

# CHAPTER 5: LAND USE

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Section Three of the Eastlake Subarea plan, which includes chapters five through eight, focuses only on the Eastlake Neighborhood. The unique character and heritage of the Eastlake Neighborhood creates more specific demands for land use, urban design and historical conservation, infrastructure improvements and economic development. Chapter Nine returns to a focus on the overall Eastlake Subarea.

The Eastlake Neighborhood is characterized by a variety of land uses including low-density single-family residential, office, auto-related service, and limited retail uses. The Eastlake Neighborhood also contains a large portion of vacant land, located west of the Union Pacific Rail Line and in a multitude of vacant lots scattered throughout the Eastlake Neighborhood. The low-density and low-intensity of uses that currently characterize Eastlake, coupled with ample infill development opportunities and proposed rail-based transit, create the opportunity for mixed-use, transit-oriented development in the Eastlake Neighborhood.

Land use goals, policies and recommendations of this chapter help to realize overall goals of the Eastlake Subarea Plan. The land use recommendations seek to enhance the vitality of the Eastlake Neighborhood, while preventing land use types that would negatively affect the area's character. In addition, the impact of the planned rail-based transit is guided and directed by these land use recommendations.

The **land use goals** for the Eastlake Neighborhood include:

- 5-A:** Create a mixed-use commercial district to serve the surrounding neighborhood and to support rail-based transit;
- 5-B:** Increase residential density and non-residential intensity moderately to support rail-based transit while preserving the small town character of the neighborhood;
- 5-C:** Provide adequate parking for transit users and visitors in the short and long term;

## **Master Plan Accomplishments**

Land use recommendations included in the Eastlake Master Plan directed that the town of Eastlake remain in predominantly low-density residential land uses. The Eastlake Master Plan identified three commercial areas in Eastlake: the Grain Elevator Area, the Lake Avenue Commercial Area, and the 1<sup>st</sup> Street Commercial Area. Although not fully implemented, many of the land use recommendations in the Eastlake Master Plan continue to be appropriate for the area. For example, the 1990 Master Plan recommended that the Lake Avenue Commercial Area be extended east one block to 3<sup>rd</sup> Street and that residential units be allowed in this area. The Eastlake Subarea Plan supports and expands upon the land use recommendations of the Master plan as a method to implement the transit-oriented development envisioned for the area.

### Eastlake Preservation/Revitalization Zoning District

Perhaps the most effective conservation recommendation of the Eastlake Master Plan, the Thornton City Council adopted a special zoning district for Eastlake in 1993 in an effort to preserve the town's unique character. This zoning ordinance creates a special enclave with preservation and maintenance regulations not used in other parts of the City. The Eastlake Preservation/Revitalization Zoning District was adopted "to preserve and enhance...the community of Eastlake, which was substantially developed prior to 1950, and to promote appropriate preservation and redevelopment consistent with the design character of the established commercial area and surrounding single-family neighborhoods." The regulations of the P/R-ER (Preservation/Revitalization Eastlake Residential) and P/R-EC (Preservation/Revitalization Eastlake Commercial) zoning districts are designed to maintain the unique features of the Eastlake Neighborhood, such as short setbacks, building entrances oriented to the street, and a mix of land uses.

Given the updated and revised land use goals and recommendations of the Eastlake Subarea Plan, the existing Preservation/Revitalization Zoning District will be revised and presented to City Council for adoption concurrently with the Eastlake Subarea Plan. Proposed zoning changes will codify key recommendations of the Eastlake Subarea Plan, creating a regulatory tool for implementation of critical land use and urban design guidelines to create a transit-oriented neighborhood with a small-town ambiance. Even if rail-based transit does not come to Eastlake, the regulations of the Preservation/Revitalization Zoning District and the recommendations of the Eastlake Subarea Plan will serve to conserve and enhance the character of the Eastlake Neighborhood as development takes place over time.

### **Existing Conditions**

The following narrative provides an overview of the existing land uses within the Eastlake Neighborhood and identifies opportunities and challenges that will be faced as the area grows and expands.

### Residential Land Use

A large portion of the Eastlake Neighborhood is in residential, low-density land uses characterized by single-family detached homes. While some of the homes are used for home-based businesses, a single-family character permeates the residential portion of the neighborhood. As private and public investment, including rail-based transit, occurs in the Eastlake Subarea, demand for residential land uses may increase. Residential land use policies and recommendations, discussed below, allows the creation of additional residential units as demanded by redevelopment, while preserving Eastlake's small town ambiance.

