

TOWN OF PALMER LAKE



DECEMBER 2022

COMMUNITY
MASTER PLAN



Palmer Lake Community Master Plan

TOWN OF PALMER LAKE, COLORADO

RESOLUTION NO. PC 01-2022

A RESOLUTION ADOPTING THE MASTER PLAN FOR THE TOWN OF PALMER LAKE BY THE TOWN OF PALMER LAKE PLANNING COMMISSION

WHEREAS, the Town adopted a Comprehensive Master Plan in 1993, and adopted a revised plan in 2003 and in 2013; and

WHEREAS, Colorado Revised Statute (C.R.S.) Section 31-23-206 provides that the Planning Commission for a municipality is charged with the creation and adoption of the Master Plan; and

WHEREAS, the Planning Commission, as authorized by the Board of Trustees, hired a consulting firm, Community Matters Institute, to help with the revision of the Master Plan in conjunction with a Master Plan Team and a Master Plan Advisory Team; and

WHEREAS, the Planning Commission held a public hearing on October 19, 2022, regarding the adoption of the revised Master Plan; and

WHEREAS, the Planning Commission of the Town of Palmer Lake desires to accept the newly revised Master Plan to conform with the Town's present goals and objectives as they relate to growth and change in and around the Town.

NOW, THEREFORE, BE IT RESOLVED BY THE PLANNING COMMISSION OF THE TOWN OF PALMER LAKE, COLORADO AS FOLLOWS:

- 1. Pursuant to C.R.S. §31-23-206, the Planning Commission of the Town of Palmer Lake hereby approves the Master Plan dated October 19, 2022 as the plan for the development of the Town with a copy available for inspection and review in the Town office.
2. Severability. If any article, section, paragraph, sentence, clause, or phrase of this Resolution is held to be unconstitutional or invalid for any reason such decision shall not affect the validity or constitutionality of the remaining portions of this Resolution.
3. Repeal. Existing resolutions or parts of resolutions covering the same matters embraced in this Resolution are hereby repealed and all resolutions or parts of resolutions inconsistent with the provisions of this Resolution are hereby repealed.

INTRODUCED, RESOLVED, AND PASSED AT A REGULAR MEETING OF THE PLANNING COMMISSION OF THE TOWN OF PALMER LAKE ON THIS 26th DAY OF OCTOBER 2022.

ATTEST:

Dawn A. Collins
Town Administrator/Clerk

PLANNING COMMISSION FOR THE TOWN OF PALMER LAKE, COLORADO

BY: Charlie Ihlenfeld
Chair





ACKNOWLEDGMENTS

Community Matters Institute would like to acknowledge the tremendous support and guidance from the appointed Advisory Team, Planning Commission, Board of Trustees, and Town Staff.

MASTER PLAN INITIATORS

Susan Miner and Karen Stuth initiated the Master Plan process with a series of neighborhood meetings in 2021. Karen Stuth developed the community-wide survey and assisted in community outreach.

PLANNING COMMISSIONERS

Charlie Ihlenfeld, Chair
Bill Fisher, Vice Chair
Mark Bruce
Amy Hutson
Susan Miner
Shana Ball
Martha (Marty) Brodzik

APPOINTED MASTER PLAN ADVISORY TEAM

Kent Hutson, Chair
Susan Miner, Past Chair
Bob Radosevich
Ben Cunningham
Nikki McDonald
Karen Stuth
Kevin Gilford

TOWN STAFF

Dawn Collins, Town Administrator/Clerk
Julia Stambaugh, Deputy Town Clerk/Finance
Jason Vanderpool, Chief of Police
John Vincent, Fire Chief
Steve Orcutt, Water Supervisor
Jason Dosch, Public Works Supervisor
Matthew Krob, Town Attorney

BOARD OF TRUSTEES

Mayor Bill Bass
Trustee/Mayor Pro Tem Sam Padgett
Trustee Glant Havenar
Trustee Nicole Currier
Trustee Jessica Farr
Trustee Karen Stuth
Trustee Darin Dawson

LAND USE CONSULTANT

Community Matters Institute
Barbara Cole, Executive Director
Michael Davenport, AIA, AICP
Robert (Bob) Haywood, Economist



ACKNOWLEDGMENTS

CITIZENS CONTRIBUTORS

Adam Adkins
Gary Atkins
Patricia Atkins
Kat Biebesheimer
Dave Cooper
Ben Dalrymple
Darin Dawson
Emily Dilbeck
Jeff Hulsmann
Shannon Leigh
Kirk Noll
Samantha Padgett
Cindy Powell
Sue Ryan
Jess Smith
Maria Smith
Matt Stephen

The Planning Commission would also like to thank more than 400 respondents to the community-wide survey.

DISCLAIMER

Community Matters Institute has made reasonable efforts to ensure that the text is free of punctuation and grammatical errors. Any oversight is the responsibility of the Institute and does not impact the factual data, policies, and direction provided by the Planning Commission, Community Matters Institute has made reasonable efforts to ensure that the text is free of punctuation and grammatical errors. Any oversight is the responsibility of the Institute and does not impact the factual data, policies, and direction provided by the Planning Commission, Advisory Team, or Town of Palmer Lake. Advisory Team, or Town of Palmer Lake.



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CHAPTER 1: PLAN SUMMARY

DEVELOPMENT OF THE PLAN

The Palmer Lake Planning Commission determined the 1993 Comprehensive Plan, as amended in 2003 and 2013, should be updated to ensure that the community was adequately prepared to manage change in Town and the surrounding area. The Town recognized that citizen involvement was critical to the success of the Plan. Neighborhood meetings and reconnaissance interviews helped identify thematic areas requiring attention.

The Board of Trustees appointed an Advisory Team, comprised of Town residents representing different community interests, to provide direction and guidance starting in January 2022. The Advisory Team members assisted the Planning Commission through the Plan adoption process and public hearings. From late spring through September 2022, the Town Planning Commission and Advisory Team held a series of workshops to further the development of the Plan. This working group reviewed and commented on the entire contents of the Community Master Plan. In addition, they organized a series of meetings and open forums to obtain input on the Plan as it developed. The Board of Trustees and Planning Commission held a joint workshop in late September to review the Plan. They also offered two community open houses in October 2022.

HOW TO USE THIS COMMUNITY MASTER PLAN

The idea behind planning is a simple one. People in a community can guide decisions, development, and growth in the place where they live. A Community Master Plan is only one tool used by a community to guide decision-making.

PLAN DISTRIBUTION AND USE

- The Plan should be used by the Palmer Lake Town Board of Trustees, Planning Commission, and Town Staff to determine annual work programs and budgets.
- The Plan is intended to guide decision-making. Community character, fiscal impacts, infrastructure, land use, and environmental quality are many items addressed in this Community Master Plan.
- The Plan should be reviewed annually by the Town Board, Planning Commission, and Town Staff. The Planning Commission may amend the Community Master Plan as needed due to changing conditions, a policy change, or at the request of the public.
- The Town should alert community service groups, local agencies, and businesses that the Plan is available to aid in their short and long-term goal-setting and investment decisions.



Palmer Lake Community Master Plan

The Plan should prove helpful to Palmer Lake residents, the real estate community, private property owners, and developers' representatives. The Plan provides information, policies, and guidance on several community topics, including land use, community character, public services and facilities, and environmental quality.

The Plan should be made available to all prospective businesses, employers, and those wishing to relocate to the Palmer Lake area. It will help them understand community desires.

USING THE PLAN TO REVIEW NEW DEVELOPMENT

A review of any land use application is a two-step process.

STEP 1: FINDING OF SUBSTANTIAL COMPLIANCE WITH THE FUTURE LAND USE PLAN

Property owners wishing to zone or rezone their property should review the Future Land Use Plan map to determine the likelihood of a favorable response to such a request. If their proposal mirrors the Future Land Use Plan and map and complies with the Master Plan, the zoning change may be granted.

If the development proposal or request does not substantially conform to the Community Master Plan, the request may be denied.

STEP 2: FINDING OF CONSISTENCY WITH THE ADOPTED COMMUNITY GOALS AND GUIDING OBJECTIVES

Chapter 4 outlines the overall community goals and the guiding objectives that serve to guide day-to-day decision-making and provide strategic direction to the Town Board of Trustees, the Planning Commission, and the Town Staff. Objectives also seek to balance the rights of the individual with the interests of the larger community.

LEGAL STATUS

The Community Master Plan is a framework and guide for accomplishing community intentions. It states goals and recommends courses of action for future growth and development of land, public facilities, services, and environmental stewardship. This Community Master Plan is intended to be used by the Palmer Lake Board of Trustees and Planning Commission as a guide to determine if land use changes are in keeping with the overall development pattern desired by the Town and its citizens. As Colorado law specifies, the Plan sets forth the Planning Commission's recommendation for the most desirable land use from the community's perspective.



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Colorado case law further provides that adopted Master Plans, also called Comprehensive Plans, are advisory only. Zoning provides the means for giving legal effect to the plan's goals and policies. Colorado Revised Statutes [C.R.S. § 31- 23-303] state that zoning regulations "shall be made in accordance with a Comprehensive Plan." Recent legislation provides communities with a mechanism to make the Community Master Plan more than advisory. However, the Town of Palmer Lake has determined that the Plan shall be advisory only; and, as provided for in State Statute, shall be further implemented by amending the Town's zoning ordinance. [C.R.S- 31-23-206]

CRS 31-23-206. MASTER PLAN.

“THE MASTER PLAN OF A MUNICIPALITY SHALL CONSTITUTE AN ADVISORY DOCUMENT TO GUIDE LAND DEVELOPMENT DECISIONS UNLESS THE PLAN, OR ANY PART OF THE PLAN, IS MADE ENFORCEABLE THROUGH THE MUNICIPALITY'S ZONING, SUBDIVISION, OR OTHER LAND DEVELOPMENT REGULATIONS IN ACCORDANCE WITH APPLICABLE PROCEDURES GOVERNING REGULATIONS”.

Those submitting a development application to the Town of Palmer Lake shall be advised that the entire Community Master Plan is referred to in assessing the merits of an application.

All development applications shall be reviewed to determine their overall CONFORMANCE WITH THIS COMMUNITY MASTER PLAN.

PLANS ADOPTED BY REFERENCE

As provided for in C.R.S. 29-20-105, the following plans are incorporated as a part of the Palmer Lake 2022 Community Master Plan. These plans and studies are resource documents that may aid in decision-making.

- 2019 Glen Park Master Plan
- 2019 Palmer Lake Fire Rescue Agency Assessment
- 2022 Water System Preliminary Engineering Report (Study by GMS Consulting Engineers or GMS)
- The El Paso County Engineering Criteria Manual (ECM)
- Palmer Lake Sanitation District – 2018 Wastewater Outfall Study (by GMS)

In addition to the adopted Community Master Plan, the Town of Palmer Lake Planning Commission and Board of Trustees may refer to any of the above-adopted plans to guide decision-making.



WHAT DO THE CITIZENS OF PALMER LAKE WANT FOR THEIR TOWN?

The Community Master Plan is a framework and guide for accomplishing community intentions. It states goals and recommends courses of action for future growth and development of land, public facilities, services, and environmental stewardship. This Community Master Plan is intended to be used by the Palmer Lake Board of Trustees and Planning Commission as a guide to determine if land use changes are in keeping with the overall development pattern desired by the Town and its citizens. As Colorado law specifies, the Plan sets forth the Planning Commission's recommendation for the most desirable land use from the community's perspective.

The purpose of the initial community engagement exercises helped determine the issues and interests most important to the community for the update of the 1993 Palmer Lake Master Plan, as amended. The following stakeholders were involved:

- Neighborhood residents
- Longtime residents, including those who have previously worked for or served on Town Boards
- Residents with children in the local schools
- Area residents active in historic preservation and culture
- Local restaurant owners
- Historical Society
- Parks Commission
- Awake the Lake members
- Palmer Lake Economic Development Group (PLEDG) representatives
- Planning Commission
- Board of Trustees
- Town Staff

DEFINITION OF A STAKEHOLDER

A stakeholder is a person who has an interest in the outcome of the process because they live, work, or have any other type of investment in the community. They have a stake in the outcome of the planning process and overall health of the community.



Palmer Lake Community Master Plan

- Representatives of the Palmer Lake Sanitation District
- Newer residents
- Residents that live just outside of the Town limits but consider Palmer Lake their community
- Art interests
- Representative of the development community
- Non-residents who own businesses in the Town
- Town residents that own businesses in the Town
- Retirees

COMMUNITY SURVEY

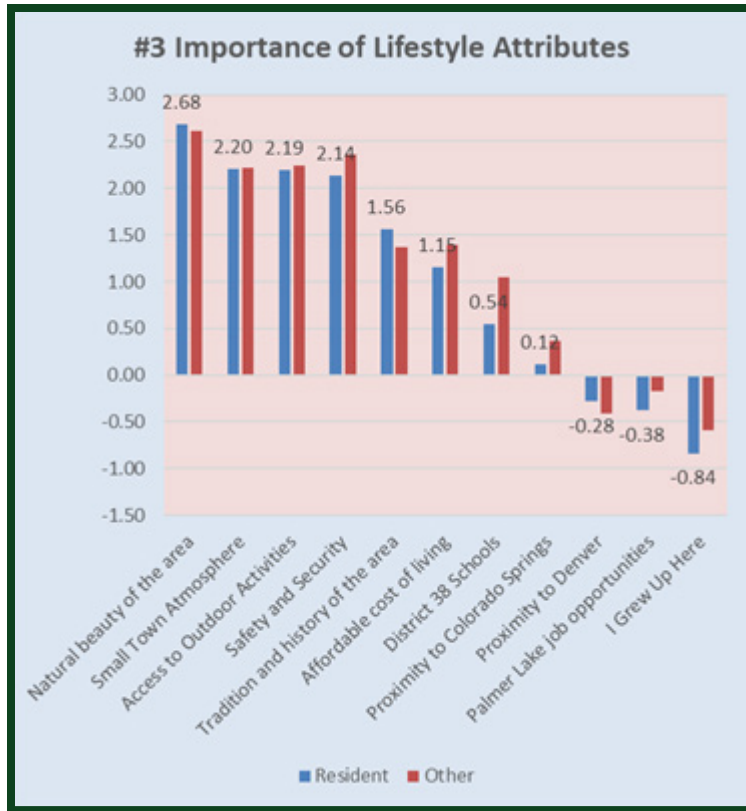
There were over 400 responses to the survey. For most of the opinion questions in the survey, the confidence interval is about ± 0.12 for a 95% confidence level. A 95% confidence level means that if you could sample the entire 2636 residents of Palmer Lake, 19 out of 20 times the result would be within the confidence interval of the result found in the survey.

In all cases, the respondents were asked to give their opinion on the attributes' importance (or satisfaction). These were scaled from plus 3 to minus 3 (3 to -3). Plus three (+3) indicated extremely important, plus one indicated very important, zero indicated neither important nor unimportant, minus one was very unimportant, and minus three indicated extremely unimportant.





A more detailed summary of the findings from the Community Survey can be found on the Town website . The Town website includes the actual survey, a compilation of written responses, and a cross-tabulation analysis of the results by neighborhood².



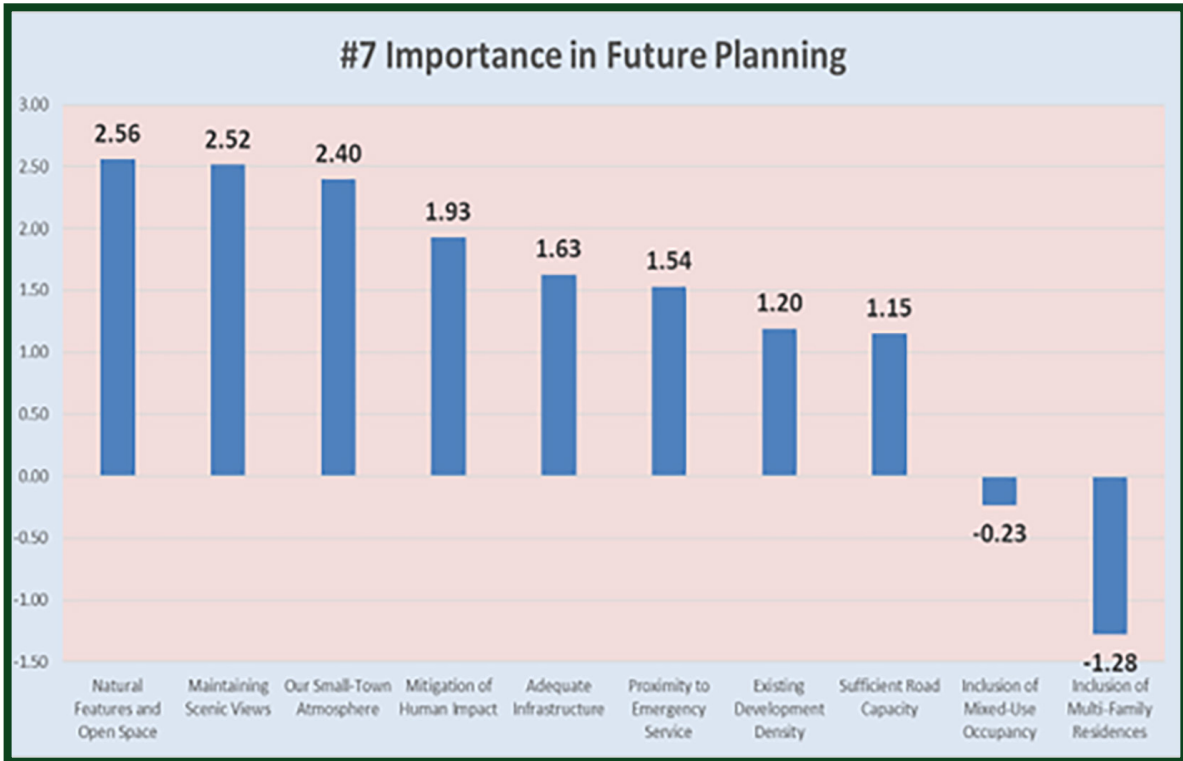
KEY FINDINGS

Key findings from the community-wide survey are as follows:

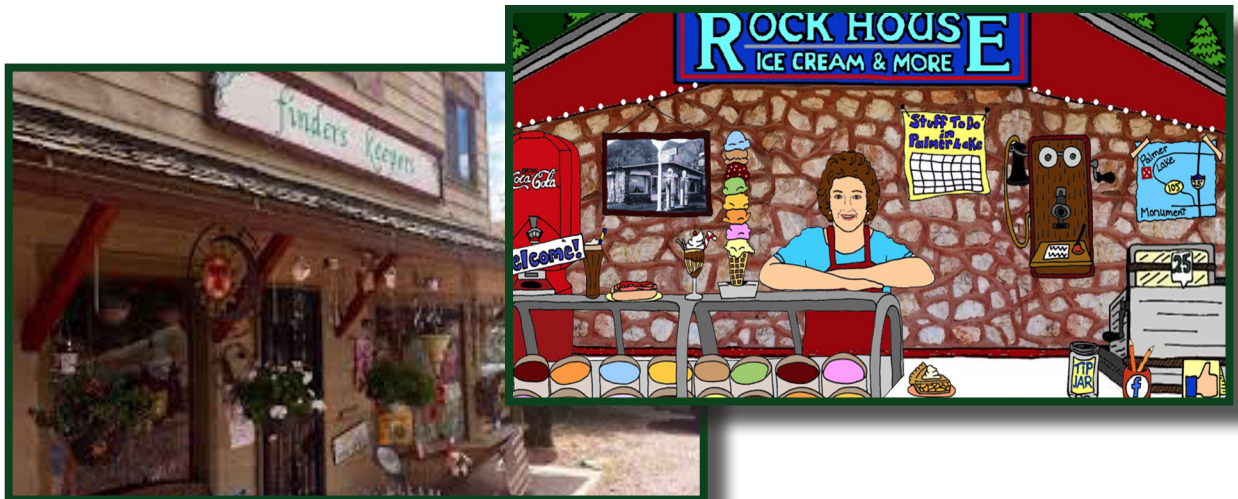
- Survey respondents tend to stay in Palmer Lake. Fifty-one percent of the respondents have lived in Palmer Lake for more than ten years.
- 10% of the respondents were single, and 78% were married.
- Lifestyle attributes were very important. The area's natural beauty, the small-town atmosphere, and access to outdoor activities were highly rated.
- The question regarding the Importance of Future Planning, “How important are the following to future development of residential and industrial or retail areas in Palmer Lake?” reinforced a recurrent theme - ‘we like things just the way they are.’ Respondents were not in favor of multi-family development or mixed-use occupancy.

¹ <https://www.townofpalmerlake.com/bc-pc/page/master-plan-> see Master Plan Survey Results. The graphs reflect the actual survey language.

² <https://www.townofpalmerlake.com/bc-pc/page/master-plan>; https://www.townofpalmerlake.com/sites/default/files/fileattachments/planning_commission/page/7180/powerpoint_workshop_3-14-2022_1_pm_final.pdf



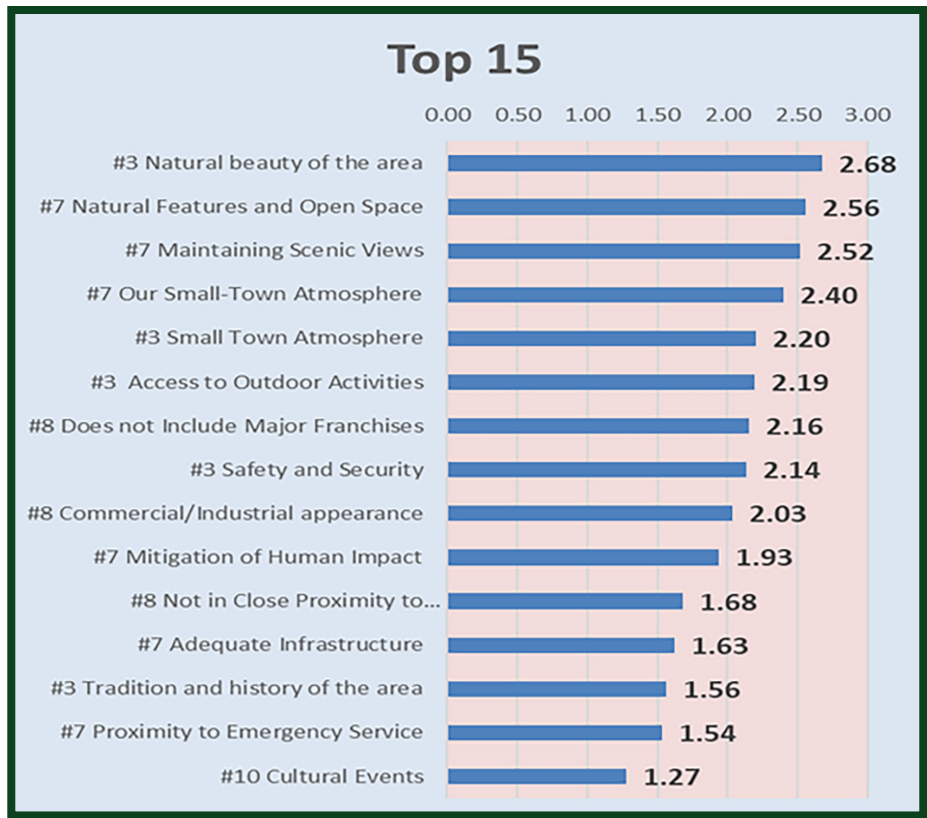
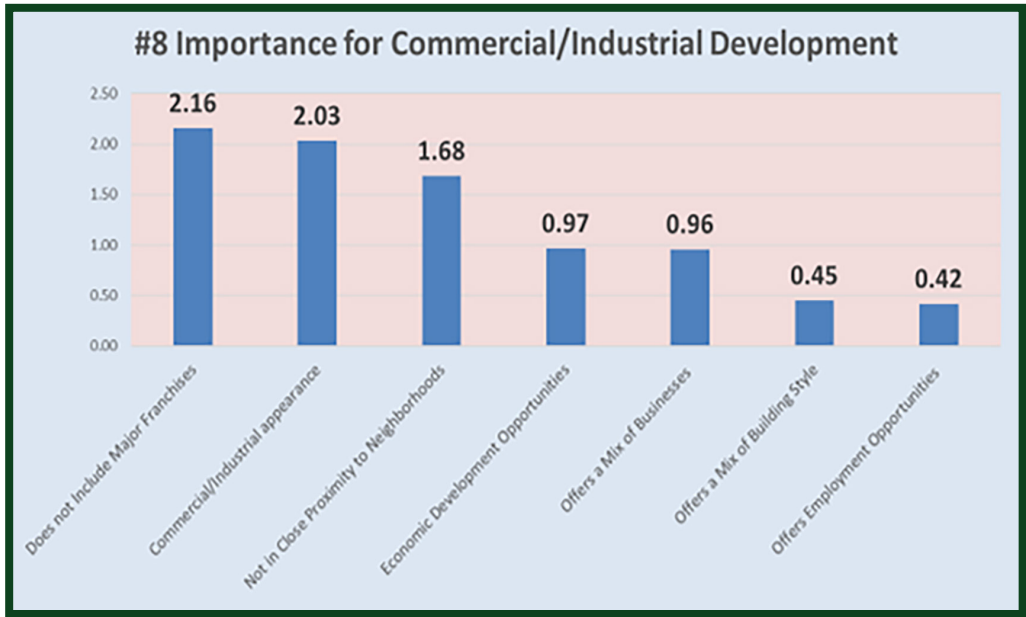
Respondents were asked about the importance of specific factors for commercial and industrial development: “Please rate each of the following factors according to their importance for commercial/industrial development in Palmer Lake.” The respondents do not favor franchise businesses and care about the appearance of commercial and industrial development. They also do not want commercial or industrial development close to neighborhoods.





Palmer Lake Community Master Plan

The overall survey ranking below notes the essential attributes of place.





COMMUNITY VISION

- Palmer Lake is a beautiful, recreationally diverse small front-range community that cherishes the natural environment around us, providing access to trails, lakes, and parks in our area.
- We are proud of the traditions and events that contribute to the history of Palmer Lake and want to encourage continued community events in the future.
- Through economic development and land use regulations, we want to maintain harmony with the natural beauty of Palmer Lake, an affordable cost of living, and local access to goods and services.



- We want to improve the safety and economic viability of our downtown area along Highway 105 by adding sidewalks and improved parking.
- We strive to excel in managing our impact on our natural environment, particularly where that environment creates challenges.
- We strive to update and enforce our land use codes to reflect the residential feel of our small mountain community - we discourage high-density housing, full-service hotels, and franchises.

These visual elements are the key concepts that provide examples of what the community envisions for its near-term future. These elements are general and provide citizens, newcomers, area residents, business owners, and visitors with a 'snapshot' of how citizens in the area wish to see the community manage community change.

The community vision and elements are furthered through establishing community goals and guiding objectives in Chapter 4.



Palmer Lake Community Master Plan

Vision Element # 1: Actively support and preserve Palmer Lake's heritage.

Concepts include:

- Revitalize the 'downtown' Lake area with the focal point being the new pedestrian bridge, core restaurants, and retail businesses to provide a unique shopping area, dining, and meeting place for citizens of Palmer Lake, area residents, and visitors to Palmer Lake.
- Significant features within the Town, such as the Lake, Monument Creek, flood plains, wetlands, reservoirs, historic buildings, and cultural landmarks, should be preserved and enhanced. These features are the cultural framework that makes Palmer Lake unique.





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Vision Element # 2: Retain the rural, small-town atmosphere of Palmer Lake.

Concepts include:

- Preserve open lands outside the current Town boundary by working with other entities to encourage development that retains the rural character through the preservation of open space and respects the scale of existing developed areas.
- Respect the historic lot pattern within the Town to ensure that the size and scale of development are in keeping with the small-town character. The Town comprises smaller lots in the old town residential area and large ones as you move from the downtown core.

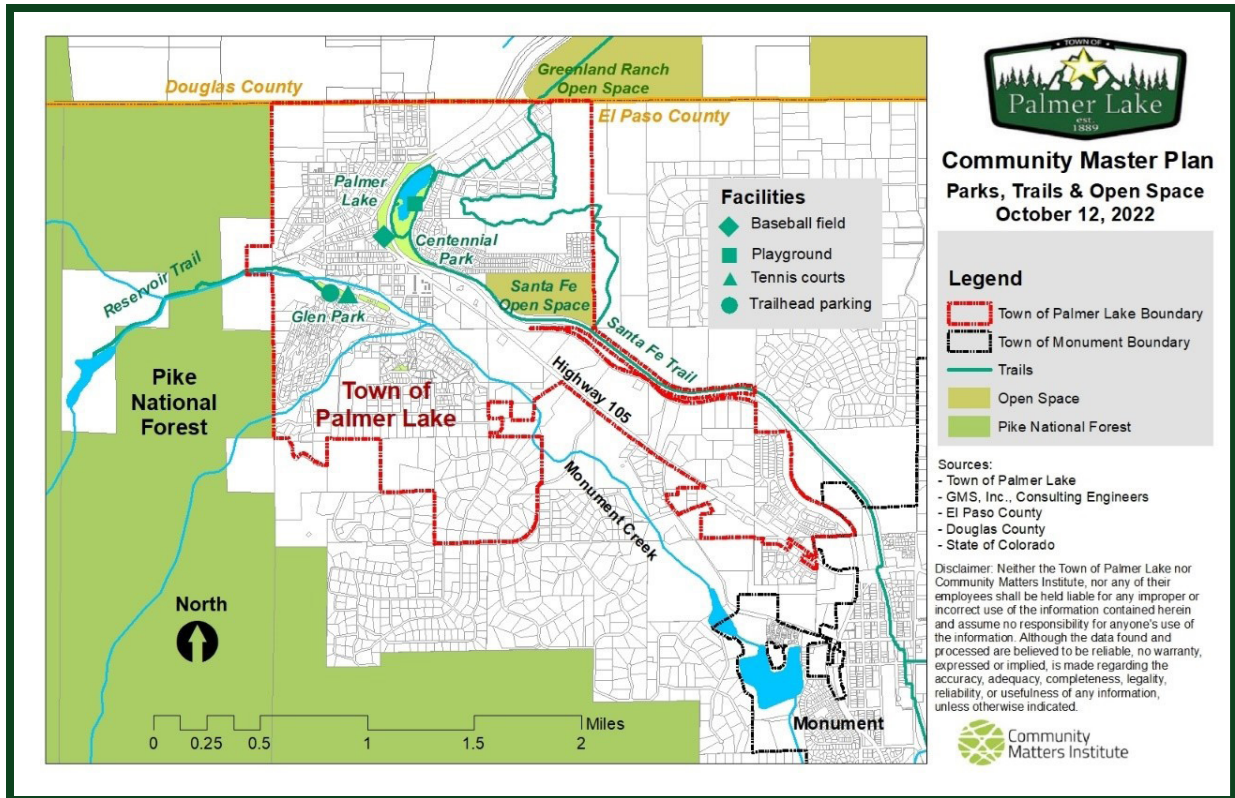


Vision # 3: Foster community pride and establish a strong sense of place by enhancing the appearance, image, and identity of Palmer Lake, with particular attention to the scenic Highway 105 corridor.

- Create design standards for commercial development that reinforce a distinct identity for the Town and for new development along this critical corridor that supports the existing character of Palmer Lake.
- Retain the scenic, rural character of the Highway 105 corridor, which consists of large areas of open space and campus-like development that is setback from Highway 105. The current setbacks from the highway are between 100 and 300 feet.
- Ensure development is appropriately sited and is complementary in size and scale, given sometimes challenging land characteristics (i.e., steep slopes, flood-prone, expansive soils, landslides, rockfall, and wildfire hazards).



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Vision Element # 4: Preserve and enhance lands suitable for active and passive recreational uses and preserve a sense of openness in the area.



- Preserve and enhance creek corridors by adding trails, seating areas, and wildlife viewing areas.
- Utilize environmentally constrained lands for active and passive recreational park areas and open space.
- Protect the hillsides unsuitable for building due to steep slopes and lack of access.
- Identify and protect wildlife corridors.
- Continue to enhance area trails.

Vision Element # 5: Ensure equitable water and sewer service throughout the Town.

Concepts include:

- Continue to plan and improve the water system that serves the community.
- Work with the Palmer Lake Sanitation District to maintain and support improvements to the sanitation system and areas within the adopted Three-Mile Plan.



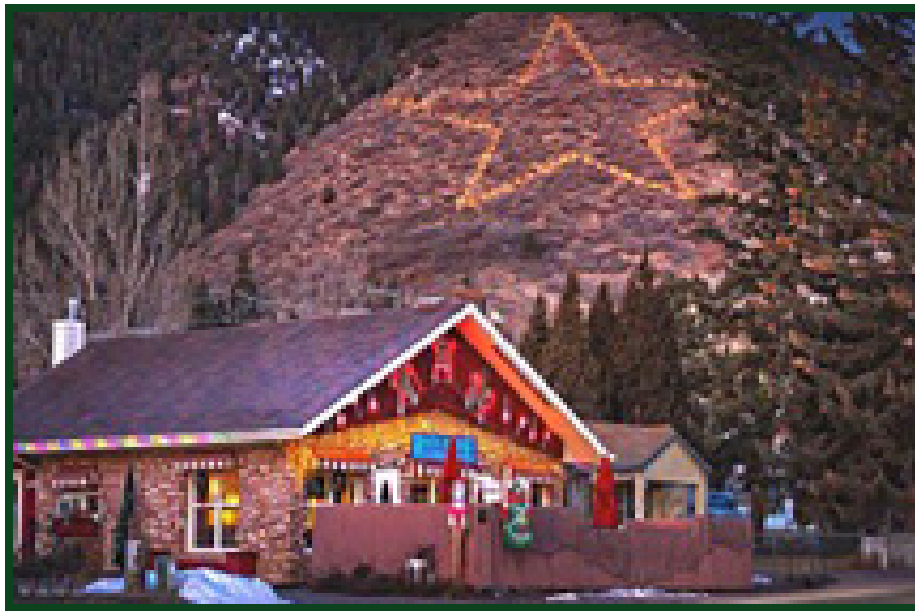
Palmer Lake Community Master Plan

- Enforce the State requirement that a property connects to water and sewer if the property is within 400 feet of a service line.
- Continue efforts to secure and improve water availability.
- Restructure the water billing to enhance conservation.
- Enforce the Town Code that states water taps must be used within a year.

