emma Caucus Area has experienced growth (persons) at an annual rate of approximately 2.3%, which is lower than the annual rate for all of Pitkin County for a similar time frame and significantly lower than the rate for the unincorporated portions of the County. Of the 42 total building permits issued during the 2001 to 2006 time period, nearly half (19) were for remodels of existing units. As of 2007, the average house size was approximately 2,755 square feet.

Community Input Survey Highlights

The results of the community input survey revealed a great deal of agreement among residents of the Emma Caucus Area regarding most of the issues facing the community. *Residents believe that the area should remain primarily agricultural, open space and rural residential in nature, and, by a narrow margin, they believe that the existing zoning is appropriate.* However, they support the idea of rezoning existing public lands to zone districts that would preserve them for open space and other public uses. *They also strongly oppose the idea of rezoning lands adjacent to Highway 82 for commercial or industrial uses and they expressed strong support for prohibiting commercial development (e.g. retail stores, restaurants, industrial, institutional or office uses) anywhere within the Caucus Area.* A vast majority also felt that multi-family housing should be prohibited, though they support the general idea of housing persons employed in Pitkin County in deed-restricted housing within the Caucus Area, as long as the units are consistent with the existing rural character. When asked to rank the issues they thought were most important to the future of the Emma Caucus Area, they listed the following issues as the top five (in order of importance):

- 1) Preservation of rural character;*
- 2) Preservation of open lands;*
- 3) Preservation of agricultural uses;*
- 4) Preservation of privacy, peace and quiet; and*
- 5) Managing growth and development.*

Increasing the number of second homes was identified as the least important issue! There is also strong support for the preservation of wildlife habitat, riparian, wetland and floodplain areas, surface and ground water quantity and quality (including 81% support for maintaining minimum stream flows in East and West Sopris Creeks and Sopris Creek).



Emma Area Master Plan

◆ Goals & Objectives ◆

“A goal statement is a declaration of an intentional result or outcome...it doesn’t tell you how to get there but merely where you want to end up. Goals are reached in stages; piece-by-piece, bit-by-bit. Each step can be thought of as an objective along the way. Simply, you can think of objectives as the work determined as important to reach the goal. Objectives outline the path to your goals. For a more conscious trip, clear and measurable objectives are a necessity.”¹

INTRODUCTION

“Until 1960, Pitkin County was sparsely populated, with just over 2,300 people and over 104,000 acres of agricultural land in private ownership. Since that time, the population has grown by nearly six times, while agricultural land has decreased to one quarter of its 1960 acreage.”² Since 1960, developments in the Emma Area, and in other parts of the Roaring Fork Valley, have seriously depleted the rural and agricultural assets of the Valley as a whole, and have degraded the visual appeal, culture, animal habitats, and quality of life, making it more apparent than ever that adherence to a comprehensive master plan is critical to protecting the uniqueness, beauty and environmental richness of the Emma Area.

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This statement explains the urgency felt by many of the residents of the Emma Area, which is among the most pristine and well preserved areas in Pitkin County. In 2001, the Emma Caucus recognized the need to proactively plan for the future of the Emma Area in order to maintain the unspoiled character and rural way of life that is being lost in this region. Residents of the Caucus Area have spent the last two years working on this Master Plan in an effort to establish policies to help preserve this “hidden gem” of the middle Roaring Fork Valley.

The process of developing the following goals and objectives began with a thorough understanding of the existing conditions within the Caucus Area as summarized in the Existing Conditions Report. Even more critical to this process were the results of the Opinion Survey, which were used as a touchstone to ensure that the recommendations contained in this Master Plan reflect the desires of the residents of the Caucus Area. The Goals, Objectives and Implementation Measures that follow represent the heart of this Master Plan and should be used in conjunction with the Future Land Use Map to evaluate

¹ *The Universal Traveler, A soft systems guide to creativity, problem solving and the process of reaching goals*, Don Koberg and Jim Bagnall, Copyright William Kaufmann, Inc. (1976)

² *Incorporating Ecology into Land Use Planning, The songbird’s case for clustered development*,” Eric A. Odell, David M. Theobald, and Richard L. Knight, APA Journal, Winter 2003, Volume 69, No. 1

future development proposals. Where preexisting agreements regarding development within the Caucus area have been entered into with the County, those agreements may supersede certain goals, objectives and implementation measures of this Master Plan only to the extent of the specific contents of the agreement. However, development pursuant to such preexisting agreements should be required to comply with all other applicable goals, objectives and implementation measures contained in this Plan. In addition, the goals, objectives and implementation measures will provide the County with valuable guidance for infrastructure improvements and maintenance within the Caucus Area.

The goals and objectives statements in this document were developed over several months and numerous meetings with residents of the Emma Caucus Area and members of the Emma Caucus Executive Committee during the spring of 2008. These goals and objectives were also distributed to the general membership of the Caucus for review and comment.

SECTION 1: LAND USE

1.1 - RURAL AND AGRICULTURAL HERITAGE GOAL

It is the principal goal of this master plan, endorsed by the overwhelming majority of Caucus members, that the dominant agricultural, open space and rural residential character of the Emma Caucus Area be preserved and enhanced.

OBJECTIVES AND IMPLEMENTATION MEASURES:

- 1.1.1 Ensure that zoning promotes and protects the agricultural and rural residential character of the area, providing incentives for the preservation of open, agricultural and other natural resource lands and allowing for very low-density development of sensitively sited single-family homes and disallowing additional multi-family homes, townhouses, apartments or condominiums.
- 1.1.2 Ensure protection of maintenance access to and setbacks from, irrigation ditches as a means of preserving water relating to agricultural uses.
- 1.1.3 Preserve agricultural lands consistent with the Future Land Use Map through the use of a palette of methods including, but not limited to, conservation easements, conservation tax credits, open space acquisition, limited development regulations, and transferable development rights (TDR's).

The Caucus supports the following concepts regarding the use of TDR's and recommends that they be considered during the review process for development applications within the Caucus Area:

- The use of TDR's within the Emma Caucus Area should be referred to the Emma Caucus for review.

Comment [SW1]: We do.

- TDR's should be used to transfer density from rural areas to urban areas (within or close to the Urban Growth Boundaries identified in the Pitkin County Land Use Code;
- Where TDR's are to be used on a receiver site within the Caucus Area, it is the Caucus's preference that they come from another property within the Caucus Area. In the event that the transfer of TDR's to a receiver site within the Caucus Area occurs, such transfers should be allowed only where it can be demonstrated that the proposed development will have minimal impacts on the surrounding area, where the existing rural character will not be altered and where the proposed development is consistent with the Goals and Objectives of the Emma Master Plan.
- Transfers should be limited to one additional TDR per lot or parcel when the development right is being used to add square footage to an existing or proposed house and where the subject property meets the criteria described in this Master Plan for receiver sites.

Comment [SW2]: These issues are addressed in the Special Review.

Implementation Measures:

- a. Recommend that the County study use of TDR's for uses other than residential to support the TDR program.

Recommend that the County review the growth management exemption for agricultural structure(s) especially for parcels in the AR-10 zone district where such exemptions can result in agricultural structures that are out of scale with surrounding uses. The current code language reads as follows:

“(b) Flexibility for Agricultural Support

If a property does not meet the minimum acreage required in Table 6-3 for an exempt barn, or if the exempt barn square footage shown in Table 6-3 is not adequate for a bona fide agricultural operation, the owner may submit a request to obtain additional exempt barn square footage. The additional square footage may be approved by the Community Development Director if:

- (1) The property is conforming in size in the underlying zone district; and*
- (2) The owner demonstrates that the property is utilized for an agricultural operation as defined in Chapter 11 and that the barn(s) will be used to support the agricultural operation.”*

Two properties in the Emma Area have taken advantage of this provision: (1) 9,435 square feet for a barn, sheds and storage building (approved in 2006); (2) 1,071 square feet for a larger hay barn (approved in 2009).

