

# HOUSING NEEDS ASSESSMENT

5-Year Plan 2025 - 2030

# Acknowledgments

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The Town of Eaton and the Project Team wish to extend our heartfelt gratitude to the residents and stakeholders of the Town of Eaton for your invaluable contributions, input, and guidance throughout the development of the housing action plan. Your involvement played a pivotal role in shaping this thorough and well-informed analysis. We are grateful for your commitment to this collaborative, community-led effort to provide housing opportunities to all current and future Eaton residents.

## KEY STAKEHOLDERS

- **Town of Eaton**
- **Eaton Town Board**
- **Eaton Planning Commission**
- **Eaton School District**
- **Eaton Area Parks and Recreation**
- **Eaton Fire Protection District**
- **Eaton Police Department**
- **Eaton Public Library**
- **Eaton Housing Authority**
- **Weld County**

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# CHAPTER 1

# EXECUTIVE SUMMARY

## Introduction and Purpose

In October 2023, the Eaton Town Board of Trustees joined other municipalities, districts, and counties across Colorado in committing to expand the diversity of housing options within the community. By opting into Proposition 123, the Town affirmed its dedication to supporting the development of and access to affordable housing. The assessment helps communities adopt land use and other qualifying strategies to expand affordable housing development and redevelopment opportunities.

A Housing Needs Assessment identifies the quantity and types of housing needed for current and future residents. It ensures that people of all income levels, both residents and workers, can access quality, affordable homes. Unlike basic population or job growth forecasts, the assessment analyzes a wide range of factors, including demographics, economic trends, housing inventory, market conditions, and community input. Its goal is to identify gaps in the housing landscape and provide data-driven recommendations to support a healthy, inclusive, and vibrant community in Eaton.

## Compliance with SB24-174 State Requirements

SB24-174 requires jurisdictions with more than 1,000 residents to complete local housing needs assessments. The intent of the legislation is to address challenges in developing housing for Coloradans of all budgets by allowing local governments and regions to identify and analyze their unique housing needs, take action based on those needs, and implement flexible strategies for growth over time.

Housing needs assessments must conform to DOLA's methodology and requirements in statute.

Some of the required elements include housing problems and affordability, affordability and displacement mitigation strategies, housing resources, projected housing needs, and policy recommendations.

Jurisdictions must complete a housing needs assessment and submit the plan to Colorado's Department of Local Affairs by December 31, 2026 and at least every 6 years thereafter.

This assessment was reviewed by DOLA and is in compliance with the requirements. It also goes above and beyond the base requirements to provide in depth analysis and an implementation plan customized for the Eaton context.

## Key Findings

The following key themes are found throughout the report. They helped to inform strategies and the action plan to address current and future housing needs:

# 1

### HOUSING SUPPLY IS NOT KEEPING UP WITH POPULATION GROWTH.

Eaton's population grew by 13% from 2018 to 2023 and is projected to increase by 78% by 2050, with households rising 92%. However, housing construction during this time has remained modest, especially compared to neighboring communities. This creates a widening supply/demand gap. This imbalance contributes to a tight housing market and rising prices. To meet the needs of current and future residents, Eaton must take proactive steps to increase housing production, diversify housing types, and ensure long-term affordability.

# 2

### HOUSING STOCK IS DOMINATED BY LARGE, SINGLE-FAMILY HOMES.

Eaton's current housing inventory is heavily skewed toward large, single-family detached homes, which make up 90% of all housing units. Additionally, 84% of homes have three or more bedrooms. However, household sizes are shifting, with 44% of households now consisting of just one or two people, and one-person households make up 16% of all households. This mismatch between the size of available housing and a current resident's housing needs points to a growing demand for smaller, more flexible housing options such as senior housing, townhomes, duplexes, apartments, and accessory dwelling units. Ensuring a variety of housing types will be essential to support residents at different life stages and income levels.

# 3

### RENTAL HOUSING IS SCARCE AND SHRINKING.

Eaton's rental housing inventory declined over the last decade. In 2023, only 6% of occupied housing units were rental. The rental market is largely composed of single-family homes, with very few multi-family rental options available. This limited supply drives up prices and makes it difficult for key groups, like young professionals, seniors, and lower-income residents, to find housing in Eaton. The shortage of rentals limits flexibility for people who may not be ready to buy and hinders the ability of local businesses to attract and retain workers.

# 4

### HOME VALUES ARE RISING QUICKLY.

Between 2018 and 2023, Eaton's median home value increased by 64%, reaching \$448,800. This significant appreciation reflects both regional market trends and the limited new supply within Eaton. In 2023, over one-third (36%) of owner-occupied homes were valued at \$500,000 or more, compared to just 1.3% in 2018. Rising home values create barriers for first-time homebuyers and middle-income families, making it harder for many residents to move to or remain in the community. Without action to expand the range of housing options and price points, Eaton risks becoming increasingly unaffordable for a broad segment of its population.

# 5

## DEMOGRAPHIC TURNOVER SIGNALS CHANGING NEEDS.

Eaton is experiencing significant demographic change, with 67% of residents having moved to the community since 2010. This shift brings new expectations for housing, services, and amenities. The median age has risen from 35.9 to 39.1 in just five years, and, like many communities across the nation, the senior population is projected to grow significantly in the coming decades. These trends highlight the need for age-friendly housing, senior services, and community design that supports residents at all stages of life.

# 6

## THERE IS A SEVERE SHORTAGE OF DEDICATED AFFORDABLE HOUSING.

Dedicated affordable housing options in Eaton are extremely limited. Eaton has only one affordable housing development, and it is only available for seniors. At the time of this report, the Eaton Housing Authority is looking to purchase land owned by the school district with the intention of developing affordable housing for district employees and expanding the affordable housing inventory. As home values rise and rental availability declines, this shortage presents a serious challenge for low- and moderate-income households. Without targeted investment in affordable housing, many residents will struggle to stay in the community and young professionals struggle to move back.

## Key Strategies and Recommendations

As noted in the previous section, although Eaton has not grown as quickly as some nearby cities and towns along the I-25 corridor, it faces many of the same housing challenges seen across the region and state. As home prices in nearby cities with many job opportunities become increasingly out of reach for many households, more people will look to communities like Eaton, where housing is more affordable by comparison. This growing interest puts added pressure on Eaton's housing market, driving up demand and potentially making it harder for current and new residents to find affordable housing.

**A summary of the housing strategies and recommendations is provided below.**

### #1 Reduce Development Costs to Encourage Affordability

Eaton should consider targeted tap and permit fee reductions policy for projects that support the inclusion of affordable housing. This incentive could apply on a per-unit basis or within PUDs that meet established affordability criteria. Any reduction should align with a broader Housing Policy (see #5) and include clear guidelines, equity considerations, and protections such as deed restrictions.

#### *Level of Review or Approval Required:*

Implementation of targeted tap and permit fee reductions will require City Council approval through adoption of a formal policy resolution or ordinance. Coordination with the Public Works Department, Planning and Zoning Commission, and Finance Department are recommended to evaluate fiscal impacts, define affordability criteria, and ensure administrative feasibility.

## #2 Modernize Zoning to Enable a Variety of Housing

Eaton should consider code updates to increase flexibility in lot size, building height, and residential density. These changes support a broader range of housing types, including ADUs, triplexes, fourplexes, and cottage courts, in more zoning districts. These updates also align Eaton's regulations with state-qualifying strategies that enable funding opportunities.

### *Level of Review or Approval Required:*

Proposed zoning code updates will require Planning and Zoning Commission review and recommendation, followed by adoption by the Town Board of Trustees through a formal ordinance amendment process. Coordination with planning staff and legal counsel is advised to ensure consistency with the comprehensive plan and compliance with any statutory requirements. Additional public outreach and stakeholder engagement should be considered to build support and address potential concerns related to neighborhood character and infrastructure capacity.

## #3 Encourage Diverse Housing Types within PUDs

Eaton should allow or incentivize a mix of affordable and middle-density housing types (e.g., duplexes, townhomes) within Planned Unit Developments, helping to distribute housing options across the community. Strategies include inclusionary zoning, density bonuses, or fee-in-lieu options for developers.

### *Level of Review or Approval Required:*

Revisions to the Planned Unit Development (PUD) regulations will require Planning and Zoning Commission review and recommendation, with final approval by the Town Board of Trustees through an ordinance amendment. Staff will need to complete an internal review to assess alignment with existing PUD procedures, identify appropriate incentive mechanisms, and develop clear inclusionary housing guidelines. Legal review is recommended to ensure enforceability of any inclusionary or fee-in-lieu provisions. Additional public input should be considered to ensure transparency and community buy-in.

## #4 Increase Support for Multi-Family and Senior Housing

To better support Eaton's aging population and expand housing options, the Town should encourage the development of three-story multifamily housing in suitable areas specifically designed for seniors. These developments typically offer smaller, more manageable units and should be located near essential services. This approach enables seniors to remain in the community while freeing up single-family homes for younger families.