Vision Element #6: Work to enhance the Town's tax base, allowing the Town to invest in public facilities and amenities desired by residents.

Concepts include:

- Seek a balance of commercial, mixed-use, and cottage industries to broaden and secure the Town's tax base.
- Attract quality businesses that meet the everyday convenience needs of residents and positively add to the community.
- Create land use standards and zoning districts that aid in attracting quality revenue-producing uses into the community.





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Vision Element # 7: Strive for an efficient, safe, continuous, and connected multi-modal transportation system.

Concepts include:

- Carefully consider the impacts of new development, both in Town and on the outskirts of Town, on the integrity and carrying capacity of the roadway system.
- Work with the Colorado Department of Transportation (CDOT) and El Paso County to improve the safety of the Highway 105 corridor with particular attention to pedestrians and bicyclists.

Vision Element # 8: Continue to enhance communication between the Town, residents, and surrounding governmental bodies.

Concepts include:

- Encourage community participation in Town government matters.
- Continue to utilize the Town's website and Town newsletter to encourage openness and transparency in government.

Vision Element # 9: Encourage small business development that supports the everyday needs of Town residents.

Concepts include:

- Encourage new retail and restaurant businesses that have both day and evening activities.
- Continue to work with businesses and residents, as well as with the Palmer Lake Economic Development Group (PLEDG) and the Monument Satellite Office of the Small Business Development Center, to identify and pursue opportunities to bring a broader range of essential goods and services into the community (e.g., a gas station, small grocery store, drugstore, and local bank).

Vision Element # 10: Ensure development within the Town of Palmer Lake enhances the quality of life, positively impacts the Town's tax base, and does not adversely affect community services or the natural environment.

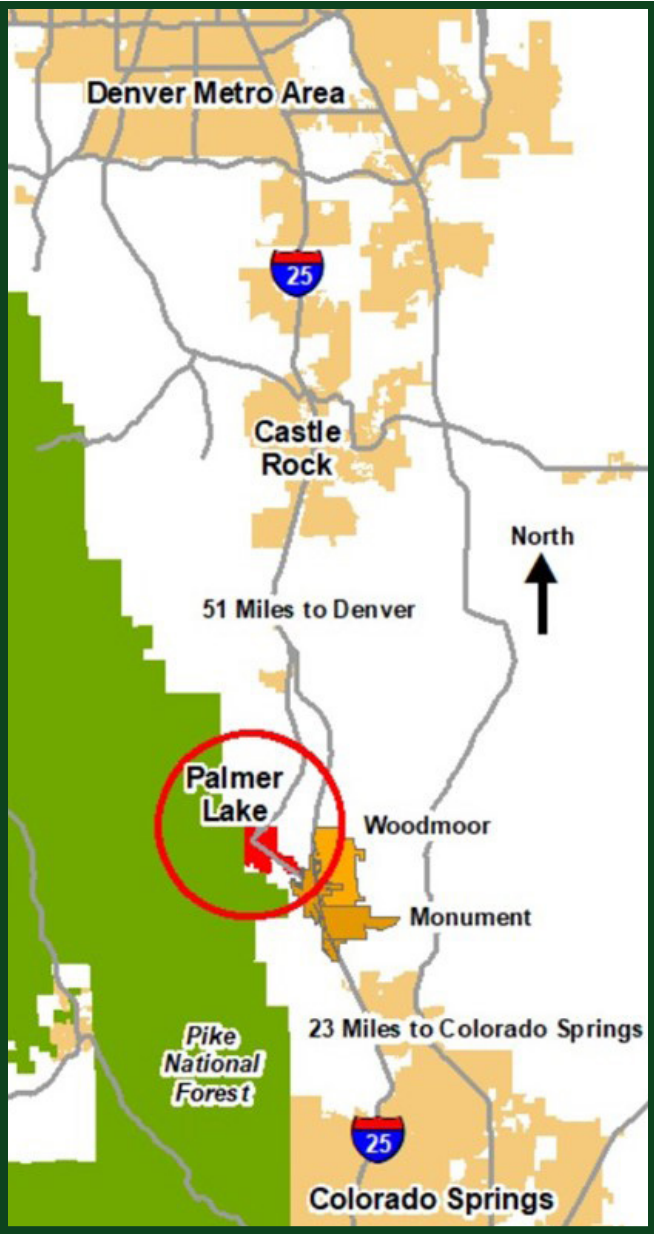
Concepts include:

- Provide for the logical extension of needed infrastructure.
- Revise and update the Town's zoning ordinance to better reflect the types of uses outlined in this Community Master Plan.



CHAPTER 2: THE PALMER LAKE COMMUNITY

REGIONAL OVERVIEW: THE TRI-LAKES REGION



LOCATION

Palmer Lake sits along the Colorado Front Range, just west of the Interstate 25 (I-25) corridor, where the Palmer Divide and the Great Plains meet the Rocky Mountains.

Palmer Lake is 23 miles from downtown Colorado Springs, 35 miles to the Colorado Springs Airport, and about 51 miles from downtown Denver as shown on the vicinity map.

At the north edge of El Paso County, Palmer Lake is part of the Pikes Peak Region, which consists of El Paso County and Teller County to the West.

Palmer Lake is also part of the Tri-Lakes Region named for the lakes in Monument, Woodmoor and Palmer Lake.

Several large features, like Ben Lomond Mountain in Palmer Lake, exist just to the east of the foothills.

Many refer to the area as quintessential Colorado: geographically varied, scenically breathtaking, and richly diverse in culture, history, and sense of community.



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The region has a semi-arid climate with low humidity, as well as some moderate and semi-humid areas. With the Palmer Divide's elevation of 7,300 feet, the weather is similar to the foothills, with cooler summers and colder winters than the metropolitan areas to the north and the south, with more rain and snow.

Forests cover the foothills, nearby mountains, and a significant portion of the plains in the Tri-Lakes area. Tree varieties include ponderosa pine, Douglas fir, and mixed conifers. Grasslands cover the ranchlands of the plains. The region has a variety of wildlife, including the greenback cutthroat trout, Mexican spotted owl, black bear, and pronghorn. The endangered Preble's meadow jumping mouse has its habitat along streams and creeks.

REGIONAL HISTORY AND HERITAGE

The Palmer Lake area has a diverse and anecdotally rich history.

The region was first inhabited by Indigenous people about 10,000 years ago, and more recently by the Mountain Ute tribe in the west and the Arapahoe, Kiowa, Sioux, and Cheyenne in the east.

In 1820, Major Stephen Long, for whom Longs Peak is named, led an expedition to find the sources of the Platte River, the Arkansas River, and the Red River. Major Long did not see the potential of the area for development.

On July 26, 1835, Colonel Henry Dodge wrote in his journal at Palmer Lake, "Upon the summit level (of the Palmer Divide), there is a lake about half a mile long and four or five hundred yards wide. The small streams on one side of this run into the Platte, and on the other into the Arkansas."



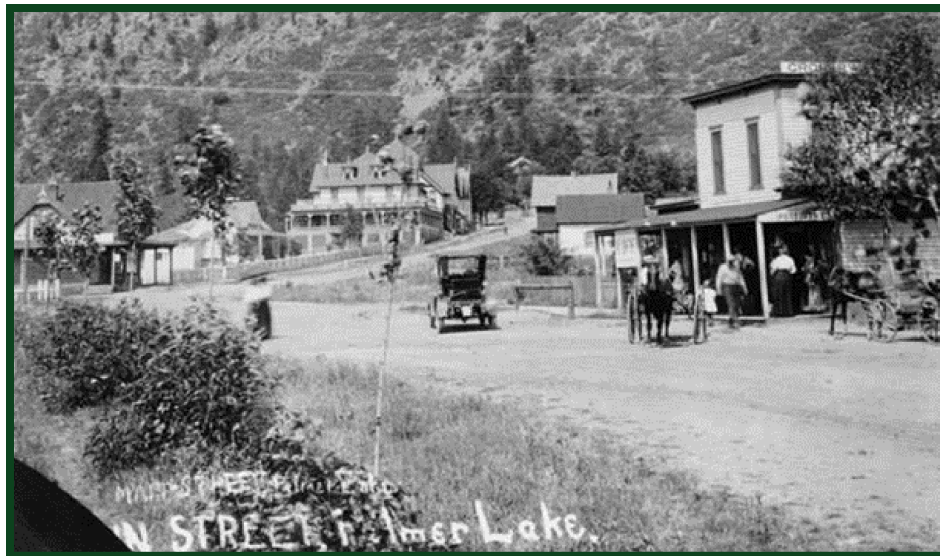


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Members of the Dodge expedition passing through Palmer Lake included First Lieutenant Jefferson Davis, who later became the President of the Confederacy, two future governors of California, three future major generals in the Union Army during the Civil War, and a son of early American folk hero Daniel Boone.



Lieutenant John Fremont's 1843 expedition also passed through the region, and his more glowing descriptions helped to encourage settlement.





Palmer Lake Community Master Plan

Following the Homestead Act in the 1860s, ranches and farms began to appear along the county line between El Paso and Douglas counties.

In 1871, shortly after the American Civil War, General William J. Palmer, a civil war Medal of Honor recipient, began building the Denver and Rio Grande Railroad with partners. By 1872 the railroad operated on the west side of the Lake. Originally called Divide, over time the station name changed to Loch Katrine, then Palermo, and finally Palmer Lake in November 1883. In 1887 the Santa Fe Railroad from Pueblo reached Palmer Lake on its way to Denver, adding its own mainline and station on the east side of the Lake. Today, the Palmer Lake rail station is no longer an active stop, although Burlington Northern Santa Fe (BNSF) and Union Pacific (UP) railroads share an active mainline track through Palmer Lake.





Palmer Lake Community Master Plan



By 1894, more than 20,000 acres were cultivated in the Palmer Lake and Monument area. The lake was one of the few natural water sources in the area, and the railway companies needed the water for their steam engines to chug up and down the Divide, but rail also provided new opportunities. In 1901, winter ice was harvested and transported by rail to the north and south, an operation that continued for over 40 years until warmer winters reduced ice production.



The railway offered fares of just \$1.00 for a round trip from Denver to Palmer Lake, and as a result brought tourists. Palmer Lake became a popular tourist destination for Denver residents to escape the summer heat. There was boating, fishing, and other outdoor activities. Denver groups and clubs organized outings to Palmer Lake as fundraisers. The railway cooperated by discounting fares and giving a portion of each ticket to the clubs.



Palmer Lake Community Master Plan

Tourist facilities, such as the Glen House and a restaurant, opened in 1884 followed by a general store in 1886. 1887 saw the first season of the Rocky Mountain Chautauqua, a popular nationwide adult education and entertainment movement that brought education and culture, as well as tourists, to resort communities. Participants, sometimes whole families, arrived by train, and stayed for nights – even weeks – in tents, tent cabins, and local hotels, enjoying a wholesome summer camp-like experience. Palmer Lake's Chautauqua opened 11 years before Boulder's, but the latter's city's support, extensive infrastructure, and a move toward automobile summer trips contributed to the end of Palmer Lake's Chautauqua in 1910.



Visiting the area in 1882, dental surgeon Dr. William Finley Thompson saw the potential for a health resort and vacation community. In 1882 and 1883, he purchased 320 acres east of the Lake and additional land west of the Lake. He named the east side Loch Katrine and the west side the Glenside Addition. Palmer Lake was incorporated in 1889. The citizens elected six trustees and Dr. Thompson as the first mayor.





To lift the community's spirits during the Great Depression, Lucretia Vaile began the Yule Log Hunt in 1934, and 1935 saw the lighting of the "Star of Bethlehem" on Sundance Mountain. The star is a definitive local landmark and a monument to community identity and civic pride. The star is lit every December and on special occasions. In 2013, the Palmer Lake Star was listed on the Colorado State Register of Historic Properties.

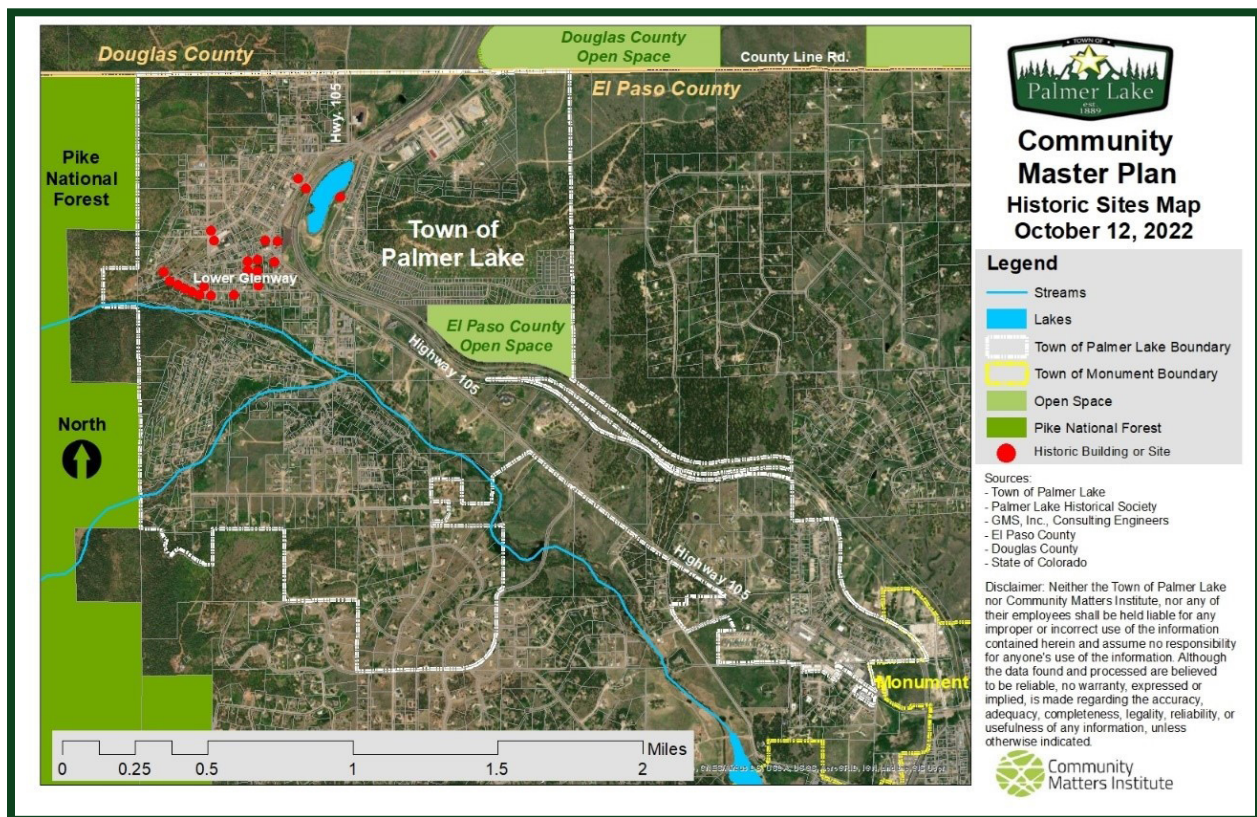




Palmer Lake Community Master Plan

The local economy stabilized during the later 1930s, with previous visitors returning to build or buy summer homes but became depressed in the 1940s when the principal highway in the area moved farther East, causing many Palmer Lake businesses to close or move. The plans for the Air Force Academy in the 1950s drew new residents to Palmer Lake and the Tri-Lakes region. By the 1960s, Palmer Lake was a predominantly residential area. Continued growth in Colorado Springs spurred additional housing development in the region. Today, housing construction and expansion of traffic capacity on I-25 continue into the third decade of the twenty-first century.

As the population grew, so did the demand for community facilities and services. Palmer Lake still uses its original town hall, built in 1914. It is a fine example of Craftsman-style architecture. A new school was built in the 1930s. 1937 saw the first volunteer fire department with an operating firehouse by spring 1938.



In the 1950s, the Town leased the reservoirs and water rights from the Denver & Rio Grande Western (D&RGW) railroad. Since then, work on the reservoirs and the repair and replacement of other water infrastructure continues. While the Tri-Lakes region and unincorporated El Paso County rely primarily on groundwater and shallow wells for water supply, Palmer Lake relies on storage provided by a town-owned water system. Sewer service in this part of the Tri-Lakes region is provided by the Palmer Lake Sanitation District which was formed in 1970.

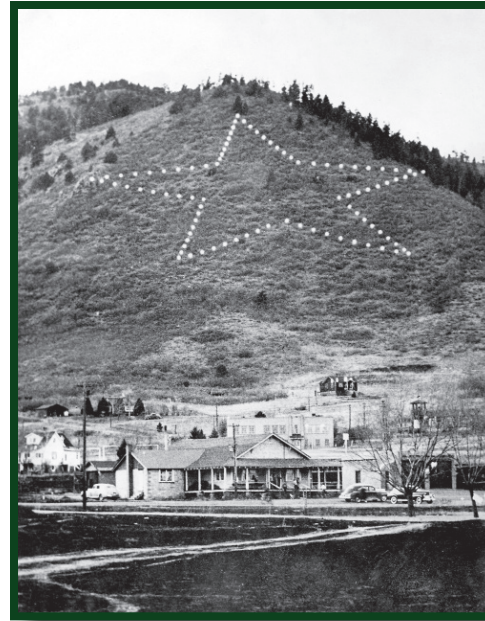
Long-range planning includes the possible extension of regional water service to the southeast end of the community.



Palmer Lake Community Master Plan

The Palmer Lake Historical Society was organized in 1956 and now operates a museum. The 1960s introduced street lighting and the dedication of a new post office.

Arthur Bradley donated Sundance Mountain, the site of the illuminated star, to the Town in 1966. The Board of Trustees approved the introduction of cable television in 1981. The Tri-Lakes Center for the Arts had its beginnings in the summer of 1998. Local artists gathered and created an arts center for the Tri-Lakes area in one of its oldest buildings. With a generous gift from a donor and the stipulation that the Arts Center be self-supporting, the Kaiser-Frazer³ building, a former livery stable, factory, and vehicle repair facility, was transformed into the Tri-Lakes Center for the Arts.



Today Palmer Lake is a car-dependent community. It is easily accessible from both Highway 105 and Interstate 25 (I-25) which is three miles east of Palmer Lake's downtown core via County Line Road. I-25 is the major north-south route that serves the Colorado Front Range. Widening of I-25 has been completed in El Paso County and is nearing completion to the north in Douglas County. Other roads linking Palmer Lake to its surroundings include County Line Road (to I-25 and further east), Spruce Mountain Road (north to I-25 via Larkspur), and Highway 105 (north to Castle Rock and I-25 via Perry Park).

The separate main lines of the BNSF and UP railroads in Douglas County merge at Palmer Lake into a single mainline track. The State of Colorado operates the commuter Bustang bus service along I-25, with a park-n-ride facility in Woodmoor just north of Highway 105 on the east side of I-25.

The 2020 Census Bureau reported that no one in Palmer Lake used public transportation to get to work. 78% drove to work alone, while 7.2% drove in a small carpool. 10.3% work from home, while another 3.4% were able to walk to work. Among the people who did not work from home, one-third reached their employment destination in less than 15 minutes and another third took more than 30 minutes.

³ Kaiser-Frazer was a short-lived, post-war automobile company that was owned by the father and Grandfather of former Denver Broncos owner Edgar Kaiser Jr. The building was used to restore Kaiser-Frazer cars.



ECONOMY AND DEMOGRAPHICS

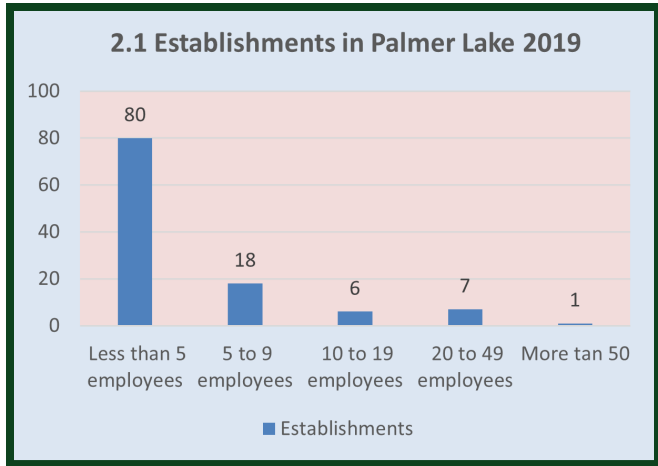
ECONOMY⁴

Historically Palmer Lake was an agricultural community. Potatoes were a large crop until a potato blight hit in 1895. Farming and ranching fell into decline.

Today, U.S. census data shows agriculture plays no part in the Town’s current economy. The economic base of the region is military, defense, aerospace, software/information technology, and tourism, and is also a retirement hub.

Transportation and utilities and public administration have been the fastest growing industry segments over the last 10 years for Palmer Lake residents, while manufacturing and information sciences have seen the steepest decline.

In 2019, there were 112 established businesses in Palmer Lake. Most, 71%, were small with fewer than five employees and only eight had more than 20 employees as shown in Figure 2.1. The average size was just 5.4 employees per establishment.

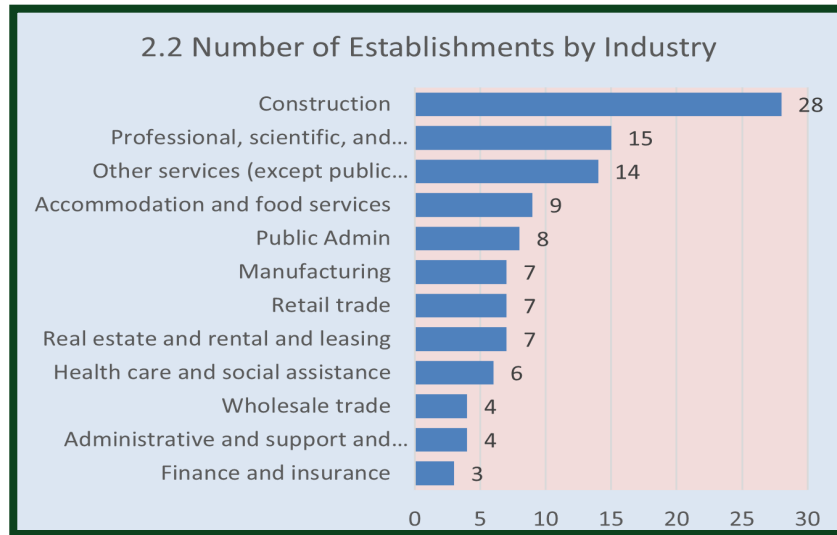


These businesses employed 613 people. The average annual income of these employees was about \$42,250. About one in three of the Town’s labor force has local employment opportunities.

⁴ Almost all data for Palmer Lake, except population, is from the ACS 5-year estimates as the 2020 Decennial census data is not available. Population data is from US Census Bureau American Community Survey, five-year estimate, 2020 (ACSST5Y2020) Table S2403 “Industry by Sex for the Civilian Employed Population 16 Years and Over.”

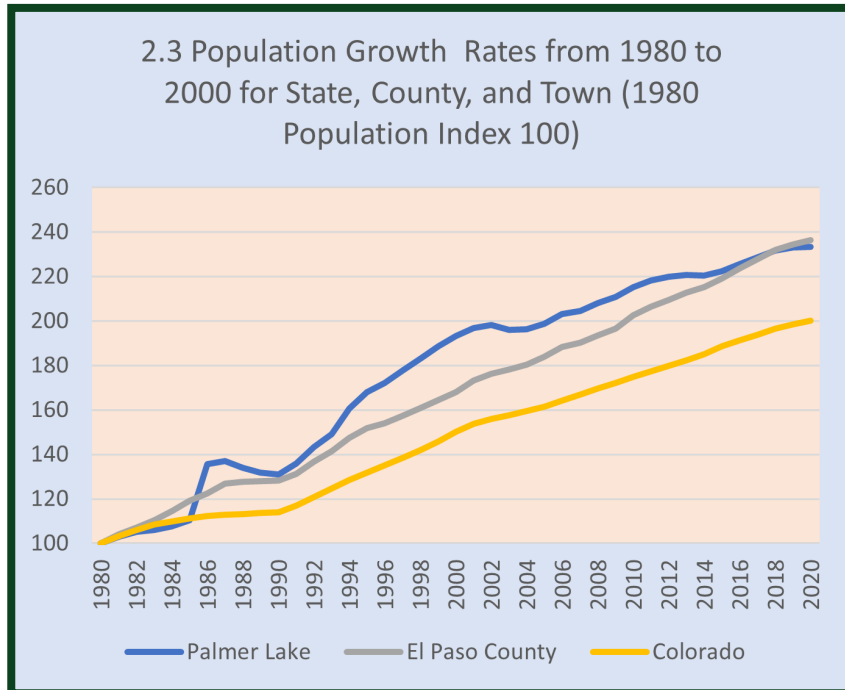


Over half of the establishments were in three industries: construction, professional services, or other services not including public administration. Nine enterprises engaged in tourism (accommodations and food services), and seven each in retail, manufacturing, and real estate as shown in Figure 2.2.



DEMOGRAPHICS⁵

Between 1980 and 2020, Colorado doubled its population to 5,782,914. El Paso County and the Town of Palmer Lake experienced slightly faster population growth (2.3 times the 1980 population index as shown in Figure 2.3) with the County reaching a population of 731,641 and the Town reaching 2,636. Over these 40 years, the Town grew at a compounded rate of 2.14% annually.



However, since 2000 the Town growth rate has averaged only 0.94% per year. This slowdown in growth partially explains why the Census Bureau overestimated the Town's population by over 460 people in 2019.⁶

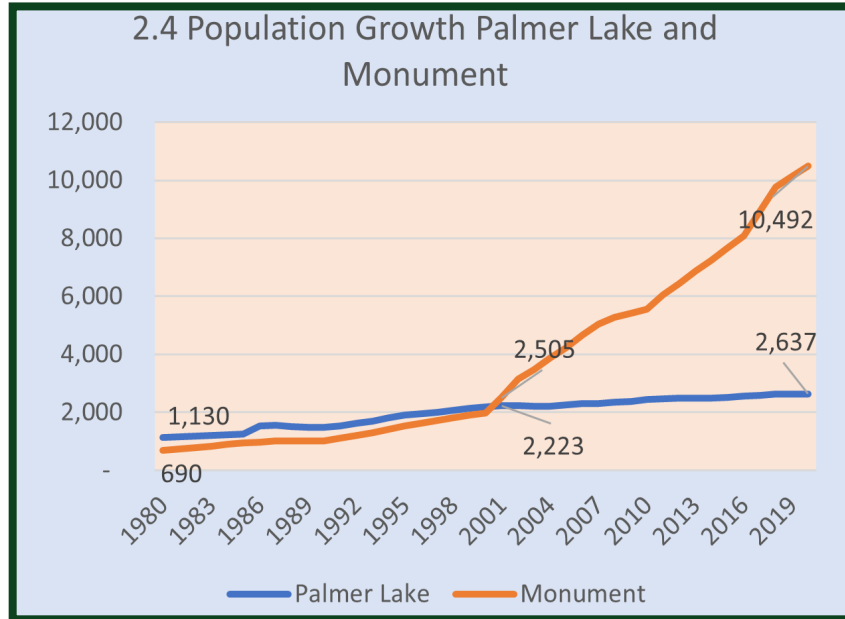
⁵ From the ACS 5-year estimates.

⁶ The actual population recorded by the 2020 decennial census of 2,636 was outside the margin of error given for the 2019 5-year American Community Survey (ACS) of 3,104 plus or minus 215. While 5-year ACS is the best available data for small towns between decennial censuses, it can have significant errors, as demonstrated in this instance, and must be used with caution.

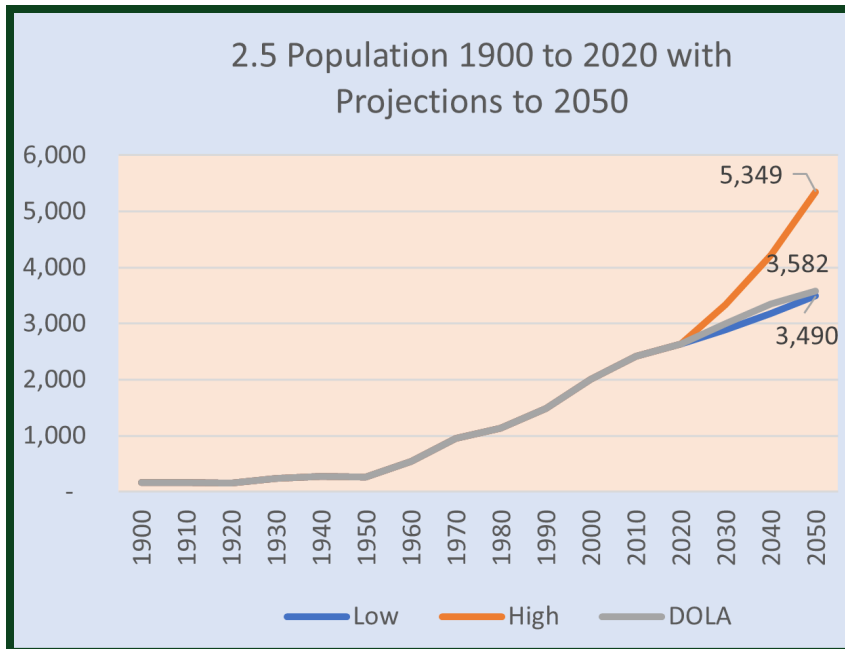


Palmer Lake Community Master Plan

Monument has become one of the fastest-growing communities in the State of Colorado, in both population and geographic area. In 1980, the neighboring Town of Monument had a smaller population than Palmer Lake. In 2001, the population of Monument exceeded the population of Palmer Lake, and by 2020 Monument had grown to nearly four times that of Palmer Lake, as shown in Figure 2.4.



The State of Colorado does not make population projections for communities as small as Palmer Lake. The Department of Local Affairs (DOLA) has made projections for 2050 for El Paso County. Palmer Lake has tracked very closely to the El Paso County growth rates. CMI applied these rates to Palmer Lake to ensure that the DOLA population estimate was reasonable.

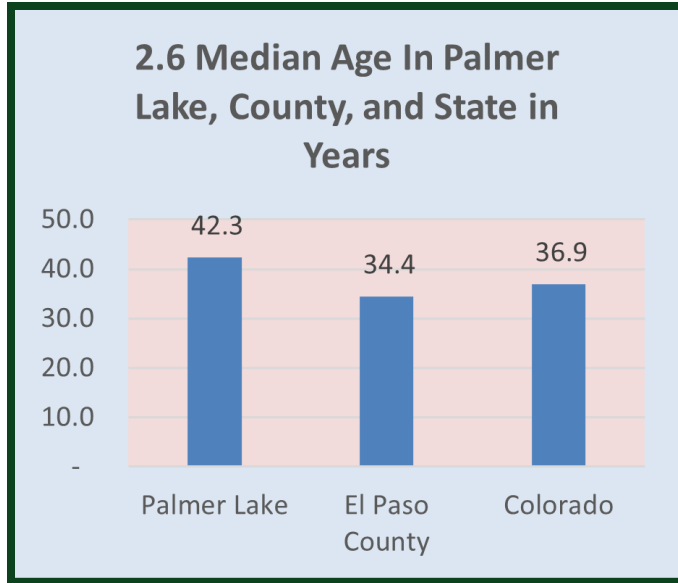


CMI also made its projections for Palmer Lake’s population through the year 2050, based on its historic growth rates over the last 40 years (high) and last 20 years (low). Figure 2.5, created by CMI, shows the DOLA-derived estimate (in gray) is slightly higher than the lower bound of the CMI projection for Palmer Lake.



Based on Census data⁷, the Palmer Lake population is older and wealthier than the average for the state. The median age of Palmer Lake residents is almost six years older than the state and eight years older than the median age of El Paso County residents, as shown in Figure 2.6. As a result of the older age, 80.1% of the residents of Palmer Lake are of voting age versus just 73% in the state and county.

The median household income in Palmer Lake, at \$92,333, is about 30% higher than in El Paso County. A higher mean household income of \$98,100 suggests that Palmer Lake has a few very high-income households. Family households average about 16% higher income than non-family households with a mean family income approaching \$116,000.



Forty-two percent (42%) of Palmer Lake’s workforce worked in industries that averaged more than \$65,000 a year in pay, and 43% of the workforce worked in industries that averaged less than \$30,000 per year in salary, with half of those earning less than \$15,000 per year.