This provision was amended by Ordinance No. 011-2011, which improved the standards of review. Applicant is required to submit floor plans and elevations to demonstrate that the scale and layout of building(s) are appropriate given the specified agricultural activities. In addition, the County created the Agricultural Building Review Committee, which reviews these requests and makes a recommendation to staff.

Ordinance Nos. 011-2011 and 031-2013 provide floor area exemptions for agricultural buildings, including barns, hay storage buildings, loafing sheds, agricultural equipment storage buildings and greenhouses. The BOCC found that

these amendments were consistent with the goal of the Comprehensive Plan to sustain the existing rural character of the County.

- b. Recommend that the County strengthen the regulations regarding TDR receiver sites so that there will be greater assurance that a site is truly appropriate to receive. Criteria that should be considered in the evaluation of receiver sites within the Caucus Area should include, but need not be limited to the following: availability of adequate (quantity and quality) domestic water supply, documentation of the legal right to the water supply, and the potential for impacting the water supply of adjacent properties and ground water generally; visual impacts; impacts on surrounding land uses and rural character; potential for light, air and water pollution; traffic impacts; and the potential for undermining year-round resident occupancy and the preservation of vital neighborhoods that foster community.

Comment [SW3]: All of these are addressed in Special Review. Have not changed the criteria to address water supply or resident occupancy.

Consider an approach where final approval of the special review for receiver sites should be in the authority of the Board of County Commissioners. The review process should be based on a hierarchical system of applying the criteria. The first step in the review of a TDR receiver site should be whether the characteristics of the proposed site can accommodate the proposed structure with minimal impacts, especially visual impacts from public roads and adjacent properties. If the objective of minimizing visual and other impacts cannot be accomplished through siting, then the property should be considered inappropriate for receiving a TDR, except where an applicant is willing to limit the use of the TDR for below grade space only and this can be shown to mitigate the visual impacts of a proposed structure. Landscaping should be considered as a way to further minimize visual impacts not as the primary solution for screening.

Comment [SW4]: Still Hearing Officer review

- 1.1.4 Recommend that Pitkin County offer qualified large-tract landowners eligibility for significant technical assistance, both staff time and funding for outside expertise, in order to create and pursue family-specific and parcel-specific land preservation strategies.

Implementation Measures:

- a. Recommend that the County Community Development Department establish an easily accessible central resource for information regarding consultants, available funds for consultant services, land trusts, land use codes and policies, tax information and other information pertinent to the land preservation process.
- b. Recommend that the County Community Development Department assist large tract landowners with questions and other planning process assistance on a by-appointment basis.
- c. Encourage landowners of parcels 70 acres or larger to meet with the Pitkin County Open Space Board or Director, at no cost to the land owner, to ensure that such landowners are informed about all voluntary options, programs, and resources available for conserving land. Recommend that such landowners

contact appropriate land trusts and preservation consultants for the same educational purposes.

- d. Encourage Pitkin County to work with, and/or fund, either existing entities or new entities that might be formed to provide legal and technical assistance to agricultural landowners including information and assistance in the areas of land planning, appraisal, water and real estate law, tax consulting, and other matters related to land preservation and estate planning.

Land Use Code has various Conservation Development tools, which have been utilized in the Emma Area. BOCC is currently considering re-enactment of the Open Space Master Plan, which provides another tool.

- 1.1.5 Recommend that the County establish legislation to enable landowners to voluntarily enter into a renewable non-development agreement with the County for preservation of the regulatory status quo. Such legislation should be crafted to encourage and facilitate continued preservation of open lands; careful and unhurried exploration of the techniques, strategies and resources for the preservation of and/or conservation planning for such lands.

- 1.1.6 ~~Statement about Marijuana: The Emma Caucus has voted to prohibit Marijuana grow operations and retail sales within the caucus area for one year.~~

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1.2 - RESIDENTIAL DEVELOPMENT GOAL

It is the goal of this master plan, in keeping with the Caucus opinion survey, that all future residential development in the Emma Caucus Area be consistent with and complimentary to the rural character of the area. The natural environment should dominate a person’s experience of the area. To this end, we strongly recommend extremely low density, single-family residential housing of moderate size and bulk.

OBJECTIVES AND IMPLEMENTATION MEASURES:

- 1.2.1 There shall be no new multi-family, condominium, apartments, or townhouses allowed, except for on-site deed-restricted employee housing consistent with zoning, and approved by special review.
- 1.2.2 The Caucus supports deed restricted affordable housing under circumstances where it is found by the County to be consistent with the surrounding rural character of the area relative to historic context (where applicable,) and land use patterns including density, scale, mass and size.
- 1.2.3 The Caucus strongly supports the existing house size (floor area) limitation of 5,750 square feet (as “floor area” is defined in the Land Use Code). Under exceptional circumstances, house size can be increased by the square footage allowed for one TDR or up to 8,250 square feet whichever is less, and pursuant to the appropriate review and approval process(es) specified in the Pitkin County Land Use Code. The

determination of whether “exceptional circumstances” exist should include substantial compliance with the goals and objectives of this Master Plan, especially compliance with Implementation Measure (b.) under Objective 1.1.3 of this Master Plan.

The Caucus would strongly oppose any proposed amendment to increase the current house size limitation or to liberalize the Pitkin County Land Use Code provisions regulating house size and/or the use of TDR’s for increasing house size.

BOCC established 8,250 square foot floor area cap in Emma Area, pursuant to Ordinance No. 19-2009. Pre-existing lots/parcels are exempt from growth management up to 5,750 square feet of floor area, and floor area can only be increased to a maximum of 8,250 square feet through use of one TDR or through growth management competition.

The Special Review standards require a demonstration of consistency with the Master Plan.

- 1.2.4 Develop methods for reducing the impacts of larger houses including visual impacts, energy consumption, materials consumption, light pollution, and traffic. Encourage people to build homes under the current 5,750 square foot limitation.

Implementation Measures:

- a. Recommend that the County study the impacts of large homes as part of an effort to establish a set of controls and performance standards for reducing the impacts of large homes in rural residential areas. This study should include analysis of local conditions as well as the results of research done elsewhere in the Country. Issues to examine in the study include, but should not be limited to, traffic generation and road impacts, material and resource consumption, visual impacts, job creation and other economic forces, water use and wastewater treatment, and energy consumption.

1.3 - COMMERCIAL/INSTITUTIONAL GOAL

The Emma Caucus finds that existing commercial and institutional opportunities in the surrounding region are adequate and (except for small-scale cottage businesses and other small-scale commercial uses that are accessory to a primary agricultural use) new commercial, institutional and other intense, high-traffic-generating uses are considered incompatible with the rural residential character and the basic infrastructure of the Caucus Area and should not be allowed.

OBJECTIVES AND IMPLEMENTATION MEASURES:

- 1.3.1 Consider the clarification and possible expansion of the Home Occupation definition and regulations in the Pitkin County Land Use Code in order to allow minor activities fully compatible with the rural residential character of the Emma Caucus Area. Appropriate uses should create the potential to reduce commuting impacts

(traffic, energy, lights, and noise) while providing larger-tract landowners an alternative for creating an economic return from their property other than development. Such activities could be both traditional (e.g., eggs, organic foods, etc.) and non-traditional (e.g., pottery, quilting, therapy, tele-commuting, etc.).

Implementation Measures:

- a. Recommend that the County establish criteria for reviewing home occupations to ensure minimal impacts from traffic, signs, and other impacts associated with business use in residential areas.
- 1.3.2 With the exception of the property of the Grace Church of the Roaring Fork Valley, Inc., as described in Resolution #005-2008 of the Pitkin County Board of County Commissioners, and referred to in this Master Plan as, “the Grace Church Property,” existing anomalous uses within the Emma Caucus Area, which are found to have been legally established, should be permitted to continue until such time as such uses are abandoned or otherwise terminated and the properties as to which such anomalous uses have been made should then be returned to uses allowed under the applicable zoning in place at that time. The term “anomalous uses” refers to the Emma Schoolhouse; the Grace Church Property; Divide Corporation; Larson Trucking; and Vintage vehicle storage (Wooley Property).
 - 1.3.3 Use of the Grace Church Property is subject to Resolution #005-2008 of the Pitkin County Board of County Commissioners, and upon termination, revocation, expiration, rescission or a final adjudication of invalidity or breach by either party of the terms of the Resolution, use of the Grace Church property should be returned to uses allowed under the applicable zoning in place at that time.
 - 1.3.4 Future zoning in the Emma Caucus Area should disallow commercial development except for appropriate, alternative, small-scale commercial uses which are accessory to a primary agricultural use and which are fully compatible with the surrounding rural residential land uses and the goals and objectives of this master plan.
 - 1.3.5 The Emma Schoolhouse is considered an historic community asset and it should be placed on the Pitkin County Historic Register. Use of the facility should not be expanded beyond its current historic use as a small-scale neighborhood meeting hall. Efforts should also be made to include the Emma Schoolhouse on the Colorado State Register of Historic Properties.