### *Level of Review or Approval Required:*

Encouraging quality multi-family and senior housing requires a combination of policy guidance, zoning updates, and a case-by-case development review. Zoning code amendments that provide flexibility on building height in appropriate districts may require Planning and Zoning Commission recommendation and adoption by the Town Board of Trustees. Coordination with developers and housing providers is essential to shape project feasibility, and targeted incentives or expedited review processes may also be considered to support these developments.

## #5 Establish a Local Housing Policy

Adopting a flexible, stand-alone Housing Policy will help Eaton define affordability goals, prioritize investments, and clarify the use of incentives like fee waivers or land contributions. This policy should include strategies for evaluating public land for housing development and ensure alignment with the Town's Comprehensive Plan and capital improvement planning.

### *Level of Review or Approval Required:*

Adoption of a local Housing Policy will require approval from the Town Board of Trustees through a formal resolution. Development of the policy should be led by Town staff with input from the Planning and Zoning Commission, Public Works, and Finance Department to ensure alignment with the Comprehensive Plan, budget priorities, and infrastructure planning. Additional community engagement should be considered to establish shared affordability goals and guide the prioritization of public resources such as land, fee waivers, or direct investments.

## #6 Streamline Approvals for Affordable Housing

To meet state requirements under Proposition 123 and improve feasibility, Eaton should implement an expedited review process for projects that meet affordability thresholds, especially those serving households at or below 120% of AMI. This helps reduce delays and development risk.

### *Level of Review or Approval Required:*

Implementing an expedited review process will require an administrative policy that is approved by the Town Board of Trustees. The policy should establish clear eligibility criteria tied to affordability thresholds, aligned with Proposition 123 requirements and recommendations from this plan. Legal review is recommended to ensure consistency with state statutes, and periodic reporting should be included to track program effectiveness and accountability.



**Throughout this report the terms 'affordable', 'attainable', and 'workforce' will be used to describe households with incomes between 80% and 120% of the Area Median Income (AMI) as defined by the Department of Housing and Urban Development (HUD) for Weld County. These three terms can be used interchangeably and do not mean low-income housing which is defined as households with incomes below 80% of the AMI. This information is discussed in greater detail in Chapter 4.**

# CHAPTER 2

## COMMUNITY CONTEXT

### Regional and Historical Context

Eaton is a statutory town of approximately 5,800 residents located in Weld County in northeastern Colorado. Weld County is the third largest Colorado county, spanning 4,017 square miles. Eaton spans about 3.5 square miles, with surrounding agricultural lands that play a central role in the region’s farming and ranching economy. Eaton straddles U.S. Highway 85, offering convenient access to nearby cities while maintaining a distinct small-town character. The town’s planning area extends beyond its current boundaries, encompassing nearby unincorporated areas that are likely to see future residential and commercial growth, potentially increasing the population significantly over time.

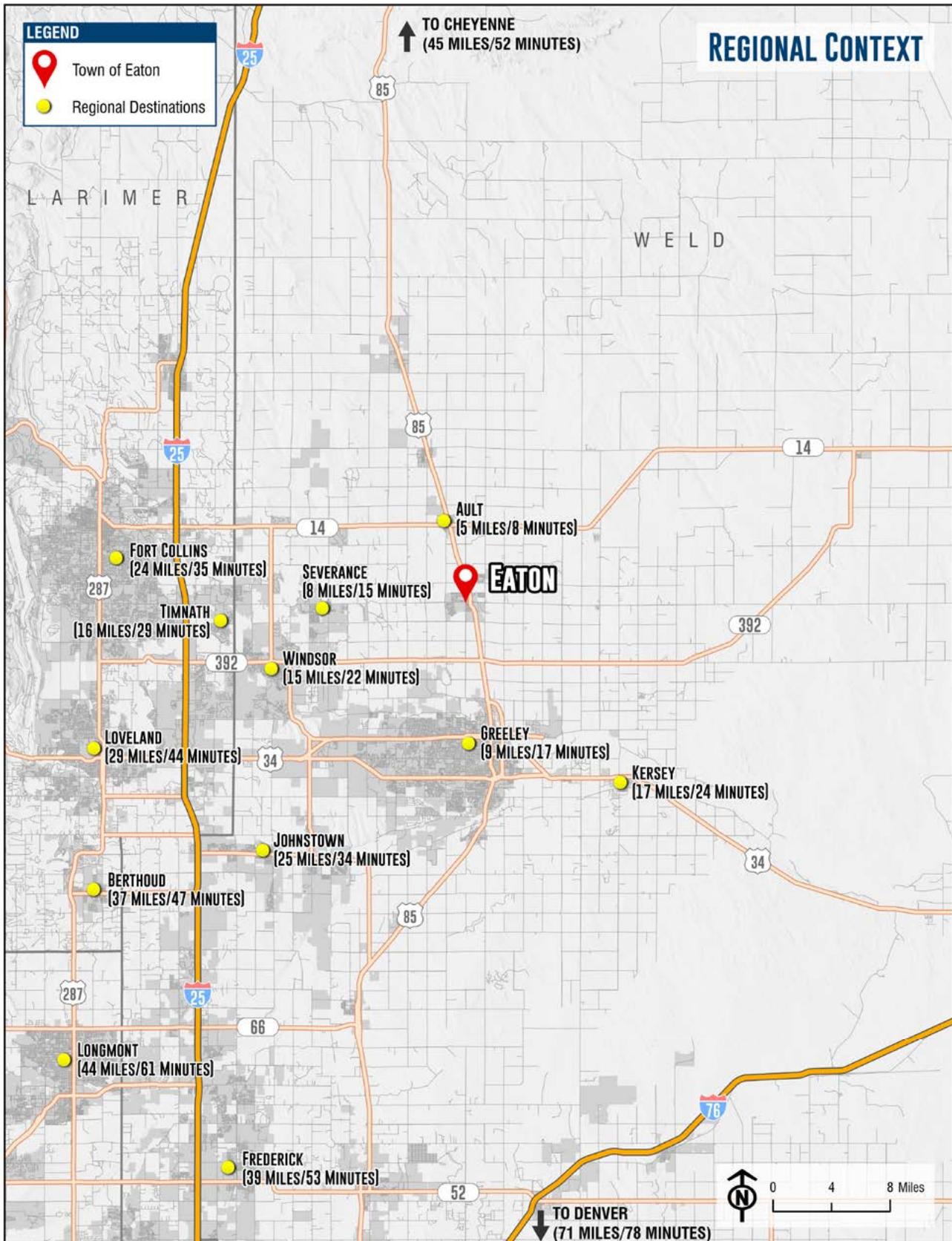
Located approximately 65 miles north of Denver and just 20 miles south of the Wyoming border, Eaton sits within Colorado’s vibrant Front Range region—a dynamic corridor of growth along the eastern plains. Its close proximity to Greeley, Fort Collins, and Loveland provides residents with convenient access to a wide range of employment, educational, and recreational opportunities. Despite this connectivity, Eaton maintains its quiet, welcoming character, deeply rooted in its agricultural heritage.



Eaton offers a blend of rural and suburban lifestyles, attracting families and businesses looking for a quieter alternative to nearby urban centers. Surrounded by open farmland, the town has become appealing to many for its sense of community, slower pace of life, and strong school district. As part of the expanding Front Range Urban Corridor, Eaton benefits from regional economic and cultural momentum while carefully managing growth to ensure it complements its agricultural heritage. Areas that once served exclusively for farming are gradually being transformed to accommodate new residential neighborhoods, schools, and local amenities.

The core of Eaton is its compact downtown centered around 1st Street and Oak Avenue (Hwy 85), which includes historic buildings, local shops, civic institutions, and nearby schools and parks, offering a walkable area. The older neighborhoods surrounding downtown reflect the town’s early 20th-century growth, while

newer subdivisions have developed along the town's edges in recent years. Collins Street (Weld County Road 74/Harmony Rd) is the primary gateway to Eaton from the east and west, while U.S. Highway 85 offers access from the north and south. Even though it is close to Greeley and other growing Front Range cities, Eaton still feels like a rural town, acting as a kind of bridge between busier urban areas and Colorado's plains and agricultural country.



# History

Eaton was founded in the late 1800s and named after Benjamin Eaton, one of Colorado’s early irrigation pioneers and later a governor of the state. The town played a key role in developing irrigation systems that helped turn the dry plains of northern Colorado into productive farmland. With these systems, Eaton became an important center for agriculture, especially sugar beet farming, which supported the town’s economy for many decades. Benjamin Eaton mapped the town along the Union Pacific rail line, naming the streets for trees to inspire residents to plant them. Eaton officially became an incorporated town in 1892.