COMMUNITY PROFILE

CMI created a community profile for Palmer Lake using 2020 decennial census data, when available, and otherwise used the American Community Survey (ACS) – five-year estimates. The 2020 census data is more accurate but does not match exactly with the ACS estimates. The most significant discrepancy noted is that the ACS data overestimated the population of Palmer Lake by 26% (3335 vs. 2636). As a result, there are discrepancies, such as a greater population under ‘Place of Residence’ 1 Year Ago, which is based on the ACS, and the first item, ‘Population,’ which is based on the 2020 decennial census. The profile is a valuable summary for visitors, potential residents, and investors.

⁷See Community Profile on the following pages.



Palmer Lake, Colorado Community Profile

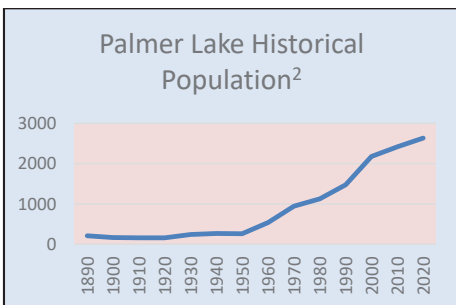
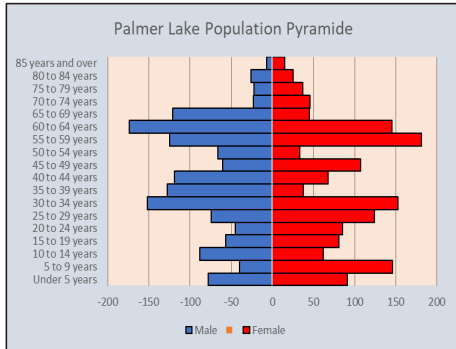
(2020 Data)

Population³

	Palmer Lake	El Paso County
Total	2,636	730,396
Male	1,282	369,358
Female	1,353	361,038

Age of Population¹

	Palmer Lake	El Paso County
Median Age	42.3 years	34.43 years



Income¹

	Palmer Lake	El Paso County
Median Household Income	\$92,333	\$71,517
Mean Household Income	\$98,099	\$92,028
Median Family Income	\$106,138	\$84,078
Mean Family Income	\$115,758	\$106,563
Per capita income	\$39,989	\$35,177

Education¹

Educational Attainment

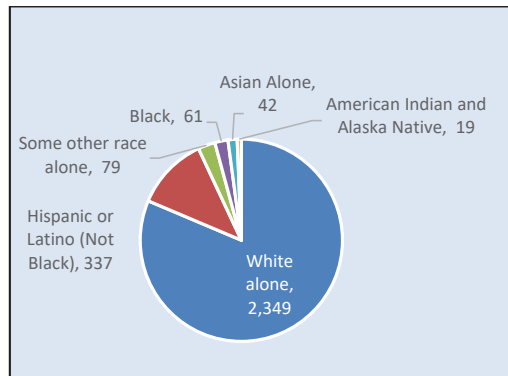
Population 25 years or older

	Palmer Lake	El Paso County
Less than high school	116 9.2%	28,436 7.5%
High school	252 19.9%	85,376 22.7%
Some college or Associate's	393 31.0%	131,432 34.9%
Bachelor's Degree	319 25.2%	115,581 21.6%
Graduate or professional	187 14.8%	49,774 13.2%

School Enrollment¹

	Palmer Lake	El Paso County
Nursery school	12	9,777
Kindergarten	0	8,683
Elementary School	179	70,334
High School (9-12)	107	34,717
College or grad school	182	47,912

Race and Ethnicity (Palmer Lake)¹



Place of Residence 1 Year Ago¹

	Palmer Lake	El Paso County
Same dwelling	2,121	554,323
Elsewhere in County	497	77,796
Elsewhere in State	527	16,464
Different State	190	47,173
Abroad	0	6,191



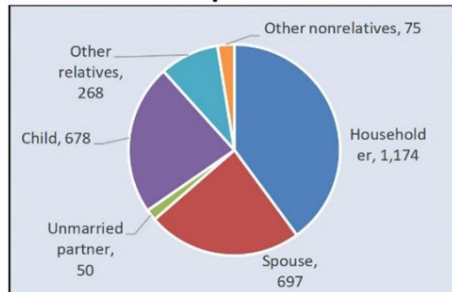
Palmer Lake, Colorado Community Profile

(2020 Data)

Households³

	Palmer Lake	El Paso County
Population	2,636	730,396
In households	2,636	712,515
In group quarters	0	17,881
Total households	1,072	266,425
Family households	668	184,557
Living alone	106	30
65 years and older	44	7,515
Average household size	2.46	2.67
Average family size	2.90	3.15

Household Composition¹



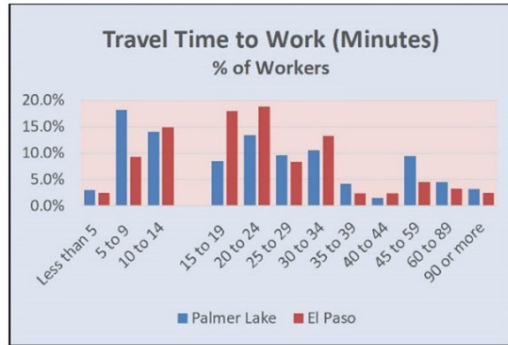
Housing Supply¹

	Palmer Lake	El Paso County
Total housing units	1,241	276,538
Occupied	1,174	262,780
Owner	1,087	171,408
Renter	87	89,445
Vacant	67	13,758
Homeowner Vacancy	5.0%	1.1%
Rental Vacancy Rate	15.5%	3.4%
Median value	\$329,700	\$300,200

Labor Force¹

	Palmer Lake	El Paso County
Civilian labor force	1,907	349,459
Employed	1,778	328,734
Unemployed	129	20,725
Unemployment Rate	6.76%	5.93%
Armed Forces	7	30,429

Commute¹



Occupation¹

	Palmer Lake	El Paso County
Management, business, science, and arts occupations	634	141,199
Service occupations	377	58,125
Sales and office occupations	377	70,280
Natural resources, construction, and maintenance occupations	203	27,910
Production, transportation, and material moving occupations	187	31,220

Data Disclaimer: The data in this profile are compiled from multiple sources and are intended for informational purposes only. Community Matters Institute (CMI) assumes no responsibility or legal liability for the accuracy, completeness, or usefulness of any information in this profile.

Data Sources: ¹2020 data from the American Community Survey (ACS) 5 year estimates.

²Historical records Colorado Department of Local Affairs (DOLA) in 2022.

³2020 Decennial Survey. (This data does not exactly match source 1.)





TOWN REVENUES AND EXPENSES

The Town financially operates predominantly with two Funds, the General Fund and the Water Fund (also known as the Enterprise Fund). The General Fund supports the majority of services for the Town including police, fire, roads, parks, and administration. The Water Fund supports the Town's water supply, distribution system and back-office systems.

The General Fund is supported by revenue from taxes (property, use, sales, etc.), permits, and fees (business licenses, franchise fees, court fines, etc.).

The Water Fund is stand alone and self-sustaining. Revenue is from tap fees and water billings. These revenue sources support general administrative (water infrastructure, water treatment, staff, and debt service), operations (maintenance of the water system) and capital improvements.

Grants are sought at every level (federal, state, and local) to help supplement community projects, capital improvements and infrastructure needs. The Town continually considers opportunities to maintain and improve the levels of services without negatively impacting the budget and simultaneously enhancing the quality of life in Palmer Lake.

The Town's fiscal year is from 1 January through 31 December. At the beginning of the third quarter, the Town Staff calls for budget inputs from all departments for both Funds. The data is consolidated into a baseline draft budget which is then distributed to the Board of Trustees for review and comment. At that point, the Board and the department heads meet to clarify questions and set budget priorities for the following year. A draft is then presented to the public for comment. Any necessary modifications are incorporated into the draft budget, which is then submitted to the Board for final review and adoption during the second week of December.

Considering how Palmer Lake manages overall finances on an annual basis, the budget addresses what is needed for the administration and operation of each fund. At that time, all revenue sources are analyzed to ensure proper and adequate taxes, permits, fees, and billing rates are imposed and collected. In instances of oversights or errors, corrective actions are taken, as necessary as the need to realign rates and fees. Consideration is given to maintenance projects to be included within each annual budget to minimize delayed maintenance, which, if unaddressed, may evolve into unnecessary capital expenditures. However, other financial instruments may be sought in the case of infrastructure requiring capital improvements, including, but not limited to, grant and federal flow-down funding for infrastructure. As a final option, bonds may be considered.



CHAPTER 3: LAND AND SERVICING CONSIDERATIONS

OVERVIEW

This chapter outlines:

- How is land currently used in Palmer Lake?
- How is land currently zoned?
- How much land is currently used for parks, open space, recreation, and trails, and how much available space can be found within Town limits and just beyond Town limits?
- What land is suitable for development versus lands that are constrained due to steep slopes, unstable slopes, flood-prone, expansive soils, or severe wildfire risk?
- What infrastructure is available in different parts of the Town?
- How to capitalize on traffic counts along the Highway 105 corridor?
- How much new development is possible given current lot sizes and zoning?

An evaluation of the land uses that exist within the Town, the characteristics of this land, and what type of infrastructure is available is critical to the formulation of this Community Master Plan and serves to inform the Future Land Use Plan⁸.

The information in this Chapter provides the starting point to create the Future Land Use Plan and the basis for the formulation of workable land use regulations to protect existing uses. This will also serve to encourage additional desired economic expansion within the Town through the development of complementary land uses, which then inform changes to the Town's existing land use regulations.

⁸The Future Land Use Plan is designed to guide new growth, taking a balanced approach to land use that accommodates future growth while limiting impacts to existing neighborhoods and conserving open space areas that reflect the rural heritage of the community. The Future Land Use Plan takes into consideration key development influences such as market conditions, the existing roadway network, rail corridors, and environmental features. Land use designations guide the location, character, and use of future development. This Plan can be found in Chapter 5.



EXISTING LAND USE AND ZONING

EXISTING LAND USE MAP

The Palmer Lake Existing Land Use Map identifies current land uses within the Town. Land use categories include:

- A – Agricultural-Ranch
- MH - Mobile Home
- SF - Single-Family Housing
- MF - Multi-family including attached residential units such as attached townhomes and duplexes.
- B - Business
- Inst – Institutions, including religious facilities
- M - Industrial or manufacturing
- W - Warehouse
- P - Public property, including schools
- PR - Parks, Recreation, and Open Space
- V - Vacant Land

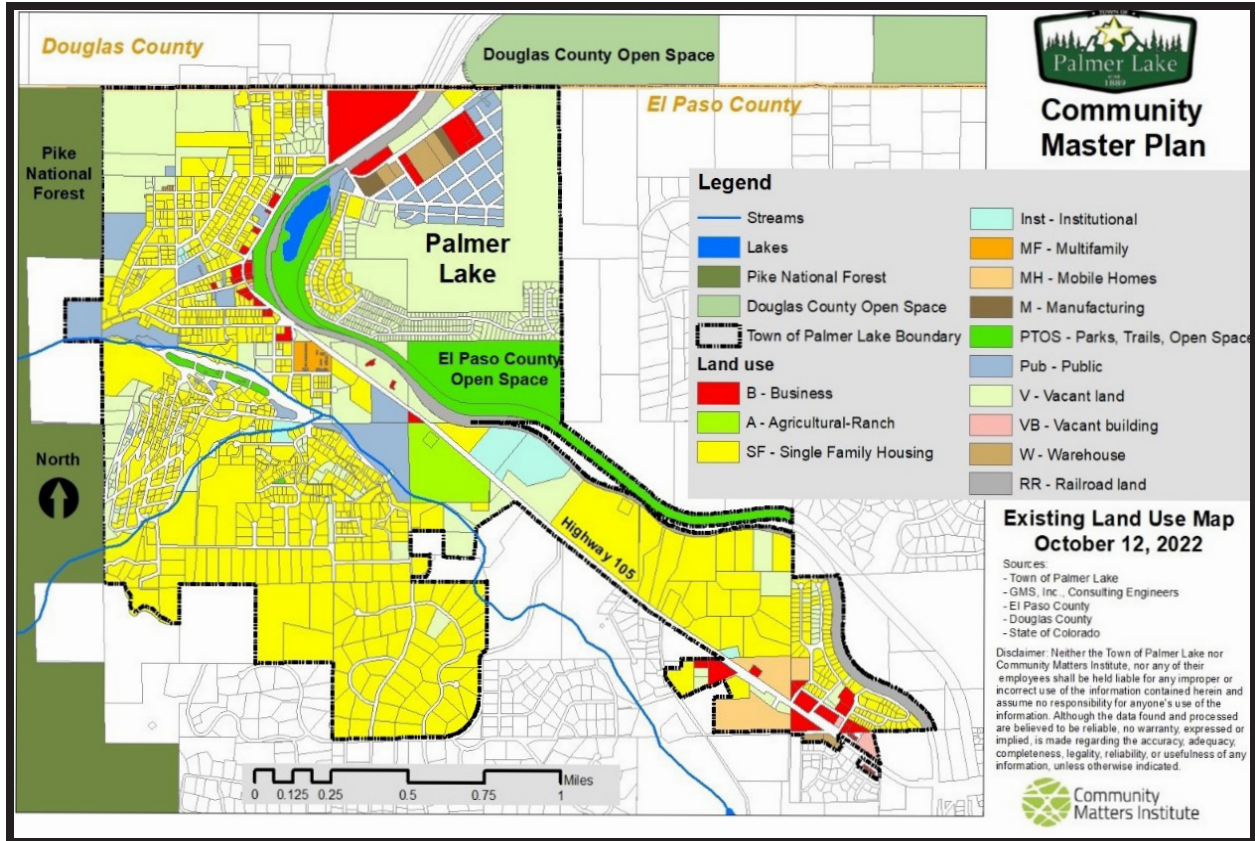
The existing land use map provides a graphic depiction of how land is currently used in the Town. It was developed using satellite imagery, El Paso County Assessor’s records, and an on-the-ground visual field check by the appointed Master Plan advisors.



GIS MAPPING

Land use mapping is important in determining the maximum capacity for the build-out of the community, potential impacts that might result from increases in density allowed under current zoning regulations, and potential land use compatibility issues.

Mapping existing land use conditions helps to establish a framework and understanding of how the community can manage change.



An essential part of this Plan's development is the creation of over 100 GIS layers of information. The map database was created in ArcView GIS.^{9,10}

⁹ <https://www.esri.com/en-us/landing-page/product/2019/arcgis-online/overview>

¹⁰ See Appendix F: GIS Data



Existing Land Uses and Density

The use and density of the Town vary from one section of Town to another. The character and feel of the Town are cohesive since the Town is primarily comprised of low-density single-family homes and an abundance of open space.

Under current zoning, the overall residential density could reach 1.4 dwelling units (DUs) per acre (total land area zoned residential divided by total number of households). It is expected that the Town will maintain its rural nature under current zoning, except for approval of any Planned Unit Development (PUD)¹¹.

Existing PUD-zoned properties in the Town are approximately 32% vacant land, 17% residential, and 28% mixed and other uses¹². The current Town Code requires that a PUD is “consistent with the goals and objectives and comprehensive plan of the Town of Palmer Lake,” “be innovative, achieve a compatible land use relationship with the surrounding areas, preserve the unique, natural, scenic, historical, and cultural features of a site, encourage energy efficiency and conservation of energy and natural resources, and provide for usable open space and recreational areas in new developments.” The Town Code also requires 30% open space dedication and a 50-foot setback from Highway 105.

PALMER LAKE RESIDENTIAL DENSITIES
Residential = 1 dwelling unit (DU) per 5 acres or more
Large lot= 1 DU per 1- 5 acres
Low density= 1 DU per ¼ acre
Medium density= 4-8 DUs per acre
High density= 9-14 DUs per acre

OVERVIEW OF CURRENT RESIDENTIAL DENSITY¹³

Residential Density. Examples of current residential density in already-developed areas are as follows:

- 4-8 units per acre in the Old Town core residential area (5,000 and 10,000 square foot lots).
- One dwelling unit per five acres in Pioneer Preserve.
- There is one development--the townhomes on the east end of the Town core--that has a density of 7.26 DUs per acre. This development includes common open space.¹⁴

¹¹ The density range is derived from the Existing Land Use Map and Zoning Map.

¹² Other uses include religious uses, a convalescent hospital, and a gymnasium.

¹³ Densities were calculated based on the CMI GIS database including the El Paso County parcel data, the neighborhood boundaries map, and the existing land use map.

¹⁴ Townhome development is 303,000 sq. ft. There are 54 townhomes or 7.26 DUs per acre based on the El Paso County parcel database.



Palmer Lake Community Master Plan

Density ranges in Palmer Lake are far lower than that of other Colorado municipalities and United States (US) land use definitions of density ranges¹⁵.

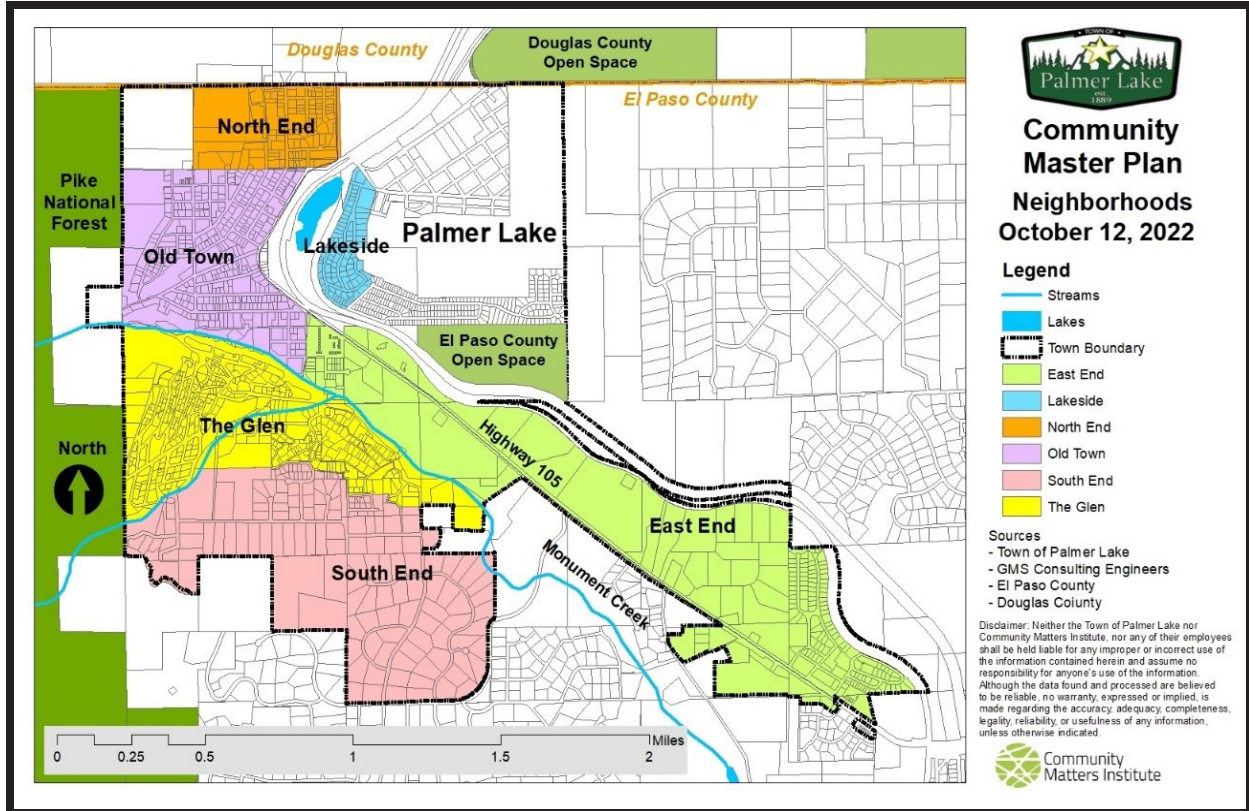
The above description of density is unique to Palmer Lake. This Master Plan defines high density, of which there are no areas in either the current Zoning Regulations for Palmer Lake or Future Land Use Plan, as no more than 9-14 dwelling units (DUs) per acre, whereas high density is typically defined as 16- 25 DUs per acre comprised of multi-story multi-family housing¹⁶.

The following map illustrates all defined neighborhoods and was developed by the Advisory Team for this Plan.



¹⁵ Community Matters Institute

¹⁶ To understand what density looks like please view the following link: <https://www.columbus.gov/WorkArea/DownloadAsset.aspx?id=79904> or <https://www.bozeman.net/home/showdocument?id=3242>



OVERVIEW OF NON-RESIDENTIAL AREAS (ALL C ZONES AND M-1)

Much of the land zoned for non-residential land uses, including the downtown core and east end commercial C-2 zone, is currently conditionally used as residential.

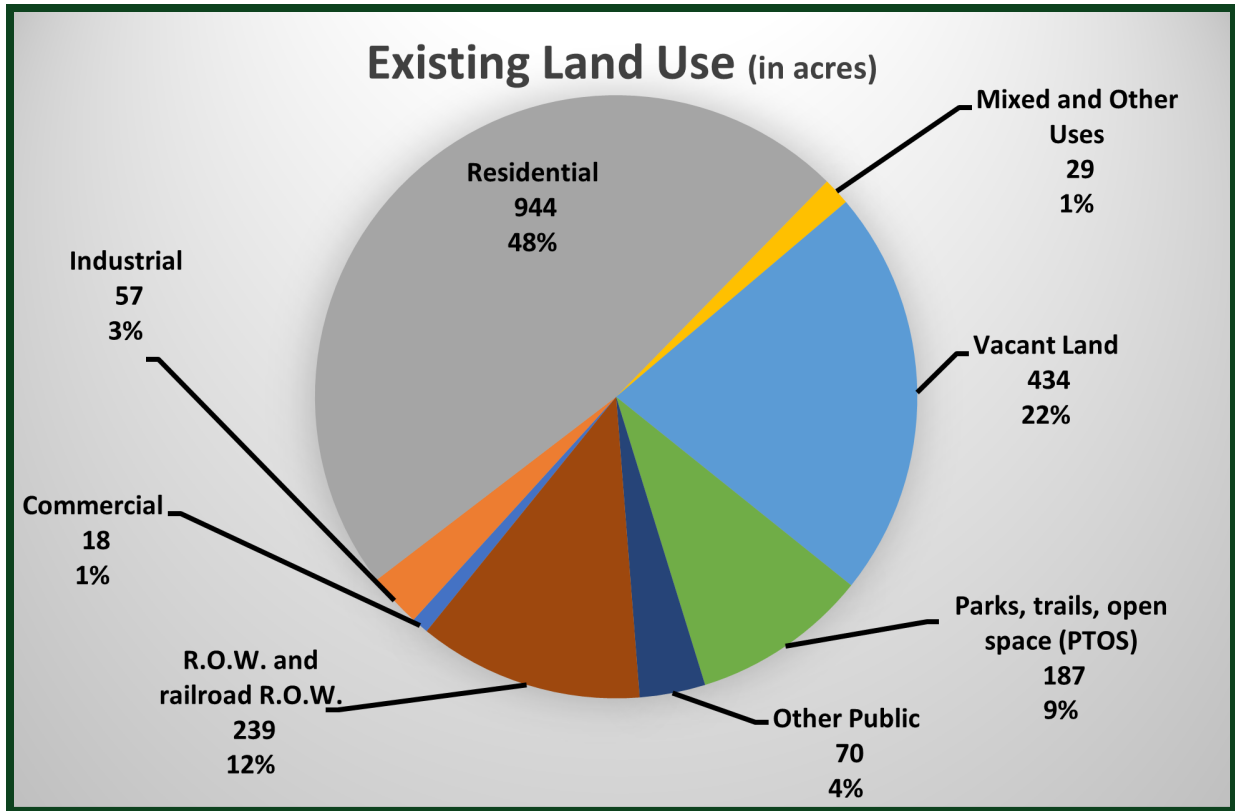
Main Street Downtown Core (zoned CC). The downtown core is 31.5 acres located adjacent to the west side of Highway 105, and adjacent to the Lake. Over 18 acres of the downtown core are currently conditionally used as residential.

East End Village Mixed-Use Center (zoned C2). The east-end mixed-use commercial node includes the area that is currently zoned C-2. It includes two mobile home parks and several industrial uses. The area within the Town is approximately 62.4 acres, of which 35.1 acres are currently residential land use with 7.5 acres of vacant land. Only 5.2 acres of this is presently used as commercial. 14.5 acres are used for industrial.

North End Business/ Industrial Center with Retail Node (zoned M-1 & C-1). The North End Business and Industrial Center includes a suggested 20-acre retail node encompassing about 87 acres. Thirty-nine (39) acres are currently in industrial use, including the 25-acre parcel adjacent to Spruce Mountain Road, 14.35 acres are vacant, and 2.6 acres are presently residential dwellings.

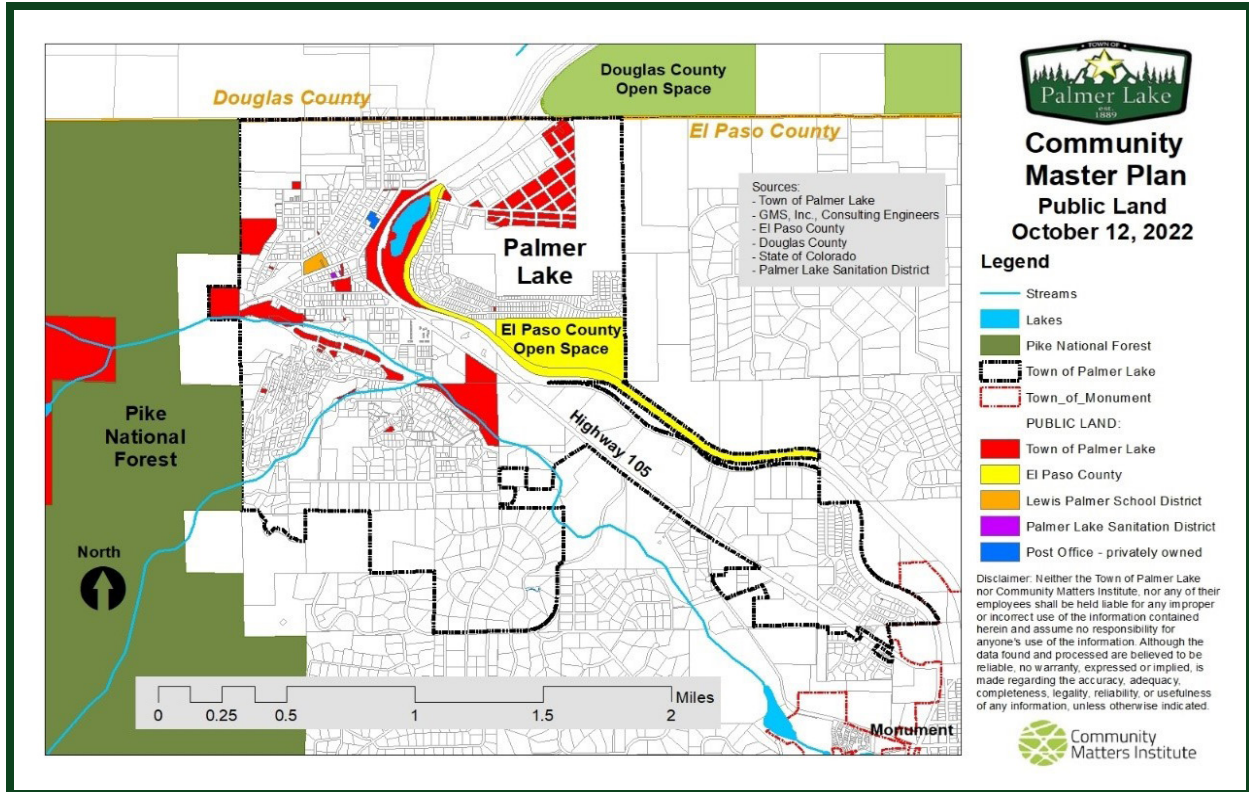
Vacant Land. Of the 1,978 acres of land within the Town of Palmer Lake, 434 acres are currently vacant ¹⁷.

¹⁷ Vacant land was calculated based on the El Paso County Assessor's parcel data.



Public Land. Within the Town limits, 496 acres are owned by public entities or considered right-of-way (ROW), including railroad ROW. These areas include:

- Town of Palmer Lake (Town Hall complex & Public Works Facilities, parks, and other Town-owned lands)
- El Paso County
- Palmer Lake Sanitation District
- Lewis-Palmer School District
- Pikes Peak Library District
- US Post Office (rented property)

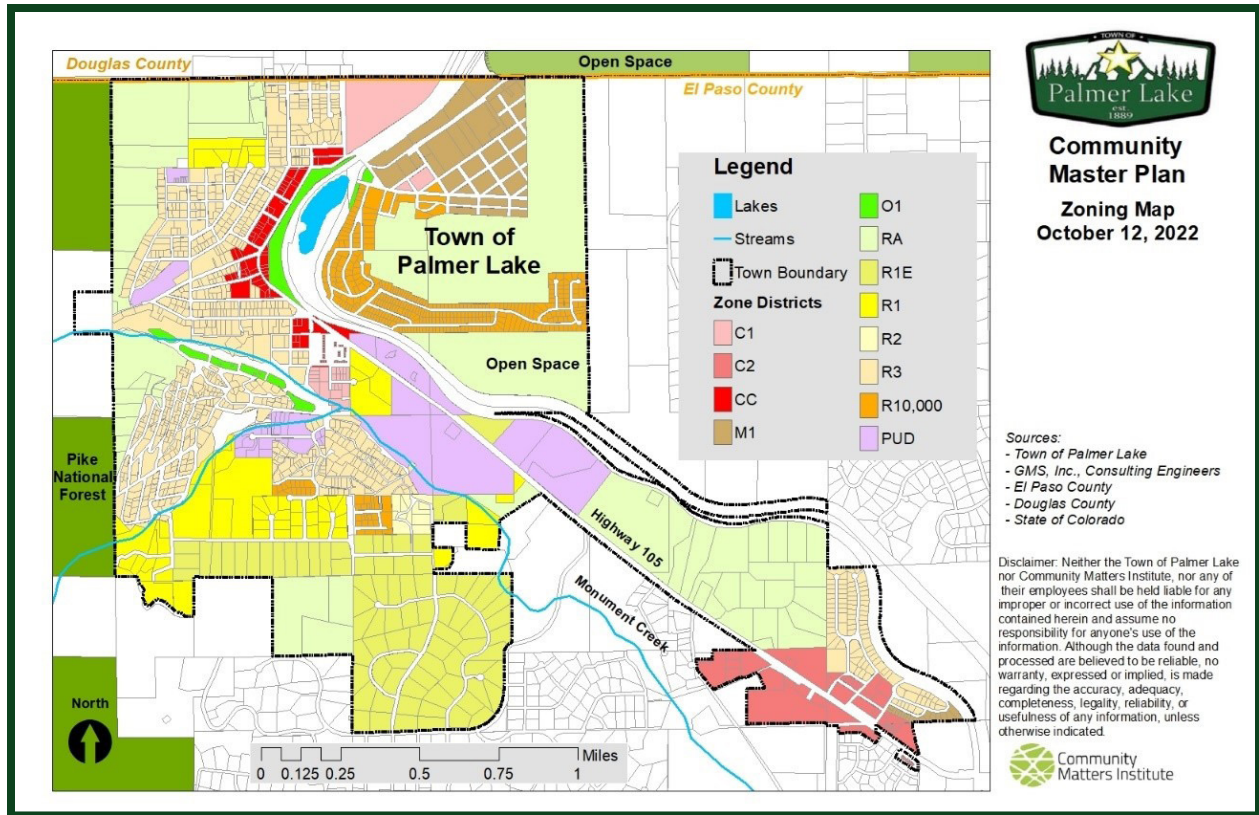


ZONING

The Palmer Lake Official Zoning Map establishes zone districts throughout the Town. These districts prescribe uses allowed within each established zone, either by right or with a conditional use permit. Each zone district defines standards that must be met for new land uses to be consistent with existing uses in surrounding areas.