Comment [SW5]: Home Occupation has not changed. Allowed use, subject to criteria that do not allow signs and limits to one employee who is a non-resident of the premises. Separate allowed use for “Agricultural Stand”.

Comment [SW6]: None have been abandoned or terminated.

The Emma Schoolhouse was listed on the Pitkin County Historic Inventory in 2004 (under the pre-2006 Code; Historic Register was added to Code in 2006). The Emma Schoolhouse is not on the State Register of Historic Places.

SECTION 2: ENVIRONMENT

2.1 - GENERAL GOAL

Because of the unique natural resources of the Emma Caucus Area (e.g. wildlife habitat, riparian corridors, air quality, peace and quiet, large open space areas and ground water availability and quality), this Master Plan recommends preserving these characteristics and the natural environment within the Emma Caucus Area to the maximum extent possible.

OBJECTIVES AND IMPLEMENTATION MEASURES:

- 2.1.1 Only allow development that does no harm to water quality or quantity and that actively promotes the protection of environmental and natural resources.
The initial discussion at the Basalt March 6 meeting indicated that the Caucus members are concerned about water availability relative to well production. Does the Caucus want to discuss here??? Sustainable storage?? Aquifer depletion? Agricultural Sustainability? Efficiency? Stream health?
- OR discuss in the Water Section
- 2.1.2 Actively support the land preservation efforts of the Pitkin County Open Space and Trails Program and the land preservation programs and activities of other conservation groups in order to foster, encourage and facilitate the continued acquisition of conservation easements and similar techniques promoting land conservation and agricultural uses.
- 2.1.3 Support a County initiative or referendum providing sufficient funding for the purchase of conservation easements within the Caucus area and throughout Pitkin County.
- 2.1.4 Recommend that Pitkin County design and distribute pamphlets to educate citizens about the need for all residents to take simple and thoughtful steps to encourage tolerance of agricultural practices and to protect: abundant wildlife through habitat preservation and restrictions on dogs, noise and lighting; night skies through lighting regulations; and superior water quality through stream setbacks and other requirements that minimize degradation and sedimentation.
- 2.1.5 Aggressively pursue the control of noxious weeds within the Caucus Area.
Implementation Measures:
- a. Support the County's existing policies and programs related to weed management and its role as the administrator of the Colorado Noxious Weed Control Act at the local level, but encourage more aggressive enforcement of noxious weed control.

Comment [SW7]: Could mention again the Conservation tools in LUC

2.2 - SCENIC QUALITY GOAL

The natural environment and scenic character are among the greatest assets of the Emma Caucus Area and are among the reasons many people choose to make this area their home. Therefore, it is the goal of this plan to preserve the natural beauty and unspoiled scenic character of the landscape within the Caucus Area, particularly the spectacular views of the mountains and ridgelines across open meadow foregrounds, but also the more intimate views of the many streams with their riparian corridors, historic agricultural buildings and uses and other historic structures. It is also important to preserve the dramatic views of the night skies. The predominant visual character of the area should remain one where the rural open space feel dominates, with pockets of development remaining subordinate to the natural surroundings.

OBJECTIVES AND IMPLEMENTATION MEASURES:

- 2.2.1 Identify viewplanes of particular importance, including views from public roads as well as views from open space lands and recreation areas, in order establish regulations to ensure the preservation of these scenic resources.

Implementation Measures:

- a. Recommend that the County amend the official Scenic View Protection mapping to more specifically define and delineate scenic areas, including but not limited to views of the mountains and ridgelines across open meadow foregrounds, intimate views of streams and their riparian areas and historic agricultural buildings and uses. The ultimate goal of the mapping should be to preserve the predominant visual character of the area where the rural open space feel dominates, with pockets of development remaining subordinate to the natural surroundings.
- 2.2.2 Carefully monitor development proposals to ensure that the County's Scenic View Protection regulation is consistently enforced.
- 2.2.3 Recommend that all utility extensions associated with new development or redevelopment within the Caucus Area be installed underground.
- 2.2.4 Request that the County work with the Emma Caucus to study provisions, to be incorporated into the County's Land Use Code, for limiting fencing that adversely affects the rural character of the Emma Caucus Area.
- 2.2.5 Preserve and enhance views of the night skies by reducing the amount of exterior lighting through zoning regulations, policies and education.

Implementation Measures:

- a. Support County policies addressing the issue of exterior lighting and light pollution including the following:

Comment [SW8]: Not addressed in LUC – SVPA still limited to public roads. Majority of Emma Area is within SVPA, except areas that were not visible from any public road.

“The right to see the night sky without the interference of unnecessary artificial light from growth, urbanization and highway development.”

- b. Strongly encourage the County to consistently enforce its existing Lighting Standards (Section 7-20-140 of the County Code) within the Caucus Area.
- c. Establish the strongest possible lighting regulations in order to enhance and preserve the sanctity of night skies.
- d. Encourage the County to establish a budget and procedure for the enforcement of lighting regulations.
- e. Recommend that the County consider amendments to the Lighting Regulations to further minimize the impacts of outdoor lighting as new information and technology is made available.

Comment [SW9]: Susan Pearson actively enforces the lighting regulations, through review at building permit and on a complaint basis.

Comment [SW10]: Amendments to the lighting regulations are on Susan Pearson’s work program.

2.2.6 Minimize public signs and prohibit all advertising, security and real estate signs within public rights of way within the Caucus Area.

2.3 - WATER USE, QUANTITY AND QUALITY GOAL

Strict protection of all creeks, tributaries, and of all adjacent wetlands and riparian areas and the preservation and enhancement of fish and other aquatic habitat, shoreline integrity and vegetation is an absolute priority against which any development activity and every development application shall be measured. Preservation of water quantity, including the establishment of minimum in-stream flows, and protection of water quality are equally high priorities. The protection of groundwater and existing groundwater users from the impacts of development is also important to the Emma Caucus community.

OBJECTIVES AND IMPLEMENTATION MEASURES:

2.3.1 Protect streams, riparian areas, ponds, lakes, wetlands and other surface water bodies through diligent administration of the current County policies and provisions of the Pitkin County Land Use Code regarding surface water resources.

Implementation Measures:

- a. Support and enforce all County policies addressing the protection of surface and ground water resources including, and most especially the Water Resources and Aquatic/Riparian/Wetland Areas policy found in the General Land Use Policies section of the Pitkin County Land Use Code, which reads as follows:

“1-60-280: WATER RESOURCES AND AQUATIC/RIPARIAN/ WETLAND AREAS

(1) It is the policy of the County to preserve and protect its present water resources, recognizing the county’s semi-arid character and that significant

transmountain and transbasin diversions and the vested rights of senior appropriators have materially curtailed the availability of water resources. Furthermore, wetlands and riparian ecosystems, which are important to maintaining the overall balance of ecological systems; and are important plant communities, wildlife habitat and movement corridors, should be conserved, protected and restored. The County seeks to protect citizens' rights to permanently protected minimum stream flows in rivers and creeks, and to the preservation of remaining natural riparian areas and wetlands.

(2) Land uses within the region should be designed to preserve and protect present water resources, including surface and groundwater, and to avoid significant adverse affects on the quantity, quality, or dependability of water resources in the County. Land uses should protect against significant increased salinization of water, loss of minimum instream flows, and the need for future major public expenditures to reacquire or redistribute water resources.