*Looking to the northwest, this photo from approximately 1895 shows Eaton’s main commercial street, with the A.J. Eaton house in the upper right corner. Photo Credit: City of Greeley Museums*

People moved to Eaton to farm the land, and the town began to grow around the Great Western Railway, which was built in 1905 to carry sugar beets to nearby processing plants. The town grew steadily but kept its small-town feel. Today, Eaton is growing but staying true to its roots. As more people move to northern Colorado, Eaton has seen new neighborhoods and businesses emerge. Even with that growth, it is still a quiet town where farming is a big part of life. Many people move to Eaton for the small-town atmosphere and the wide-open spaces. While the town continues to grow and change, it works hard to preserve the friendly, rural lifestyle that has made it special for over a hundred years.



*A.J. Eaton Home & Carriage House Museum. Photo Credit: Eaton Historical Society*

- **1870s-1880s** – Community starts to form as Benjamin Eaton begins irrigation development with ditches and canals
- **1892** – Eaton is officially incorporated
- **Early 1900s** – Town becomes a hub for sugar beet farming, due to its irrigation systems. The railroad plays a big role in transporting crops.
- **Mid 1900s** – Town grows slowly, maintaining its rural character while supporting nearby farms and ranches
- **Late 1900s-early 2000s** – Eaton sees more residential development as people move to northern Colorado for a mix of rural living and proximity to larger cities.
- **Present** – Population has more than doubled since 2000 and Eaton has experienced a surge of residential development

## Relevant Plans and Studies

The project team considered the following strategic plans and studies while completing this assessment:

- **Eaton Comprehensive Plan (2020)**
- **Eaton Municipal Code (2025)**
- **Eaton Parks Master Plan (2024)**
- **Downtown Revitalization Plan (2023)**
- **Weld County Housing Needs Assessment (2022)**

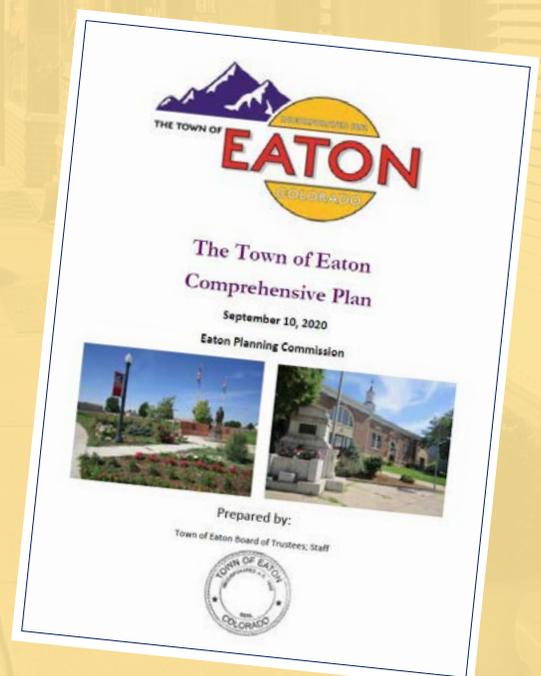
### Summary of 2020 Comprehensive Plan Housing Goals and Policies

Continue Eaton's commitment to providing a variety of housing types and prices so that households of all incomes and needs can live in Eaton.

- **Create a variety of housing types, including single-family detached homes, townhomes, condominiums, and apartments.**
- **Ensure zoning supports well-designed, higher density housing of all types.**
- **Focus higher density housing near the town center, close to services and community facilities.**
- **Encourage more housing options for seniors, both assisted and independent, near parks and shopping.**
- **Ensure the Town's capital improvement program and budget support the infrastructure needs of both old and new neighborhoods fairly.**

### ENCOURAGE AND MAINTAIN HIGH QUALITY RESIDENTIAL ENVIRONMENTS.

Ensure that new residential development provides linkages to existing or planned neighborhoods, parks, schools, community facilities, and existing or planned pedestrian corridors.



# Community Engagement

As part of the multi-faceted approach for this assessment, outreach efforts included targeted stakeholder meetings, conversations with residents, and an online community survey.

## KEY TAKEAWAYS

The public input gathered throughout the duration of the project offered valuable insights into community perceptions. The insights obtained through the public lens guided the project team in formulating implementation strategies found within this report. Some key themes heard from the community include:

1

**Housing affordability is a concern at all income levels.** Even moderate-income professionals (teachers, police officers, library staff, and bank employees) struggle to find housing in Eaton. First-time homebuyers, young families, and seniors on fixed incomes report being priced out. Many people employed in Eaton commute from Greeley or beyond due to lack of affordable options.

2

**Limited housing diversity creates a mismatch with resident needs.** There’s strong desire for more starter homes, townhomes, duplexes, senior-friendly housing, and low-maintenance homes. Residents want options that support all life stages, from young adults and families to empty nesters and aging parents.

3

**The rental market is extremely limited.** Very few rental options exist, and many are single-family homes or units purchased by corporate investors. The rentals that do exist are expensive. Some community members associated rentals with concerns about property upkeep, crime, and parking conflicts.

4

**Community sentiment is mixed:** openness to growth, but fear of change. Many residents are proud of Eaton’s small-town character and want to maintain the “feel” of the community. Stakeholders acknowledge the need for gradual, strategic growth, with better transitions between housing types.

## Outreach Efforts

Two stakeholder group meetings were conducted on March 27, 2025. Each meeting was organized as a one-hour discussion. One meeting included the local business community and employers, and the other included Town staff and services. The project team also conducted a work session with the Town Board of Trustees and Planning Commission members on February 20, 2025, as well as attending the Sertoma Club on April 22, 2025. Approximately 25 people participated in these meetings.



*Housing preferences activity board.*

These guided discussions created opportunities to obtain valuable insights from community members. In addition to conversations on the current state of housing, housing availability, and need based on the stakeholder's institutional knowledge, the project team facilitated a mad lib exercise and education on affordability with baseline data from Eaton.

The project team had the opportunity to speak one on one with community members on March 27, 2025, as part of an informal drop-in session at the Eaton Library and Eaton Community Center. A table was set up with educational materials, and several boards were used to spark the conversation about housing and to gather information on housing preferences.



## Housing Survey

The project team developed an online community housing survey. It was made available through links and promoted by various methods to ensure broad and diverse community representation. Promotion including the Eaton newsletter, utility bill inserts, postings on social media platforms, school packet inclusion, and email campaigns via the Board of Trustees and partner organizations, and flyers at Town Hall and the Library.

The community survey contained 23 questions to gauge current perceptions of housing, challenges, and opportunities for the future. A total of 243 respondents filled out the survey. All survey responses are included in Appendix B.





### Community Survey Respondent Profile

- 86% Eaton residents
- 52% Eaton residents 10+ yrs
- 89% Homeowners
- 91% Live in single-family home
- 43% Over age 55
- 34% Earn > \$120K
- 63% Work outside Eaton
- 61% No children < 18 yrs at home



### Top Challenge with Current Home

- 58% No challenges
- 15% Home too small
- 12% Home too old



### Top Housing Concerns

- 54% Can't afford to buy
- 27% Lack of senior housing
- 25% Rental rates too high



### Preferred Housing Strategies

- 42% Build a variety of housing types
- 25% Build senior housing
- 12% More housing close to town

Below are two open-ended questions with a few sample responses and a word cloud visualization illustrating the most frequently used words.

#### Describe your vision for housing in Eaton.

- Desire for controlled, slow, intentional, smart growth – “not like Windsor, Severance, Timnath”
- Affordable and accessible housing, mixed price developments – “missing middle, public servants”
- Strong support for senior housing options – “patio homes, retirement communities, low maintenance”
- Keep small town character, agricultural roots – “preserve rural views, farmland”
- Diverse, well-designed housing – “mix of housing for all life stages”





# CHAPTER 3 COMMUNITY PROFILE

This chapter contains the demographic, economic, and housing snapshots for the Town of Eaton, reflective of the time this report was developed. Each snapshot highlights key characteristics and statistics while breaking down the data into digestible elements. Understanding the current local demographic trends helps inform current and future housing needs.

## Demographic Snapshot

Demographic trends tell us about characteristics of the community: population size and growth, age, household size and income levels. This information is needed to understand and project the mix, size and type of housing that is needed for Eaton.

### Eaton by the Numbers 2023:

|  |                         |           |
|--|-------------------------|-----------|
|   | Population              | 5,832     |
|   | Median Age              | 39.1      |
|   | Median Household Income | \$106,146 |
|   | Median House Value      | \$448,800 |
|  | Median Year Home Built  | 2001      |

Source: ACS 2019-2023

## Data Sources and Methodology

To the greatest extent possible, the most current data was used for this Housing Assessment. Some data sources may be more current than others and careful analysis was conducted to align “like” data and to avoid discrepancies. It is best practice to use the most up to date data which is why data from different years may be noted. The project team extrapolated data from multiple sources including U.S. Census, American Community Survey, State Demography Office, Social Explorer, Data USA, Larimer County, Weld County, Zillow, Realtor.com, and other locally available data to create the analysis and overview on the accompanying charts, tables, and graphics.