In addition to regulating uses, zoning codes also address height, density, setbacks, open space, parking, signage, lighting levels, and landscape requirements. The zoning map identifies areas where compatible land uses can locate. State Statute further states zoning regulations in statutory municipalities must “be made in accordance with a comprehensive plan” in compliance with C.R.S. § 31-23-303(1)¹⁸.
Neighborhoods M

¹⁸ Colorado Land Planning and Development Law, Ninth Edition



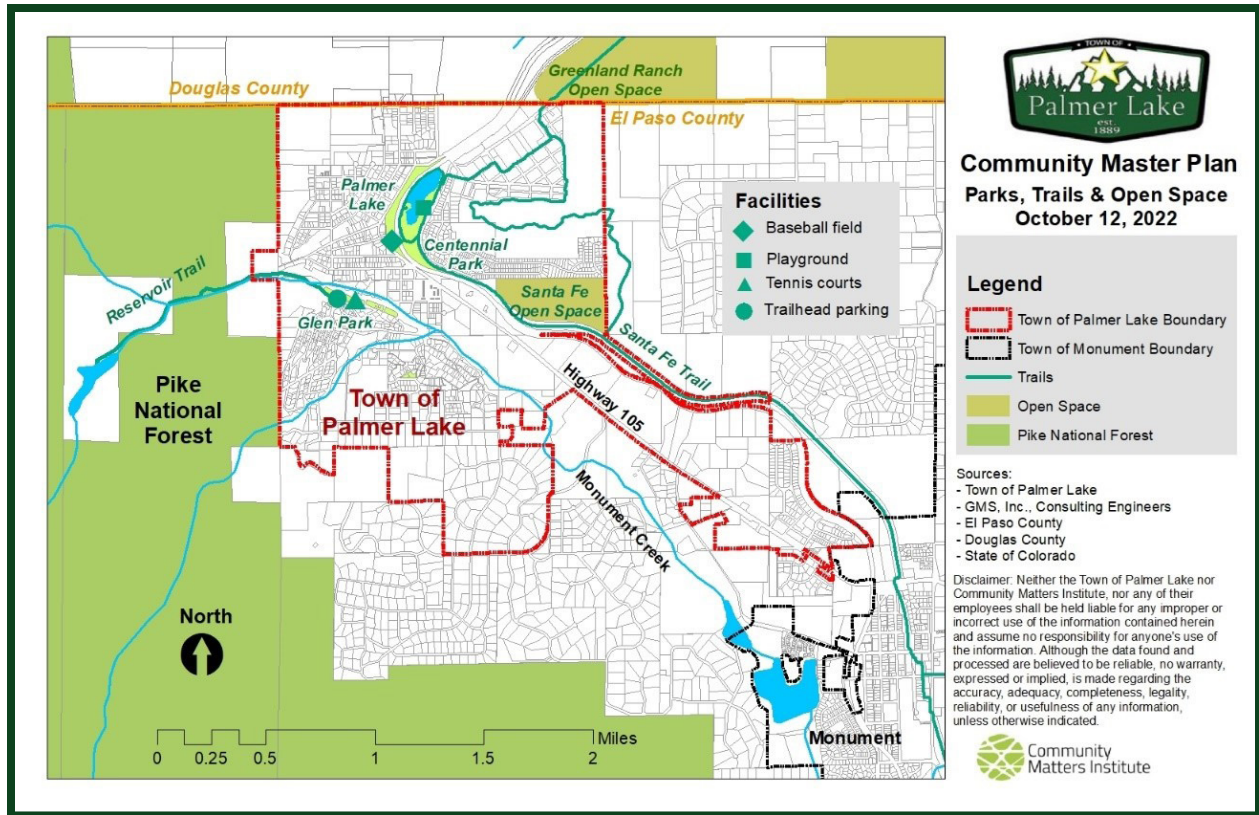
PARKS, OPEN SPACES, AND TRAILS

The Town has a total of 167 acres of parks, open spaces, and trails. This equates to approximately 63.4 acres¹⁹ of open space and developed parks per 1,000 residents compared to the Urban Land Institute standards of 10 acres per 1,000 residents. Parks and natural open spaces are located throughout the Town. In the core area of the Town, the Lake, Sante Fe Open Space²⁰, and Santa Fe Trail are maintained regularly and provide programmed activities.

In the rural areas of the Town, areas south of the downtown core that are accessed from Highway 105, primarily privately-owned open land, exist. Open space exists because of larger lot sizes, land ownership patterns, topography, and natural features. These open areas are not formally maintained and typically do not provide programmed recreational activities. Properties in these areas of Town are large enough to allow for agricultural and/or equestrian activities.

¹⁹ This figure includes all parks that is open to the public, regardless of which public entity owns the park. It also includes the Sante Fe Trail corridor in Palmer Lake and any trails that are within a public park. It does not include the Reservoir Trail since this is a service road, nor does it include informal trails throughout the community.

²⁰ The Sante Fe Open Space is owned by El Paso County. Maps that reference ownership show this open space by ownership not name.



Trails are the predominant non-motorized means of getting from one place to another in Palmer Lake. There are few sidewalks and an often-voiced need for dedicated bike lanes and paths.

Recreational trails are a vital component of the parks and recreation and transportation systems of the Town. Trailheads are located at Palmer Lake, Third Street in the Town of Monument, and Baptist Road. The 14-mile Santa Fe Trail follows the abandoned Atchison, Topeka, and Santa Fe Railroad right-of-way. The gravel surface regional trail generally follows a straight and level course for the first 6.5 miles beginning at Palmer Lake. Other trail access points are located at Highway 105 in Monument, Northgate Road, and Ice Lake at the Air Force Academy.

Another popular trail in Palmer Lake is the Palmer Lake Reservoir Trail which is an access road leading to two reservoirs. This trail traverses Glen Park. Glen Park is approximately a 24-acre park located along the North Monument Creek Greenbelt in the Glen Park neighborhood of Palmer Lake. The park is classified as a community rustic park and is comprised of five distinct, individual parcels/use areas linked together by the surrounding vacated roadways, all owned and managed by the Town of Palmer Lake and the Parks Commission. Each use area is unique and varies in the level of development and types of facilities it contains. Glen Park features both developed facilities and natural areas providing visitors with a variety of recreational and natural experiences in one easily accessible location. While Glen Park has well-used facilities, some of the most popular features at the park are the relatively undeveloped Creekside Trail along North Monument Creek, the playground area, the trail to the reservoirs, the Glen Park Woods Walk loop trail within Glen Park which is approximately a half mile long, the tennis courts, the picnic tables, and the natural areas, especially behind and west of the tennis courts.

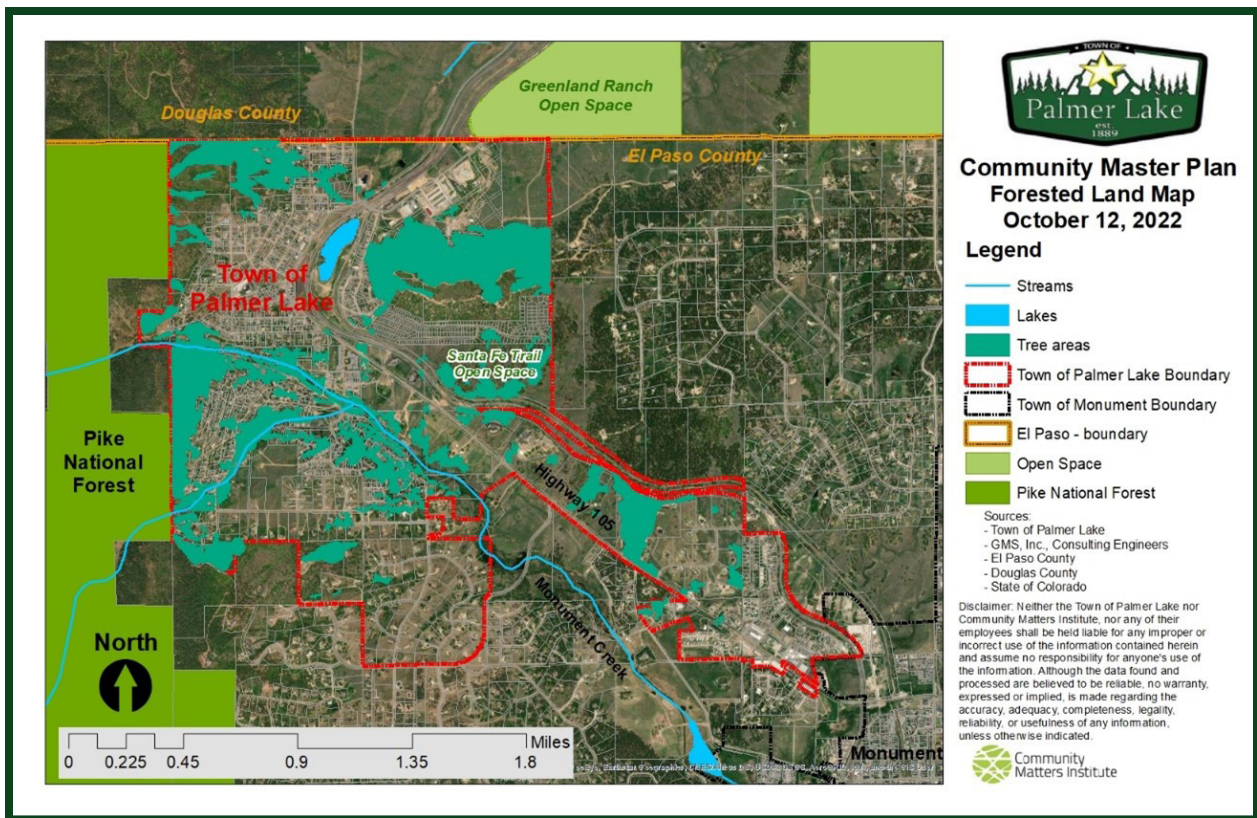


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In addition to providing recreational opportunities, the park provides valuable habitats for birds, fish, and wildlife. North Monument Creek borders Glen Park on the north side of Lovers Lane (north of the creek is private property). Creekside Trail runs west to east just within the Town boundary and on the south side of the creek); west to the Pike National Forest along Walnut Avenue and extends farther west of Walnut Avenue to encompass the Reservoir Trailhead area. The park also offers convenient connections to the Creekside Trail and the Reservoir Trail systems²¹.

FORESTED LAND

The Town has substantial forested areas within the Town boundary. These forested lands promote habitats for wildlife, microclimates, and aesthetic benefits for those who live and/or work in the Town. The forested lands also enhance the image and property values of the community. These areas are illustrated on the following map.



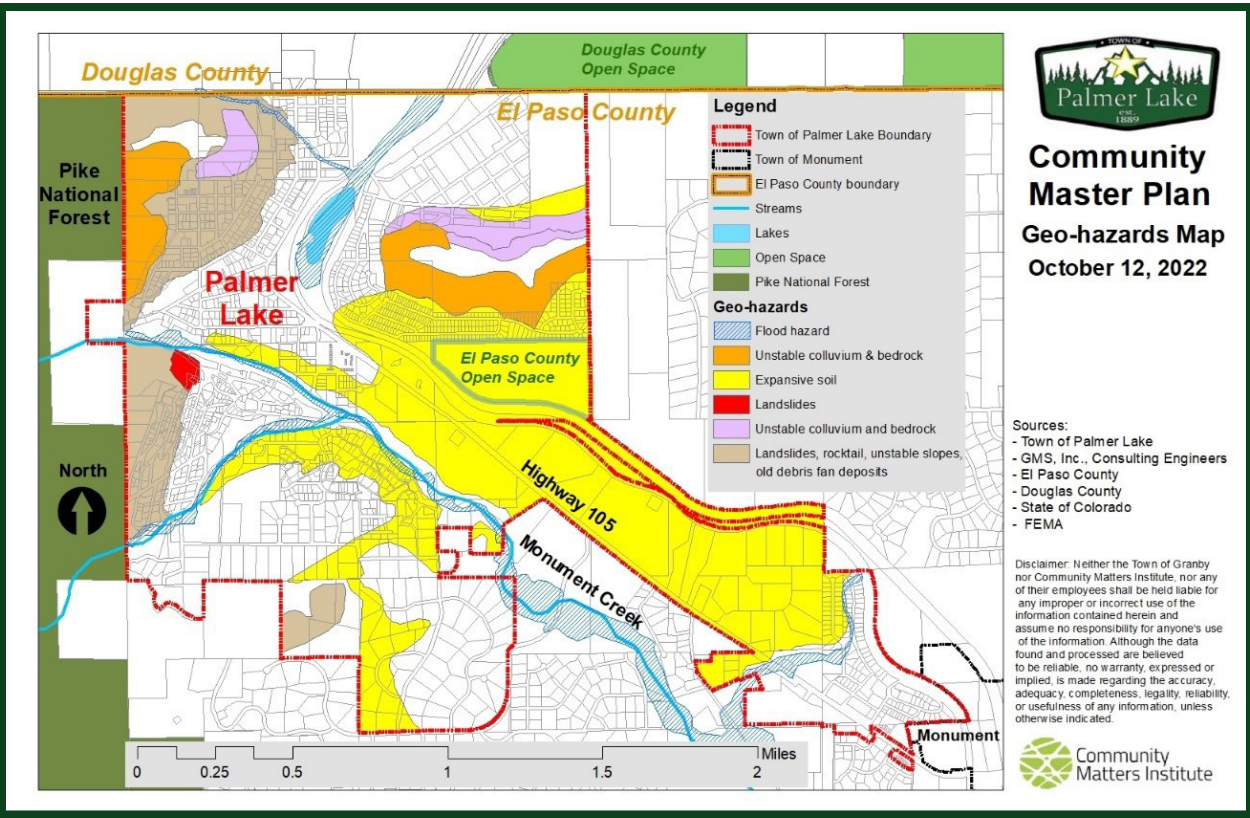
²¹ The above information is verbatim from the adopted 2019 Glen Park Master Plan.



DEVELOPMENT SUITABILITY AND CONSTRAINTS

Palmer Lake has an attractive natural setting that includes significant water features, designated open space, and the Pikes National Forest. Water features include the Town lake next to the downtown core, reservoirs to the west in Pike National Forest, as well as Monument Creek and North Monument Creek. In addition to the forest to the west and south, much of the Town is tree-covered. There are dramatic views because of the varied topography that includes the foothills of the Front Range, Ben Lomond Mountain, and Palmer Ridge, plateaus to the south and east, and rolling terrain along County Line Road.

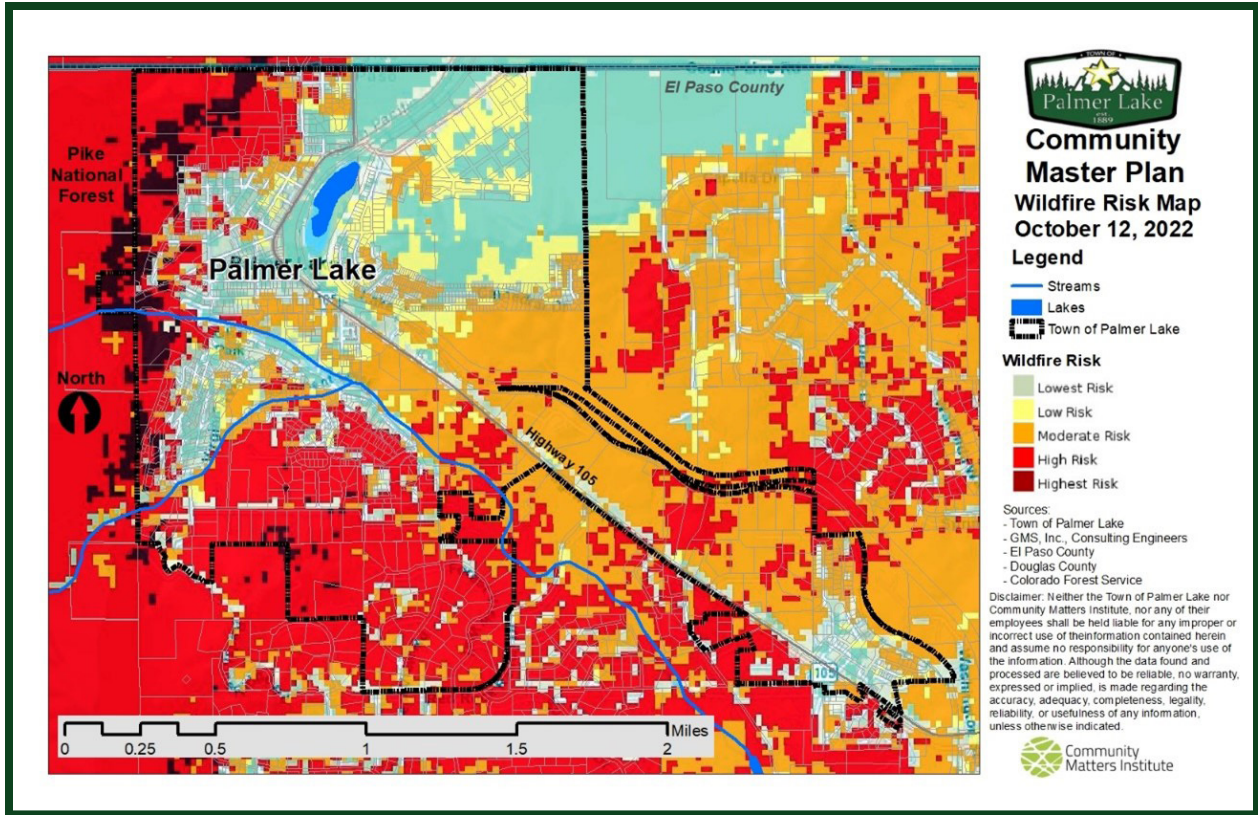
Various development constraints are shown on the following maps. The geohazards map includes expansive soils, floodplains, landslides, rockfall, steep and unstable slopes, and old debris fan deposits. The second hazards map shows severe wildfire hazards²².



²²From Colorado Forest Service 20220 <https://climate.colorado.gov/colorado-wildfire-risk-public-viewer>.



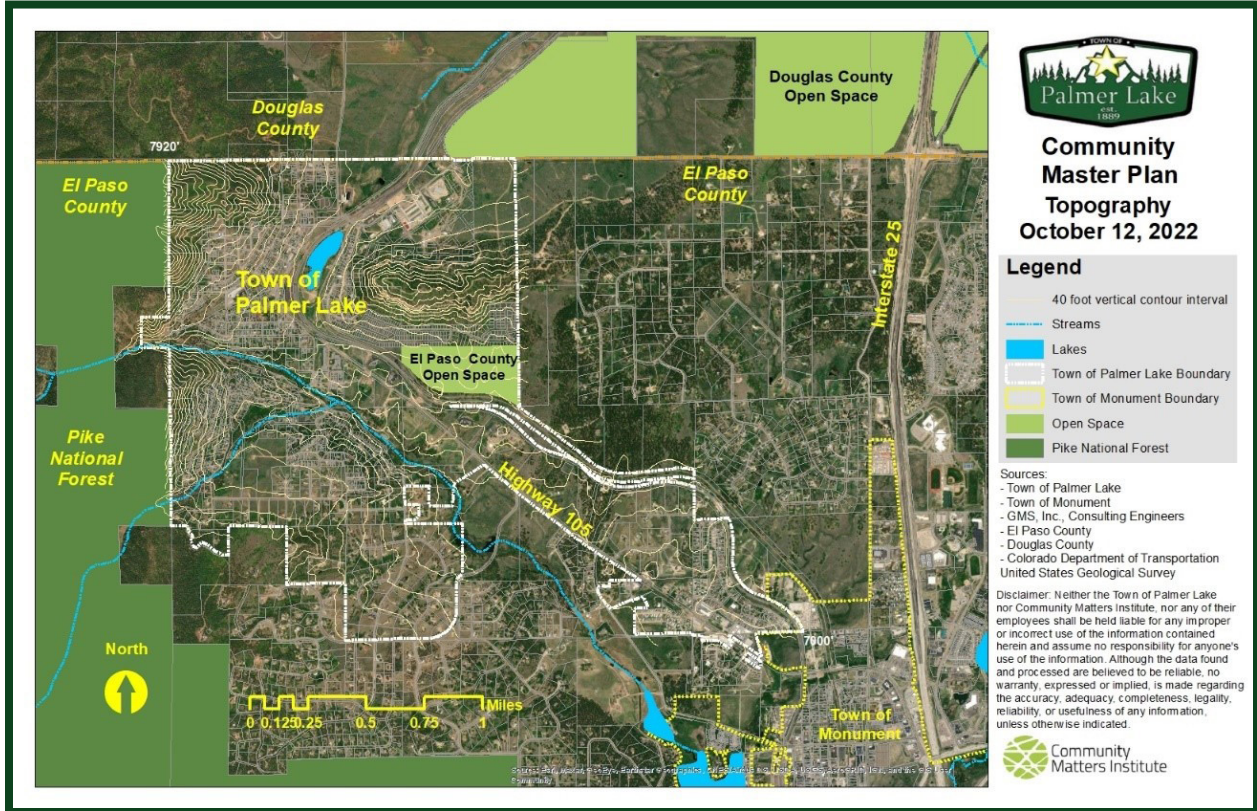
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The topography map shows the varied terrain. The Town has an adopted Hillside Ordinance that limits development on steeper slopes—the steeper the ground, the more significant the percentage of land that must remain in a natural state.

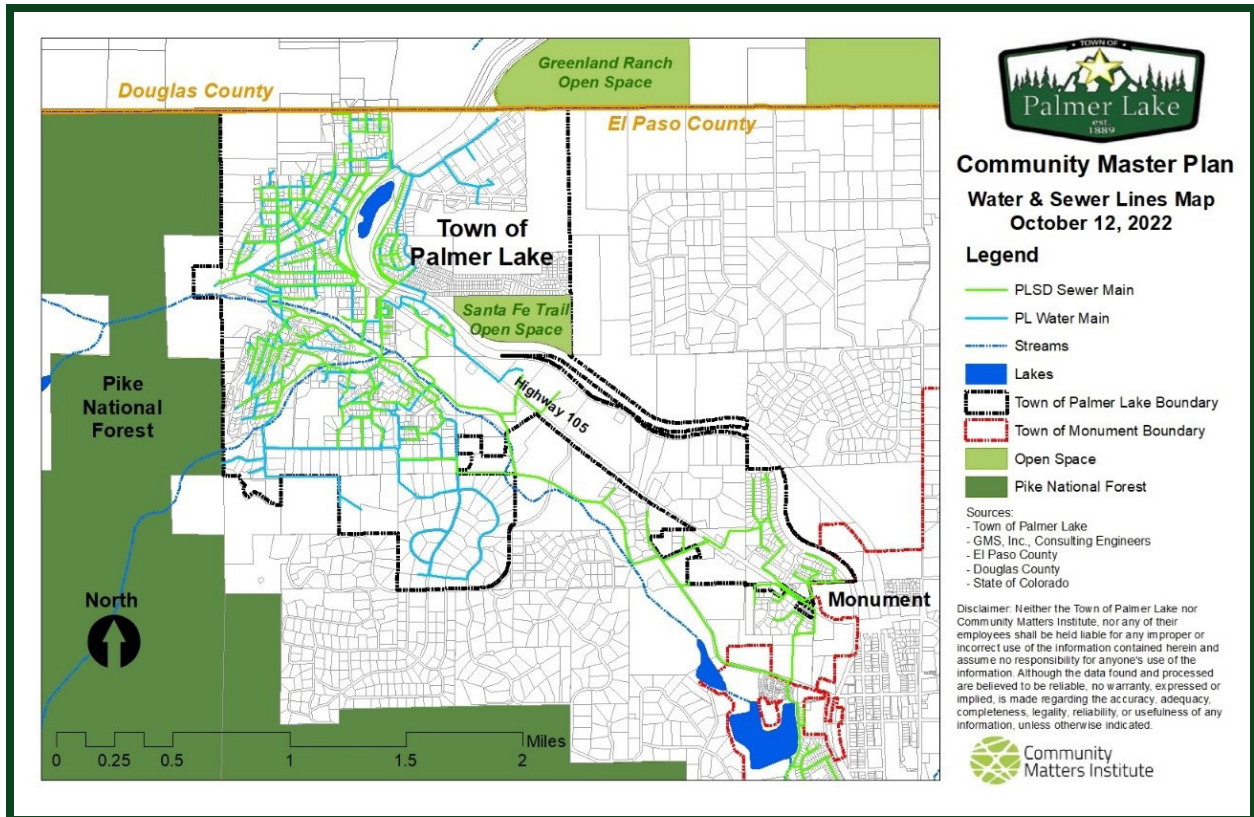


INFRASTRUCTURE

WATER

The Town of Palmer Lake has both surface water and groundwater rights. The Town has relatively senior surface water rights for both water diversion and water storage. The Town also has decreed water rights to the four Denver Basin aquifers underlying the corporate limits of the Town. Palmer Lake has experienced a dramatic increase in water demands over the last few decades. Much of this is associated with the burgeoning growth of Colorado's Front Range communities, particularly both Douglas and El Paso counties, which draw from many of the same aquifers used by Palmer Lake. Water is primarily provided through a centralized system although there are some areas of Town where individual wells are permitted if the building is not within 400 feet of a water line. State statute requires that any structure within 400 feet of a water line must connect to the centralized water system.

The Town's 2022 adopted fee schedule, found on the Town's website, notes that the current fees for a water tap and required meter are \$21,218 and \$650, respectively. Water billing is based on meter size and water usage rate.



SURFACE WATER RIGHTS²³

Surface water rights can include multiple types of structures including ditches, springs, pipelines, reservoirs, and pumping systems. These types of structures represent the various components of surface water rights for diversions, transport, and storage.

Surface water rights available to the Town's water system consist of the following:

- Anchor Ditch No. 1 for 0.89 cubic feet per second (cfs), being decreed for domestic use. This ditch right is augmented under Water Court Case 87CW069 using non-tributary groundwater sources.
- Anchor Ditch No. 1 for 0.89 cfs decreed for railroad and industrial use. The Town leases this water right for filling Palmer Lake and is not available for use in the Town's domestic water system.
- Monument Ditch for 2.74 cfs right for irrigation use. This right is also not available for the Town's domestic water system.
- Palmer Lake Water System right for 2.19 cfs. This pipeline structure right is decreed for municipal use and is augmented by Water Court Case 87CW069 using non-tributary groundwater.

²³The water rights, ground water and residential well information is verbatim from the GMS Water Resources Evaluation. No change has been made to this report.



- Palmer Lake Exchange Right is decreed for all beneficial usage. All out-of-priority diversions are augmented under Water Court Decree 87CW069. Augmentation is limited to using non-tributary Denver aquifer wells up to 3.08 cfs and 426 AF per year and using non-tributary Arapahoe aquifer, and Laramie-Fox Hills aquifer wells up to 3.08 cfs and 426 AF per year²⁴.

GROUND WATER

Currently, the Town has a total groundwater right of 3,529.3 AF per year. A tabulation of the Town’s water rights from the Division of Water Resources (DWR) is available on the Town’s website²⁶.

RESIDENTIAL WELLS²⁷

The Town has allowed individual property owners within the Town limits to install individual water wells into the Denver Basin aquifers, utilizing the Town’s groundwater rights in certain areas of the Town where there is currently limited water infrastructure. These individual private wells within the Town reduce the Town’s overall groundwater rights.

To protect the Town’s groundwater rights, the Town has implemented the following guidelines.

RESIDENTIAL WATER WELL GUIDELINES²⁸

- All requests for residential wells shall be limited to the Dawson aquifer.
- The Denver, Arapahoe, and Laramie-Fox Hills aquifers will be reserved for use by the Town unless other arrangements are made with the Town.
- Anyone considering using a private well shall obtain a Town application form that will accompany the well’s permit application to the Division of Water Resources.
- The application form must be submitted with building plans similar to those required when purchasing a tap for the distribution system.
- The application for a well permit is like that of a water service tap application to the distribution system. The fee was set at \$20,000 in 2021. In the case of a well permit, \$15,000 may be waived to cover the cost to drill and equip a Dawson aquifer well, thus, requiring payment of a tap into the Town’s water supply in the amount of \$5,000. This rate is subject to change over time, just like tap fees.
- Each private residential well permit granted, based upon its location within the Town limits, is authorized based on the Division of Water Resources data and measured by the annual acre-feet of water used.

²⁴www.townofpalmerlake.com/sites/default/files/fileattachments/board_of_trustees/meeting/packets/5745/water_resources_evaluation_04052021.pdf

²⁵www.townofpalmerlake.com/sites/default/files/fileattachments/board_of_trustees/meeting/packets/5745/water_resources_evaluation_04052021.pdf

²⁶ See 2021 GMS study water_resources_evaluation_04052021.pdf

²⁷ GMS, 2021, Residential Well Guidelines, Water Evaluation Report

²⁸ ibid



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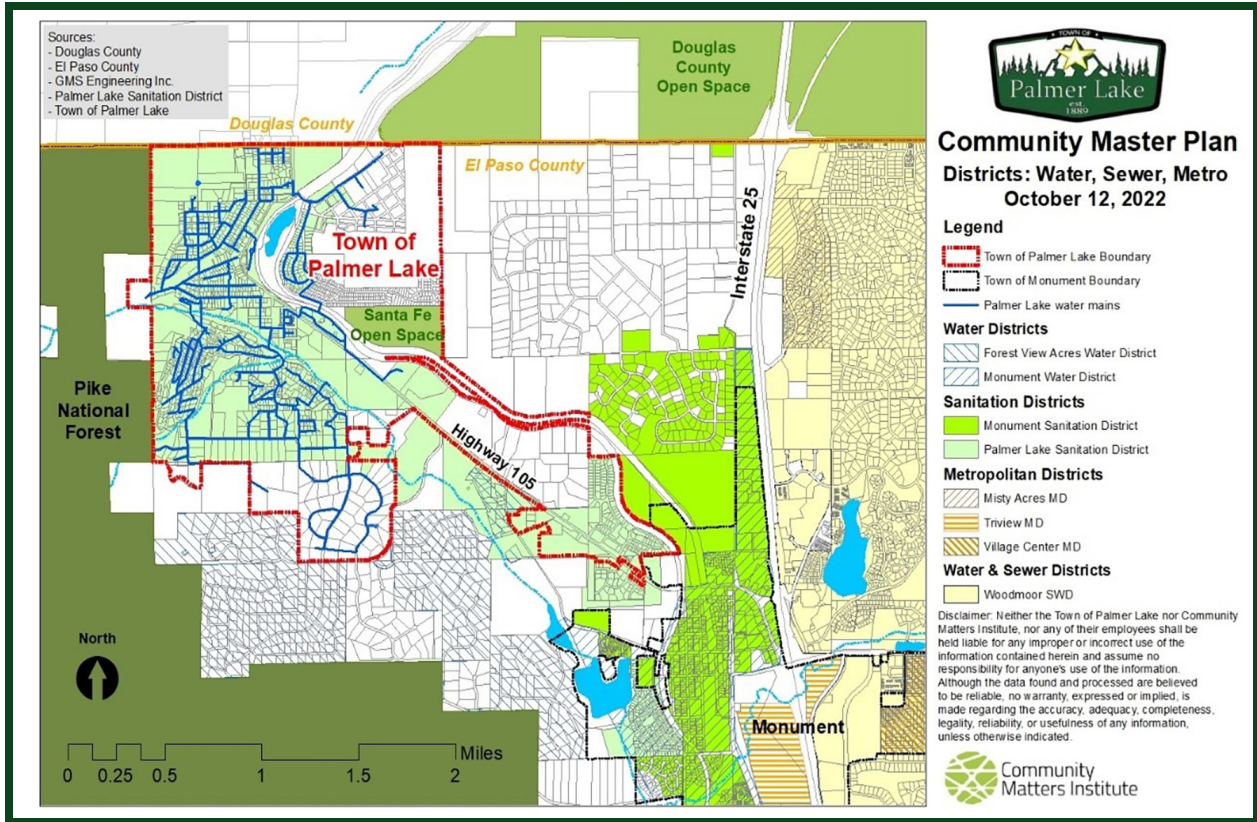
7. The Town utilizes the 100-year depletion rule instead of the 300-year depletion rule implemented by El Paso County and some of the area water providers. This is less restrictive and consistent with previous Town approvals.
8. Each single-family residential unit shall be allocated 1/3 acre-foot of water per year (108,617 gallons or approximately 9,050 gallons per month). This is consistent with the Division of Water Resources standard for a residential well permit.
9. Based upon the data provided by the Division of Water Resources, the annual appropriation per acre, the thickness of the aquifer, and the porosity of the material in the aquifer, the minimum lot size can be determined for the 1/3-acre-foot allocation.
10. The annual water use limit could be prorated accordingly in those areas where the lot size is smaller than the calculated minimum lot size. For example, the Suncrest Road area allows for a minimum lot size of 0.34 acres. If the existing lot size is 0.25 acres, the allowed water usage would be reduced to 0.245 acre-feet per year or approximately 79,865 gallons per year. If the lot size is larger than 0.34 acres, the yearly allocation would remain at the 1/3 acre-foot per year unless the parcel was significantly larger than the minimum lot size required, and other arrangements are made and approved by the Town.
11. All wells would be limited to a pumping limit of 15 gallons per minute.
12. All new wells are required to have meters installed. In addition, all existing wells within Town limits are required to have meters. Meters will be read on an annual basis and submitted to the Town. If water usage exceeds the allocated amount for that property, the Town will establish a rate per 1,000 gallons to be assessed for the water over the allotted amount. No additional charges will be assessed if the usage equals or is less than the allocated amount.

SEWER

Sewer, often referred to as wastewater service, is provided by the Palmer Lake Sanitation District (PLSD), a quasi-municipal corporation, and is governed under provisions of the Colorado Special District Act. PLSD was established on October 29th, 1971. PLSD's service area is shown on the following map of Water, Sewer, and Metro Districts in northern El Paso County. PLSD has no mill levy. Rates and fees can be found on the PLSD website. (<http://www.plsd.org/>).