(3) To protect water resources and/or riparian habitat, development in areas adjacent to water bodies, functional irrigation ditches and natural watercourse areas should maintain adequate setbacks where necessary.”

- 2.3.2 Protect East Sopris Creek, West Sopris Creek, Sopris Creek and other streams within the Caucus Area by encouraging Pitkin County to consistently enforce the Water Courses and Drainage and River and Stream Corridors and Wetlands regulations contained in the County Land Use Code.

Comment [SW11]: We do!

- 2.3.3 Gather information regarding state and/or federal programs for funding fencing to help protect stream banks, riparian areas and water quality from impacts related to livestock.

- 2.3.4 Work to ensure the protection of ground water, particularly domestic wells, from potential pollution by poorly designed, inadequate or failing septic systems.

Implementation Measures:

- a. Require that the County Environmental Health Department consistently enforce the existing On-Site Wastewater Treatment System (OWTS) regulations on all new development and redevelopment within the Caucus Area.
- b. Encourage the County to research progressive new technologies for wastewater treatment and modify its existing OWTS regulations and other administrative policies and procedures and other applicable Code provisions to accommodate new technology where it can be shown to provide comparable or greater protection for ground and surface water.

Environmental Health is currently updating the OWTS regulations.

- 2.3.5 Prohibit buildings in floodplains, wetlands, washes and riparian areas.

Implementation Measures:

- a. Strongly encourage the County to enforce the floodplain regulations and stream setbacks contained in the Pitkin County Land Use Code.
- b. Carefully evaluate all development applications referred to the Caucus for encroachment into mapped or known floodplain and wetland areas.
- c. Recommend that County pursue better quality floodplain mapping for all major streams within the Caucus Area.
- d. Recommend that the County require all land use applications, for properties containing streams, ponds, lakes, washes, wetlands or other surface water bodies, to include information regarding the extent of riparian habitat zone in order to adequately evaluate the impacts of development on riparian habitat.

Comment [SW12]: We do!

Comment [SW13]: This is required in the Application Manual.

BOCC adopted new floodplain regulations pursuant to Ordinance No. 32-2013 to bring our regulations into compliance with new State law. The County initiated updates to the floodplain maps for the County; FEMA is currently working on the maps.

- 2.3.6 Recommend that the County establish a system for analyzing the adequacy of a proposed water supply for all purposes associated with a development proposal including all domestic or commercial uses and other associated uses such as, accessory dwelling units, landscaping and [firefighting](#).
- 2.3.7 Recommend that Pitkin County study the possibility of incentives for the reuse of gray water for domestic irrigation and establish effective and workable regulations governing gray water reuse in order to eliminate environmental impacts and health, safety concerns related to such reuse within the Emma Caucus Area.
- 2.3.8 Establish public education programs to foster the value of rivers and surface waters in order to prevent pollution and minimize the impacts of human activities on water quality. Special emphasis should be placed on education regarding the critical importance of maintaining in-stream flows particularly during dry years.
- 2.3.9 Install monitoring stations to monitor water quality and quantity in East and West Sopris Creeks and Sopris Creek.

THE FOLLOWING IS TAKEN FROM THE PITKIN COUNTY LAND USE POLICY GUIDELINES which you may want to review and incorporate into your caucus plan.....

WATER RESOURCES AND AQUATIC/RIPARIAN/WETLAND AREAS

It is the policy of the County to preserve and protect its present water resources, recognizing the County's semi-arid character, and that significant transmountain and transbasin diversions and the vested rights of senior appropriators have materially curtailed the availability of water resources. Furthermore, wetlands and riparian ecosystems, which are important to maintaining the overall balance of ecological systems; and are important plant communities, wildlife habitat and movement corridors, should be conserved, protected and restored. The County seeks to protect citizens' rights to permanently protected minimum stream flows in

rivers and creeks, and to the preservation of remaining natural riparian areas and wetlands.

- Land uses within the region should be designed to preserve and protect present water resources and to avoid significant adverse effects on the quantity, quality, or dependability of water resources in the County; Land uses should protect against significant increased salinization of water, loss of minimum instream flows, and the need for future major public expenditures to reacquire or redistribute water resources.
- Regional watershed planning and collaboration is fundamental to maintaining vibrant, healthy rivers and outstanding water quality in the Colorado River Basin.
- Where necessary to protect water resources and/or riparian habitat, development in areas adjacent to water bodies, functional irrigation ditches and natural watercourse areas should maintain adequate setbacks.
- Development should not disturb the integrity of existing and natural drainage patterns. Land use and development activities that subject areas to increased potential for damage by flood, erosion or sedimentation, or increase the potential for water pollution are discouraged.
- Development should not contribute to the erosion of soil and rock, and natural vegetative cover should be maintained, and areas disturbed by land use or development activities should be revegetated.

2.4 - AIR QUALITY GOAL

Preserve the current air quality within the Caucus area.

OBJECTIVES AND IMPLEMENTATION MEASURES:

2.4.1 Ensure that current regulations governing air pollution at the local, state and Federal level are enforced within the Roaring Fork Valley.

Implementation Measures:

- a. Support the County's efforts to control air pollution through its current policies and regulations including the Air Pollution Control and Solid Fuel Burning Devices and Restaurant Grill provisions of the County Code.
- b. In light of deferred road maintenance, recent development pressure and demands for increased density, the Caucus will work with appropriate agencies to develop an air quality testing program to establish baseline air quality.
- c. Recommend that the County strengthen regulations, policies and procedures to better address the impacts of Highway 82 traffic and construction activity within the Caucus Area on air quality.

A Fugitive Dust Control Plan is required with any Construction Management Plan.

2.4.2 Encourage the development and use of alternative energy vehicles.

- 2.4.3 Recommend that the County work with CDOT and RFTA to expand park and ride facilities near the Caucus Area. Encourage the use of existing park and ride and other existing transit services and facilities.

2.5 - NOISE GOAL

Preserve peace and quiet consistent with Emma’s rural residential and open space character pursuant to the policies and regulations contained in the Pitkin County Code, specifically the policy related to noise in the General Land Use Policies section of Land Use Code and the Noise Abatement section of the Health and Safety Code.

OBJECTIVES AND IMPLEMENTATION MEASURES:

- 2.5.1 Preserve quietude by working to minimize excessive noise, including but not limited to that created by motorized vehicles, aircraft, construction, or other uses, both interior and exterior.

Implementation Measures:

- a. Recommend that the County consider amending its special events permit regulation to include information and limitations regarding the noise generated by such events and require that special events permit applications are referred to the Caucus for review.

Special events are subject to the noise limits in the County Code. Special event permit applications are always referred to the Caucus.

- b. Support the County’s stated policy to “permit only that development which will not generate noise which would adversely impact community noise levels.”
- c. Work with the Bureau of Land Management (BLM) on the Resource Management Plan update for its lands within the Emma Caucus Area to ensure that the allowed uses in the RMP reflect the existing rural residential uses and quietude within the Caucus Area.

- 2.5.2 Establish an informational program to educate citizens about the need for all residents to take simple and thoughtful steps to preserve quietude by respecting existing regulations and restrictions related to noise and by exercising common courtesy in situations involving noisy equipment and activities.

2.6 - WILDLIFE GOAL

It is of great importance to area residents to preserve and protect wildlife habitat in the Emma Caucus Area, and to ensure that large contiguous parcels remain available for wildlife use and movement. Particular care should be taken to protect migration routes in the Area and the important deer and elk winter habitat

located on Light Hill, the Crown Area and along the south edge of the Caucus Area near Dinkle Lake.

OBJECTIVES AND IMPLEMENTATION MEASURES:

- 2.6.1 Recommend that Pitkin County work with other agencies as appropriate, during the review of land use applications where the wildlife impacts may be significant, to determine, *on a case by case basis*, those specific portions or features of a parcel that are the most important biologically so that best ecological practices and solutions are fostered for the Caucus Area as a whole.