Note: Due to Eaton’s small population size, some data sources, particularly Census estimates based on sampling models, have large margins of error and may not fully reflect local conditions. To supplement this, the analysis also drew on direct input from Town staff, stakeholders, and local knowledge to ensure a more accurate and complete picture.

## POPULATION TRENDS

Between 2018 and 2023, Eaton’s population increased by 13%, bringing its population to 5,832 residents, while nearby Severance and Windsor increased by 122% and 42% respectively. During this period, Weld County grew by 15% to 340,711 residents and Larimer County grew by 8% to 363,561 residents. Among all

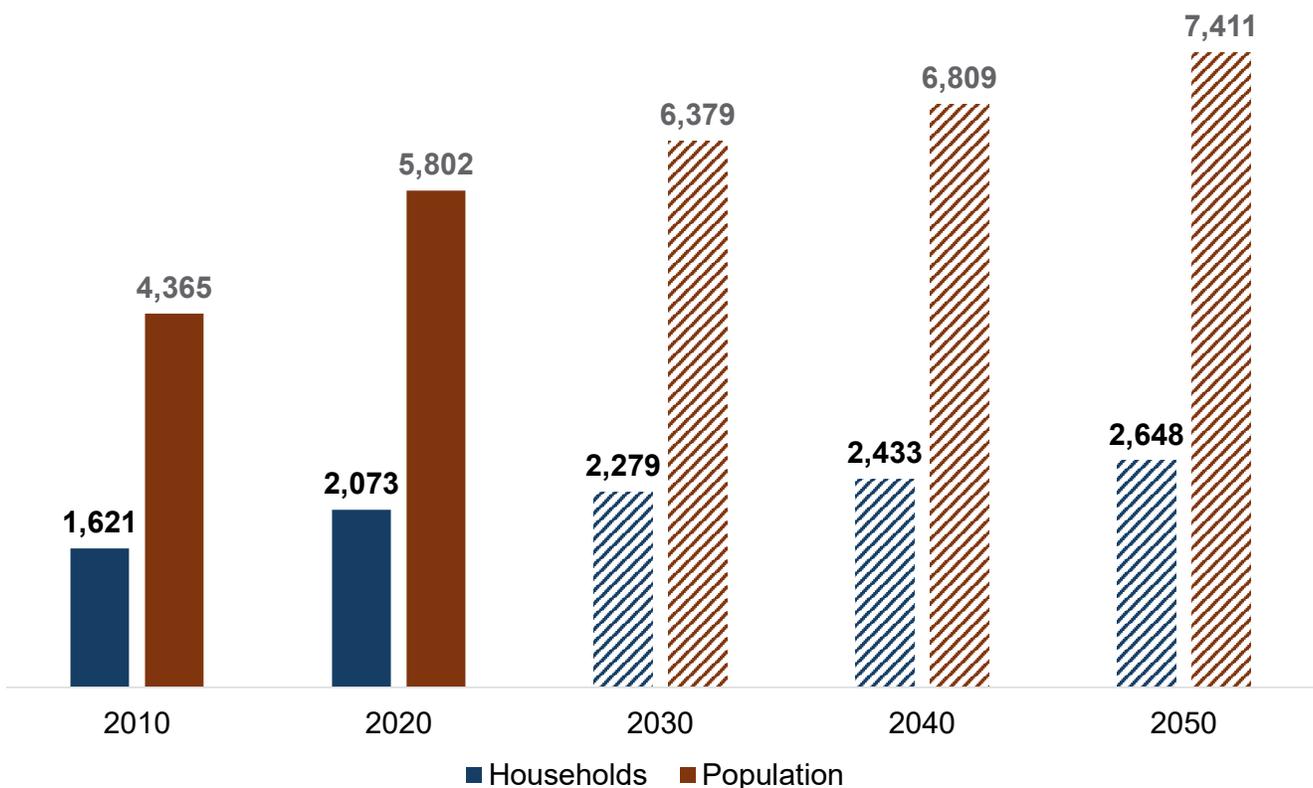
Colorado counties, Weld County ranks eighth in total population. Between 2010 and 2020, the Weld County population grew by 30%, making it the second fastest growing county in the state by percentage. According to the State Demographer, from 2022 to 2023, 90% of Colorado’s population growth was along the Front Range.

Over the past decade, Eaton’s population has grown at a rate comparable to that of Weld County overall. Surrounded by significant land for possible growth and

development, Eaton is expected to maintain a growth pace similar to the county. According to the State Demographer, Eaton’s population is projected to grow by 78% between 2020 and 2050, while the number of households is expected to increase by 92% during the same period. This rapid growth will continue to put pressure on the housing market as more people choose to move to Eaton given the desirable location, rural atmosphere, close-knit community, and excellent schools. The population projections may need to be adjusted as some annexations and Planned Unit Developments work through the planning process. These potential projects could increase the population projections and the housing demand.

| POPULATION CHANGE BY JURISDICTION |           |           |          |
|-----------------------------------|-----------|-----------|----------|
| Jurisdiction                      | 2018      | 2023      | % Change |
| Eaton                             | 5,148     | 5,823     | 13%      |
| Greeley                           | 103,773   | 109,421   | 5%       |
| Severance                         | 4,187     | 9,302     | 122%     |
| Windsor                           | 25,232    | 35,918    | 42%      |
| Weld County                       | 295,123   | 340,711   | 15%      |
| Larimer County                    | 338,161   | 363,561   | 8%       |
| Colorado                          | 5,531,141 | 5,810,774 | 5%       |

Eaton Population and Household Projection, 2010 to 2050



## AGE

From 2018 to 2023, the median age in Eaton increased from 35.9 to 39.1 years. Not surprisingly, the population of Eaton’s young adults between the ages of 18 to 34 increased by only 1.4% during the same time period. Conversely, those between 35 to 64 years increased by 34.7%. This suggests that while Eaton is getting older, the bulk of the population is within their peak earning years and poised to support the local and regional economy. This has the potential to create greater retail demand, support school enrollment, childcare services, and additional community amenities and services.

**39.1 Median Age**  
**24% Under 18**  
**15% Aged 65+**

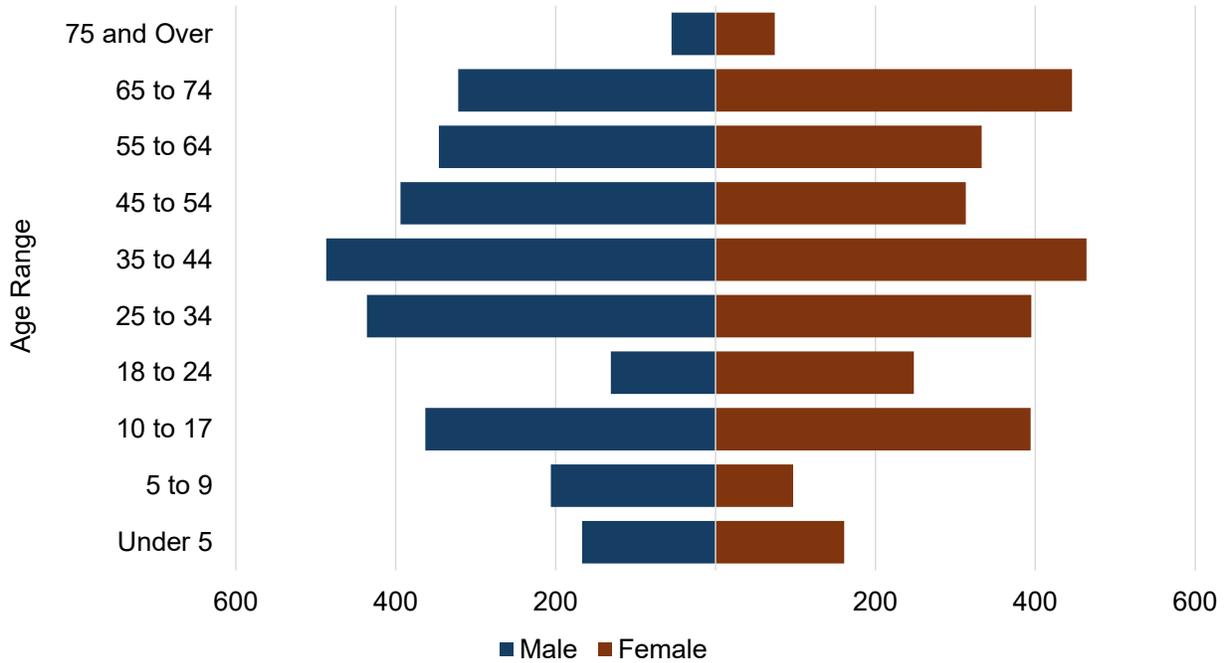
Eaton’s senior population aged 65 and older increased by only 1.9% from 2018 to 2023, compared to a 26% increase for Weld County. Given the modest growth in this age group, the demand for senior services is not urgent but this cohort is expected to grow substantially over the next decade and beyond, as shown in the projection chart below. This follows aging trends at the state and national level.