### Non-Residential and Mixed Land Uses

In the Eastlake Neighborhood, non-residential land uses, such as commercial, office, and auto-related services are currently concentrated along Lake Avenue and along First Street. Some of these areas, including First Street south of Lake Avenue and

Lake Avenue east of Second Street, also include residential uses, which helps to characterize the areas as mixed-use. For ease of description, and to address the land use issues specific to each of the areas, the non-residential portion of the Eastlake Neighborhood has been separated into four subareas or zones: Business, Service, Office, and Transit-Oriented Development. (See *Exhibit 5.1: Eastlake Neighborhood: Proposed Land Uses* for a graphic depiction of each of the non-residential subareas within the Eastlake Neighborhood.)

- *Subarea A: Business Zone* - Retail commercial uses dominate this zone, which covers Lake Avenue from First Street east to Second Street. The business zone of the Eastlake Neighborhood has traditionally been underutilized, with vacant commercial structures and low-intensity uses often defining the area. As demand for development increases in the Eastlake Subarea, the demand for vital retail uses in the Eastlake business zone will increase.
- *Subarea B: Service Zone* - The area along First Street north of Lake Avenue is dominated by auto-related service uses such as automotive repair and auto body shops. As a flourishing business type in the Eastlake Neighborhood, the Eastlake Subarea Plan recognizes the need for this type and other services within the area. As redevelopment occurs in the Eastlake Neighborhood, the Eastlake service zone will be set aside for service uses.
- *Subarea C: Office Zone* - Located along First Street south of Lake Avenue and along Lake Avenue east of Second Street, Subarea C is currently characterized by a mix of uses, including office, residential, and a private lodge. This area also includes the existing site of the wells of the Eastlake Water and Sanitation District. Residential and non-residential land uses have mixed organically within the Eastlake office zone and should remain mixed within this area. This plan recommends that the Eastlake Water and Sanitation District lot, when abandoned, be redeveloped into an office, residential, or other similar use as the market permits. In the short-run, as recommended in the Eastlake Master Plan, the site could be use for parking for non-residential uses.
- *Subarea D: Transit-Oriented Development Zone* - Subarea D includes the vacant land located west of the railroad tracks in the Eastlake Neighborhood. Although currently undeveloped, the transit-oriented development zone offers the opportunity for a vertical mix of uses within a higher density subarea of the Eastlake Neighborhood.

### Parking

Automobile parking in the Eastlake Neighborhood takes the form of both on-street parallel parking and off-street parking in lots. Most residential land uses provide parking on site, either within a garage or in a designated area on the lot. Very few non-residential uses provide off-street parking, save newly developed structures such as the Carlson and the Giuliano office buildings; most non-residential parking is found on the street. The Lake Avenue Inn leases City-owned property adjacent to the railroad tracks

to offer off-street parking to its customers. While parking is not currently a challenge for the Eastlake neighborhood, as increased retail, residential, employment and transit traffic is attracted to the area, parking will emerge as an issue.

### **Policies and Recommendations**

The land use policies and recommendations of the Eastlake Subarea plan are intended to contribute to the conservation and enhancement of the mixed-use, small-town character of Eastlake. While advisory elements are found here within the Eastlake Subarea Plan, regulations affecting land use in the Eastlake Neighborhood are found within the revised Preservation/Revitalization Zoning District. The following land use policies and recommendations are intended to preserve the small town character of Eastlake, while guiding new development to contribute to the overall goals for the area.

#### Residential Land Use

The Eastlake Subarea Plan calls for the established Eastlake residential area to remain as single-family residential land uses. While a small increase in density may be necessary to accommodate growth in the area and to support the proposed rail-based transit stop, the following policies and recommendations try to balance this growth to conserve and enhance Eastlake's unique historic character.

Below are the **residential land use policies and recommendations**:

- 5-1:** Maintain the single-family character of the historic town and discourage non-residential uses;
- 5-2:** Encourage infill residential development on existing lots to accommodate additional residents and to provide potential transit users within walking distance of the planned transit stop without altering the single-family character of the Eastlake Neighborhood;
- 5-3:** Explore the possibility of allowing accessory dwelling units to help to increase the density of the neighborhood, while also providing affordable housing options within the existing single-family character of the area;
- 5-4:** Allow home-based businesses to continue to flourish in Eastlake. The proposed revisions to the P/R-ER zoning district includes guidelines for home-based businesses, encouraging them to operate without becoming a nuisance to the neighborhood;

#### Non-residential and Mixed Land Uses

The diverse non-residential and mixed land use zones each call for specific policies and recommendations to implement the goals of the Eastlake Subarea Plan. By creating zone-specific land use recommendations, the Plan helps to enhance the vitality of the changing Eastlake Subarea while preserving the unique character of the historic Eastlake Neighborhood.