Land use applications are referred to Colorado Parks and Wildlife for a site specific review.

- 2.6.2 Recommend all existing and proposed developments strictly adhere to the policies and regulations of the Pitkin County Land Use Code concerning wildlife including the following policy statement contained in the County’s General Land Use Policies:

“It is the policy of the County that proposed land uses (including structures) are compatible with the ecosystem of wildlife habitats and do not pose immediate, long-term or potential detrimental impacts to such habitats. The County seeks to preserve, restore and perpetuate native wildlife and plant diversity by maintaining sufficient habitat.”

Implementation Measures:

- a. Support the County in administering and enforcing the existing wildlife regulations contained in the Land Use Code for new development and redevelopment through the land use application referral process by closely reviewing the site-specific impact of each development proposal upon wildlife and wildlife habitat, striving to preserve the open space, plant species, cover and corridors for the healthy protection, reproduction, movement and migration of all native wildlife species.
- b. Work with Pitkin County and Colorado Parks and Wildlife (CPW) to establish the best method for determining critical or significant wildlife impacts associated with proposed developments.
- c. Encourage the County to strengthen land use regulations and policies regarding the prohibition of development in important wildlife habitat including calving, migration, and severe winter range.

Comment [SW14]: The Code prohibits development in those habitat areas.

- 2.6.3 Recommend that development proposals include information providing a broad overview of each new development in relation to the potential impacts on wildlife habitat not only on the subject property but on neighboring parcels.
- 2.6.4 Encourage the adoption of land use regulations that consider a broader perspective in terms of wildlife habitat including the concept of “biodiversity,” which places greater

importance on preserving a broad spectrum of plant and animal species as opposed to a few “indicator” species.

- 2.6.5 Recommend that the County pursue policies and regulations to protect areas of significant sage and mountain shrubland habitats especially where this habitat is found to support endangered or threatened animals³.

Implementation Measures:

- a. Amend the growth management scoring process to allow more points for projects that avoid important sage and mountain shrubland habitats.

The growth management scoring system provides the potential for points in the wildlife section for “other innovative ways in which wildlife habitat can be protected that would exceed adopted standards.” Avoidance of important sage and mountain shrubland habitats could be considered under this scoring criteria.

- 2.6.6 Recommend that the County provide educational information reminding citizens of steps they can take to protect wildlife and wildlife habitat including keeping dogs under control at all times and the dangers of using chemicals in the treatment of noxious weeds in terms of the impacts to wildlife.

- 2.6.7 Encourage the County to enforce dog restrictions within developments where such restrictions were required in the land use approvals granted by the County.

2.7 - WILDFIRE GOAL

Cooperate with the County Sheriff’s and the Basalt Rural Fire Protection District office and other appropriate government agencies to establish and administer wildfire policies and programs to minimize the danger and destruction associated with wildfires within the Caucus Area.

OBJECTIVES AND IMPLEMENTATION MEASURES:

- 2.7.1 Establish an emergency communications plan to provide residents of the Emma Caucus Area prompt and accurate information regarding road closures and other emergencies affecting the area as necessary during emergency situations. **Develop an evacuation plan for the neighborhood and identify vulnerable populations such as seniors. Include livestock in evacuation planning.**

Comment [SW15]: Pitkin Alert!

- 2.7.2 Encourage the County to establish and distribute a hand-out to all land owners containing a clear protocol for ditch burning and other controlled burns and providing a description of the permit process, contacts and information necessary to obtain the required burn permit from the County.

³ Reference: “Songbird and Medium-Sized Mammal Communities Associated with Exurban Development in Pitkin County, Colorado” prepared by Eric A. Odell and Richard L. Knight. 2001.

- 2.7.3 Encourage the Basalt and Rural Fire District to complete planning and construction of a rural fire station within the Emma Caucus Area. **Engage residents to be compliant with wildfire mitigation.**

SECTION 3: GROWTH

GOAL

Ensure that future growth reflects a sensitivity to the natural environment, maintains balance among the land uses and occurs at a slow rate consistent with the concept of economic and community sustainability and is consistent with the other goals and objectives contained in this Master Plan, particularly those related to land use, and environment.

OBJECTIVES AND IMPLEMENTATION MEASURES:

- 3.1 Revise growth control policies, land use criteria and modify the GMQS scoring system to support and incentivize development that reflects and enhances the rural character of the Caucus area as well as prohibiting development that compromises rural character, significantly increases impact to roads, reduces agricultural productivity or impairs the water, air, wildlife and other natural resources and values of the area.

Implementation Measures:

- a. Recommend that the County reduce the allowable square footage permitted annually within the Emma Caucus Planning Area by assigning a specific and modest total annual residential allotment ceiling specifically for the Emma Caucus Area in order to ensure that future growth and construction of improvements is paced slowly and to encourage the preservation of resident occupied homes and neighborhoods. To accomplish this, the Emma Caucus should work with the Community Development Department staff to develop a logical growth rate limitation.
- b. The Caucus will work with the Community Development Department to establish an effective set of incentives to encourage smaller homes where new homes and redevelopment of existing homes are proposed within the Caucus Area. Caution should be taken to ensure that these incentives do not result in the development of more homes than would otherwise be allowed within any zone district, which could result in additional development-related impacts.
- c. Recommend that the County study ways of allowing and encouraging the establishment of a voluntary RET Tax for new developments to create a fund for accomplishing several of the objectives of this plan which require money beyond that which is available through current sources.

- 3.2 Work to preserve agricultural lands and the associated open space within the Caucus Area through the use of a palette of methods including conservation easements, conservation tax credits, open space acquisition, limited development regulations, and the ability to sell transferable development rights (TDR's).

Code contains various tools for conservation development and the creation of TDRs, including CD-PUD, Limited Development Conservation Parcels, constrained and visually constrained sites. Open Space Master Plan to be re-enacted.

- 3.3 Recommend the establishment of policies, programs and relationships with appropriate government agencies that would minimize the potential for the exchange of public lands within the Caucus Area and set a "no net loss" standard with respect to public lands.

Implementation Measures:

- a. Recommend that Pitkin County develop intergovernmental agreements (IGA) or memoranda of understanding (MOU) with Federal land agencies regarding land management and land exchanges within the Emma Caucus Area.
- b. The Caucus should establish a relationship with the USFS and BLM and request that the Caucus be informed of potential land exchanges and be allowed an opportunity for review and comment on any exchanges within the Caucus Area.

SECTION 4: INFRASTRUCTURE ENERGY AND ESSENTIAL COMMUNITY FACILITIES

GOAL

Infrastructure and essential community services should serve the character, land use and environmental goals of the Caucus Area which places strong emphasis on preserving the natural environment and maintaining the existing character of the area substantially unchanged. Future community facilities must also be consistent with all other goals and objectives of this plan. **Encourage development of Community renewable energy sources within the Caucus area on appropriate sites and individual use of renewable energy for private use.**

OBJECTIVES AND IMPLEMENTATION MEASURES:

- 4.1 The Caucus supports the policy contained in the General Land Use Policies in the Pitkin County Land Use Code, which states: *"Pitkin County generally does not support extensions of public utilities such as municipal water and sewer lines outside of the Urban Growth Boundaries."*

4.2 The County should adopt measures to ensure that, where infrastructure and essential community service improvements are necessary and supported by the Goals and Objectives of this Master Plan, such improvements are based on technologies and solutions that balance environmental sensitivity, functional efficiency and economic practicality. Where appropriate, the cost of these improvements should be borne by future developments.

4.3 Work with local providers to determine the cost and feasibility of providing broadband internet service and cable within the Emma Caucus Area.

4.4 The County's Fueling Facility should be relocated. If relocated within the Emma Caucus Area, an Emma Area Master Plan amendment, including a revision to the future land use map, will be required. Any relocation site should be selected for its ability to accommodate the facility with minimal impacts, particularly visual impacts and noise, on adjacent properties and the surrounding neighborhood. Any relocation site should also be landscaped to further minimize visual impacts associated with the facility. If relocation cannot be accomplished, the existing site should be landscaped to substantially screen all facilities and activities on the site. The County should conduct an environmental analysis to ensure that the facility results in minimal or no impact to surface water or riparian habitat.