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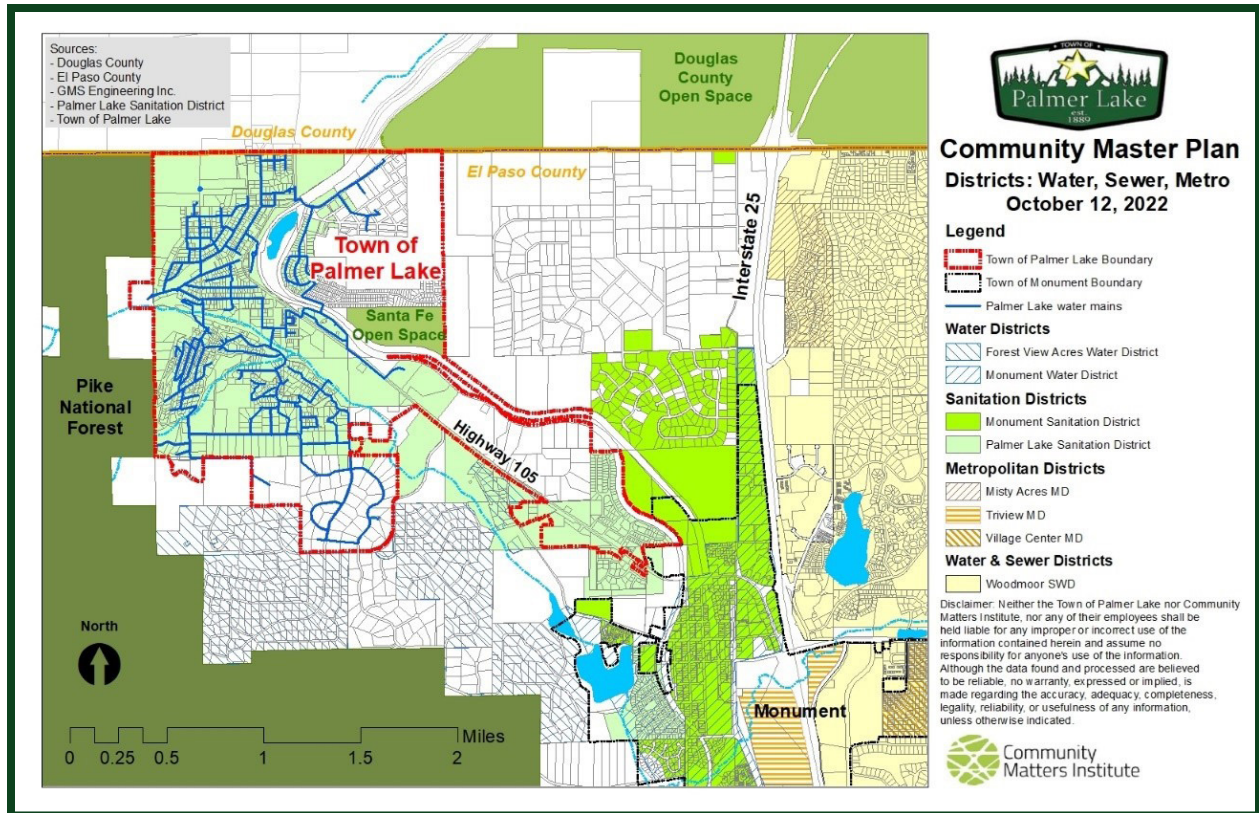
STREETS

The Town's Street system is illustrated on the following map. The Street map shows the general road classification of each road within the Town and the surface condition (asphalt, unimproved, graded and drained, soil, gravel, or stone)²⁹. Note that a stated objective in this Plan is "Develop Road standards that address drainage and impervious surface. Not all areas of Town should have paved roads due to the difficulty in maintaining roads where drainage or slope is a consideration."

²⁹The Town's Street system is illustrated on the following map. The Street map shows the general road classification of each road within the Town and the surface condition (asphalt, unimproved, graded and drained, soil, gravel, or stone). Note that a stated objective in this Plan is "Develop Road standards that address drainage and impervious surface. Not all areas of Town should have paved roads due to the difficulty in maintaining roads where drainage or slope is a consideration."



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STORMWATER

Like many other cities and towns throughout Colorado, Palmer Lake is regulated by the Colorado Department of Health and the Environment. The Water Quality Control Division regulates stormwater discharges from cities and towns through a Municipal Separate Storm Sewer System (MS4) Permit. In 2021, the Town of Palmer Lake implemented its new MS4 program. The new MS4 program includes the following:

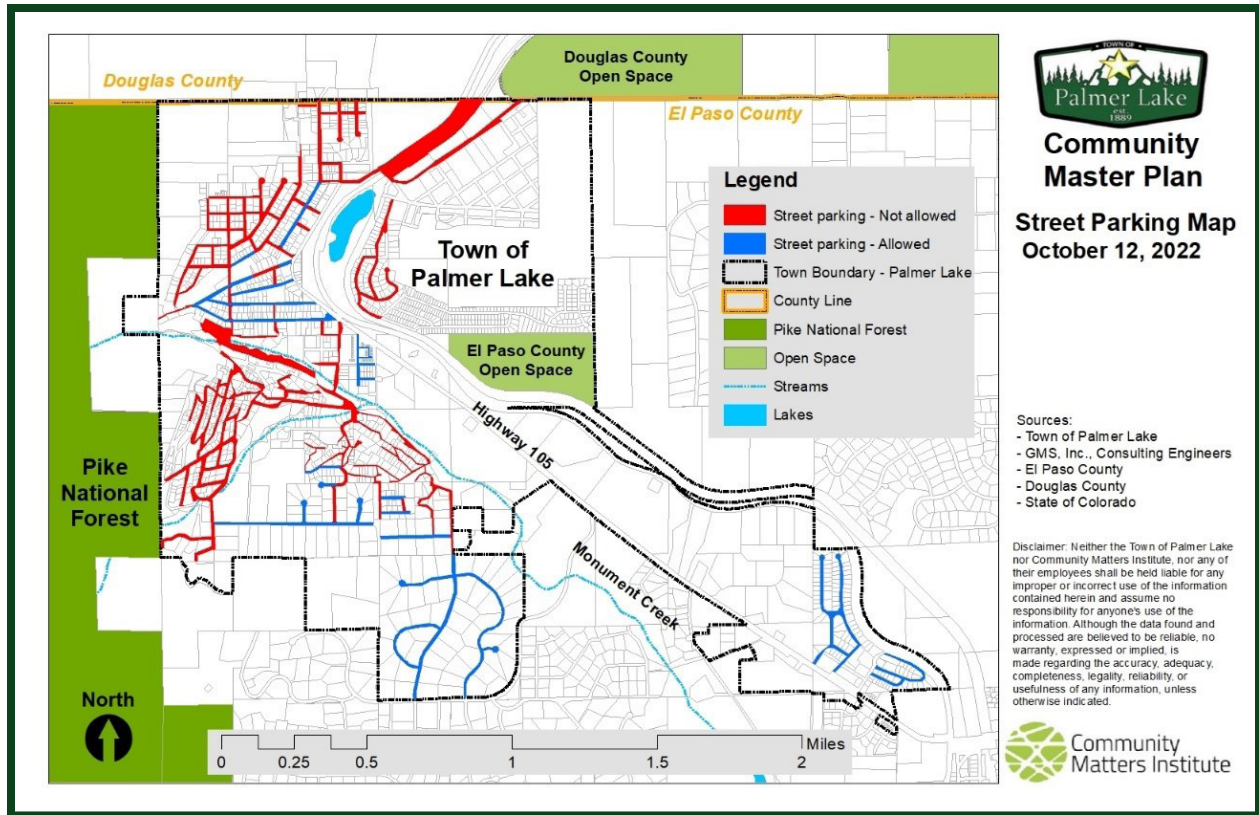
- A Stormwater Education and Outreach Strategy
- New Illicit Discharge Ordinance and Response Procedures
- Construction Oversight Requirements and Criteria
- New Design Criteria and Agreements for Permanent Stormwater Management
- New Standard Operation Procedures and Runoff Control Plan for the Town's maintenance yard

A full description of the MS4 program can be found on the Town's website³⁰.

³⁰https://www.townofpalmerlake.com/sites/default/files/fileattachments/public_works/page/6245/tpl_ms4_program_description_document_version1_1.17.21_1.pdf



PARKING



Availability of parking, particularly in the downtown corridor, became an issue during the Coronavirus 2019 pandemic (COVID-19).

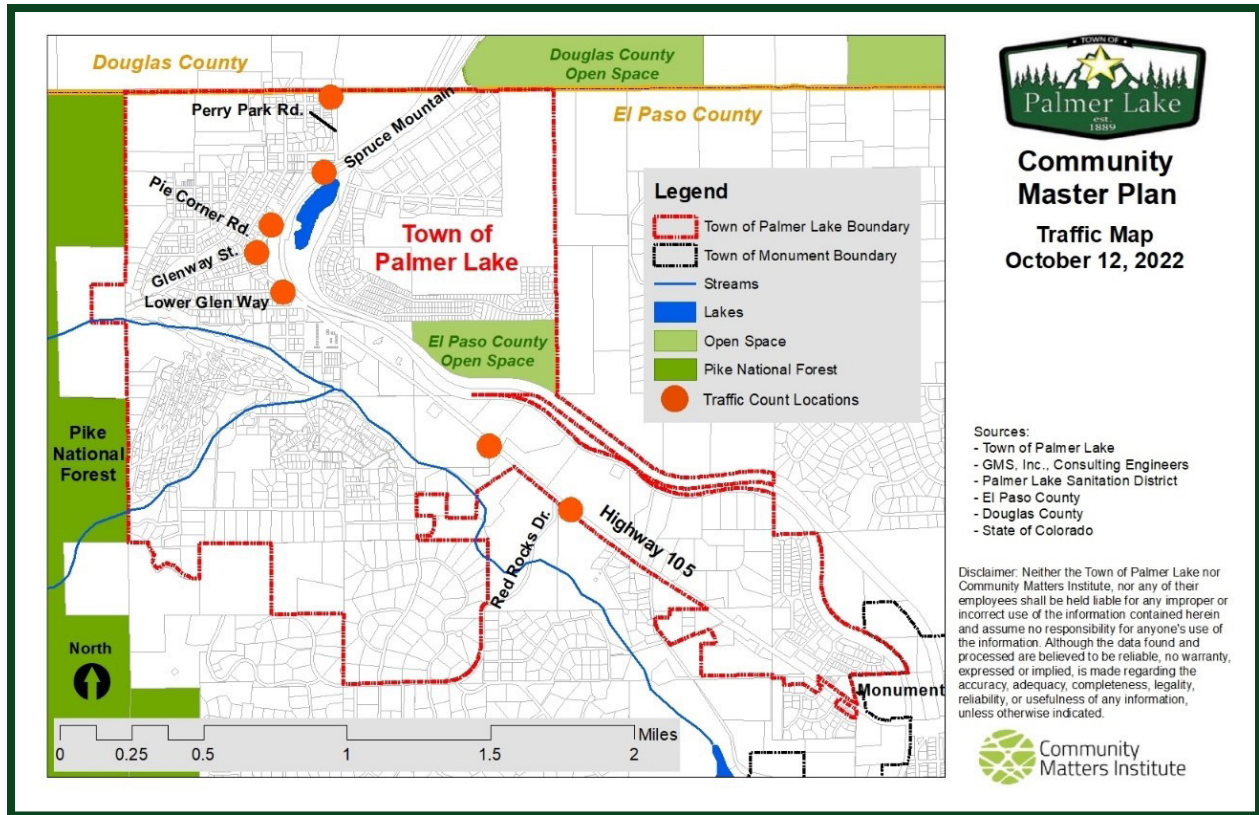
The Town, as a response, implemented an On-street Parking Program as shown on the Street Parking Map created by GMS, the Town's Engineer. GMS should work with Town Staff to update this map to show all streets in Town to ensure adequate access for fire, police, and snow plowing. In addition, in 2021, the Town implemented a parking fee to use the trailhead parking area.

THE HIGHWAY 105 CORRIDOR

The Highway 105 corridor is along a state highway, an original 1920s highway. The Colorado Department of Transportation (CDOT) is responsible for highway maintenance, including snow plowing. CDOT also is the state agency that grants access to the highway. Any change in land use projected to increase traffic counts by more than 20% is required to obtain an access permit from the Access Control Manager for CDOT Region 2. CDOT has three levels of access permits based on the size of the anticipated development. Level 1 permits are for single-family residential/agricultural permits, Level 2 permits are for commercial property permits and those with more than 20 vehicular trips per day without roadway improvements, and Level 3 permits are for commercial property permits and larger-scale development, which often require roadway improvements. For more significant developments, CDOT requires a professional traffic engineering firm to provide a Traffic Impact Study that identifies daily and peak hour traffic volumes, the type of vehicle use, and possibly intersection performance.



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The width of Highway 105 right-of-way (ROW) through Palmer Lake varies from about 35 feet in and around Glenway Street to a width of 80 feet near Red Rocks Ranch Drive. The following information is from measuring the parcel layer of El Paso County GIS data:

- From the west edge of the park around Palmer Lake (50 feet at that point).
- Then going northwest to Glenway Street (45 feet at that point); and.
- The narrowest section is at Middle Glenway Street (35 feet).

The current traffic volumes (2021 data) and projected 2042 traffic volumes for locations along this vital corridor in Palmer Lake are summarized in the following table. This data shows that the volumes are highest close to Palmer Lake’s southern border and lowest at the community’s north end. Annual average daily traffic volumes (AADT) are relatively low and do not support franchise businesses. For example, Starbucks requires 25,000 AADT when locating a new store. Small convenience stores typically require between 5,000 and 15,000 AADT.



PALMER LAKE HIGHWAY 105 ANNUAL AVERAGE DAILY TRAFFIC (AADT) 2001 AND 2042				
CDOT Segment Description	UPDATE YEAR	AADT 2021	AADT 2042	AADT TRUCKS 2021/2042
105A SE of Red Rocks Drive	2021	8200	10094	60/74
105A NW of Red Rocks Drive	2021	6700	8318	70/87
105A Lower Glenway Street	2021	5100	6332	40/50
105A Glenway Street	2021	5400	6704	40/50
105A Pie Corner Road	2021	4400	5601	30/38
105A Spruce Mountain Road	2021	3700	4904	60/80
105A Perry Part Rd north of Spruce Mountain	2021	2200	2870	30/39

*Source: CDOT Traffic Data Explorer (<https://dtdapps.coloradodot.info> › otis › TrafficData).

These numbers were recently updated in July 2022. For 2020 traffic counts, CDOT relied on County data from 2018 to calculate the traffic for some segments. The 2020 traffic counts showed a significantly higher volume of truck traffic. It is assumed this was due to major lane improvements along I-25.

BUILD-OUT POTENTIAL

This section outlines how much development could occur given the current zoning classifications, household size, and existing lots without further subdivision.

CMI developed build-out estimates for residentially zoned properties, commercial, industrial, and approved PUDs. These estimates were also provided and reviewed by GMS, the Town Engineer, to ensure consistency with GMS build-out estimates for infrastructure improvements.

Residential and non-residential build-out estimates assist in planning for adequate infrastructure and inform the Future Land Use Plan and needed amendments to the Town’s land use regulations. The build-out estimate includes the following.

- Residential land, non-residential land, non-residential building footprints, and existing non-residential building total gross square feet on existing lots based on the Existing Land Use Map and County Assessor’s data.
- Vacant residential and non-residential land already zoned as currently platted. Further subdivision of vacant property may increase the potential number of dwelling units on a property. The estimate did not assume rezoning or further subdivision.



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- The amount of building area could be added on the vacant non-residential land using the following ratios of building space to land area: 0.25 for commercial and 0.5 for industrial³¹.
- The number of new dwelling units could be added to the vacant residential land based on the existing zoning and recorded subdivision plats.
- Additional population is based on the number of new dwelling units and the 2020 American Community Survey estimates of 2.5 persons per household in Palmer Lake³².
- The online parcel information is from the El Paso County Assessor's Office online database.
- The Palmer Lake Official Zoning Map.
- In a few cases, information on individual properties was checked using online aerial photos, which are actually satellite photos, and the online website Instant Google Street View.

BUILD-OUT ESTIMATION METHODOLOGY

- The build-out estimate does not include the further subdivision of land parcels.
- The non-residential information was grouped into the following categories of how the property is being used:
 - Commercial
 - Industrial
 - Residential
 - Other (public, institutional, parks, and open space)
 - Vacant
- The parcel size and zoning for each vacant parcel were classified as residential or non-residential and verified with Assessor's database. If the Assessor's database showed a building on a property that had previously been shown as vacant on the Existing Land Use Map, the property was put into the same categories noted above.
- The parcel size, building footprint, and building gross floor area for each non-residential parcel in the current C1, C2, CC, M1, and PUD zone districts were taken from the online Assessor parcel data.
- The land area of each block³³ zoned residential was taken from the Palmer Lake zoning map.
- The amount of existing residential land was based on the residential block area adjusted for vacant land or other uses found within each block.
- Potential development on vacant land zoned PUD was based on how the Assessor categorized the land – commercial or residential. If the property is assessed as residential, the potential density was calculated at four dwelling units per gross acre of land area.

³¹ These ratios are simple calculations of building area available after considering parking requirements on a site.

³² American Community Survey (ACS) 2020-5 year estimates.

³³ A "block," in geographical terms, refers to the area of land between streets as documented on the Town's Official Zoning Map.



SUMMARY TABLE OF ESTIMATED BUILD-OUT

The estimate of the population with the build-out of current properties of 3,664 is consistent with the statistical estimates made in Chapter 2 of 3,490 as a lower bound and 5,349 as an upper bound. It is close to the lower bound. The upper bound could only be reached with additional subdivision or annexation.

PALMER LAKE POTENTIAL DEVELOPMENT AND POPULATION PROJECTIONS*							
	2022 Estimate (acres)	Potential Increase	Total Build-out		2020 Estimate	Potential Increase	Total Build-out
Units	ACRES			Residential Other	Number Sq. Ft.		
Residential	944	370	1314	Dwellings	1241	418	1659
				Population	2636	1028	3664
Commercial	18	36	54	Sq. Ft.	115571	387884	503415
Industrial*	57	14	71	Sq. Ft.	238,000	312,565	550,565

*Based on Current Zoning and Existing Parcels and Plats
Source: Community Matters Institute, 2022

ESTIMATED RESIDENTIAL BUILD-OUT BY ZONE DISTRICT

The current distribution of land uses in acres of all residential zone districts is as follows:

RESIDENTIAL ZONES:								
Zone District	Total Acres	Commercial Acres	Industrial Acres	Residential Acres	Mixed/Other	Vacant Acres	PTOS	Other Public
R1	123	4	0	90	0	30	0	0
R1E	203	0	0	198	0	5	0	0
R2	9	0	0	9	0	0	0	0
R3	265	0	0	224	1	29	8	4
RA	640	0	0	320	0	249	60	10
Subtotal (AC):	1321	4	0	867	1	368	68	14
Share(%):	100.0%	0.3%	0.0%	65.6%	0.1%	27.9%	5.2%	1.0%

Source: Community Matters Institute, 2022



If developed, the current distribution of zoned land, including vacant land in each zoning district, would yield an additional 418 homes. This does not assume any subdivision of existing lots that could occur nor the addition of recommended accessory dwelling units (ADUs) to increase the availability of attainable housing on existing lots in the downtown core and perhaps on larger lots throughout town. ADUs are perhaps the best option to improve the availability of rental housing and provide additional housing options.

ESTIMATED NON-RESIDENTIAL BUILD-OUT BY ZONE DISTRICT

Non-residential development is critical to the overall fiscal health of smaller communities in Colorado. While Colorado municipalities tend to focus on sales tax revenue, which is often a significant tax revenue generator, the following revenue sources should not be overlooked.³⁴

There are three other sources of revenue that non-residential development provides to the Town of Palmer Lake. The first is property tax revenue. Commercial development, including office and industrial uses, is assessed at 29%, while residential development is currently assessed at 7.15 % and is predicted to drop under 7% in Colorado in 2023.

In addition to property tax, Colorado businesses (as well as individuals) must pay a consumer use tax for purchases that did not include Colorado sales tax or when inventory acquired at wholesale is used by the business instead of being sold to customers.

The State’s consumer use tax rate is the same as the State’s sales tax rate: 2.9%. Palmer Lake’s use tax is the same as Palmer Lake’s sales tax - 2.0%. The Town collects 100% of the 2.0% use tax on the purchase value, the same as the municipal sales tax rate.

The third source of revenue is the Colorado business personal property tax. This tax is a levy on personal property used by a business or organization to generate revenue, including short-term rental properties.

The current distribution of land uses in all nonresidential zone districts is as follows:

ESTIMATED NON-RESIDENTIAL BUILD-OUT BY ZONE DISTRICT								
Zone District	Total	Commercial	Industrial	Residential	Mixed/ Other	Vacant	PTOS	Other Public
C1	75	0	27	4	0	7	37	0
C2	62	5	15	35	0	8	0	0
CC	31	4	1	18	0	5	0	4
M1	66	5	14	3	0	14	0	31
PUD	99	1	0	17	28	32	0	21
0-1	83	0	0	0	0	0	83	0
Subtotal	418	15	57	77	28	65	119	56
Share (%)	100.0%	3.5%	13.6%	18.4%	6.8%	15.6%	28.6%	13.4%

Source: Community Matters Institute, 2022

³⁴ See Chapter 5- Tax Revenue Considerations



CHAPTER 4: GUIDING COMMUNITY GOALS AND OBJECTIVES

VISION STATEMENT

Palmer Lake is a beautiful, recreationally diverse small front-range community that cherishes the natural environment around us, providing access to trails, lakes, and parks in our area.

We are proud of the traditions and events that contribute to the history of Palmer Lake and want to encourage continued community events in the future.

Through economic development and land use regulations, we want to maintain harmony with the natural beauty of Palmer Lake, an affordable cost of living, and local access to goods and services. We want to improve the safety and economic viability of our downtown area along Highway 105 by adding sidewalks and improved parking.

We strive to excel in managing our impact on our natural environment, particularly where that environment creates challenges.

We strive to update and enforce our land use codes to reflect the residential feel of our small mountain community - we discourage high-density housing, full-service hotels, and franchises.





COMMUNITY GOALS AND OBJECTIVES

The *Guiding Community Goals* outlined below are the community goals that provide direction for the Town’s decision-makers. They address and summarize the concerns and desires of Palmer Lake residents, businesses, and property owners.

The *Guiding Objectives* provide general direction for the Board of Trustees, Planning Commission, and Town Staff regarding public investments, community planning, and land use. Policies state the desired direction for the Town of Palmer Lake. Policies should guide both the Town Board and Planning Commission’s actions. The policies should be reviewed annually by both the Trustees and Planning Commission to ensure they continue to embody the desires of the Town.

COMMUNITY CHARACTER (CC)

Community Goals CC-1: RURAL CHARACTER. Protect the rural character and unencumbered views toward the foothills and mountains.

Guiding Objective CC-1.1: Encourage site design and development standards that protect and preserve the character of the natural landscape.

Guiding Objective CC-1.2: Protect the environmental and visual quality of all surface waters and parks.

Guiding Objective CC-1.3: Preserve the panoramic views of the mountains, strongly discourage development on open ridge tops, and maintain the natural character of the community.



Community Goals CC-2: SMALL TOWN. Maintain the small-town look and feel of Palmer Lake by ensuring that new development and redevelopment projects respect the historical character, size, and scale.

Community Goals CC-3: SENSE OF PLACE. Protect and enhance areas that make Palmer Lake a special place and define its image.

Guiding Objective CC-3.1: Preserve the rural residential atmosphere that includes walking to community amenities, with sidewalks and curbs only in designated non-residential areas such as the downtown core.

Guiding Objective CC-3.2: Create and maintain entryways with well-designed signs and landscaping at all the town entrances to create a strong visual impression and community.



Guiding Objective CC-3.3: Continue to invest and improve the heart of the community, defined as the downtown corridor along Highway 105 and the Palmer Lake Recreation Area.

Guiding Objective CC-3.4: Enforce nuisance regulations regarding weeds, debris, fire mitigation, dark skies objectives, and dust control.

Community Goals CC-4: TRADITIONS. Actively support and preserve Palmer Lake traditions.

Community Goals CC-5: IDENTITY. Develop and foster Palmer Lake’s unique identity and image.

Guiding Objective CC-5.1: Continue to enhance Palmer Lake’s physical setting, history, and role in the Tri-Lakes region.

Guiding Objective CC-5.2: Develop local design and development standards that ensure new development and redevelopment are harmonious in a visual and physical sense with the Town’s desired image, particularly along Highway 105, which includes large open areas, stands of trees and views of the mountains.

Guiding Objective CC-5.3: Develop clear and consistent public wayfinding signs to provide visual continuity, minimize visual hazards, and help direct visitors to their destination.

Guiding Objective CC-5.4: Create a community brand that clearly and distinctly expresses the values cherished by residents and what Palmer Lake is all about.

Guiding Objective CC-5.5: Develop a new resident information packet covering town government, events, wildlife awareness, fire awareness, and volunteer opportunities.

Community Goals CC-6: NEIGHBORHOODS. Protect and enhance the viability of established neighborhoods.





Palmer Lake Community Master Plan

Guiding Objective CC-6.1: Maintain and build upon the distinct identities of Palmer Lake's unique residential neighborhoods.

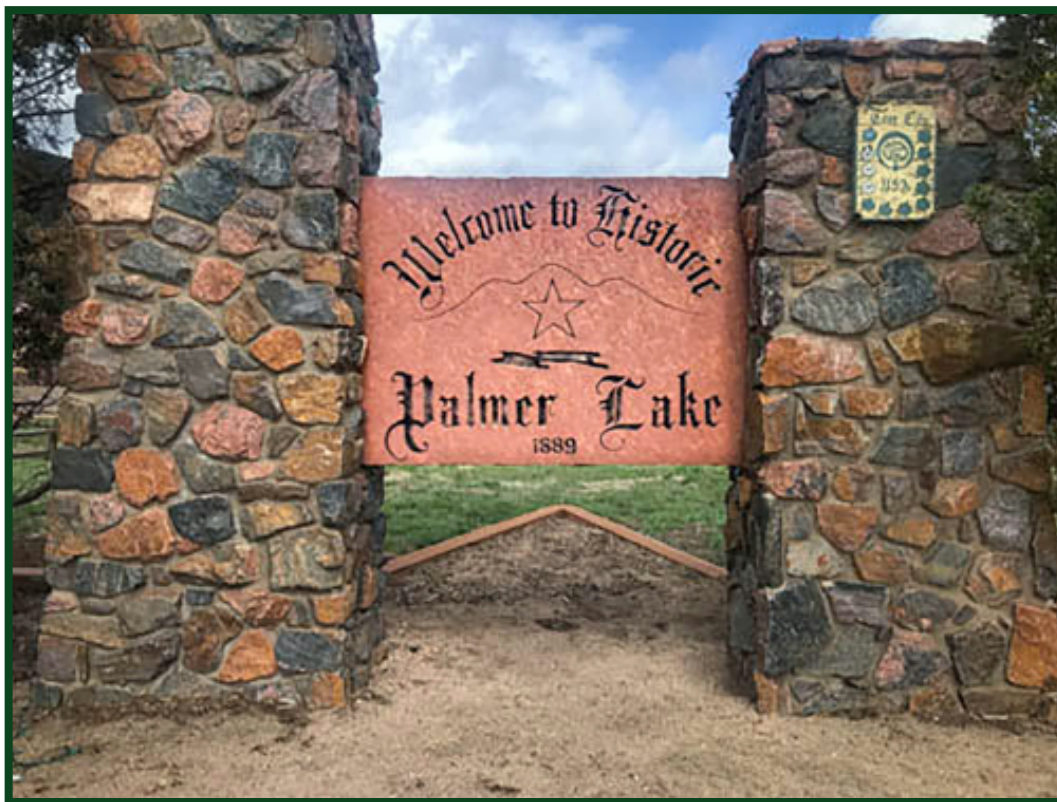
Guiding Objective CC-6.2: Respect and preserve the different land attributes in each neighborhood and establish infrastructure standards, particularly road standards, appropriate to each area.

Guiding Objective CC-6.3: Share with El Paso County the Town's adopted Three-Mile Plan and Future Land Use Plan to ensure that the density of residential neighborhoods in the adjacent unincorporated areas of the County remains significantly lower than the in-town neighborhoods.

Guiding Objective CC-6.4: Any adjacent properties requesting centralized services must be annexed first.

Guiding Objective CC-6.5: Prohibit the intrusion of incompatible uses in residential neighborhood zones.

Community Goals CC-7: HERITAGE. Preserve historical, cultural, and natural landmarks.



Guiding Objective CC-7.1: Foster the community's interest and support for historic preservation and inventory local resources relevant to Palmer Lake's history.

Guiding Objective CC-7.2: Preserve and enhance significant features within the Town, including the lake, reservoirs, creeks, floodplain, historic places, and noteworthy architectural features.



ECONOMIC SUSTAINABILITY (ED)

Community Goals ED-1: APPROPRIATE DEVELOPMENT. Support economic development efforts that enhance a sense of community, are compatible with surrounding land uses, are sensitive to the natural landscape, and are consistent with community expectations concerning the preservation of the area's quality of life.

Guiding Objective ED-1.1: Plan sufficient and well-defined on and off-street parking to support local retail, restaurant, and commercial uses in the downtown core area.

Guiding Objective ED-1.2: Work with local economic development resources to evaluate the benefit of creating business incubators and co-working spaces to support local businesses.

Community Goals ED-2: COMMERCIAL CONVENIENCES. Promote the successful development of convenience retail and service establishments that will meet the needs of Palmer Lake residents.

Guiding Objective ED-2.1: Identify and pursue opportunities to bring a broader range of essential goods and services into the community (e.g., gas stations, small grocers, hardware stores, drugstores, etc.).

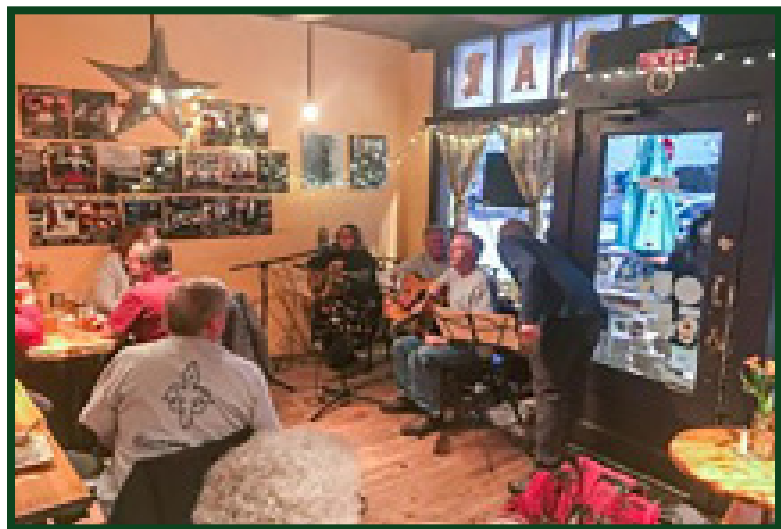
Guiding Objective ED-2.2: Discourage the development of any big-box or large franchise businesses, as these options are already available directly outside of the Town limits.

Guiding Objective ED-2.3: Strive to promote compact commercial uses within the existing downtown core while preserving the areas that remain open and rural to the southeast of the downtown core along Highway 105.

Community Goals ED-3: DOWNTOWN CORE. Preserve and enhance Palmer Lake's downtown core area.

Guiding Objective ED-3.1: Encourage new downtown uses with day and evening activities.

Guiding Objective ED-3.2: Increase the economic vitality of the downtown core by promoting and supporting the expansion of mixed-use development such as service, retail, arts and entertainment, and cultural opportunities.





Guiding Objective ED-3.3: Work to retain existing businesses across all sectors and help them adapt and expand.

Guiding Objective ED-3.4: Promote the development of small specialty retail shops that can capitalize on the Town's outdoor activities relating to our proximity to trails and natural resources.

Community Goals ED-4: ARTS AND CULTURE. Continue to promote diverse arts and cultural experiences that enhance the quality of life and support the local economy.

Guiding Objective ED-4.1: Support efforts by local groups to sponsor events and other activities that encourage visiting and shopping.

Guiding Objective ED-4.2: Work with local artists and sponsors to create art in public places.

Guiding Objective ED-4.3: Collaborate with schools and art organizations to promote educational opportunities.

Guiding Objective ED-4.4: Formalize procedures and policies for review and approval of art and cultural events (set-up, parking, restrooms, recycling, and cleanup) to facilitate the efficient permitting and execution of events while minimizing the impacts on Town facilities and adjacent neighborhoods.

Guiding Objective ED-4.5: Market Palmer Lake as an attractive location for artists and entrepreneurs to start arts, outdoor recreation, and well-being businesses.





Palmer Lake Community Master Plan

Community Goals ED-5: FINANCE. Work to enhance the Town's tax base, allowing the Town to invest in public facilities and services, maintain roads, and retain a professional Town Staff.

Guiding Objective ED-5.1: Research and examine all reasonable sources of revenue available to and controlled by the Town.

Guiding Objective ED-5.2: Develop and update a five-year Capital Improvements Plan (CIP) to address needed improvements of community-provided infrastructure and facilities. Present the CIP annually at a scheduled Trustee meeting.

Guiding Objective ED-5.3: Collaborate with local, state, and federal programs to seek funding and support for arts and cultural programs, outdoors, dining, and history.

Guiding Objective ED-5.4: Ensure all expenses are reasonable and commensurate with their benefits and have a letter/memo of justification.

Guiding Objective ED-5.5: Make use of Town owned land as a major asset that can be used for long-term revenue generation. Pursue lease options, potential sale, or joint use of these assets.

Guiding Objective ED-5.6: Continuously and systematically seek grants to offset the costs of needed studies, plans, and improvements. Given a limited administrative staff, seek the help of a volunteer to track and apply for grants.

Guiding Objective ED-5.7: Review the Town's Fee Schedule annually to ensure the fees align with other jurisdictions in the region.

Guiding Objective ED-5.8: Consider adding additional fees (e.g., parking) where applicable to cover the costs of providing public services and facilities.

GOVERNANCE AND ENGAGEMENT (GE)

Community Goals GE-1: ENGAGEMENT. Continue to support a culture of community engagement.

Guiding Objective GE-1.1: Actively engage the community through a commissioner-based organization where each Trustee has assigned areas of responsibility, including but not limited to police, fire, roads, Town Code, economic development, parks, etc.