In Colorado in 2023, births continued to be lower than historical trends but were holding steady. The slowing in births will continue to have impacts on K-12 education and the labor force in the future. Most counties in Colorado reached their peak births in 2007, but Weld County is the only Front range county that is continuing to see an increase in births.

| EATON POPULATION CHANGE BY AGE GROUP |        |         |        |         |                     |
|--------------------------------------|--------|---------|--------|---------|---------------------|
| Age Cohort                           | 2018   |         | 2023   |         | % Change 2018 -2023 |
|                                      | Number | Percent | Number | Percent |                     |
| Under 5 years                        | 458    | 8.9%    | 328    | 5.6%    | -28.4%              |
| 5 to 17 years                        | 882    | 17.1%   | 1,060  | 18.2%   | 20.2%               |
| 18 to 34 years                       | 1,193  | 23.2%   | 1,210  | 20.7%   | 1.4%                |
| 35 to 64 years                       | 1,735  | 33.7%   | 2,337  | 40.1%   | 34.7%               |
| 65 years and older                   | 880    | 17.1%   | 897    | 15.4%   | 1.9%                |

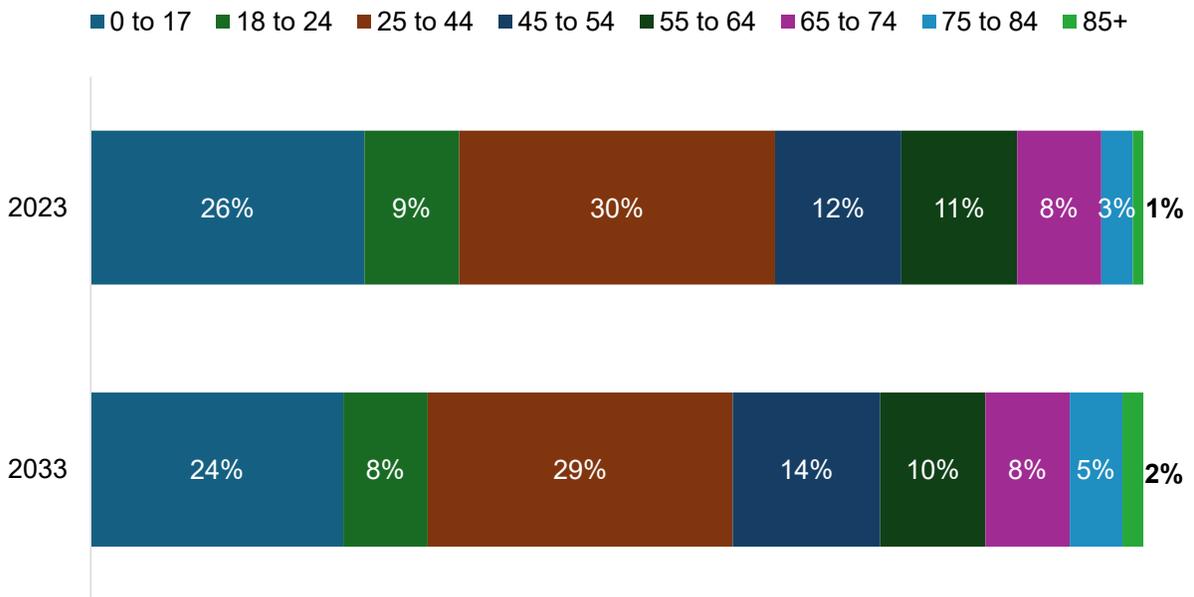
Eaton’s population pyramid by age and sex shows a relatively balanced distribution, with a slight skew toward females in most age groups. Women significantly outnumber men among seniors, especially those 65 and older, which is consistent with longer female life expectancy and points to a growing need for age-friendly housing and senior services. Among working-age adults (25–44), females also slightly outnumber males, suggesting demand for family-oriented housing and services that support working women. The younger age groups are more balanced but should be monitored for future shifts in school-age population and related service needs.

### Eaton Population Pyramid – Age and Sex Distribution, 2023



The State Demography office provides population projections by age group at the county level. Between 2023 and 2033, the number of Weld County residents aged 65 and older is expected to grow by 49%, while those 45 to 54 will increase by 43%. If Eaton’s growth follows a similar projection, there will be an increased demand for appropriate, accessible housing and services for seniors.

### Weld County Population Projection by Age



## HOUSEHOLD COMPOSITION

In 2023, Eaton had 2,216 households, a 24% increase from 2018. Two-person households have been on the rise, growing by 28% since 2018 to make up 37% of all households in 2023. One-person households account for 16% of households in 2023. With 44% of Eaton households made up of just one or two people, there is a need for more housing size diversity, including more options for smaller homes, townhomes, and apartments. But with 30% of households having four or more people, larger homes will continue to be an important part of the mix too.



**2.6 Average Household Size**

**42% Households with children under 18**

**8.5% Aged 65+ Live Alone**

### What is a household?

U.S. Census Bureau defines a household as all people who occupy a single housing unit, regardless of their relationship to one another. A person living alone in a housing unit is also considered a household.

### What is a family household?

U.S. Census Bureau defines a family household as a group of people who live together in the same dwelling and share meals, including a householder and at least one other person related to the householder by birth, marriage, or adoption.

## EATON HOUSEHOLDS BY SIZE AND FAMILY STATUS

|                              | 2018         |             | 2023         |             | % Change<br>2018 -2023 |
|------------------------------|--------------|-------------|--------------|-------------|------------------------|
|                              | Number       | Percent     | Number       | Percent     |                        |
| <b>Total Households</b>      | <b>1,794</b> | <b>100%</b> | <b>2,216</b> | <b>100%</b> | <b>24%</b>             |
| 1-person                     | 356          | 20%         | 362          | 16%         | 2%                     |
| 2-person                     | 496          | 28%         | 827          | 37%         | 67%                    |
| 3-person                     | 317          | 18%         | 367          | 17%         | 16%                    |
| 4-person                     | 393          | 22%         | 568          | 26%         | 45%                    |
| 5+ persons                   | 232          | 13%         | 92           | 4%          | -60%                   |
| <b>Family Households</b>     | <b>1,425</b> | <b>79%</b>  | <b>1,677</b> | <b>76%</b>  | <b>18%</b>             |
| <b>Non-family Households</b> | <b>369</b>   | <b>21%</b>  | <b>897</b>   | <b>24%</b>  | <b>46%</b>             |

In 2023, family households made up 76% of all Eaton households, slightly down from 79% in 2018. Married couple families made up the majority at 69%, and 42% of households have children under 18 (married with children or single parent households). But with over half of households having no children at home, this may suggest a growing need for smaller homes or rental properties, which could be ideal for young people starting their careers, couples whose adult children have moved away, or older residents living on their own.

## HOUSEHOLD INCOME

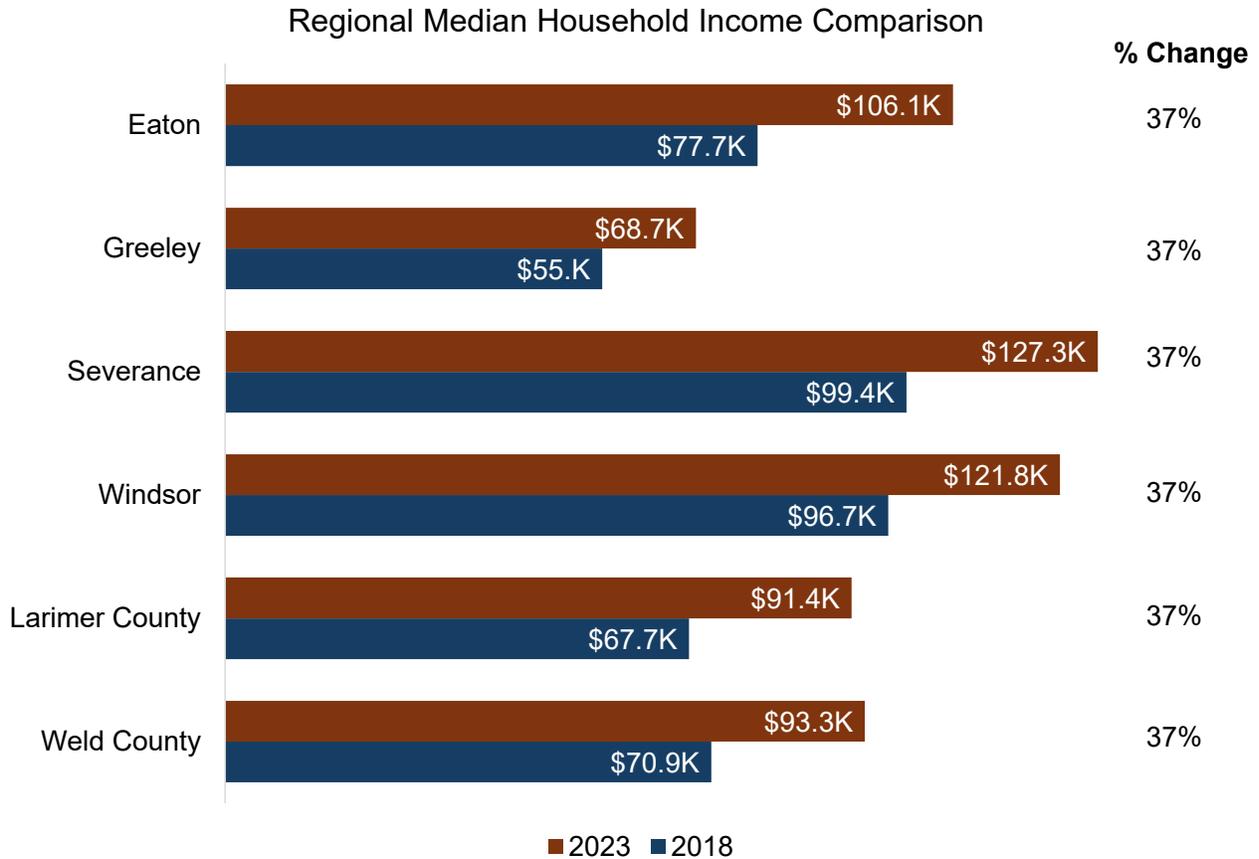
In 2023, Eaton's median household income reached \$106,146, a 37% increase, or about \$28,000, from 2018. This increase outpaced the average 26% increase seen in neighboring communities like Greeley, Windsor, Severance, and across Weld County. Compared to Eaton, Severance's 2023 median household income was 20% higher, Windsor's was 15% higher, and Greeley's was 35% lower.