#### *Subarea A: Business Zone*

The Eastlake Subarea Plan calls for high pedestrian-traffic land uses in Subarea A, such as retail, cultural facilities, and restaurants. This will help to take advantage of

the Business Zone's untapped potential, while capitalizing on the planned public and private investments in the area, such as rail-based transit.

The **business zone land use policies and recommendations** are:

- 5-5:** Encourage and allow a vertical mix of uses, with retail or other pedestrian-friendly uses on the first floor and multifamily residential and/or office uses for the second floor;

*Subarea B: Service Zone*

Successful service-oriented commercial uses should be allowed in Subarea B within the policies and recommendations of the Eastlake Subarea Plan.

The **service zone land use policies and recommendations** include:

- 5-6:** Promote non-residential uses only in this zone;
- 5-7:** Encourage small scale service uses to locate and expand within Subarea B, but require these uses to go through the Specific Use Permit process to ensure compliance with design guidelines and to facilitate compatibility with neighboring development;

*Subarea C: Office Zone*

A mixed-use zone, Subarea C is appropriate for offices uses, other low-impact non-residential uses and residential uses. This zone also serves as a transition and buffer between low-density residential and high-intensity retail development.

The **office zone land use policies and recommendations** include:

- 5-8:** Allow low- to medium-density residential development in this zone to contribute to the mix of land uses;
- 5-9:** Encourage low-impact non-residential land uses such as offices;
- 5-10:** Allow for live/work opportunities;
- 5-11:** Locate parking to rear or side of lot;

*Subarea D: Transit-Oriented Development Zone*

In the short-term, Subarea D is expected to be developed as a surface parking lot to support the proposed transit stop and park-n-Ride. As the retail and real estate market in the Eastlake Neighborhood improves, demand will make this area unsuitable and uneconomical for surface parking. At that time, market forces may cause Subarea D to redevelop into a higher-density transit-oriented area, characterized by a mix of land uses, including retail, multifamily residential, office, and structured parking. If transit does not come to Eastlake, for budgetary or for political reasons, the development of Subarea D will take place on a much slower schedule, relying on market forces and

private investment to create development demand. Transit-oriented development will also be fostered through the creation of a special place in Eastlake via the recommendations of the Eastlake Subarea Plan.

The **transit-oriented development zone land use policies and recommendations** include:

- 5-12:** Allow residential development in this zone to contribute to the vertical mix of land uses;
- 5-13:** Encourage first floor uses that appeal to pedestrians;
- 5-14:** Provide for reduced parking requirements for developments with a mix of uses and that are in close proximity to transit line;

### Parking

Though historically a transit-oriented, walkable town, the Eastlake Neighborhood will face parking challenges as private and public investment increase traffic in the area. To ensure a pedestrian scale environment, Eastlake's commercial area must allow for automobiles while not emphasizing large expanses of surface parking. Based on maximum build out of allowable uses, approximately 80% of the area's parking needs can be accommodated with on-street, and on-site parking.

The **parking land use policies and recommendations** of the Eastlake Subarea Plan include:

- 5-15:** Provide parallel parking on Lake Avenue and 1<sup>st</sup> Street, with perpendicular parking on the west side of 1<sup>st</sup> Street;
- 5-16:** Encourage on-site parking at the rear or side of non-residential buildings, accessed from the alleys;
- 5-17:** Allow the existing parking area to remain within the Union Pacific Railroad right-of-way (currently used by the Lake Avenue Inn);
- 5-18:** Encourage shared parking within mixed-use areas – including the shared use of the planned transit parking during off-peak hours;
- 5-19:** Discourage or prohibit retail, office and transit parking along the residential portions of Second and Third Streets through the use of residential parking permits;
- 5-20:** Require surface parking to be screened from the sidewalk and street to maintain a pleasant pedestrian environment in the Eastlake Neighborhood;

The land use policies and recommendations contained in this chapter serve as an advisory tool for property owners, developers, business people and City staff when considering development in the Eastlake Neighborhood. The revised Eastlake Preservation/Revitalization Zoning District serves as the regulatory tool to implement the goals of the Eastlake Subarea Plan.