Guiding Objective GE-1.2: Continue to support and promote the high level of community involvement in Palmer Lake. Examples include the Historical Society, Palmer Lake Economic Development Group, Awake the Lake, Restaurant Group, and Arts Group, as well as area organizations such as the Tri-Lakes Chamber of Commerce and members of the various special districts and metro districts that serve the area.

Guiding Objective GE-1.3: Promote a range of events and fun-filled activities that provide opportunities for residents and those with a stake in Palmer Lake to interact with each other.



Palmer Lake Community Master Plan

Community Goals GE-2: COLLABORATION. Foster collaboration between Town, volunteer groups, and community organizations.

Guiding Objective GE-2.1: The Board of Trustees working with Town Staff should convene an annual series of meetings with local groups and organizations to share and support ideas and initiatives.

Guiding Objective GE-2.2: Practice civil discourse at all meetings and community engagement events. (Chairpersons of all Town meetings should read this as part of the opening remarks.) Community dialogue is about enhancing the understanding of issues, opportunities, and resources. The basic rule of civil discourse is to be respectful and not make it personal.

Guiding Objective GE-2.3: Seek/research, share, and analyze new information collectively and through joint problem-solving workshops.

Community Goals GE-3: INTERGOVERNMENTAL COOPERATION. Work collaboratively with area governments and districts.

Town of Monument
El Paso County
Palmer Lake Sanitation District
Special and Metro Districts
Pike Peaks Area Council of Government (PPACOG)
State government
US Forest Service

Guiding Objective GE-3.1: Enhance communication and collaboration with agencies and governments that impact growth and development in the Palmer Lake designated Three-Mile planning area.

Guiding Objective GE-3.2: Provide better and more frequent communication between the Town and other jurisdictions, including the multiple special districts in the area and the following governments: Monument, Larkspur, Colorado Springs, and El Paso County.

Guiding Objective GE-3.3: When implementing community projects and initiatives, clarify the roles and responsibilities of the Town, other units of government in the area, including all special and metropolitan districts, and other civic and not-for-profit organizations.

Community Goals GE-4: LEADERSHIP. Cultivate and support leaders from diverse backgrounds with diverse perspectives.

Guiding Objective GE-4.1: Maintain a balanced representation and selection of officials between those that have lived in the Town for years to decades and new residents.

Guiding Objective GE-4.2: Support and enhance credible, valuable information moving between the Town government and residents, stakeholders, and institutions.

Guiding Objective GE-4.3: Ensure that the community, as well as those that have stepped forward to serve, clearly understand the roles and responsibilities of all Boards, Commissions, and Town Staff.



MANAGE AND PLAN FOR GROWTH (LU)

Community Goals LU-1: MANAGE GROWTH. Manage how and where growth occurs.

Guiding Objective LU-1.1: When needed to implement aspects of the Plan, enter into Intergovernmental Agreements.

Guiding Objective LU-1.2: Maintain a regional perspective on the growth and development of the Town and the defined Three-Mile planning area through active participation by assigned trustees/residents/staff in regional planning groups and activities that address area-wide issues.

Guiding Objective LU-1.3: Ensure that new development does not create a negative fiscal impact on the Town. Existing residents should not bear the costs of servicing new residential developments.

Community Goals LU-2: ANNEXATION. Ensure responsible and logical extensions of the Town boundaries so that Palmer Lake can control and maintain compatibility between area communities.

Guiding Objective LU-2.1: Encourage strategic annexations if the benefits (e.g., increased revenue) of such annexations outweigh the costs (e.g., additional burdens to services including police, fire, water, sewer, roads, etc.) and enable the Town to manage growth.

Guiding Objective LU-2.2: Establish clear annexation policies and procedures to include the C.R.S. § 31-12-105 mandated Three-Mile Plan Map.

Guiding Objective LU-2.3: Base the approval of annexation proposals on a cost-benefit analysis. An increased tax base should not be the sole determinant. Still, it should be a significant objective in ensuring services and facilities desired by Palmer Lake citizens are financially supported and achieve stated land use standards and policies.

Guiding Objective LU-2.4: Evaluate each annexation showing the specific benefits and associated income relative to the specific costs. Make the final analysis available to the public before the final annexation decision.

Guiding Objective LU-2.5: Require that concept plans accompany all annexation petitions greater than five acres in size or any project that involves more than one use.

Community Goals LU-3: DEVELOPMENT REGULATIONS. The Town of Palmer Lake should, on a scheduled basis, update its land use regulations and the Town's public works manual to improve the design, siting, and maintenance of all land development – whether residential or commercial.

Guiding Objective LU-3.1: The Town's development regulations should provide a more comprehensive array of land use types to meet changing needs and help ensure the fiscal sustainability of the community.

Guiding Objective LU-3.2: Revise zoning and subdivision regulations to be consistent with the Community Goals and Objectives established in this Community Master Plan.

Guiding Objective LU-3.3: Update the official zoning map when zone changes are granted, the land is annexed, or with Community Master Plan amendments.



Community Goals LU-4: LAND USE COMPATIBILITY. Ensure compatibility between different land uses while protecting the natural environment and characteristics of places cherished by residents.

Guiding Objective LU-4.1: Provide transitions between dissimilar land uses, such as landscaped buffers, native plantings, and berms.

Guiding Objective LU-4.2: Carefully consider land uses of differing types and densities and develop transitional zones or increased setbacks between different land uses. This can address the impacts of other uses, such as industrial, office, or commercial uses located adjacent to an established residential subdivision and/or differing residential densities. This should also be considered for all development adjacent to Highway 105 except the downtown core.

Guiding Objective LU-4.3: Preserve natural environmental features, particularly flood-prone lands, forested lands, steep hillsides and ridgelines, stream corridors and drainage ways, and view corridors.

Guiding Objective LU-4.4: Ensure that the siting, development, and construction of new housing developments are non-tract, safe, prevent changes in the historic drainage pattern, encourage interactive neighborhoods, and complement the distinct character of existing neighborhoods

Community Goals LU-5: INFILL DEVELOPMENT. Promote growth from the inside out by encouraging infill development on vacant land with solid consideration for surrounding properties.

Guiding Objective LU-5.1: Consider a more comprehensive array of land use types on vacant land surrounded by built lots to meet community needs and help ensure the fiscal sustainability of the community.

Guiding Objective LU-5.2: Develop a sub-area plan for the Highway 105 corridor.

Guiding Objective LU-5.3: Recognize that not all vacant lands in the Town limits are suitable for development.

Guiding Objective LU-5.4: To avoid future confusion regarding lots with no access, educate potential buyers that many of the platted streets have not been built due to steep grades and the difficulty of constructing a road to the Town's adopted standards.

Guiding Objective LU-5.5: Consider the use of land conservation easements for land that is used for agricultural purposes. These lands are critical to the feeling of openness coveted by area residents.

Community Goals LU-6: QUALITY OF NON-RESIDENTIAL DEVELOPMENT. Any non-residential development or redevelopment site, whether public or private, should be reviewed with attention to siting, orientation, scale, mix and compatibility of uses, and relationship to community amenities to make development harmonious with the Town and surrounding areas.



Guiding Objective LU-6.1: New commercial development or redevelopment projects should strive to increase pedestrian activity and provide open natural areas, sufficient landscaping, and seating and shelter for pedestrians.

Guiding Objective LU-6.2: Encourage plazas, landscaped areas, parkways, open space, and landscaped buffer areas within all new or redeveloped commercial or industrial sites.

Guiding Objective LU-6.3: Ensure that new development or redevelopment within the Town makes both vehicular and pedestrian connections that are safe, functional and serve to reduce the need for private automobiles.

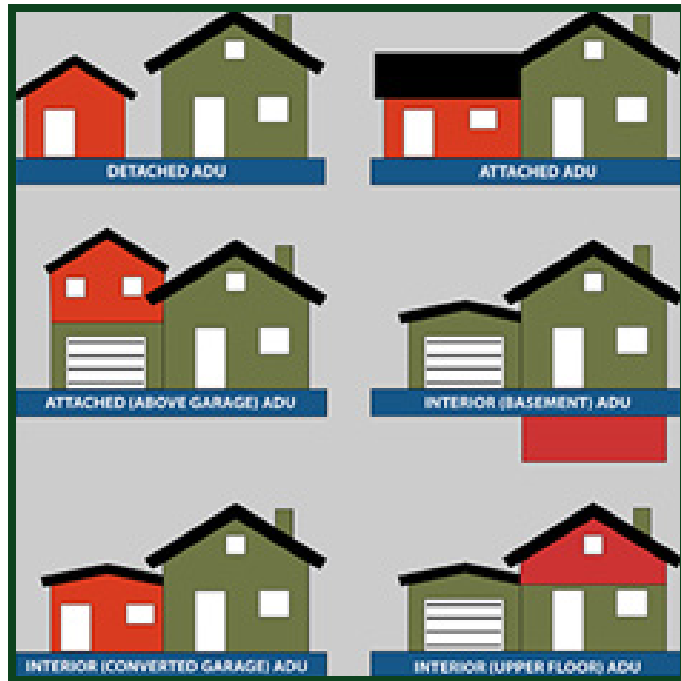
Guiding Objective LU-6.4: Establish safe passage where none exists and widen existing multimodal trails, particularly along Highway 105.

Guiding Objective LU-6.5: Update the land use regulations to include building and site design with attention to how well the development meets the following criteria:

- Minimizes visibility, noise, or other impacts on adjacent premises.
- Preserves views and vistas from public ways and other properties.
- Avoid unnecessary natural environment damage, evidenced by reducing cut-and-fill and vegetation removal.

Community Goals LU-7: SCALE AND SIZE OF RESIDENTIAL DWELLINGS. Palmer Lake’s small-town character is partly due to the historic size and scale of primarily single-family non-tract homes. Smaller lots are in the Old Town Core and Glen, with larger lots and houses as you move from the community’s core. New residential development should maintain this historical pattern.

Guiding Objective LU-7.1: To provide for additional housing and additional long-term rental options, allow for accessory dwelling units, including carriage houses, secondary suites, and mother-in-law units. These units can be internal to the primary residence, attached, or detached.



Guiding Objective LU-7.2: Higher-density multi-family housing, especially stacked units, is strongly discouraged.

Guiding Objective LU-7.3: Any residential development denser than two units on one lot can be approved with input from adjacent residential property owners.



Guiding Objective LU-7.4: To preserve the cherished small town rural character, new housing development projects should be non-tract single-family, and other than large lot residential development and rural agricultural properties³⁵ should preserve, to the extent practical, the stands of trees, especially those identified on the Forested Land map.

PARKS, TRAILS, OPEN SPACE, RECREATION, AND TOURISM³⁶(PTO)

Community Goals PTO-1: CONNECTIVITY. Provide a coordinated and continuous system of parks, trails, sidewalks, and bike paths that serves Palmer Lake residents' present and future needs.

Guiding Objective PTO-1.1: Improve access, connections, and circulation to address areas of congestion and minimize conflicts between park and trail users and residents.

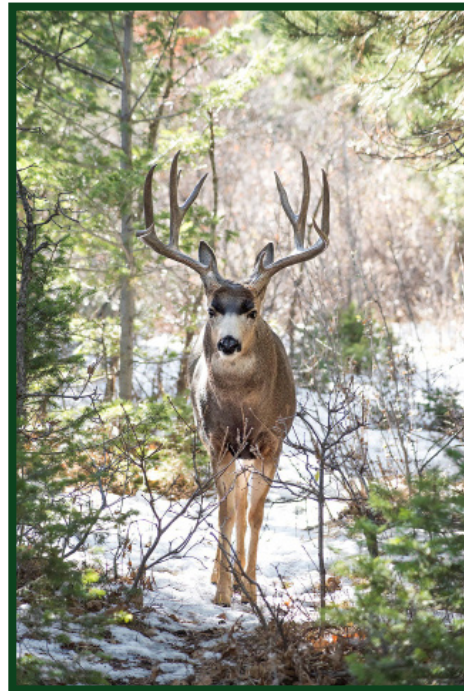
Guiding Objective PTO-1.2: Work with the Colorado Department of Transportation (CDOT), El Paso County, Colorado Parks and Wildlife (CPW), Great Outdoors Colorado (GOCO), and the Federal Recreational Trails Program to develop a continuous non-motorized system of trails, bike paths, adequate sidewalks, and paths throughout the Town of Palmer Lake with a strong connection to regional trails. A path from the downtown core, paralleling Highway 105 to the Trailhead access point in Monument, is one example of a needed path that will increase safety.

Guiding Objective PTO-1.3: Inventory current and desired land available for parks and open space, prioritize areas best suited as parks or preserved natural areas, and provide connectivity to area amenities. Recognize that certain open space areas should not be used for recreation but left alone as wildlife habitats. Areas most suitable for park development should be near residential areas and not disrupt sensitive wildlife areas. Areas that do not meet these criteria should be preserved as natural areas.

Community Goals PTO-2: PRESERVATION. Preserve and enhance lands and trails suitable for active and passive recreational uses and preserve the natural wildlife corridors that add to the sense of openness in the area.

Guiding Objective PTO-2.1: Advocate and plan for sufficient recreational amenities and prevent loss of recreational amenities.

Guiding Objective PTO-2.2: Continue to support and fund the Palmer Lake Parks Commission to ensure the responsible stewardship of Palmer Lake parks, trails, and natural areas.



³⁵ These properties are zoned Rural Agricultural as of 2022 and are noted as Agricultural Ranch on the Future Land Use Map.

³⁶ State Statute requires the inclusion of tourism and recreation in a comprehensive plan.



Palmer Lake Community Master Plan

Guiding Objective PTO-2.3: Ensure that Palmer Lake parks, trails, and cherished natural areas are well-maintained, safe, and meet the current and future needs of the citizens.

Guiding Objective PTO-2.4: Enhance and support current amenities while looking toward future needs.

Guiding Objective PTO-2.5: Both recreation and conservation are needed to sustain Palmer Lake's quality of life. Both benefit local economic well-being, personal health, and sustaining the area's natural resources. This mutual need exists because outdoor recreation helps people understand the importance of maintaining healthy and intact ecosystems. That understanding builds support for natural resource protection and stewardship. In turn, conservation protects the land, water, and wild places upon which outdoor recreation depends.

Guiding Objective PTO-2.6: Evaluate wildlife habitat to inform potential parks and trail improvements that might lessen the human impact on wildlife in the area.

Guiding Objective PTO-2.7: Address community safety concerns such as park facilities and equipment condition and maintenance.

Guiding Objective PTO-2.8: Erect information, educational, and interpretive signs at key points throughout the Palmer Lake parks and trail system. Informational signs should address general rules and regulations, including access hours, use of pet waste stations, preventing overuse, and leaving no trace behind.

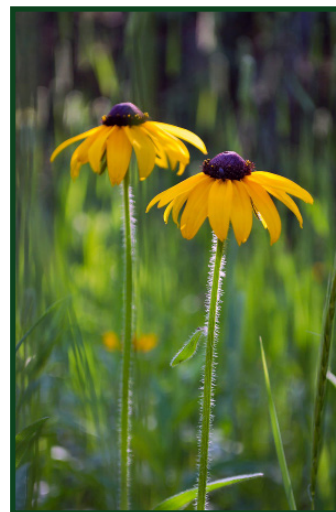
Guiding Objective PTO-2.9: Identify and protect the endangered Preble Jumping Mouse habitat, which occurs along streams and riparian areas. These areas cannot be used for trails or recreational areas.

Guiding Objective PTO-2.10: Focus land conservation efforts on valued areas, including those that are components of the community's visual character, biological and ecological resources, Community Master Plan vision, and trail connectivity.

Guiding Objective PTO-2.11: Preserve agricultural lands in and around the Town by developing a system of incentives to include easements and land dedication with particular attention to lands along Highway 105. Look to local, state, and federal programs for assistance.

Guiding Objective PTO-2.12: Preserve open lands outside the Palmer Lake Town boundary by working with other entities to ensure they are developed at a low density or preserved as parkland or open space.

Guiding Objective PTO-2.14: Balance the development of new facilities with the preservation of existing natural areas.

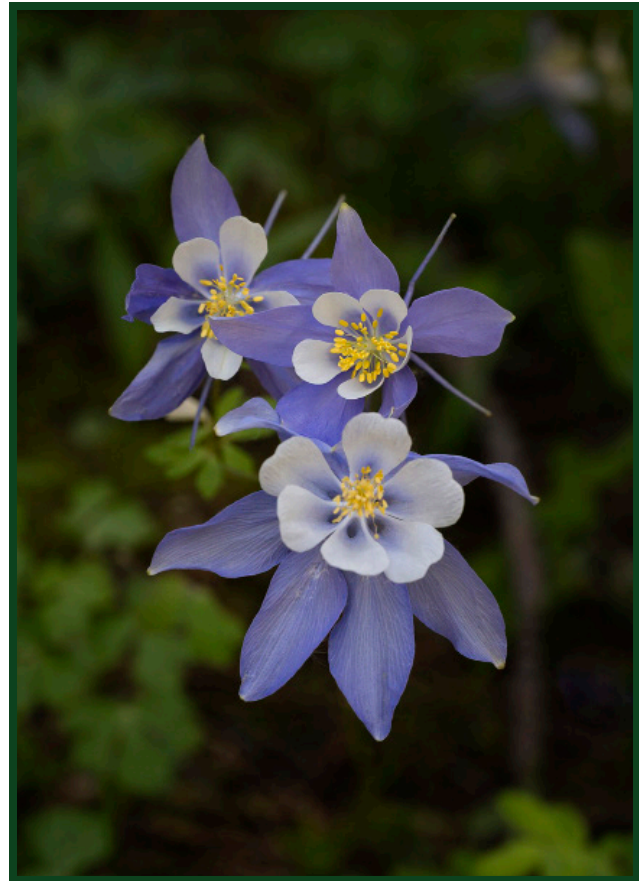




Community Goals PTO-3: EXPANSION. Provide a diverse system of developed parkland, open space, natural areas, trail systems, and facilities that capitalize on unique Town assets, including Palmer Lake Recreational Area, Glen Park, Creekside Trail, Centennial Park, the Santa Fe Trail, and the Reservoir Trail.

Guiding Objective PTO-3.1: Support the Palmer Lake Parks Department and Parks Commission's vision of providing premier Town parks and recreation facilities on the Colorado Front Range while enhancing the quality of life for residents and adding value to Town visitors' experiences within the historical, small-town atmosphere.

Guiding Objective PTO-3.2: Improve communication and collaboration among area governments regarding the preservation and enhancement of parks and trails.



Guiding Objective PTO-3.3: Create a realistic list of potential open space and park improvements.

Guiding Objective PTO-3.4: Ensure adequate parking for those wishing to utilize Palmer Lake's many recreational amenities.

Guiding Objective PTO-3.5: Support summertime and after-school programs that involve youth in the community's many outdoor activities.

Guiding Objective PTO-3.6: Encourage linkages between downtown and all local trails.

Guiding Objective PTO-3.7: Support the dedication of logical pedestrian and bicycle trail connections as part of any new subdivision or multi-lot development on already platted land.

Guiding Objective PTO-3.8: Provide incentives for private land dedications and/or easements for developing non-motorized trails.

Guiding Objective PTO-3.9: Continue to work with El Paso County and Douglas County to support efforts to develop county-wide, multimodal, and non-motorized plans for bicycle and pedestrian trails. Where possible, provide separate corridors for different uses.



Community Goals PTO-4: FUNDING. Secure public and private outside funding sources and partners to provide for park and trail development needs.

Guiding Objective PTO-4.1: Seek and secure additional funding for all operations, as current funding is inadequate to accomplish all that area residents need and desire.

Guiding Objective PTO-4.2: Set priorities and adopt a multi-year plan with funding sources identified to implement improvements to existing amenities.

Guiding Objective PTO-4.3: Identify and implement creative acquisition strategies, including conservation partnerships, easements, licenses, and leases.

Guiding Objective PTO-4.4: Develop an endowment/estate dedication plan for public promotion as a planned giving program.

Guiding Objective PTO-4.5: Seek funding to improve and acquire additional lands for the parks, open space, and trails system.

Community Goals PTO-5: COMMUNITY EVENTS. Continue to promote and utilize unique community events to bring visitors into Town for the day.

Guiding Objective PTO-5.1: Promote special community events.

Guiding Objective PTO-5.2: Coordinate special events with local businesses and artists to encourage people to stay in Town to eat and shop.



Community Goals PTO-6: TOURISM AMENITIES. Develop tourist amenities that serve both the visitor and Palmer Lake citizens.

Guiding Objective PTO-6.1: Capitalize on the multiple tourism and recreational draws that bring visitors to Palmer Lake.

Guiding Objective PTO-6.2: Ensure the downtown core provides parking and wayfinding signs to make the area easy to navigate, particularly during special events.

Guiding Objective PTO-6.3: Seek grant funding to develop comprehensive signage, wayfinding, and lighting plan to build and maintain the Town brand.

Guiding Objective PTO-6.4: Because there is community support, charge for parking during special events. Funds collected should be earmarked to expand and improve parking opportunities in the downtown core.

Guiding Objective PTO-6.5: Utilize Town-owned historic buildings, such as Town Hall and the museum for community gatherings and public spaces. Explore acquiring and improving landmark properties as part of an overall tourism strategy.



MANAGE AND PLAN FOR GROWTH (LU)

Community Goals EQP-1: DARK SKIES. Protect the night sky.

Guiding Objective PTO-2.1: Advocate and plan for sufficient recreational amenities and prevent loss of recreational amenities.

Guiding Objective PTO-2.1: Advocate and plan for sufficient recreational amenities and prevent loss of recreational amenities.

Guiding Objective EQP-1.2: Enforce and update the dark skies lighting ordinance (Ordinance 20 of 2018) that protects the night sky and includes provisions for IES³⁷ full cutoff fixtures that limit the total amount of light that can be emitted from any property.



Community Goals EQP-2: WILDLIFE. Identify and protect wildlife, natural habitat, and wildlife movement corridors.

Guiding Objective EQP-2.1: Support the peaceful co-existence of humans and wildlife through education and awareness of potential wildlife conflicts.

Guiding Objective EQP-2.2: Discourage activities that may attract wildlife to areas with a high potential for human-wildlife conflicts.

Guiding Objective EQP-2.3: Continue to post information regarding the presence and potential for wildlife encounters, with specific attention to trails and natural habitats.

Guiding Objective EQP-2.4: Work with CDOT, El Paso County, the Town of Monument, CPW, and the US Forest Service to ensure that transportation corridors such as Highway 105 are designed and improved to accommodate wildlife movement.

Guiding Objective EQP-2.5: New development or redevelopment should be planned to limit impacts on natural areas and wildlife.

³⁷IES refers to the Illuminating Engineering Society of North America.



Guiding Objective EQP-2.6: Ensure that new development acknowledges, respects, and incorporates existing environmental constraints and opportunities so that Palmer Lake’s natural and man-made environment is preserved and enhanced. This includes utilizing the flood plain and other environmentally constrained lands for open space, preserving, where possible, critical view corridors, and making necessary linkages to the regional trail system with particular emphasis on the Santa Fe Regional Trail, which is part of the American Discovery Trail.



Community Goals EQP-3: DRAINAGE. Plan and manage the integrity of the drainage basins within the Town and minimize long-term system-wide environmental impacts.

Guiding Objective EQP-3.1: Promote natural or naturalistic drainage approaches that allow dual recreational usage and serve as both functional and aesthetic elements within developments. Strongly discourage concrete ditches and other impervious materials.

Guiding Objective EQP-3.2: Incorporate retention and detention facilities to reduce soil erosion, channel degradation, and flooding.

Guiding Objective EQP-3.3: Discourage construction practices that significantly alter historic and engineered drainage ways, destroy natural vegetation, or result in erosion.

Guiding Objective EQP-3.4: Promote the use of low-impact development systems and practices for the stormwater collection, storage, and diversion systems to reduce the amount of sediment and pollutants entering area water bodies and streams.



Guiding Objective EQP-3.6: Develop green space to promote water conservation by incorporating xeriscaping principles that promote our native grassland/foothills ecosystem evident in the surrounding hills.

Community Goals EQP-4: FIRE MITIGATION. Cut the risk severe wildfire poses to human life, water, critical infrastructure, homes, wildlife habitat, and recreation assets through hazard mitigation and education.

Guiding Objective EQP-4.1: In 2017, the Palmer Lake Fire Department identified areas most vulnerable to high fire hazards. Update this map annually and post it on the Town's website.

Guiding Objective EQP-4.2: Work with the Fire Department to develop defensible space along the western and southern edges of the Town and any other areas recommended by the Fire Chief.

Guiding Objective EQP-4.3: Work with El Paso County and the Department of Local Affairs' Hazard Mitigation team to develop a Community Wildfire Protection Plan (CWPP).

Guiding Objective EQP-4.4: Continue to partner with the Colorado State Forest Service, the Northern El Paso Coalition of Community Organizations, Tri-Lakes Monument Fire Protection District, Tri-Lakes United Methodist Church Emergency Preparedness Group, and El Paso County Office of Emergency Management to educate property owners about how to protect homes, businesses, and properties from wildfires.

Guiding Objective EQP-4.5: Work with the Parks Department, Parks Commission, and Fire Department to develop educational materials on fire-wise landscaping.

Guiding Objective EQP-4.6: Continue supporting the slash/mulch program co-sponsored by the El Paso County Environmental Division, Colorado State Forest Service, and the Black Forest Fire Department.

Guiding Objective EQP-4.7: Owners should address fire mitigation per the direction of the Fire Chief or their property insurance company.

Community Goals EQP-5: GEOLOGIC HAZARDS. Proactively plan for and mitigate all areas with potential geologic hazards.

Guiding Objective EQP-5.1: Utilize slope stabilization, erosion controls, and stormwater management best practices in all areas with steep slopes to reduce the risks of erosion, landslides, and other geological hazards.

Guiding Objective EQP-5.2: Consult with the Colorado Geological Survey on any development activity that covers five acres or more before approving any zoning change, subdivision, or building permit application per Colorado Revised Statutes (C.R.S. 31-23-225).



TRANSPORTATION SYSTEM (TS)

Community Goals TS-1: SAFE AND EFFICIENT. Provide a safe, efficient, continuous, and connected transportation system.

Guiding Objective TS-1.1: Develop a Three-Mile Street Plan that can be used as a general guide for prioritizing transportation deficiencies and ensuring necessary right-of-way is acquired to provide connectivity between existing developed areas, undeveloped areas, and lands that are suitable for annexation.

Guiding Objective TS-1.2: Work with CDOT to increase pedestrian and bicyclist safety along the Highway 105 Corridor. Safety measures include adequate sidewalks through the downtown core and separated or marked bike lanes along Highway 105.

Guiding Objective TS-1.3: Review the adopted Public Works manual when new streets and driveways are proposed.

Guiding Objective TS-1.4: Ensure that the dedication of additional roadway rights-of-way accompanies any annexation proposal, Planned Development, or subdivision application to ensure connectivity between areas of the Town.

Guiding Objective TS-1.5: Ensure all neighborhoods have adequate ingress and egress in case of fire or other emergencies.

Guiding Objective TS-1.6: Establish pedestrian routes that can be used by children traveling to and from school to minimize hazards due to vehicular and train traffic. CDOT's Safe Routes to School is a reliable source of educational materials and funding.

Guiding Objective TS-1.7: Improve and add, as necessary, traffic controls to ensure pedestrian safety.

Guiding Objective TS-1.8: Decrease the number of curb cuts by controlling access along Highway 105.

Guiding Objective TS-1.9: Discourage development if the roads that access the development cannot accommodate the additional traffic without degrading the current level of service (LOS).

Guiding Objective TS-1.10: Develop road standards that address drainage and impervious surfaces. Not all areas of the Town should have paved roads due to the difficulty in maintaining roads where drainage or slope is a consideration.

Guiding Objective TS-1.11: Work with CDOT to improve safety for pedestrians and bicyclists along Highway 105.

Community Goals TS-2: APPEARANCE AND MULTIMODAL. Ensure that the transportation system is aesthetically appealing and multimodal.

Guiding Objective TS-2.1: As Highway 105 is the 'front door' to Palmer Lake, ensure that the street cross-section fits with the character of Palmer Lake by adding pedestrian amenities and developing two gateway features at each edge of the Town.



Guiding Objective TS-2.2: Promote biking and walking as viable forms of transportation and recreation by developing a comprehensive path and trail system that connects neighborhoods with small-scale retail shopping, restaurants, parks and entertainment, schools, and the transportation systems of adjacent jurisdictions.

Guiding Objective TS-2.3: Update street standards to ensure adequate sidewalks or trails within residential and commercial developments. These sidewalks or trails should include shade trees and be designed for winter conditions to enhance the comfort of the pedestrian and reduce the apparent roadway width (which will cause drivers to slow down).

Guiding Objective TS-2.4: Ensure that alternative modes of transportation are convenient by increasing inter-community and intra-county alternative modes such as the Santa Fe Trail.

Guiding Objective TS-2.5: Improve multi-modal connectivity between the east and west side of the Town.

Guiding Objective TS-2.6: Use drainage ways and creek corridors as recreational amenities for cyclists and pedestrians.

Guiding Objective TS-2.7: Promote transportation alternatives to single occupancy cars.

Guiding Objective TS-2.8: Investigate the opportunities for obtaining federal, state, PPACG, and county funds for transportation improvements that incorporate non-vehicular modes of travel.

Community Goals TS-3: ADEQUATE PARKING. Ensure parking is adequate and efficiently designed.

Guiding Objective TS-3.1: Update the Town's parking regulations to ensure that the number of spaces required for each use is adequate to meet appropriate parking ratios for all services. Consider alternatives to providing surface parking on-site such as an in-lieu of parking fee, shared use, credit for improved on-street parking spaces, credit for tuck-under parking, and possible credits for promoting bicycle parking such as bike racks and motorized scooter use.

Guiding Objective TS-3.2: Allow downtown core area businesses to meet parking requirements through various means, including payment of an in-lieu of parking fee, remote parking within one-quarter mile of the establishments, credits for improved on-street parking spaces, and parking reductions for common use.

Guiding Objective TS-3.3: Seek funding to improve and redesign the parking layout to provide the appropriate number of spaces along the downtown core between Highway 105 and the railroad right-of-way (ROW).

Community Goals TS- 4: RAILROAD CORRIDOR. Ensure that the railroad corridor is safe and adverse impacts on adjoining properties are mitigated.

Guiding Objective TS-4.1: Work with the railroads to install noise attenuation and visual screening along sections of the railroad corridor through Palmer Lake. Use landscaping, landscape berms, fencing, additional insulation, or alternative methods to mitigate adverse impacts.

Guiding Objective TS-4.2: Ensure safety along railroads by requiring adequate setbacks and limiting the types of land uses that can locate near the rail ROW.



Guiding Objective TS-4.3: Upgrade railroad crossings so they are visible and can accommodate cars, bicycles, pedestrians, and handicapped persons where appropriate.

UTILITIES SERVICES AND FACILITIES (USF)

Community Goals USF-1: EFFICIENT DELIVERY OF SERVICES. Through collaboration with area service providers, plan and equitably provide the citizens of Palmer Lake with the **highest level of public services they are willing to support.**

Guiding Objective USF-1.1: Ensure that revenues generated from new development will offset the cost of providing community services to that development.

Guiding Objective USF-1.2: Encourage cooperation between the Parks Commission, Parks Department, and the School District to maximize the use of recreational facilities.

Guiding Objective USF-1.3: Continue supporting and participating in crime prevention activities, such as the Neighborhood Watch Program.

Guiding Objective USF-1.4: Encourage the consolidation of emergency services to avoid duplication of efforts, equipment, and administrative costs.

Guiding Objective USF-1.5: Work to minimize the number of special districts that operate in the Town and on the fringes of the Town by encouraging and facilitating the consolidation of special districts.

Guiding Objective USF-1.6: Cooperate with other local units of government, including special districts, to plan for wastewater treatment on a regional scale.

Guiding Objective USF-1.7: Plan for future water and sewer plant expansion and, if necessary, institute a program to finance this expansion.

Guiding Objective USF-1.8: Continue to seek new and reliable water resources to satisfy demands for future direct supply and augmentation.

Guiding Objective USF-1.9: New development should be encouraged to locate adjacent to existing development to ensure the logical extension of water and wastewater facilities.

Community Goals USF-2: INFRASTRUCTURE PLANNING. Upon completion of this Community Master Plan, the Water Study, Drainage Study, and the Palmer Lake Sanitation District's recent wastewater plan initiate the development of a five-year capital improvements program as a first step in addressing needed improvement and expansion of the current water, sewer, and stormwater systems.

Guiding Objective USF-2.1: Continue to implement the Town's user pay philosophy for the provision of public facilities and services, including roads, water, sewer, and drainage, and continue to review the cost of taps and fees for all services.

Guiding Objective USF-2.2: Continue to improve the Town's water, road, and drainage systems.

Guiding Objective USF-2.3: Continue to cooperate with the Palmer Lake Sanitation District and stay current on the number of new taps available for new development.



Palmer Lake Community Master Plan

Guiding Objective USF-2.4: Plan and implement a system-wide drainage and flood control approach.

Guiding Objective USF-2.5: Engage in efforts to provide a regional solution to the provision of needed infrastructure improvements.

Guiding Objective USF-2.6: Work with the area service providers to move all overhead wiring underground.

Community Goals USF-3: WATER. Plan to enhance Palmer Lake’s long-term water supply while respecting the environmental constraints of the resource.

Guiding Objective USF-3.1: The Town has many water rights that have not yet been developed. The development of those water rights, in conjunction with managing the Town’s existing water supply and partnering with neighboring entities, will aid in the Town meeting the demands of future development pressure.