**\$106,146 Median Household Income**

**17% Households earn < \$50K**

**29% Households earn \$150K+**

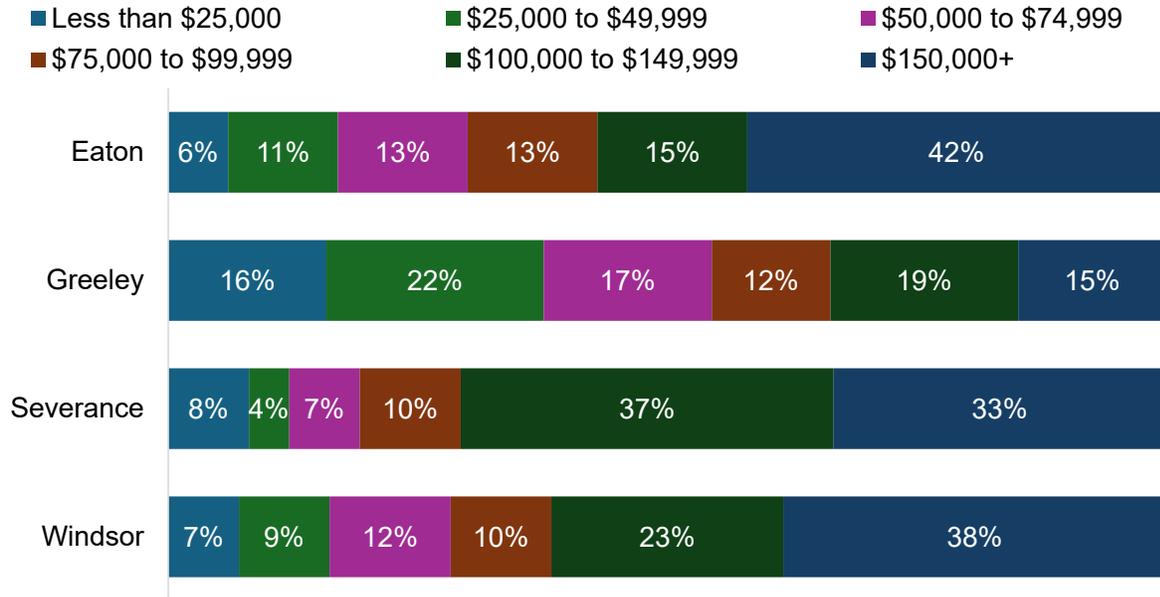


## HOUSEHOLD INCOME DISTRIBUTION

It is important to note that a rise in median income does not necessarily indicate rising income for all residents. It may reflect higher incomes among top earners, which can increase the median, or the displacement of lower-income households who may leave Eaton due to rising housing costs.

The chart displays Eaton's 2023 income distribution alongside comparisons to nearby communities, including Severance, Windsor, and Greeley.

## Regional Household Income Distribution Comparison



Between 2018 and 2023, Eaton experienced a significant shift in household income distribution. The share of households earning less than \$50,000 dropped by 12 percentage points, while those earning more than \$100,000 rose by 34 percentage points. Meanwhile, the middle-income bracket, earning between \$50,000 and \$100,000, declined by 22 percentage points. In contrast, Severance and Windsor experienced much smaller changes. The share of households earning less than \$50,000 fell by just 1 and 4 percentage points, respectively, while the share earning over \$100,000 increased by 21 percentage points in Severance and 13 percentage points in Windsor. In 2023, 6.4% of Eaton’s residents had incomes below the poverty level, compared to 3.3% in Severance, 4.8% in Windsor, and 14.7% in Greeley.

Income distribution is also analyzed using Area Median Income (AMI), which is covered in detail in Chapter 4. The table below shows the number and percentage of households at each AMI level based on 2023 income data.

| EATON HOUSEHOLDS BY AREA MEDIAN INCOME (AMI) |                  |                   |                  |            |
|--|------------------|-------------------|------------------|------------|
| AMI Category                                 | Owner Households | Renter Households | Total Households | % of Total |
| Extremely Low Income (≤30% AMI)              | 186              | 13                | 199              | 8.7%       |
| Very Low Income (31-50% AMI)                 | 177              | 13                | 189              | 8.3%       |
| Low Income (51-80% AMI)                      | 282              | 19                | 301              | 13.2%      |
| Moderate Income (81-120% AMI)                | 267              | 18                | 285              | 12.5%      |
| Middle Income (121-140% AMI)                 | 609              | 41                | 650              | 28.5%      |
| Upper Income (141+ AMI)                      | 177              | 42                | 659              | 28.9%      |

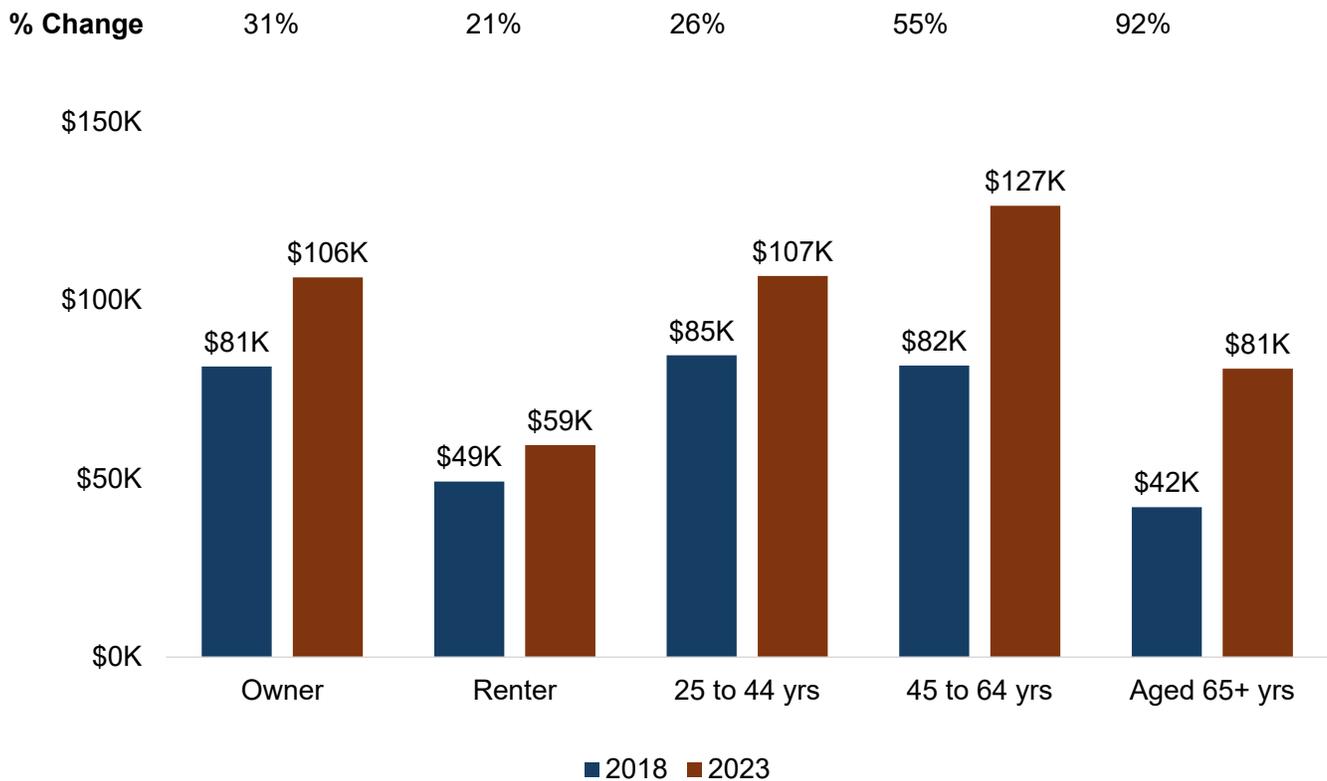
This shift in income distribution in recent years points to a changing socio-economic profile in Eaton. The growing share of higher-income households may reflect rising home prices and could indicate early signs of displacement, as lower-income households are priced out or choose more affordable housing in nearby communities. These trends have important implications for future housing policy, particularly around affordability and the need for a diverse range of housing options. Additional information on poverty and vulnerable populations is included in Chapter 4.