Comment [SW16]: The fueling facility was removed. The Grace Church Settlement Agreement allows for a new fueling facility on the property in the future.

Pitkin and Eagle Counties should pursue a shared mid-valley fueling facility and should coordinate to find a location for this facility that would serve the maintenance needs of both jurisdictions.

4.5 Maintain or improve current telecommunication reception and service provided by the Crown Mountain transmitter tower, while minimizing scenic and other impacts associated with this facility.

4.6 Explore feasibility of renewable energy sources and sites in the Emma Caucus area for community use within the caucus area and by individuals within the caucus area

SECTION 5: TRANSPORTATION

5.1 - ROADS GOAL

It is the goal of this Master Plan to keep the rural character of the Caucus Area intact by maintaining the County roads to the standards described in the category for which the roads are currently designated in the Pitkin County Asset Management Plan except as specifically described in Objective 5.1.1 regarding West Sopris Creek Road.

OBJECTIVES AND IMPLEMENTATION MEASURES:

5.1.1 That portion of West Sopris Creek Road which has a gravel surface is a Caucus priority for paving with asphalt or rebuilding to specifications that would support a

chip seal surface. Any proposed modifications to County road service levels or maintenance should be referred to the Planning and Zoning Commission for review as a recommending body to the Board of County Commissioners.

5.1.2 Support Pitkin County Policy with respect to County roads, which reads as follows:

“Where practical, as a means of retaining rural character, the County seeks to retain existing unpaved roads and to preclude the extension of winter maintenance on rural roads.”

Implementation Measures:

- a. Work with the County to enforce its policy of precluding the extension of winter snowplowing of County roads beyond the current locations except as necessary for ranch operators to allow access to fields for winter cattle feeding.
- b. Recommend that the County establish a process by which extensions of winter maintenance of roads within the Emma Caucus Area are reviewed, including public hearing(s) and referral to the Caucus for review.
- c. Work with the County to adopt a policy to prevent changes to the category of roads, as designated in the Pitkin County Asset Management Plan at the time this Master Plan was adopted, without prior review and comment from the appropriate Caucus Area(s).

5.1.3 Recommend that the County review the road classifications and maintenance procedures for all roads within the Caucus Area to ensure that roads of similar characteristics receive similar maintenance.

5.1.4 With the exception of repaving the gravel portion of West Sopris Creek Road, as discussed in Objective 5.1.1 above, the Caucus requests that the County maintain public roads within the Caucus Area in accordance with standards prescribed in the Pitkin County Asset Management Plan for the road category for which each road is designated. Regular maintenance regimens should be adhered to in order to eliminate washboards and other safety hazards but without further widening, straightening, or changing the type of road surface (except where safety is an issue and as specified for the gravel portion of West Sopris Creek Road – Objective 5.1.1).

5.1.5 Support the limited use of magnesium chloride on all roads within the Caucus Area for summer dust suppression while encouraging the County to seek environmentally less harmful solutions. Recommend that the County use sand for winter traction control on all roads within the Emma Caucus Area unless and until such use has been shown to result in degradation in air quality or until the County discovers an environmentally superior alternative. The County should continuously seek more environmentally sensitive solutions for winter traction.

5.1.6 Recommend that the County improve maintenance procedures to create road crowning, drainage ditches and adequate vegetation management. The County should reevaluate its current methods for roadside vegetation management and either

eliminate or minimize the use of equipment with blunt cutting edges that tear the vegetation instead of creating a clean cut.

- 5.1.7 Minimize public signs and prohibit all advertising, security and real estate signs within public rights of way.
- 5.1.8 Recommend prohibition of the designation of any roads within the Caucus Area as “Scenic Roads and Byways,” as defined by the State of Colorado, Federal Highway Administration and/or Pitkin County.
- 5.1.9 Encourage the County to enforce the speed limits on all roads within the Caucus Area. In the event more intensive land uses are allowed or there is a significant increase in traffic volume on any of the public roads within the Emma Caucus area, the County should implement other speed and traffic control measures as appropriate for the situation.
- 5.1.10 Strongly recommend the requirement and strict enforcement of construction management plans to reduce construction traffic impacts associated with new developments and major redevelopments within the Caucus Area.
- 5.1.11 Redesign of the Emma Road/Highway 82 Intersection should be studied to identify ways, other than signalization, to improve the safety and functionality of the intersection. At a minimum, overhead street lights should be installed at the intersection to improve the safety of nighttime turning movements.

Comment [SW17]: We do.

5.2 - MASS TRANSIT GOAL

Support the current mass transit system in the Roaring Fork Valley and its ability to provide continued, convenient service.

OBJECTIVES AND IMPLEMENTATION MEASURES:

- 5.2.1 Maintain the current park-n-ride facility at the intersection of Two Rivers Road and Highway 82.
- 5.2.2 Recommend that the County work with CDOT and RFTA to expand park and ride facilities near the Caucus Area, consistent with the Town of Basalt’s Master Plan objectives. Encourage the use of existing park and ride and other existing transit services and facilities.

5.3 - TRAILS AND OPEN SPACE GOAL

Provide safe, convenient, non-motorized routes for bicyclists, pedestrians, Nordic skiers and equestrians between residential neighborhoods and other significant locations within the Caucus Area and to the broader region. Trails on public lands should be restricted to uses consistent with wilderness and open space

preservation. Open space management should be consistent with wildlife and habitat preservation. Balance recreational trails and the presence of wildlife winter range habitat.

OBJECTIVES AND IMPLEMENTATION MEASURES:

5.3.1 Preserve the use of the existing roads within the Caucus Area as an integral part of the recreational trail system by maintaining their narrow rural character and relatively low traffic levels and speed limits and by fostering awareness of safety and road etiquette associated with bicycle, equestrian and pedestrian use of the roads.

Implementation Measures:

- a. Launch a campaign to educate local residents, landowners and bicyclists regarding safety and road etiquette issues associated with bicyclist's use of area roads.

5.3.2 Trails should avoid environmentally sensitive areas.

5.3.3 Where development or redevelopment is proposed on private property where historic access to adjacent public lands exists, analyze, on a case-by-case basis, whether to require permanent trail access consistent with the use of the public lands as part of any approval process. This analysis should consider what user groups the trail access is intended for.

5.3.4 Investigate improvements to Sopris Creek Road between the intersection with East and West Sopris Creek Roads and Hwy 82 to increase pedestrian and bicycle safety and provide a trail connection to the Emma Open Space and the Rio-Grande Regional Trail.

5.3.5 Work with BLM **on management of the Crown.**

5.3.6 Work with the BLM and Pitkin County to establish regulations limiting the use of motorized vehicles on public lands located within, and adjacent to, the Emma Caucus Area and to ensure that existing and future regulations regarding the use of motorized vehicles on public lands are vigorously enforced.

5.3.7 Work with the Colorado Department of Transportation to make the pedestrian underpass beneath Highway 82 at Sopris Creek safer and more desirable to use, by providing better maintenance and better lighting. Such improvements could provide better access to the Emma Trail and the open space and historic properties that are otherwise separated from the bulk of the Emma Caucus area by Highway 82.

5.3.8 **Work with Pitkin County Open Space and Trails (OST) Department on the management plan for the Glassier property adjacent to the Emma Caucus area.**

5.3.9 Work with the Colorado Parks and Wildlife to ensure preservation of critical winter range for wildlife.

5.3.10 Explore the feasibility of bike paths on certain heavily traveled roads and/or explore wider shoulder where bike and car conflicts exist.....???

SECTION 6: RECREATION AND TOURISM

GOAL

Preserve existing recreational opportunities within the Caucus Area, but discourage expansion of recreational uses other than exceptions discussed for existing ranch owners under Objective 1.1.5 of this Master Plan.