Conservation-Commercial  
Institutional

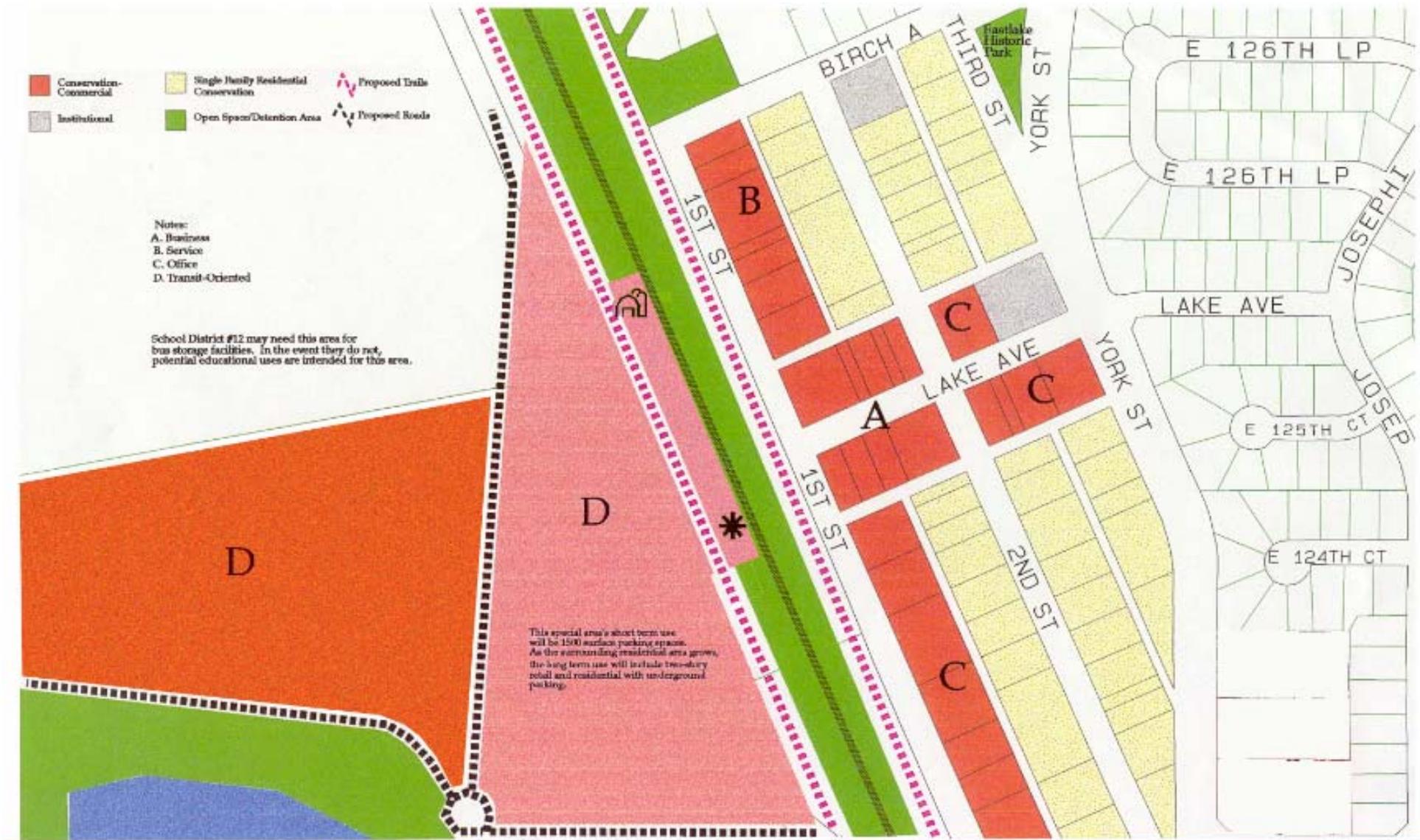
Single Family Residential Conservation  
Open Space/Retention Area

Proposed Trails  
Proposed Roads

Notes:  
A. Business  
B. Service  
C. Office  
D. Transit-Oriented

School District #12 may need this area for bus storage facilities. In the event they do not, potential educational uses are intended for this area.

This special area's short term use will be 1500 surface parking spaces. As the surrounding residential area grows, the long term use will include two-story retail and residential with underground parking.



City of Thornton

# Eastlake Neighborhood Proposed Land Uses Exhibit 5.1

Eastlake Subarea Plan 2003