### HOUSEHOLD INCOME BY TENURE AND AGE

In 2023, the homeowner median income was \$51,100 higher than the renter income. Between 2018 to 2023, Eaton’s median homeowner income rose 31% (from \$81,475 to \$106,427), while renter income grew by 10% (from \$49,250 to \$59,429). Homeowner income increases were similar in Greeley, Severance, and Windsor, averaging 30%. In contrast, renter incomes in Severance and Windsor declined by 31% and 11%, respectively. This drop is likely attributed to a surge in rental supply, with Windsor adding 1,823 new units (+116%) and Severance adding 151 units (+222%) during this period.

Eaton’s household income increased across age groups, with the smallest increase of 26% for homeowners aged 25 to 44 years, and the largest increase of 92% for those aged 65 and over. The implication of these income shifts on the housing market and affordability are explored in Chapters 4 and 5.

Eaton Household Income by Tenure and Age



## EDUCATIONAL ATTAINMENT

In Eaton, 64% of residents over 25 years old have attained some college education or more, while a high school diploma is the highest educational attainment for 29% of residents. In 2023, approximately 39% of residents have a bachelor's degree and 17.5% have a graduate or professional degree, while 7% have less than a high school diploma. In Weld County overall, 64% of residents attained some college education or more, and 12% have less than a high school diploma. This high level of educational attainment helps strengthen and support the needs of the Northern Front Range's growing economy.

## RACE AND ETHNICITY

Eaton's racial and ethnic diversity had a notable increase over the last decade, with the percentage of Hispanic or Latino residents increasing 134% between 2013 and 2023. In 2023, 31% of Eaton residents identified as Hispanic or Latino, compared to 17% in 2013. In contrast, the percentage of Hispanic or Latino residents in 2023 is 20% in Severance and 8% in Windsor. At the county level, 63% of Weld County residents identified as Non-White Hispanic and 31% Hispanic. This notable shift in Eaton highlights the growing importance of considering racial and language diversity when planning community programs and public communication.



## Economic Snapshot

The local and regional economy and job market trends play a big role in shaping the housing market. These trends help us understand current and future housing demand: community growth, household buying power, and what employers need to attract and retain employees. By examining these indicators, we can better assess the community's capacity to meet housing needs and address potential affordability challenges. Stable, diverse housing is critical for Eaton and surrounding communities and the overall economy. Lack of housing options impacts local jobs and an employers' ability to retain and attract workers.

## LABOR FORCE

According to the 2023 American Community Survey, 3,261 of Eaton residents over the age of 16, or 71%, are in the labor force. Of those in the labor force, the unemployment rate is 3.0%, a decrease from 3.9% in 2018. In Weld County, 183,330 residents over the age of 16, or 70%, are in the labor force, representing a 20% increase from 2018. The unemployment rate is 3.3% in Weld County and 3.0% in Larimer County.

## INDUSTRIES AND OCCUPATIONS

The top four industries employing Eaton residents are education and health services, retail trade, construction, and manufacturing. Regionally, education and health services employ 20% of residents in Weld County and 25% of in Larimer County. The professional services industry employs 11% of residents in Weld County and 15% of the residents in Larimer County.

The total employed Eaton civilian residents increased by 27% between 2018 and 2023. This represents 2% of all employed residents in Weld County. The chart shows the jobs by sector and



average annual wages in 2023. Although average annual wages have risen, they have not kept pace with the rapid increase in home prices. The projected population growth in Eaton and the region overall is expected to attract new employment opportunities for Eaton’s current and future residents, which will increase the pressure on the housing market.

| <b>EATON JOBS BY SECTOR AND AVERAGE ANNUAL WAGE, 2023</b>                |                       |                        |                            |
|--|-----------------------|------------------------|----------------------------|
| <b>Sector</b>  | <b>Number of Jobs</b> | <b>% of Total Jobs</b> | <b>Average Annual Wage</b> |
| Agriculture, forestry, fishing and hunting, and mining                   | 277                   | 8.8%                   | \$43,524                   |
| Construction   | 375                   | 11.9%                  | \$73,372                   |
| Manufacturing  | 377                   | 11.9%                  | \$108,576                  |
| Wholesale trade  | 143                   | 4.5%                   | \$97,084                   |
| Retail trade   | 395                   | 12.5%                  | \$40,352                   |
| Transportation and warehousing, and utilities                            | 82                    | 2.6%                   | \$50,908                   |
| Information  | 0                     | 0%                     | \$83,044                   |
| Finance and insurance  | 213                   | 6.7%                   | \$94,640                   |
| Professional, scientific, and management                                 | 326                   | 10.3%                  | \$120,848                  |
| Educational services, and health care and social assistance              | 518                   | 16.4%                  | \$51,922                   |
| Arts, entertainment, and recreation, and accommodation and food services | 240                   | 7.6%                   | \$28,028                   |
| Other services, except public administration                             | 217                   | 6.9%                   | \$52,988                   |
| Public administration  | 0                     | 0%                     | \$73,658                   |
| <b>Total</b>   | <b>3,163</b>          |                        |                            |

According to the State Demography Office, job growth in Weld and Larimer counties is projected to continue at a rate of approximately 5% per decade through 2050. The table provides an estimate of job growth in Eaton based on these county projections. Continued local and regional job growth will further increase the demand for housing.

| <b>JOB PROJECTIONS THROUGH 2050</b> |             |             |             |             |
|-------------------------------------|-------------|-------------|-------------|-------------|
| <b>Jurisdiction</b>                 | <b>2022</b> | <b>2030</b> | <b>2040</b> | <b>2050</b> |
| Eaton                               | 3,163       | 3,407       | 3,631       | 3,810       |
| Larimer County                      | 222,719     | 248,432     | 260,832     | 274,139     |
| Weld County                         | 150,438     | 170,373     | 181,562     | 190,484     |

## COMMUTE PATTERNS

Commuting significantly influences Eaton's local economy, as most residents travel outside the town for work. This trend impacts local job growth, labor availability, and places added pressure on transportation infrastructure. Notably, 82% of Eaton's workforce, 1,284 individuals, are in-commuters, meaning they work in Eaton but live elsewhere. At the same time, most Eaton residents are outbound commuters, employed in neighboring communities.