OBJECTIVES AND IMPLEMENTATION MEASURES:

- 6.0 Crown Management
- 6.1 Maintain the current trail system and legal access to all public lands through private lands, where it currently exists. Discourage the creation of any new access points to public lands within the Emma Caucus Area without a thorough review by the Emma Caucus.
- 6.2 Maintain current parking facilities at trailheads in good condition. Discourage the creation of additional public parking areas or the expansion of existing public parking areas without thorough review by the Emma Caucus.
- 6.3 Strictly enforce parking restrictions on County roads to prevent overflow parking at trailheads to help prevent overuse of the existing trail system.
- 6.4 Work with Pitkin County, USFS, BLM and backcountry user groups to monitor use levels and manage impacts on public lands and existing backcountry roads and trails.
- 6.5 Work with Pitkin County, the United States Forest Service and BLM, as appropriate, to ensure that existing outfitting businesses are operating within all applicable Federal, State and local regulations.

Implementation Measures:

- a. Insist that the County enforce existing land use regulations relating to outdoor recreation uses including the establishment and enforcement of penalties for violations of these regulations. The County should also work with Federal and State agencies to encourage them to enforce state and federal regulations relating to outdoor recreation uses.

- 6.6 Provide education to the public regarding the safety and courtesy issues associated with bicyclists and other recreation users of roads and trails.
- 6.7 Seek greater influence over issues related to the management of federally-owned public lands within the Caucus Area.

Implementation Measures:

- a. Recommend that Pitkin County develop intergovernmental agreements (IGA) or memoranda of understanding (MOU) with Federal land agencies regarding land management specifically within the Emma Caucus Area.
- b. The Caucus shall establish a relationship with the USFS and BLM and pursue direct discussions with these agencies regarding limitations on the establishment of any new campgrounds within the Caucus Area and keeping roadless areas roadless by establishing more restrictive policies regarding the establishment of new roads, and controlling the use of motorized vehicles on public lands within the Caucus Area.
- c. Participate with the BLM in the process of updating the Resource Management Plan (RMP) for BLM-owned lands located within the jurisdiction of the local field office. In particular, the Emma Caucus believes that the southeast portion of The Crown should be managed with an emphasis on preserving and allowing the public to experience the wildlife habitat, solitude and scenic aspects of the area.

Recommend that the Light Hill Area be designated and managed in a manner similar to the approach for the proposed Zone II of The Crown as contemplated in the citizens' initiative process that has been working with the BLM on The Crown Area. Under this approach Light Hill would be managed for "undeveloped solitude" with an emphasis on maintaining and enhancing Light Hill's natural character and wildlife habitat. Recreation in the area would be non-motorized while allowing some ATV use for administrative purposes such as BLM management and maintenance of fencing and stock ponds and to allow ranchers with grazing permits to manage grazing activities pursuant to their permits.

- d. Support and promote the policies of Pitkin County with respect to the management of public lands including the following:

"Pitkin County supports protection of designated Wilderness areas within and surrounding Pitkin County, as these areas provide residents and visitors with incredible vistas and opportunities for experiencing the natural environment while renewing their "mind body and spirit." The County encourages management of adjacent and neighboring land to preserve the integrity of the wilderness area."

"The County seeks to preserve and protect public lands from the impacts of incompatible development by promoting land uses within the nearby public lands which are compatible with public use of those lands, and with preservation of the natural environment."

SECTION 7: MINERAL EXPLORATION/EXTRACTION

GOAL

Protect lands within the Caucus area from the environmental impacts of mining, mineral exploration, commercial or large scale geothermal mining or exploration, oil and gas drilling and exploration, oil and gas pipe lines, sand and gravel pits, rock crushers (except for short-term use for residential driveway construction and to demolish existing structures as required by the County’s Green Building Code), concrete batch plants, and other extractive operations.

OBJECTIVES AND IMPLEMENTATION MEASURES:

- 7.1 Seek to improve the existing regulations governing mining, mineral exploration and other extractive operations in the Pitkin County Land Use Code to prevent such activities from occurring on private lands within the Caucus Area and, to the extent possible, discourage such activities on public lands.

Implementation Measures:

- a. Recommend that the County include a definition for “extractive operations” in the Land Use Code and incorporate geothermal and oil and gas exploration and drilling in this definition. Also modify land use tables to include “extractive operations” as a prohibited use in R-30, RS-30, RS-160, AR-10, AR-2 and all other residential districts. In addition, consider establishing a separate, more stringent, set of review criteria for special use permits for extractive operations.
- b. Recommend that the County include “extractive operations” (as defined pursuant to the recommendation in Implementation Measure “a” above) along with mineral exploration and mining, as these uses are currently regulated in the Pitkin County Land Use Code, including the standards for review of Mineral Exploration and Mining.

Comment [SW18]: Not done.

Comment [SW19]: Not legal – right?

- 7.2 Seek strict enforcement of all existing local, state and federal regulations governing mining, mineral exploration, oil and gas exploration and drilling, sand and gravel pits and all other extractive operations when such operations are proposed within the Caucus Area.

- 7.3 Seek greater influence over issues related to the management of federally-owned public lands within the Caucus Area.

Implementation Measures:

- a. Recommend that Board of County Commissioners pursue intergovernmental agreements (IGA) or memoranda of understanding (MOU) with the United States Forest Service and the Bureau of Land Management to allow more

aggressive limitations on mining, mineral exploration and other extractive operations on any federally-owned public lands in Pitkin County.

- b. Encourage local government agencies, local and state politicians to seek amendments to antiquated federal regulations governing mining and mineral exploration on public lands nationwide.
- c. Participate with the BLM in the process of updating the Resource Management Plan (RMP) for BLM-owned lands located within the jurisdiction of the Glenwood Field Office. The process of updating the RMP will require the approval of an Environmental Impact Statement (EIS).

SECTION 8 – HISTORIC PRESERVATION

GOAL

Preserve the unique rural/agricultural heritage of the Emma Caucus area as expressed by the existing historic structures that embody the historic ranching and farming community.

OBJECTIVES AND IMPLEMENTATION MEASURES:

- 8.1 Support the administration and enforcement of existing historic preservation regulations contained in the Pitkin County Land Use Code;
- 8.2 Encourage property owners to list existing, qualifying historic structures on the Pitkin County Historic Register and the Colorado State Register of Historic Properties;
- 8.3 Work with Pitkin County and property owners to find solutions and incentives for the preservation and possible adaptive reuse of existing historic structures;
- 8.4 Assist the County in the preparation of a list of structures within the Caucus Area that qualify for voluntary listing on the Pitkin County Historic Register.
- 8.5 Work with Pitco OST to continue to preserve the Emma store property

Comment [SW20]: Include information on the restoration work that has occurred?

SECTION 9 – RESPONSE TO CLIMATE CHANGE AND PREPAREDNESS

Inaction with respect to climate change is potentially catastrophic for the natural environment and current and future generations in communities. The Emma Caucus endeavors to address energy consumption at the local level and resiliency relating to local land use and natural resource management. We support coordinated and collaborative

efforts between local, state and federal agencies to design and implement strategies to address the following issues:

- 1) Wildfire: Land use and forest management strategies to address the potential for wildfire, particularly at the wildland/urban interface, and to respond to a wildfire event.
- 2) Flood: Land use and natural resource management strategies to address flood hazard and to respond to a flood event.
- 3) Water Availability: Land use and natural resource management strategies to maintain healthy streams, reduce potential for drought, and to develop strategies in the event of drought to address potable water supply, wildfire potential, forest health, the local/regional recreation/tourist economy, fisheries and agriculture.
- 4) Biodiversity: Forest management strategies to maintain biodiversity as a means to limit impacts of changing climate.
- 5) Resilient Infrastructure: Design and location of buildings and structures to withstand adverse conditions related to changing climate.
- 6) Economic Resilience: Strategies to encourage a diverse economy to respond to changing snow pack and other climate related factors as they may impact tourism.
- 7) Food Security: Developing local food growers, where feasible, and markets in order to rely less on outside sources.