Guiding Objective USF-3.2: Plan and develop Town water resources directly proportional to projected future demand levels. The Town should continue its policy of providing water on a “first-come, first-serve” basis with an expiration date if taps are not used within a specified time.

Guiding Objective USF-3.3: Augment the Town’s water resources through the procurement of supplemental water, use of conservation measures, and additional reservoir storage.

Guiding Objective USF-3.4: Correlate water demand to proposed land use when evaluating potential annexation areas.

Guiding Objective USF-3.5: All new development should demonstrate sustainable water services at the time of platting.

Guiding Objective USF-3.6: Discourage development that cannot provide proof of a dependable and adequate water supply defined by quality and quantity.

Guiding Objective USF-3.7: Continue to improve water quality.

Guiding Objective USF-3.8: Continue to promote water conservation and follow the recommendations of the Water Conservation Plan developed for the Town of Palmer Lake, Monument, and the Tri-View Metropolitan District.

Guiding Objective USF-3.9: Continue to educate residents and property owners about water shortages, emergency water shortage restrictions, and ways to further reduce water demand. Consider the following:

- Enforce and update the existing landscape waterwise ordinance (Ordinance 9 of 2021) to further reduce water demand.
- Promote the use of low-water-use fixtures.
- Continue to work with Colorado Springs Utilities to test and replace water meters.
- Continue to monitor high water bills.
- Consider a new water fee structure that aims to enhance water conservation.



Palmer Lake Community Master Plan

Guiding Objective USF-3.10: Evaluate the fiscal impact and benefits of establishing a real estate transfer fee (documentary fee) or assessment at the time of annexation that would be placed in a planning and engineering fund for developing additional water sources with area water suppliers.

Guiding Objective USF-3.11: Due to the number of private wells that have been drilled within the Town limits and the extraction of water from the Town's water supply, consider enacting a policy whereby the usage is determined, metered, and reported so the Town can accurately report water usage and quantify the amount of augmentation required.

Community Goals USF-4: WASTEWATER. Since wastewater treatment is provided and available from the Palmer Lake Sanitation District (PLSD), strive to eliminate all on-site sewage disposal systems.

Guiding Objective USF-4.1: Continue to enforce and monitor the requirement to connect to centralized service if a service line that serves the Palmer Lake area is within 400 feet of a property, as required by CRS 30-20-416. Evaluate increasing the distance to connect from a service line to centralized services.

Guiding Objective USF-4.2: Identify site locations and specific standards for future services and utilities necessary to serve the defined Three-Mile planning area

Guiding Objective USF-4.3: Work with area sanitation districts to discuss the consolidation or coordination of facilities and services to reduce costs and improve efficiencies.

Guiding Objective USF-4.4: Gravity systems, whether sanitary sewer or storm drainage, should have precedence over other systems in design and construction.

Community Goals SF-5: SHALLOW UTILITIES. Provide and coordinate the provision of shallow utilities (gas, electric, telephone, cable, and internet) that are needed and are commensurate with local needs.

Guiding Objective USF-5.1: To enhance the next generation of businesses, the Town should work with local businesses and home-based businesses to identify opportunities to develop smart technologies for the area, including better broadband internet services.

Guiding Objective USF-5.2: Divisions of land should be designed to accommodate the continuation of roads, shallow utilities, drainage facilities, trails, and pedestrian access onto the adjacent property unless there is sufficient justification for an alternative design.

Guiding Objective USF-5.3: Shallow utilities, including but not limited to electrical, telephone, cable TV, and fiber optic lines, are preferred for underground installation at locations compatible with other utilities, storm drains, and future roadway construction.

Guiding Objective USF-5.4: Improve internet connectivity.



PUBLIC HEALTH AND SAFETY (PHS)

Community Goals PHS-1: LAW ENFORCEMENT AND EMERGENCY SERVICES. Provide law enforcement and emergency services commensurate with local needs and circumstances.

Guiding Objective PHS-1.1: Continue to provide and promote a 'safe' community through citizen surveillance, a primary neighborhood and commercial security technique.

Guiding Objective PHS-1.2: Develop a capital improvements plan with the Fire Department for the Town's law enforcement and emergency services.

Guiding Objective PHS-1.3: Secure adequate ambulance services for the community.

Guiding Objective PHS-1.4: Continue the established mutual-aid agreements and other cooperative efforts among fire protection and emergency service districts, municipalities, and other entities to provide more affordable and efficient services.

Community Goals PHS-2: SEVERE WEATHER. Prepare structures and community members for severe weather and natural hazards, including wildfires, floods, and severe storms.

Guiding Objective PHS-2.1: Encourage wildfire mitigation activities on private property.

Guiding Objective PHS-2.2: Routinely refresh and practice emergency response protocols.

Guiding Objective PHS-2.3: Support and pursue community partner-ships that improve emergency communication.

Guiding Objective PHS-2.4: Involve community members in prepared-ness planning and activities, emphasizing shelter-in-place options and neighborhood-level communications and responses.

Guiding Objective PHS-2.5: Update the list of critical facilities within the Town and the Three-Mile planning area. Document the known risks/hazards for each and develop strategies for maintaining continued operations and/or improving resiliency (e.g., renewable energy and storage facilities).

Guiding Objective PHS-2.6: Conduct an annual community emergency preparedness training and educational campaign in coordination with other local and regional service providers.

Community Goals PHS-3: MAINTAIN CURRENT LEVELS OF SERVICE. Preserve the functional integrity of key Town police and fire staff positions and their associated community facilities.

Guiding Objective PHS-3.1: Closely monitor future development in the community and collaboratively plan long-term improvements to essential community facilities and services.



Palmer Lake Community Master Plan

Guiding Objective PHS-3.2: During the annual budgeting process, work to ensure that professional staff positions in both the Police Department and Fire Departments be maintained.

Guiding Objective PHS -3.3: Encourage Town Departments to develop SMART goals. (Smart: Measurable, Achievable, Relevant, and Time-Bound.)

Guiding Objective PHS-3.4: Work with State, Pikes Peak Area Council of Governments (PPACG), and County funding agencies to procure funding for Public Safety capital needs (replacement apparatus and firehouse).

Guiding Objective PHS-3.5: Schedule at least one work session per year prior to the annual budget preparation with the Board of Trustees, Fire Department, and Police Department to assess their needs and address any gaps in service provision.

Guiding Objective PHS-3.6: In coordination with Pikes Peak Regional Building Department, continue to update building codes to comply with best practices for fire protection. Building codes are only applicable for anything for which a building permit is required.

Guiding Objective PHS-3.7: Secure sustainable funding to continue to provide improved police and fire protection.





CHAPTER 5: OUR PLAN FOR THE FUTURE

Overview

There are two important components to this Chapter:

- The Future Land Use Plan and Map
- The Three-Mile Plan

The Future Land Use Plan creates a framework. It indicates the community's uses for different areas of the Town. Unlike a zoning ordinance, this Plan describes how the community envisions certain areas developing. This will inform the update to the Town's existing land use regulations, including zoning and subdivision. The Future Land Use Plan Map does **not replace the Town's Official Zoning Map nor change any existing zoning within the Town.**

Difference Between Zoning and Land Use Maps	
Future Land Use Map	Official Zoning Map
Preferred future use and character of the land	The basis for applying different land use regulations and development stand-ards to other areas of the community (zones)
Shows generalized development patterns	Zone and site-specific
Guides zoning change requests, variances, and conditional uses	Zone and site-specific Zoning changes reference Community Master Plan and Future Land Use Plan
Respects and enhances desired existing land use	Applicants or the Town may amend Community Master Plan to reflect a new direction enabling a change in zoning designation
Acknowledges planning priorities involving housing, economic development, downtown core, infrastructure, parks, trails, open spaces, and public facilities	Zoning and subdivision regulations largely direct development outcomes



Palmer Lake Community Master Plan

This Future Land Use map is conceptual, and the exact boundaries of desired land uses may be adjusted based on platting requirements. These land use categories should also be applied to the area in the designated Three-Mile Plan.

As a precondition to the final adoption of an annexation ordinance within the three-mile area outside the present municipal boundaries, the municipality must have a plan for that area, like a comprehensive or master plan. The Three-Mile Plan is required by state statute. The statute does not require that the Three-Mile Plan be adopted before submission of an annexation petition; instead, it must be in place "prior to completion of any annexation within the three-mile area."

THE FUTURE LAND USE PLAN

The Future Land Use Plan and Map represent a synthesis of the current trends and conditions. Most importantly, it describes the type of development residents of Palmer Lake envision for the Town and defines the Three Mile area. The Future Land Use Plan complements the community goals and guiding objectives for growth and development.

1. The Future Land Use Map and Plan describes the setting, type of uses desired, and character of desired development. The availability of infrastructure is also noted.
2. The Future Land Use Map and Plan recognizes and respects existing land uses, to avoid creating non-conforming land uses.
3. The Future Land Use Map and Plan considers the natural character of the land, appropriate uses, and infrastructures such as roads, water, sewer, and drainage. These considerations are essential to any development.
4. The Plan includes three (3) community-oriented commercial nodes: the Main Street Downtown Core, East End Mixed Use Village Center, and North End Business/Industrial Center. These nodes may include residential uses as an accessory to either the building or the commercial node. The Main Street Downtown Core is a community gathering point and a regional attraction given the Lake, arts center, and the cluster of existing dining and entertainment destinations. They are also intended to serve the existing residential neighborhoods and visitors to the Town and the surrounding communities of Larkspur, Monument, and the Woodmoor area.
5. Three retail nodes are envisioned along County Line Road. These nodes may benefit from recent improvements to the bridge at I-25 and County Line Road. In addition, new high-density housing is planned for this intersection³⁸.

The Future Land Use Plan ensures a balance of residential and non-residential development necessary to maintain the fiscal health of communities across the State of Colorado, given the State's property tax structure and the benefit of sales tax revenue to Colorado municipalities.

³⁸ From Town of Monument Website Development Applications September 2022: <https://monumenttownco.documents-on-demand.com/?l=c00ab628a2e6ec11a37c000c29a59557&d=ee376e3ba2e6ec11a37c000c29a59557>- Monument Ridge East and West-: "Anticipated development will be single and Multifamily residential on the east side of I-25 consisting of single-family homes and townhomes and/or paired patio homes.



PROPERTY TAX REVENUE CONSIDERATIONS

Property tax revenue is another consideration when creating a Future Land Use Plan. The following estimates are derived from the El Paso County Assessor's property tax database for the Town of Palmer Lake. This is an approximation since all the properties paying Palmer Lake property tax are not fully identified. It also does not include business personal property tax which, depending on the land use, can provide a significant revenue stream for Colorado communities. Overall residential uses accounted for 88.7% of the market value but only 71.6% of the assessed value and 71.6% of the property tax revenue. Commercial services accounted for only 6.6% of the market value but 21.8% of the assessed value and property tax revenue.

Assessor Classification	Market Value (\$)	Assessed Value (\$)	% Market Value	% Assessed Value
Residential	404,675,319	28,114,020	88.7%	71.6%
Commercial	30,026,245	8,546,740	6.6%	21.8%
Vacant Land	9,018,864	2,615,070	2.0%	6.7%
Tax Exempt	12,665,346	0	2.8%	0
Total	456,385,774	39,275,830		

Source: Community Matters Institute calculations based on El Paso County Assessors Data, August 2022



Further detail is presented in the following table.



Palmer Lake Community Master Plan

Type	Market Value (\$)	Assessed Value (\$)	% AV Cat.	% AV all
COMMERCIAL & INDUSTRIAL				
Warehouse/ Storage	11,425,051	3,313,250	38.8%	8.4%
Special Purpose	8,707,925	2,525,300	29.5%	6.4%
Merchandising	3,726,956	1,080,790	12.6%	2.8%
Manufacturing/ Processing	1,984,291	575,450	6.7%	1.5%
Offices	1,715,738	497,560	5.8%	1.3%
Miscellaneous	1,423,681	252,200	3.0%	0.6%
Industrial Condominiums	1,036,007	300,450	3.5%	0.8%
Forest Land	6,596	1,740	0.0%	0.0%
Total Commercial	30,026,245	8,546,740	100.0%	21.8%
VACANT				
Vacant Residential Lots	5,872,575	1,702,650	65.1%	4.3%
Vacant Commercial Lots	1,649,830	478,460	18.3%	1.2%
Vacant Code 100 At Present Worth	645,322	187,140	7.2%	0.5%
Vacant Land = 1 And < 5 Acres	629,900	182,660	7.0%	0.5%
Vacant Land Less Than 1 Acre	221,237	64,160	2.5%	0.2%
Total Vacant	9,018,864	2,615,070	100.0%	6.7%
RESIDENTIAL				
Single-Family Res.	385,555,356	26,796,130	95.3%	68.2%
Condominium	13,815,511	960,250	3.4%	2.4%
Multi-units	2,442,472	166,090	0.6%	0.4%
Mobile Home Parks	1,470,228	102,180	0.4%	0.3%
Special Purpose	1,277,318	81,420	0.3%	0.2%
Res Land at Res Rate	114,434	7,950	0.0%	0.0%
Total Residential	04,675,319	28,114,020	100.0%	71.6%



Palmer Lake Community Master Plan

TAX-EXEMPT				
Tax-Exempt	12,665,346	0	100.0%	0.0%
Total All	456,385,774	39,275,830		

Source: Community Matters Institute calculations based on El Paso County Assessors Data, August 2022; categories reflect Assessor classifications.

The detailed table shows that warehousing and storage were significant revenue contributors. 'Special purpose' in the commercial property tax category was largely what the Assessor categorizes as a convalescent hospital with over \$6 million in market value. The other major special-purpose commercial establishments were restaurants and one gymnasium. Together these two categories accounted for over two-thirds of the commercial assessed value.

Among the vacant land categories, vacant residential land also accounted for about two-thirds of the total vacant land assessment, but vacant land revenue was just 6.7% of total revenue. In the residential category, single-family homes accounted for over 95% of the total assessed value of residential properties and two-thirds of the Town's assessed value.

In El Paso County, residential uses represent 61% of the tax base, commercial and industrial is 27%, and vacant land is 4%.

The above values only account for about 86% of the Town's assessed value and are the best estimates derived from the data readily available from the El Paso assessor's office. Note that business personal property tax makes up about 4% of the taxes in El Paso County.

Using this available data and calculating a step-up for the unavailable data, the property tax revenue streams are outlined in the following table. The property tax has two components, General Property Tax at 11.238 mills and the Fire Mill Levy Property Tax at 10.000 mills for a total of 22.238 mills. \$968,000 is approximately what the El Paso assessor's office said it paid out to Palmer Lake.

PALMER LAKE ESTIMATED PROPERTY TAX SOURCES 2022			
Classification	Market Value	Assessed Value	Property Tax Revenue
Residential	\$470,006,178	\$28,114,020	\$597,085.56
Commercial	\$34,873,688	\$9,926,527	\$210,819.59
Vacant Land	\$10,474,871	\$3,037,247	\$64,505.06
Tax Exempt	\$14,710,042	\$ -	\$-
Total	\$530,064,778	\$45,616,527	\$968,803.81

Source: Community Matters Institute calculations based on El Paso County Assessors Data, August 2022



FUTURE LAND USE MAP

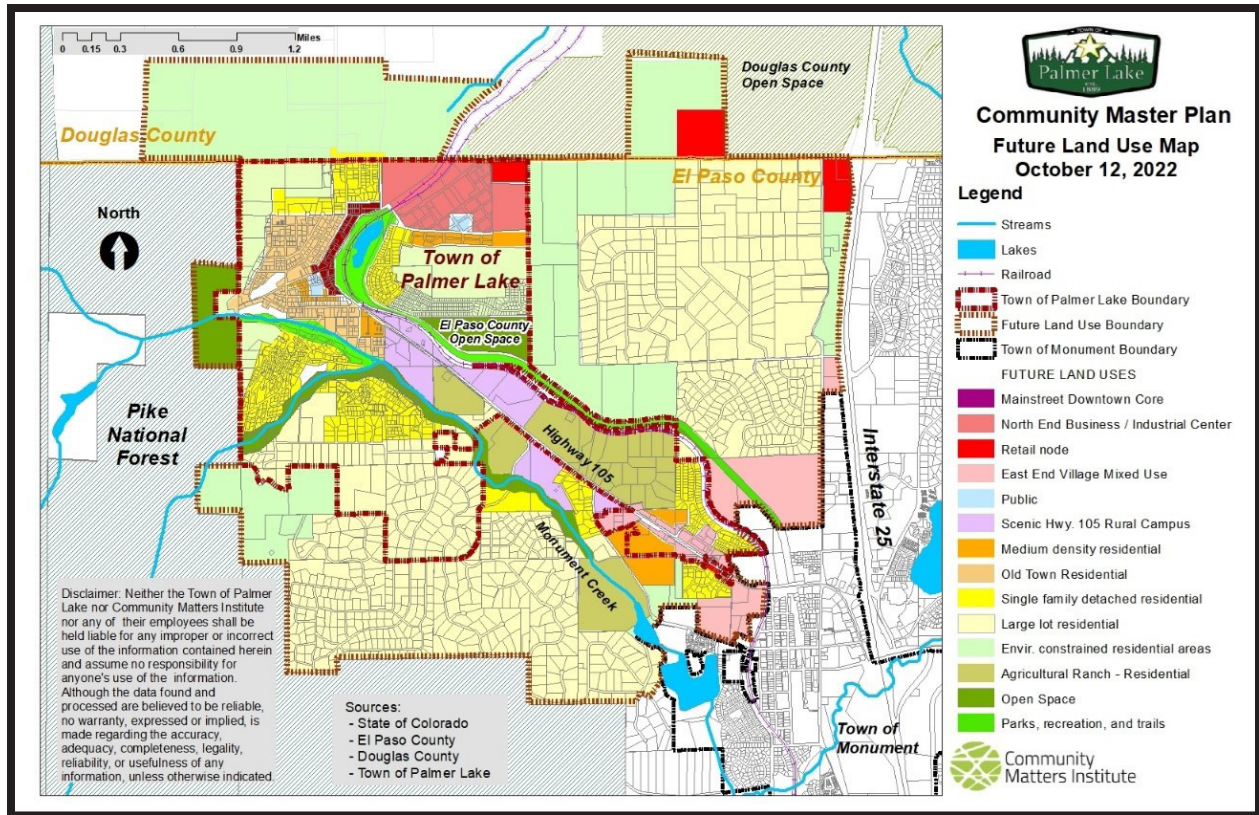
The map and the text descriptions in this section indicate the use expected to predominate in areas where land is undeveloped or, in previously developed regions, the Plan reinforces what is already developed and will likely remain unchanged. Some minor transitions in use can occur through the redevelopment of previously built sites, "infill" construction on a vacant parcel amid existing built sites, or repurposing an existing structure for another use without significant site changes.

AS NEW DEVELOPMENT PROPOSALS ARE SUBMITTED, IT IS CRITICALLY IMPORTANT TO MAINTAIN A BALANCE BETWEEN RESIDENTIAL AND NON-RESIDENTIAL USES TO MAINTAIN THE OVERALL FISCAL HEALTH OF THE COMMUNITY. PROPERTY TAXATION RATES FOR NON-RESIDENTIAL USE IS 29% OF ASSESSED VALUE AND HAS THE ADDED BENEFIT OF POTENTIAL SALES TAX AND REAL PROPERTY TAX REVENUE VS. THE CURRENT ASSESSMENT RATE OF 7.15 % FOR RESIDENTIAL USE.

FUTURE LAND USE DESIGNATIONS & DEFINITIONS

The Future Land Use Plan for the Town of Palmer Lake and its designated Growth Area contains the following land use designations.

- Main Street Downtown Core
- Retail Nodes
- North End Business/ Industrial Center
- East End Village Mixed-Use Commercial Center
- Scenic 105 Rural Campus Corridor
- Environmentally Constrained Residential Areas
- Agriculture-Ranch Residential
- Large Lot Residential
- Single-Family Detached Residential
- Residential Old Town
- Medium Density Residential
- Parks and Recreation, Trails, And Open Space
- Public



MAIN STREET DOWNTOWN CORE

SETTING

This area is known for its rich history and natural features. This area comprises the current CC zone district and is a mix of restaurants, the art center, and retail establishments along Highway 105 with primarily residential or offices and professional services on the secondary streets. The Lake is also a multi-use regional attraction with many planned events.

Main Street is centrally located for serving the community and provides a regional attraction for shopping, entertainment, culture, arts, and public gatherings and events. This area should include improvements to make rich and enjoyable public spaces. A diversity of housing types at various price points are integrated with restaurants, bars, retail stores, offices, coffee shops, and civic services. Within the commercial area, residential units may consist of live/work dwellings, loft housing, and other similar uses and should be accessory uses to the principal commercial use and not occupy ground floor space.

This mixed-use area aims to ensure that the smallest individual-owned businesses and service establishments remain and prosper on what has historically been viewed as Palmer Lake's Main Street. This area is easily accessible from the north and south, given its location on Highway 105. Office and residential uses above retail establishments are encouraged in this area. Still, the residential use should not comprise more than 40% of the lot or development site and thus should be considered an accessory use to the principal non-residential use. This area also serves as a community gathering point. It is both a drive-to as well as a walk-to destination.



USES AND CHARACTER

Attributes of development include preservation of the existing character and scale of development, redevelopment with a focus on walkability, and infill. The Town should consider adopting design standards for Main Street buildings. Renovation of older buildings is encouraged. A mix of uses is appropriate for the area currently zoned CC. Residential neighborhoods should provide a mix of housing opportunities for residents and those working in the area. This area should continue to be highly connected to surrounding neighborhoods through a safe, welcoming, pedestrian-oriented environment, including sidewalks, bike lanes, and streetscape improvements along Highway 105.

INFRASTRUCTURE

The Main Street Downtown Core is served with centralized services including water and sewer and public parking. Storm drainage will need to be addressed if there are any planned improvements to Highway 105.

RETAIL NODES

SETTING

These designated new retail nodes are located along County Line Road. As development increases along the I-25 corridor, increased traffic counts are anticipated, allowing the development of new retail stand-alone centers that will not detract from the Town's small-town character.

USES AND CHARACTER

These sales tax-generating retail nodes should be located within the Town limits or lands that are eligible for annexation. This type of retail development can generate a high number of vehicle trips and serve the area's residents and the traveling public. These retail nodes are within three miles of I-25 and will benefit from planned higher-density housing developments along the I-25 corridor. Possible uses include new farm and ranch supply centers such as Murdoch's, now a home supply store, or an animal feed store to serve northern El Paso County and southern Douglas County.

INFRASTRUCTURE

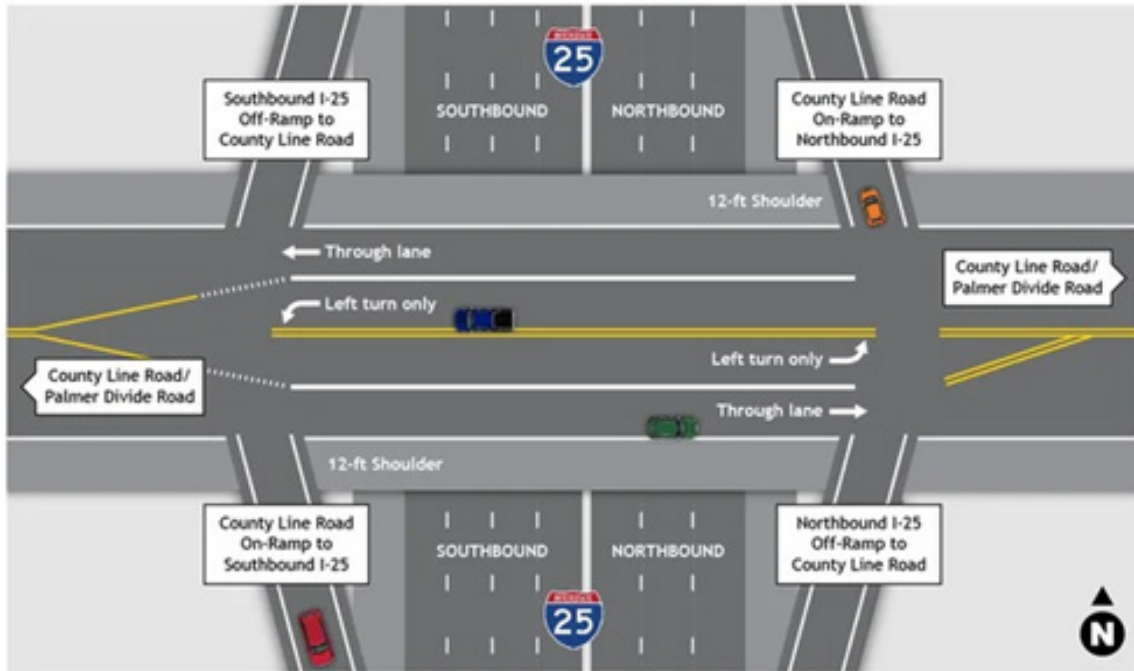
As noted in the adopted El Paso County Master Plan, "East-west connections are critical to the overall quality of life for residents³⁸." Future improvements to County Line Road will provide another means of access to downtown Palmer Lake and the recommended retail nodes along this corridor. Centralized services should be considered for this emerging corridor.

The construction of bridge improvements on County Line Road and I-25 should be completed in November of 2022 and will also provide easier access to properties west of I-25 along County Line Road.

³⁹ Refer to the adopted El Paso County Master Plan 2021-06-04_ADOPTED_Your_El_Paso_Master_Plan_LQ.pdf



County Line Road Bridge Final Alignment



The I-25 South Gap project is increasing safety and mobility along I-25 between Monument and Castle Rock. The County Line Road bridge is one of five structures being replaced by the project.

NORTH END BUSINESS/ INDUSTRIAL CENTER

SETTING

The North End Business/Industrial Center is an existing industrial center located just south of the Douglas County line.

USES AND CHARACTER

The existing industrial park contains successful light industrial businesses and the Town's shop facilities. These industrial uses help pay for the services the Town provides: property tax revenue, some sales tax revenue, and business personal property tax that is often significant.

Uses for the Business/Industrial Center may include contractor trades, art fabrication, live/work developments, and higher density attainable housing on the south edge of the area where the terrain is too steep for normal business development but not for housing. This area is also appropriate for small office or incubator space that does not require high visibility from well-traveled streets but may have a retail component as an accessory use.



INFRASTRUCTURE

Only a portion of this area is within the Palmer Lake Sanitation District. There are water mains that serve this land use category. This area is also the northernmost business area in the Pikes Peak region. The traffic counts in this area are quite low, but the area could support a grocery store/gas station on County Line Road as well as specialty destination retail.

EAST END VILLAGE MIXED-USE COMMERCIAL CENTER

SETTING

The East End Village Mixed-Use Commercial Center is currently zoned C-2. It includes commercial and industrial uses and mobile home parks on both sides of Highway 105. The area is approximately 62.4 acres, of which 35.1 acres are currently classified as residential. Only 5.2 acres of this is now used as commercial. 14.5 acres are used for industrial, and the remaining 7.5 acres are vacant land.

USES AND CHARACTER

This area is envisioned as a commercial center that provides goods and services for the surrounding neighborhoods and is a pedestrian-friendly mixed-use node that strives to integrate two or more land uses, such as residential, commercial, and office on one lot or within a subdivision, with a defined pedestrian orientation. The commercial area should include well-planned attractive clusters or nodes of commercial development that complement each other.

The East End Village Mixed Use Commercial Center node accommodates easy access to goods and services by foot or by car. The emphasis is placed on the ability to walk or drive and park to access several complementary service and retail uses with limited shared access points off Highway 105. The development contains pedestrian connections and amenities that are complementary to surrounding neighborhoods and open spaces, thereby promoting one-stop shopping in a pedestrian environment.

INFRASTRUCTURE

This area is within the Palmer Lake Sanitation District but there are no water mains. Much of the area is currently served by individual wells and septic. Traffic counts are highest in this area. For this area to fully develop and create an additional community-friendly economic development magnet, water lines would need to be extended to this area. Given the current pattern of lots, parking areas should be clustered and screened from view with low walls and landscaped berms.

SCENIC HIGHWAY 105 RURAL CAMPUS CORRIDOR

SETTING

Land uses in this area include several campus-like low-density clustered developments set back from Highway 105 and have limited access to Highway 105. Examples include Elephant Rock, the Mission Training International Center, the Royal Oak Barn, and Recovery Village. These existing uses contribute significantly to the Town's property tax base. The area includes several forested areas and panoramic views of the foothills and mountains.



USES AND CHARACTER

The Highway 105 scenic corridor is envisioned as an area with lower-density campus-like development. This land use category intends to allow development that maintains the rural quality and character by preserving tree-covered areas and significant views. Any new development should be substantially set back from the highway to mirror current development that is setback between 100 feet and 300 feet along this portion of Highway 105. Development should be clustered to facilitate the conservation of open space. This corridor's current ratio of open space/open lands is approximately 66%. Fencing or gating of properties is strongly discouraged since the existing character of the corridor is open, and parking areas are screened from view. CDOT manages access to a minimum separation of one access point every quarter ($\frac{1}{4}$) of a mile. Shared access points are strongly encouraged. Any access to Highway 105 requires an access permit from the CDOT Region 2 Access Control Manager.

INFRASTRUCTURE

A portion of this area is within the Palmer Lake Sanitation District, but there are only a few service lines. Anything other than large lot residential development should be served by both water and sewer which would also provide additional economies of scale to serve the East End Mixed Use Village Center.

Water lines and water service is not available, and any development in this area should be serviced by centralized water and not wells.

ENVIRONMENTALLY CONSTRAINED RESIDENTIAL AREAS

SETTING

This land use category includes areas that have steep slopes, extensive forested areas, or areas that are difficult to serve or access. These areas of the Town are challenging to develop or represent characteristics of the Town and surrounding area that are highly valued. Currently, the Town requires that lots with slopes of over 16% must retain at least 50% in their natural State, and the percentage of lands that must be left in their natural state increases to 85% of the lot area as the slope increases. Some of these land areas show old, platted roads; however, these roads have never been built and there is no water or sewer service to these sites, making the development potential severely limited and extremely expensive. Developments just east of the current Town boundaries have larger lots and some have steep slopes averaging 20%.

USES AND CHARACTER

The hillside ordinance will determine the size of the lot. Unlike the agricultural-ranch residential land use designation, the steep slopes and forested areas may require lots that are substantially larger than five (5) acres. The environmentally constrained residential areas are not suitable for development except for single-family homes on larger lots over five (5) acres.



INFRASTRUCTURE

There is no infrastructure in the areas designated as environmentally constrained.

AGRICULTURE-RANCH RESIDENTIAL

SETTING

Existing areas in Town and out of Town are zoned rural agricultural (RA) or used for agricultural purposes.

USES AND CHARACTER

This land use designation supports existing agricultural uses. Lots are comprised primarily of open lands that are five (5) acres or larger. Accessory structures and uses that assist in producing value-added agricultural-related services or products are encouraged. Husbandry of domesticated farm or ranch animals is permitted by zoning ordinances, County regulations per the El Paso County Land Development Code (LDC), or State Law.

LARGE LOT RESIDENTIAL

SETTING

Existing areas in the Town and out of Town that are currently between one (1) to five (5) acres in size and are not served with public water or sewer services.

USES AND CHARACTER

This land use classification includes neighborhoods with large lots with a predominantly rural character and areas difficult to serve by gravity sanitary sewer. Land parcels designated as large residential lots include existing subdivisions within the Three-Mile Plan. This land use classification respects lands already platted within the County and developed, and no change in use is suggested. The Plan envisions that these lands remain as platted larger lots.

INFRASTRUCTURE

Some areas are served by public water and sanitation; others are served with only public sanitation; others are not served with any infrastructure.



SINGLE-FAMILY DETACHED RESIDENTIAL

SETTING

Scattered throughout the Town and along Town boundaries, to the southeast, as shown on the Future Land Use Map, these areas are noted as 'yellow' on the Existing Land Use Map. These properties range in size (from 5,000 square feet to 5 acres).

USES AND CHARACTER

This category is established to reflect areas in the community that are currently developed as single-family detached residential homes, and the Future Land Use Map recommends no change to these developed areas. This land use designation is designed to preserve existing stable, well-established neighborhoods. The lots should continue to be sufficient to allow for off-street parking. This category also reinforces the community's desire to strongly discourage tract home subdivisions. This residential category provides a range of housing choices. Residential density should be at least one dwelling unit per 1/8 acre. Residences in the single-family category are generally characterized by a mix of compatibly designed detached single-family houses, sufficient landscaping, and usable open space.

INFRASTRUCTURE

Some areas are served by public water and sanitation, while other areas are served with only public sanitation.



RESIDENTIAL OLD TOWN

SETTING

This area surrounding the Main Street Downtown Core was called 'Downtown Transitional' in the 2013 Comprehensive Plan amendment. "This area is primarily medium density residential housing supportive of and compatible with the downtown core."⁴⁰

USES AND CHARACTER

This category is established to reflect areas in the community that are currently developed as single-family detached residential homes, and the Future Land Use Map recommends no change to these developed areas. This land use designation is designed to preserve existing stable, well-established neighborhoods. The lots should continue to be sufficient to allow for off-street parking. This category also reinforces the community's desire to strongly discourage tract home subdivisions. This residential category provides a range of housing choices. Residential density should be at least one dwelling unit per 1/8 acre. Residences in the single-family category are generally characterized by a mix of compatibly designed detached single-family houses, sufficient landscaping, and usable open space.

INFRASTRUCTURE

All areas of Residential Old Town are served by public water and sanitation.

MEDIUM DENSITY RESIDENTIAL

SETTING

This land use category reflects existing areas in the Town with lots between 5,000 and 10,000 square feet, as well as areas that complement the non-residential land use nodes.



USES AND CHARACTER

This category is established and shown on the Future Land Use Plan to provide areas in the community where slightly higher-density residential development could be supported. Like the Old Town residential area, this residential category, with a range of 4 to 8 units per acre, includes single-family detached and attached units such as townhomes, carriage houses, and attached dwelling units that are two, three, four, or five units per building.

⁴⁰ Page 55, Town of Palmer Lake Comprehensive Plan amendment.

⁴¹ This category does not include the currently developed townhomes that are zoned CC and have a density of 7.26 DUs per acre.



INFRASTRUCTURE

Infrastructure is needed in some places. Some areas have water but no centralized sewer. There are sewer lines at the east end of Town but no water lines. Centralized service should be required to serve these areas.

PARKS AND RECREATION, TRAILS, AND OPEN SPACE

SETTING

Existing park, recreational facilities, and open spaces are shown on the Future Land Use Map.

USES AND CHARACTER

All parks, recreational facilities, trails, and open space should be near residential neighborhoods, schools, or cultural facilities, and within walking distance of major destinations such as the downtown core. New trail linkages and parks should take advantage of aligning or linking with the Old Santa Fe Trail, area trails, and Glen Park.

INFRASTRUCTURE

Sanitation and hydration stations should be provided.



PUBLIC

SETTING

Public is all land owned by public entities. This is the location of the current Town Hall and related public facilities, as well as the Town's Maintenance facilities located in the North End Business/Industrial Center, which is appropriate for this area of Town. It includes the Town Green as described in the 2013 Amended Comprehensive Plan.





USES AND CHARACTER

The Town Green contains the Town Hall, Town Offices, library, police, and fire station. "Creating activity in the Town Green area is an excellent way to generate interest and civic spirit. The scheduling of public activities and events helps reinforce a historic precedent for active utilization of the Town Green."



INFRASTRUCTURE

The areas are serviced by public water and sanitation.





TOURISM

Visitors play an essential role in the overall financial health of the Town. The newly formed not-for-profit Palmer Lake Economic Development Group (PLEDG)⁴² serves to promote all "things" Palmer Lake. The following text is from the PLEDG-published brochure.

Palmer Lake is brimming with everything that is best about Colorado life. Highlights of what makes Palmer Lake "almost heaven" include the following:

- Access to outdoor activities and natural areas, including the proximity to the Pike National Forest.
- Local dining in an uncrowded atmosphere where you can truly unwind.
- A rich history that is documented and presented by the Palmer Lake Historical Society and through photography around the downtown core.
- Beautiful art created by many local artists.
- Access to local hospitality provided by many short-term rentals.
- Many local annual events and gatherings throughout the year.



42 The PLEDG website outlines in detail the four pillars of the economic development and tourism opportunities for the Town of Palmer Lake- Palmer Lake Economic Development Group (PLEDG) www.palmerlakecolorado.org.



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The PLEDG website, focusing on economic development, includes efforts to promote tourism in Palmer Lake. PLEDG efforts are founded on four pillars: Art, History, Dining, and the Outdoors. In addition to PLEDG, the following websites also promote tourism in the area:

ACCESS OUR UNPARALLELED NATURAL BEAUTY

The Palmer Lake Regional Recreation Area is a 36-acre locale offering a spring-fed lake for fishing, paddle boarding, and kayaking. Palmer Lake is a gateway to the Pike National Forest, where you can hike, bike, photograph our scenery and wildlife, or play our lakeside disc golf course!

THERE'S SO MUCH MORE!

Visit our website to plan your trip to beautiful Palmer Lake! Check out our Events calendar, find a short-term rental on our website, sample our restaurants, and immerse yourself in our history. Peruse the work of local artists featured in our shops around town. Hike, bike, or just soak up the sun, enjoy our lovely night sky, or relish the serenity of a pristine snowfall.

PALMER LAKE IS LOOKING FORWARD TO WELCOMING YOU!

Sponsored by the Palmer Lake Economic Development Group
www.palmerlakecolorado.org

SCAN ME!

Follow us on
 f @palmerlakeinspired

VISIT BEAUTIFUL PALMER LAKE COLORADO

We are your 'almost heaven' destination in the foothills of the Rockies, offering rich history, unparalleled outdoor life, memorable dining venues, and an arts community of note. Palmer Lake is one of the best kept secrets of the Colorado Front Range!

PALMER LAKE COLORADO

www.palmerlakecolorado.org

- Area Visitor Info www.visitcos.com/things-to-do/outdoors/parks-trails/palmer-lake-recreation...
- Awake Palmer Lake www.awakepalmerlake.org
- Palmer Lake Historical Society and Museum www.palmerdividehistory.org
- Tri-Lakes Center for the Arts www.trilakesarts.org
- Tri-Lakes Chamber of Commerce www.trilakeschamber.com



THREE-MILE PLAN

The purpose of this subsection of the Master Plan is to satisfy the requirements of Section 31-12-105(1) (e), CRS. This statute limits municipal annexations to no more than "three miles in any direction from any point of such municipal boundary in any one year." The three-mile limit may be exceeded if it would divide a property held in identical ownership if at least 50% of the property is within the three-mile limit. Contiguity as required by Section 31-12-104(1)(a), CRS may be achieved by annexing a platted street or alley, a public or private right-of-way, a public or private transportation right-of-way or area, or a lake, reservoir, stream, or other natural or artificial waterway. Palmer Lake's Three-Mile area boundary is intended to promote a regional approach to planning, particularly concerning the availability of centralized services.

This boundary meets the statutory requirement of having a "plan in place" for the area outside the municipality -- a required precondition to any annexation [CRS § 31-12-105]. The planning area intends to ensure that development within the Town's recognized annexation plan boundary is reviewed to determine future eligibility for annexation and to ensure it connects to existing development logically.

Colorado law also requires counties to inform municipalities of any development planned within two miles of a municipality's corporate boundary. This established Three-Mile Plan allows the Town or its citizens to comment on new development on its periphery and fosters an intergovernmental approach to addressing growth where services might be shared and regional and local plans respected. Adopting the Three-Mile Plan does not imply that all land within the area shown on the Three-Mile Plan map will or should be annexed. Palmer Lake's Three-Mile Plan defines areas adjacent to but outside of Palmer Lake that Palmer Lake would consider annexing if able to provide centralized services, especially in cases where another jurisdiction could not. The Three-Mile Plan is land likely to be subject to increased development pressure and does not need to encompass all three miles. The Palmer Lake Three-Mile Plan does not extend three miles in all directions because the Town of Monument is adjacent to Palmer Lake's southern municipal limits, and the Pike National Forest borders Palmer Lake's western boundary.

STATUTORY REQUIREMENT FOR THE THREE-MILE PLAN

The information required for a Three-Mile Plan is relatively simple and follows much of the same information outlined in the CRS for a 'master plan,' which was recently updated as of August 10, 2022. "*The Plan must generally describe the proposed location, character, and extent of the following and be updated at least annually*⁴³.

1. *Subways and bridges:* There are none within the designated area.
2. *Waterways and waterfronts:* The Environmental Hazards Map identifies lakes, streams, flood plain, and groundwater recharge areas.
3. *Parkways, playgrounds, squares, parks:* The Parks, Trails, and Open Space Map shows existing parks, recreational facilities, trails, open spaces, and national forests within the Three-Mile Plan area.

⁴³ Italicized text is from C.R.S. 31-23-206.Master plan. (Effective until August 10, 2022)



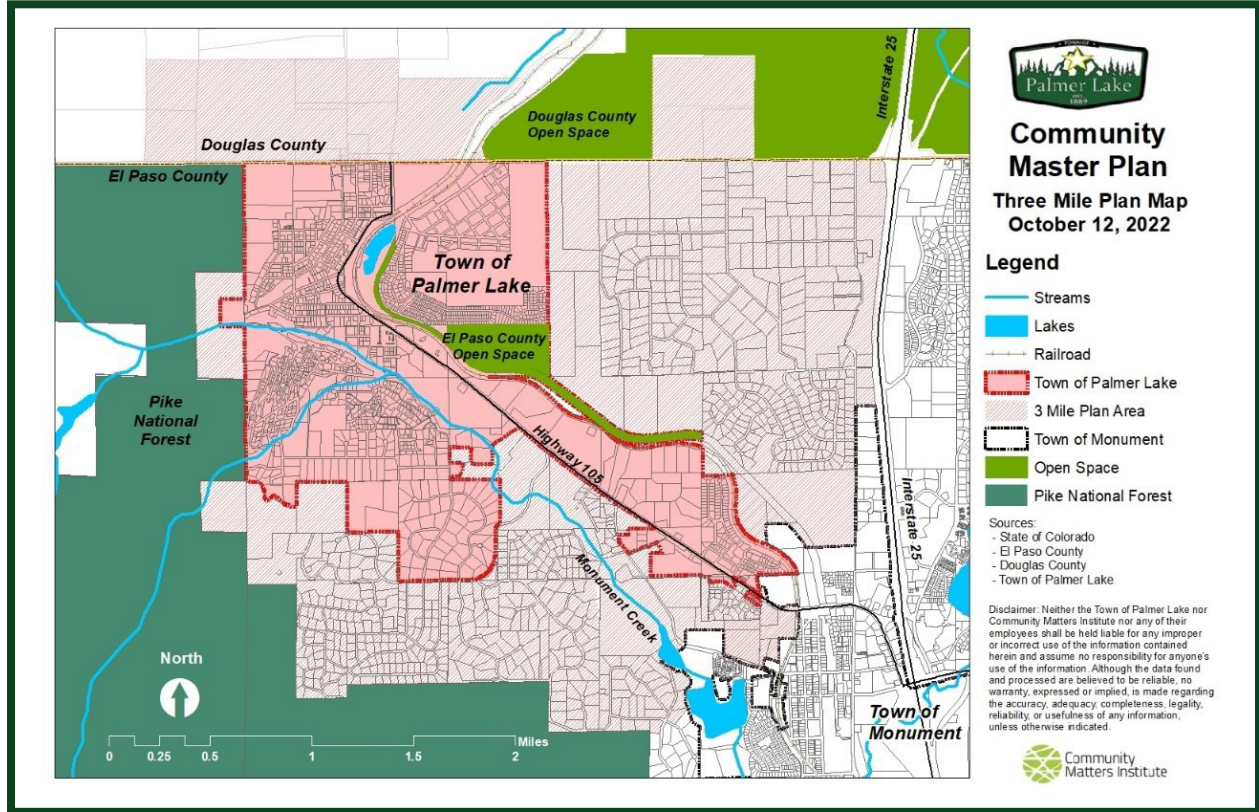
Palmer Lake Community Master Plan

4. *Aviation fields:* There are none within the designated area.
5. *Other public ways, grounds, and open spaces:* These are shown on the Parks, Trails, and Open Space Map and include the Greenland Open Space Area along County Line Road in Douglas County.
6. *Public utilities:* Public utilities include common carriers that provide electricity, gas, water, sanitation, telecommunication, internet, and cable. The Town of Palmer Lake and the area included in Palmer Lake's Three-Mile Plan are served by the following entities:
 - Electric: Core Electric Cooperative (CORE) District 3, except for a portion of land adjacent to I-25.
 - Natural Gas: Black Hills Energy.
 - Water: Provided by the Town of Palmer Lake unless on private residential wells.
 - Sanitation: Sewer is provided by Palmer Lake Sanitation District (PLSD) or private septic.
 - Other Special and Metropolitan districts in the Three-Mile planning area: A variety of districts provide water and/or sanitary sewer service and can be found on the Community Master Plan Map titled Districts: Water, Sewer, & Metro. Existing water and sewer lines within the Town can be found on the Water and Sewer Lines map.
 - Cable and Internet: Services are available through Comcast/Xfinity, Force Broadband, and Century Link.
7. Terminals for water, light, sanitation, transportation, and power are to be provided by the municipality [not such utilities provided by others]. See above.



THREE-MILE PLAN: ANNEXATION CONSIDERATIONS

The Three Mile Plan Area Map indicates areas considered eligible for annexation.





POLICIES TO ENSURE REGIONAL LAND USE & UTILITY COORDINATION

1. The Town of Palmer Lake's Three-Mile boundary illustrates lands that the Town of Palmer Lake is willing to consider for annexation if approached by a property owner.
2. Palmer Lake will work with the Town of Monument, El Paso County, and Douglas County to enter into Intergovernmental Agreements (IGAs), specifically outlining Palmer Lake's intentions and preferences for developing those areas within the Palmer Lake growth area boundary. Each IGA should outline what areas of northern El Paso County require urban service levels and consider entering into a "binding annexation agreement" to prevent the proliferation of new special or metropolitan districts.
3. The Town of Palmer Lake requires that any new subdivision or single-lot development adhere to the 2022 Community Master Plan as a condition of annexation.
4. Metropolitan and special districts within the Three-Mile Area boundary are allowed only as a financing tool of last resort. The Town wants to minimize the proliferation of these districts so that when annexation does occur, there are no additional independent districts within the Town limits or Three-Mile Plan boundary. To this end, the Town will work with the County to adopt regulations that ensure independent infrastructure systems connect to the Town's infrastructure system.
5. All land within the officially recognized Palmer Lake Three-Mile Area will be considered for annexation into the Town of Palmer Lake if the applicant can demonstrate a net economic benefit to the Town and current Palmer Lake residents.
6. Land that is eligible for annexation into the Town of Palmer Lake and is of a density that requires centralized services will be discouraged from developing within the unincorporated portion of the County. If the Town cannot serve the proposed development when a land development application is submitted, the applicant should be required to enter into a pre-annexation agreement with the Town of Palmer Lake.
7. In cooperation with El Paso County, the Town of Palmer Lake should formally recognize and adopt an IGA that provides further clarity about growth within Palmer Lake's Three-Mile planning area.

ANNEXATION GUIDELINES

The following Annexation Guidelines will help the Town of Palmer Lake consider new annexations. The Planning Commission and Town Board of Trustees could consider referring to the Colorado Municipal League's (CML) "Annexation in Colorado Handbook" 1991 Edition, as amended, or the recent summary of annexation law from CML⁴⁴ to include:

1. Does the annexation meet all the requirements of the Colorado Municipal Annexation Act and its amendments along with the adopted Town of Palmer Lake criteria? Is the land proposed for annexation contiguous to other lands in the Town that is already receiving Town services?
2. Is there an accurate map of the proposed annexation that includes all street rights of way and connections to the existing street system, current and proposed boundaries, the location of utilities to which the annexation will connect, proposed land uses, and zoning requests?



Palmer Lake Community Master Plan

3. Has the applicant substantially adhered to the Town of Palmer Lake's adopted Community Master Plan?
4. Has the applicant prepared a thorough annexation impact report for parcels over ten acres in size that meets the requirements of CRS 31-12-108.5?
5. Has Town Staff prepared a list of benefits and liabilities the proposed annexation would provide for the Town of Palmer Lake (qualitative analysis)?
6. Are the financial benefits and costs to the taxpayers of the Town of Palmer Lake and the annexing area clearly defined? What are the near-term fiscal benefits before vertical development? What are the long-term financial benefits of build-out? (The quantitative analysis should include but not be limited to the impact on the Town's General Fund, operational funds such as the Water Fund, and any Capital Funds.)
7. How will the area be serviced? Does the annexation indicate the following:
 - a. Public water and sanitation line capacity
 - b. Public wastewater treatment capacity
 - c. Public water treatment capacity
 - d. Public raw water capacity and water supply as required by El Paso County and the State of Colorado
 - e. Minimum acceptable water pressure
 - f. Avoidance of flood-prone areas
8. Does the land use application provide for the type and variety of land uses consistent with the recommended overall land use patterns as depicted on the Palmer Lake Future Land Use Plan?
9. Is there an annexation agreement that satisfactorily addresses land use, transportation, and servicing requirements?
10. Does the residential annexation request include public land dedication requirements so that adequate open space, parkland, and public facility sites (schools, police, fire, and maintenance) are secured?
11. Is there an acceptable draft annexation agreement or pre-annexation agreement that strives to minimize the short- and long-term costs of providing community services and facilities for the sole benefit of the annexed area?
12. How much development can ultimately occur if the land is annexed to the Town?

⁴⁴ https://www.cml.org/docs/default-source/uploadedfiles/events/annual-conference/conference-presentations/annexation-in-colorado.pdf?sfvrsn=6efd6133_2



APPENDICES

APPENDIX A: COMMUNITY SURVEY

Reference the Town of Palmer Lake's website at: <https://www.townofpalmerlake.com/bc-pc/page/master-plan>- See Master Plan Survey.





APPENDIX B: ACRONYMS

ACRONYMS

AADT – Annual Average Daily Traffic

ACS – American Community Survey

ADU – Accessory Dwelling Unit

AF – Acre Feet

CDOT – Colorado Department of Transportation

CMI – Community Matters Institute, the Master Plan consultant

CML – Colorado Municipal League

CPW – Colorado Parks and Wildlife

CRS – Colorado Revised Statutes

CWPP – Colorado Wildlife Protection Plan

DIA – Denver International Airport

DOLA – Colorado Department of Local Affairs

DU – Dwelling Unit

FEMA – Federal Emergency Management Agency

GMS – the Town's Town's consulting engineering firm

GOCO – Great Outdoors Colorado

IGA – Intergovernmental Agreement

MS4 - Municipal Separate Storm Sewer System

PLEDG – Palmer Lake Economic Development Group

PLSD – Palmer Lake Sanitation District

PPACG - Pike Peaks Area Council of Government

PUD – Planned Unit Development

ROW – right-of-way

RR - railroad



APPENDIX C: GLOSSARY OF TERMS

Accessory Use - Accessory uses are subordinate in size and scale to the permitted principal structure or use located on the same lot.

Agricultural Land - Land that is being used for agricultural activities.

Character - Those attributes, qualities, and features that distinguish an area and give such an area a sense of purpose, function, definition, and uniqueness.

Clustered Development - Development that protects environmental features by allowing more open space and protecting the rural character. Under this scheme, structures are built closer together on part of the land rather than spread evenly on large lots over the whole development.

Density (Gross) - The ratio of dwelling units per acre utilizing the total acreage of the parcel or entire development site without subtracting areas dedicated to public or private roads, schools, parks, or similar public use and open space areas or hazard areas.

Density (Net) - The average number of accommodation and/or dwelling units or gross commercial building floor area per acre, except (less) all land areas dedicated for public or private joint use for the entire development area, such as streets, parking, drives, recreation facilities (covered and/or impervious surfaces), and open space. Net density for subparcels of a development is to be calculated to the midpoint of adjacent public and private streets and/or contiguous open spaces that provide a boundary to the subparcel.

Duplex - A structure containing two attached dwelling units, each having direct access to the outside.

DOLA - Colorado Department of Local Affairs.

Dwelling unit (DU) - A single unit providing complete, independent living facilities for one or more persons, including permanent living, sleeping, eating, cooking, and sanitation provisions. Dwelling unit, multifamily - Dwelling, multifamily means three or more dwelling units where each unit is attached to other units by party walls and where habitable spaces of different units are arranged side by side or in a stacked configuration.

Dwelling unit, multifamily - Dwelling, multifamily means three or more dwelling units where each unit is attached to other units by party walls and where habitable spaces of different units are arranged side by side or in a stacked configuration.

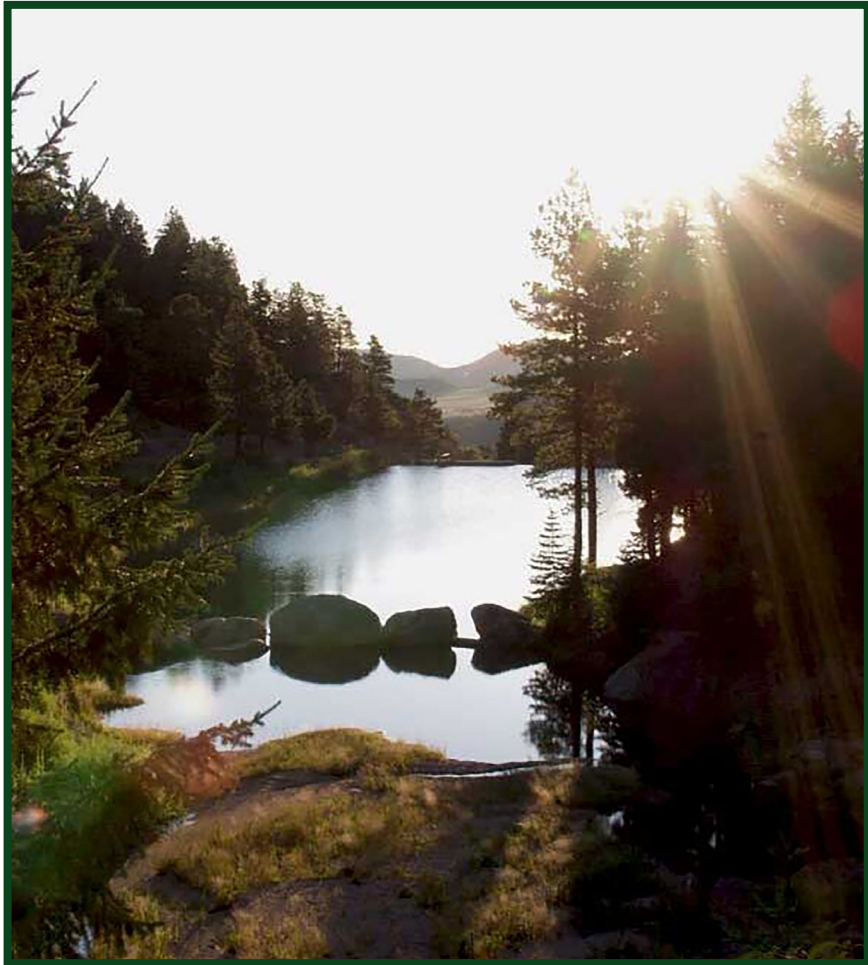
Dwelling unit, single-family - Dwelling, single-family means a structure containing one dwelling unit.

Floodplain or Flood Hazard Area - An area designated by the Colorado Water Conservation Board as susceptible to flooding. The Federal Emergency Management Agency (FEMA) is responsible for mapping flood-prone areas, and any change to the floodplain requires a Letter of Map Revision (LOMR) or a Conditional Letter of Map Revision (CLOMR). Source: 2 Code of Colorado Regulations 408-1, Rule 2: Authority.

Land Use Regulations - The Palmer Lake Zoning (Chapter 17 of the Municipal Code) and Subdivision Ordinance (Chapter 16).



APPENDIX D: BASIC PRINCIPLES OF ANNEXATION



ANNEXATION CAN TAKE PLACE IN THREE WAYS

1. Landowner petition signed by more than 50% of the landowners [Colo. Const. Art. II Sec30(1)(b)] owning more than 50% of the land CRS 31-12-107(1). (The petition is a contractual relationship that can be memorialized in an agreement.)
2. Annexation election, in which only landowners and registered electors in the area may vote. [Colo. Const. Art. II Sec. 30(1)(b); C.R.S. 31-12-107(2).] Note: a few municipalities require an election for all annexations.
3. Unilateral annexation by a municipality of an enclave or municipally owned land: CRS 31-12-106. [Palmer Lake could annex the small parcel at the south end of the Town.]

"Landowner" means the owner in fee of the surface estate, not the owner of the mineral estate if severed. CRS 31-12-103(6).



ONE-SIXTH BOUNDARY CONTIGUITY

1. One-sixth boundary contiguity must exist between the municipality and property to be annexed: CRS 31-12-104(1)(a).
2. The configuration of the parcel to be annexed is not relevant to review.
3. Roads, water bodies, and most government lands may be "skipped over" to establish the required contiguity.
4. The existence of contiguity satisfies the "community of interest" requirement of CRS 31-12-104(1)(b).
5. Prior noncontiguous annexations render subsequent annexations relying upon those annexations void ab initio. CRS 31-12-104(2).
6. Establishing eligibility:
 - Series/simultaneous annexation of streets, rights-of-way, etc. permitted: C.R.S. 31-12-104(1)(a); 105(1)(e).
 - No property division is held in "identical ownership" without landowner consent unless separated by a "dedicated street, road or other public way."
 - Written consent is also required to annex 20 acres or more in identical ownership valued in excess of \$200,000. CRS 31-12-105(1) (a & b).
 - No annexation of property for which another municipality has initiated annexation proceedings. C.R.S. 31-12-105(1)(c).
 - No annexation which will detach property from a school district without the written consent of the district. C.R.S. 31-12-105(1)(d).
 - There is no annexation to expand municipal boundaries greater than three miles in "any year." C.R.S. 31-12-105(1)(e)(I).
 - Three-Mile Plan required. C.R.S. 31-12-105(1)(e)(I).
 - Flagpole annexations must permit annexation of abutting property "under the same or substantially similar terms and conditions." C.R.S. 31-12-105(1)(e)(II).
 - If annexing a portion of a street or alley, you must annex the entire width. C.R.S. 31-12-105(1)(f).
 - Annexation shall not deny reasonable access to landowners, easement owners, or franchise owners adjoining a platted street or alley that has been annexed and is not bounded on both sides by the municipality. C.R.S. 31-12-105(1)(g).
 - Power of attorney is not sufficient for an annexation election. CRS 31-12-105(1) (h).
 - Most annexations have unique and greater requirements for providing public notice.



ANNEXATION IMPACT REPORT

- Required for annexations over 10 acres unless waived by the board of county commissioners. C.R.S. 31-12-108.5.
- Some statutory towns that we have worked with have adopted a 5-acre requirement.
- Often, the County does not respond to the notice it is sent.

THREE-MILE PLAN

1. No annexation may have the effect of extending a municipal boundary more than three miles in any one year. [See, *Town of Berthoud v. Town of Johnstown*, 983 P.2d 174 (Colo. App.1999)] "Year" is defined as a "calendar year." [C.R.S. 2-4-107]
2. As a precondition to the final adoption of an annexation ordinance within the three-mile area outside the present municipal boundaries, the municipality must have a plan for that area, like a comprehensive or master plan.
3. The statute does not require that the Three-Mile Plan be adopted before submission of an annexation petition; instead, it must be in place "prior to completion of any annexation within the three-mile area. . ."; thus, prior to final action on the annexation ordinance and recording with the clerk and recorder under CRS 31-12-113(2).

ANNEXATION CONSIDERATIONS

1. Unlike zoning and subdivision applications, a petition for annexation is not a quasi-judicial matter for the municipality. The municipality does not have to approve an annexation.
2. As shown on the attached planning area map, Monument is at your southern border⁴⁵.
 - a. Several citizens, Palmer Lake Trustees, and Planning Commissioners have voiced concern about Monument simply annexing Palmer Lake. Legally this would be extremely difficult to do because it requires a 2/3rd vote of the people to dissolve the municipality⁴⁶.
 - b. Look at possible strategic annexations preventing Monument from growing further north along lands that Palmer Lake could annex.
3. Larkspur's Planning Area boundary extends to the County line. However, in 1983, the Monument Comprehensive Plan envisioned NO development east of I-25. It is unlikely that Larkspur would annex across the county line during the lifespan of this Master Plan. Open Space acquisitions also make further annexation to the south unlikely.

⁴⁵ The Monument website does show the adopted Three-Mile Plan as well as all annexations from 2003- 2017.

⁴⁶ State law outlines the process for how a home rule or statutory city may discontinue its incorporation. The proceedings for discontinuance of incorporation begin when a petition for discontinuance is filed with the district court of the county where the municipality exists. The petition must be signed by at least 25 percent of the registered electors of the municipality. (Footnote is continued at the bottom of the following page.)

Upon verification of the petition, the court will notify the electors of the municipality of a vote at the next regular election on whether or not to discontinue the incorporation of the municipality. At least two-thirds of the electorate must vote to discontinue incorporation.



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4. Many areas within the Three-Mile area are not eligible for annexation. This includes the Town of Monument and Pike National Forest.
5. Flagpole Annexations. If there is a fiscal benefit, nearby municipalities, including those more than three miles away, might consider a flagpole annexation.
 - a. "...not less than one-sixth of the perimeter of the area proposed to be annexed is contiguous with the annexing municipality."
 - b. C.R.S. 31-12-104(1)(a). • CRS 31-12-104(1)(a) was amended in 1987 to confirm as legitimate the longstanding practice of annexing one or more parcels in a series, considered simultaneously, to annex property that, taken as a whole, does not have the requisite one-sixth contiguity.
 - c. Within the defined Three-Mile area, the contiguity required by Section 31-12-104(1)(a) may be achieved by annexing a platted street or alley, a public or private right of way, a public or private transportation right-of-way or area (i.e., the RR ROW), or a lake, reservoir, stream, or other natural or artificial waterways."
 - d. C.R.S. 31-12-105(1)(e). Often a street is used to serve as the "pole" to reach, and thus annex, the desirable "flag" of property. However, it is required that the municipality also annex the "pole" and offer annexation to any properties abutting the pole.
 - e. In Palmer Lake, both 105 and the RR ROW could serve as a means to annex property that has a clear fiscal benefit. Any of the area municipalities could accomplish this. (See planning area map.)
6. Annexation agreements are critical.
 - a. An annexation agreement is a contract.
 - b. Example developer/annexor obligations: dedicate and improve roads, install water and sewer lines, and pay fees for water rights and transmission.
 - c. Example municipal obligations: provide water and sanitary sewer service.
7. Fiscal benefits are analyzed at the time a petition is filed.



APPENDIX E: AN ESTIMATE OF EXISTING AVERAGE BUILDING SETBACK ALONG SCENIC 105 CORRIDOR APPENDIX

Following is an estimate of the average setback of a primary structure from the edge of the right-of-way. This estimate does not include vacant properties and does not include a property where the primary structure is a house.

- Blue – indicates selected parcels that are not vacant, and the primary structure is not a house.
- Red – indicates the Town boundary.
- Southside includes the two adjoining Town properties referred to as Elephant Rock, which are counted as one property.

The average existing setback in selected parcels is 200 feet.





APPENDIX F: GIS DATABASE

A geographic information system (GIS) computer program was used to create most maps in the Plan. This appendix includes information on the maps and GIS files used to make the maps. List of maps. The Table of Contents of the Plan includes a list of the maps in the Plan. All the maps in the Plan were created using GIS, except for the Western Territory map.

Types of files. GIS includes the following types of files.

- MXD. This is the file that contains a map. The MXD file connects to other files, which together create the map. A map may include half a dozen to several dozen SHP files.
- SHP. These files contain most of the different types of information shown on the map, such as the shapes of property parcels or the route of a stream. Maps may also include background images, such as satellite photos or topographic maps, that GIS refers to as "base maps." SHP files frequently are referred to as map "layers."
- DBF file. These are database files that contain text or numerical information for the features shown by the SHP files on the map. For example, the database for properties might include information on the property's size, owner, or zoning. A DBF file containing a dozen types of information or "fields" could create a different map for each type of information. The GIS program can modify the information in the DBF file or add new categories of information to the DBF file.

Other files. The folder containing an SHP file also includes other files related to the program's operation. Usually, nothing needs to be done with these additional files.

Coordinates. GIS maps use geographical coordinates to ensure that each SHP file of information is located correctly on a map with respect to other SHP files that may come from another organization, such as the state or federal government. When a SHP file is added to a map (the MXD file), the GIS program has a procedure for adjusting the new SHP file to match the coordinate system already used by the map. The maps in this Plan use the coordinate system for the parcel SHP file of El Paso County.

SHP layers. The following layers were collected or created for the maps in this Plan.

- Palmer Lake files
 - Boundary
 - Condominium property
 - Environmental constraints
 - Future land use
 - Neighborhoods
 - Open space
 - Public land



Palmer Lake Community Master Plan

- Railroad land
- Roads – local
- Roads – major
- Roads - highway
- Trails
- GMS files. GMS, the Town's consulting engineer, provided the following files. Palmer Lake Sanitation District (PLSD) granted the Town permission to use PLSD files for this Plan.
 - PLSD sewer mains
 - PLSD manholes
 - Palmer Lake water mains
 - Palmer Lake hydrants
 - PLSD topography
 - Palmer Lake zoning
 - Palmer Lake parking/no parking areas
- Monument files
 - Annexation plan
 - Future land use
 - Land use
 - Town boundary
 - Water service area
- El Paso County files
 - Boundary
 - Conservation districts
 - DOT road centerlines
 - EPC parcel data
 - Fire districts
 - Highways
 - Land use



Palmer Lake Community Master Plan

- Metropolitan districts
- Municipal boundaries
- Parcels
- Pike National Forest
- Public land
- Railroads
- Sanitation & water districts
- Section lines
- Special improvement districts
- Townships
- Trails
- Unincorporated towns
- Water districts
- Zoning area (unincorporated areas)Boundary
- Douglas County files
 - Addresses
 - Boundary
 - Lakes
 - Land use
 - Municipalities
 - Open space
 - Parcels
 - Parks
 - PLSS quarter section
 - PLSS township
 - Railroads
 - Recreation
 - Riparian conservation zones
 - Road centerlines
 - Section lines



Palmer Lake Community Master Plan

- Streams
- Subdivisions
- Survey control monuments
- Tax authorities
- Trails
- Water & sanitation districts
- Water providers
- Water wells
- Watershed
- Zoning
- State of Colorado files
 - Cities
 - County boundaries
 - Lakes
 - Roads – local
 - Roads – major
 - Roads – highway
 - Streams
 - Wildfire Risk (base map rather than an SHP file)
- United States files
 - Floodplain (FEMA)
 - Pike National Forest