SECTION 10-NEEDS OF SENIOR POPULATION

SECTION 11-ECONOMIC RESILIENCE



Emma Area Master Plan

◆ *Future Land Use* ◆

DESCRIPTION OF FUTURE LAND USE MAP

Residents of the Caucus Area expressed, through their responses to an opinion survey that was conducted as part of this Master Plan process, that they supported the idea of keeping the land use pattern and densities within the Caucus Area substantially unchanged. The survey results show that there is strong support among residents of the Caucus Area for the preservation of rural character, open lands, agriculture uses and agricultural lands, and for protection of the environment especially streams, ground water, riparian/floodplain areas, wildlife habitat and historic sites and structures. The survey also showed strong opposition to allowing multi-family housing or commercial uses in the area other than small scale, compatible cottage or home- occupation type commercial uses that could augment ranch incomes. It is also important to note that residents of the Emma Caucus Area generally support the existing zoning and house size limitations contained in the Pitkin County Land Use Code. The outcome of the opinion survey and the resulting policies established in the Goals and Objectives section of this Master Plan form the basis of the Future Land Use Map and other future land use related recommendations contained in this section of the Master Plan.

The Future Land Use Map (FLUM) contained in this Plan was designed to preserve the existing rural residential and agricultural character within the Caucus Area. The recommended future land use categories, described in this section and depicted on the Future Land Use Map, are generalized and mirror the existing zoning designations in the area. ***The existing zoning within the Caucus area is believed to be appropriate and this Master Plan makes no recommendation for rezoning of any privately-owned land.*** However, rezoning of large parcels to Rural/Remote or other 35+ acre conservation-oriented zone districts, ***at the request of the property owner***, is supported by the Caucus provided the property meets the criteria for Rural/Remote or similar conservation-oriented zoning contained in the Pitkin County Land Use Code. Examples of undeveloped properties that may qualify for the use of County resources for conservation are designated RRA on the Future Land Use Map. Where the existing land use pattern is more dense than what is shown on the Future Land Use Map, the Emma Caucus acknowledges that the existing non-conforming residential lots are part of the existing condition and supports their continued presence. However, no new subdivision(s) or other development that would result in greater density (lots or units) than what is shown on the Future Land Use Map should be permitted.

The FLUM is a component of the overall Master Plan. Compatibility with this Master Plan cannot be determined by a review of the Future Land Use Map alone! Rather, the FLUM must be used in conjunction with the Goals, Objectives and Implementation Measures included in the text of this Master Plan. In situations where a conflict exists between the FLUM and the text contained in the Master Plan, the text shall prevail. Sensitive natural conditions, including wildlife and wildfire, are depicted on other maps in the Master Plan and are described in the text, e.g. setbacks from streams. These factors must also be taken into consideration when reviewing the suitability of land for future development.

DESCRIPTION OF FUTURE LAND USE CATEGORIES

The following are descriptions of the future land use designations depicted on the Future Land Use Map.

Affordable Housing (AH): This category applies to land currently zoned AH (affordable housing) as depicted on the County Zoning Map as of the date this Master Plan was adopted.

Low Density Residential (LDR): Residential use with density ranging from **10 acres/du to ≤ 30 acres/du**. Other intended uses include “caretaker” dwelling units, and home occupations, both as regulated under the applicable provisions of Pitkin County Land Use Code and small-scale agricultural and equestrian uses. This category includes areas along either side of Sopris Creek Road and the Orchard Estates and Double K Ranches subdivisions along Emma Road.

Very Low Density Residential (VLDR): Residential use with density ranging from **> 30 acres/du to ≤ 70 acres/du**. Other intended uses include “caretaker” dwelling units, and home occupations, both as regulated under the applicable provisions of Pitkin County Land Use Code, as well as agriculture and equestrian uses. This category constitutes a majority of the privately-owned land within the Emma Caucus Area. Development proposals for lands located within this category should be designed utilizing cluster concepts and should incorporate useable common open space and buffer areas.

Rural Residential/Agriculture (RRA): Residential use with density ranging from **> 70 acres/du and above**. Other appropriate uses in this category include agriculture, equestrian operations, grazing and other related uses, “employee” and “caretaker” dwelling units and home occupations (both as regulated under the applicable provisions of Pitkin County Land Use Code). Additional uses include other small-scale, complimentary cottage industry uses as defined in this Master Plan. Development projects proposed on lands designated in this category should incorporate strategies for preserving open space, agricultural use and minimizing visibility of development from public roads and adjacent properties.

Agriculture/Conservation (AG/CON): This use category is intended for land the future use of which is governed by existing conservation easements or other restrictions currently in place

that limit the use of the property to agriculture, open space preservation, and/or wildlife habitat preservation and restoration.

Open Space/Public Lands (OS): This is a catch-all category for all publicly-owned lands including County, USFS and BLM lands. Use of the land within this category will include recreation (as existing and permitted in the applicable Forest Plan for USFS lands or the Management Plan for BLM lands), open space preservation, wildlife habitat protection and other uses allowed by the USFS or the BLM not including mining or mineral exploration (see discussion in the Goals and Objectives of this Master Plan regarding mining and mineral exploration). Also allowed in this category are historic preservation and administrative support for Open Space and Trails entities (excluding equipment storage and other more intense roads and facilities maintenance activities).

Public (PUB): This category is intended for essential community facilities and services such as fire stations, and post offices. This category includes the Emma Schoolhouse, public parking on the Schoolhouse property, and the potential future fire station identified on the Future Land Use Map along West Sopris Creek Road.

OTHER FUTURE LAND USE RECOMMENDATIONS

In addition to the future-land-use-oriented recommendations found in the Goals and Objectives section of this Master Plan, the Emma Caucus makes the following specific recommendations:

BLM Lands

The Emma Caucus Area includes large land areas owned by the Federal Government (Bureau of Land Management - BLM), as well as other public lands owned by Pitkin County and the United States Department of Agriculture. Most of these public lands are currently zoned RS-30, which allows residential uses with lots as small as 30 acres. The Emma Caucus is very concerned that existing Federally-owned lands within the Caucus area boundaries are vulnerable to land exchange deals that could result in inappropriate residential development. Objective 3.3 of this Master Plan recommends *“the establishment of policies, programs and relationships with the appropriate government agencies that would minimize the potential for the exchange of public lands within the Caucus Area and set a “no net loss” standard with respect to public lands.”* Therefore, it is the recommendation of this Master Plan that all land designated as OS (Open Space/Public Lands) on the Emma Caucus Future Land Use Map be rezoned to the RS-G (Resource – Government) zone district or some other as-yet-to-be-adopted zone district, the intent of which, is to preserve publicly-owned lands for non-development, open space oriented uses. This recommendation is supported by the results of the opinion survey, administered as part of this master plan process. The opinion survey reflects strong support for preserving open lands and managing growth and development generally, and specifically, for rezoning public lands to districts intended for open space uses.

Scenic Viewplane

The Future Land Use Map shows a Scenic Viewplane near the intersection of Emma Road and Highway 82. This viewplane frames a view of the summits of Mount Daly and Capitol Peak as seen from Highway 82, from a portion of the Emma Open Space and from Sopris Creek Road. This viewplane represents the view at the entry into the Emma Caucus Area. Objective 2.2.1 of this Master Plan recommends *“identifying viewplanes of particular importance, including views from public roads as well as views from open space lands and recreation areas, in order to establish regulations to ensure the preservation of these scenic resources.”* Therefore, it is the recommendation of this master plan that the viewplane shown on the Emma Caucus Future Land Use Map be added to the County’s current inventory of “Viewplanes” as referred to in the Scenic View Protection section of the Pitkin County Land Use Code. It is the intent of the Emma Caucus that development applications involving lands in the area of this viewplane are reviewed for compliance with the portions of the Scenic View Protection regulations that address “Viewplane” impacts. Specifically, the Emma Caucus seeks to protect views of the summits of Mount Daly and Capitol Peak, the Emma Schoolhouse and the agricultural foreground along both sides of Sopris Creek Road as viewed from Highway 82, Emma Road and Sopris Creek Road in the area indicated by the Viewplane symbol on the Emma Caucus Future Land Use Map.