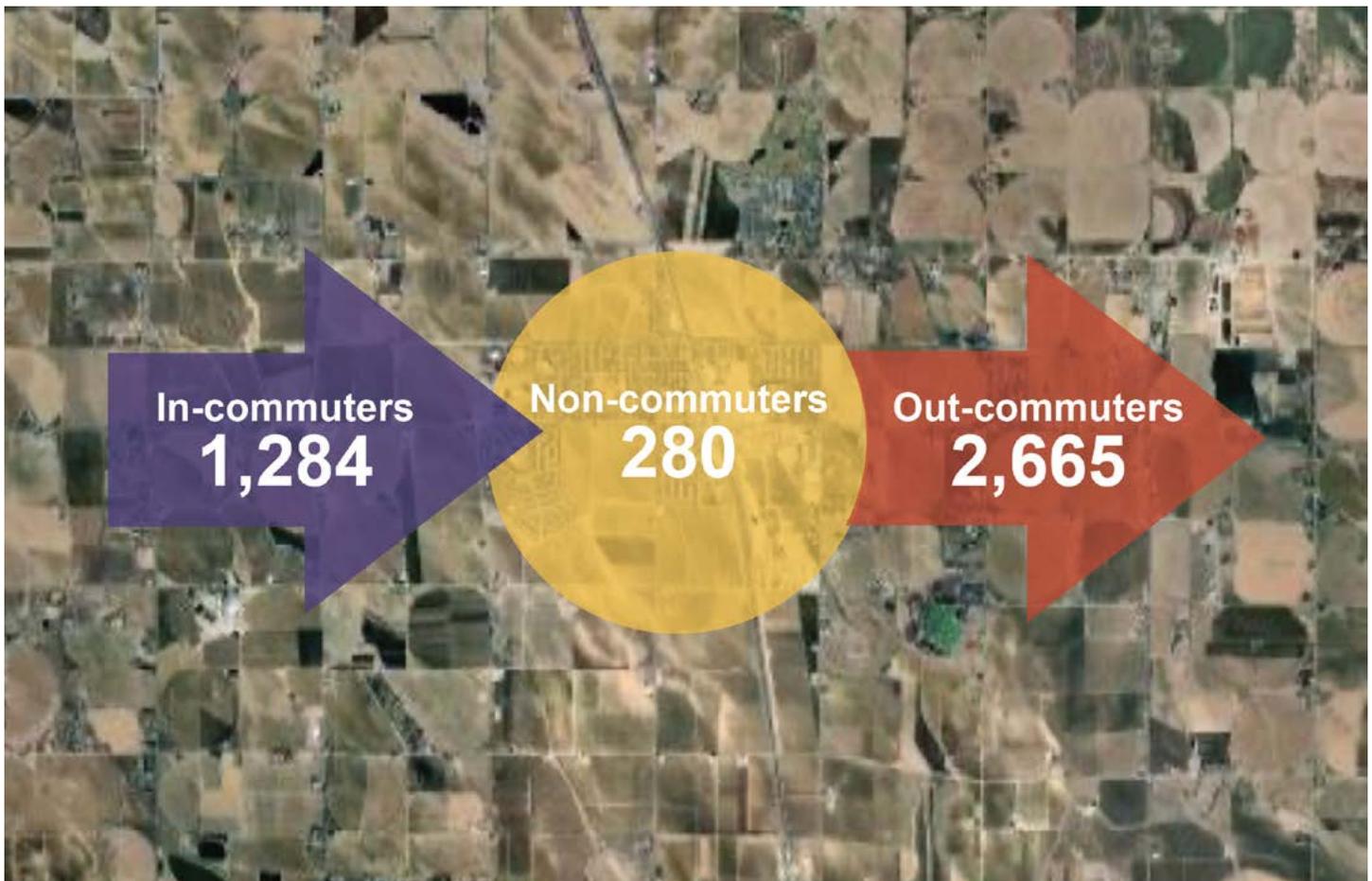
**27 minutes average commute time (2023)**

**85% commute to work alone in vehicle (2023)**

### In 2022:

- **2,665 (90.5%) Out-Commuters: Eaton residents that commute to work elsewhere**
- **280 (9.5%) Live and work in Eaton**

The commuting diagram identifies three groups of Eaton residents with inflow and outflow counts of employees in 2022.





### Top locations where Eaton residents work:

- 21% Greeley
- 10% Eaton
- 9% Fort Collins
- 6% Denver
- 4% Loveland

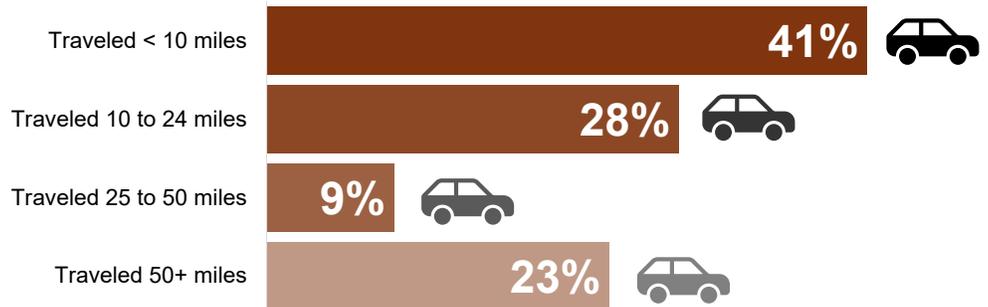


### Top locations where Eaton residents live:

- 20% Greeley
- 18% Eaton
- 4% Evans
- 4% Windsor
- 4% Fort Collins

During the pandemic, many workers transitioned to fully remote or hybrid schedules, giving them the flexibility to live further from their workplaces. Eaton’s location in the growing Northern Colorado region, near large employment centers but offering a smaller town lifestyle, may have made it more appealing to those looking to leave larger cities. By 2023, 11.7% of residents worked from home, up from just 2.7% in 2018. This suggests that Eaton may want to prioritize services and amenities that support remote and hybrid workers, and developers may find the demand for homes with dedicated office space is likely to grow.

### How far did Eaton residents commute in 2022?



The distance Eaton workers are willing to travel has remained largely stable over the last 10 years. However, twenty years ago, half of all workers commuted less than 10 miles, while only 13% traveled more than 50 miles. As regional employment opportunities require longer commutes, there is a growing need for regional collaboration to improve public transportation options.

The graphic below shows the commuting direction from Eaton in 2022. With 83% of employed residents commuting south (48%), southwest (19%), or west (16%), the demand for housing in these areas of town may be higher to reduce commute times. The map shows the top ten places where Eaton residents are employed. Workers employed in other locations account for another 40%.

# Housing Snapshot

Analyzing Eaton’s existing housing inventory, including unit types, age, value, and size, offers valuable insight into local housing supply and demand. When combined with demographic and economic trends, this analysis helps determine how well the current housing stock meets community needs, highlights gaps in the market, and informs future housing requirements. These findings are detailed in Chapter 5, where they are used to support a broader market analysis and guide future planning efforts.

## HOUSING UNITS AND TENURE

In 2023, Eaton had 2,282 housing units. The change in the number of housing units since 2018 was nominal. In contrast, nearby communities experienced significant growth during this time, with Severance experiencing the largest increase of 108%, followed by Windsor with a 57% increase in housing units. As many new housing units are now planned for the Brown Farm Planned Unit Development, Eaton must monitor the potential strain that rapid housing unit growth could place on existing infrastructure and public services.

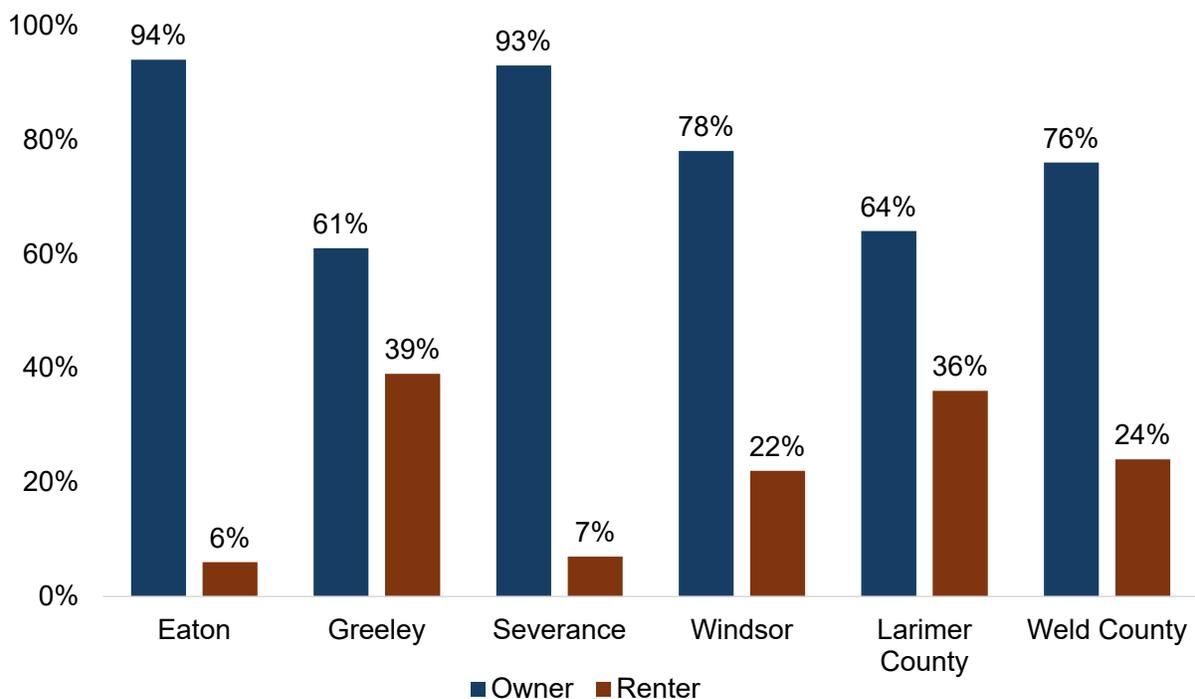


**Total Housing Units 2,282 (2023)**  
**Owner-Occupied 94% (2023)**

In 2023, Eaton’s overall housing vacancy rate rose to an estimated 6.4%, up from 2.1% in 2018. Keep in mind, the vacancy rate includes unoccupied homes, vacation properties, newly built but unoccupied units, and other types of vacant housing. However, it’s important to note that sources like the U.S. Census may exclude certain vacant units, such as off-market homes or those damaged by weather-related events.

Of the 2,136 occupied housing units in Eaton in 2023, 94% were owner-occupied and 6% were renter-occupied. For comparison, Severance had a similar share of renter-occupied units at 7%, while Greeley and Windsor offered more rental housing options, with 39% and 22% renter-occupied units, respectively.

Housing Tenure



## HOUSING TYPES AND SIZES

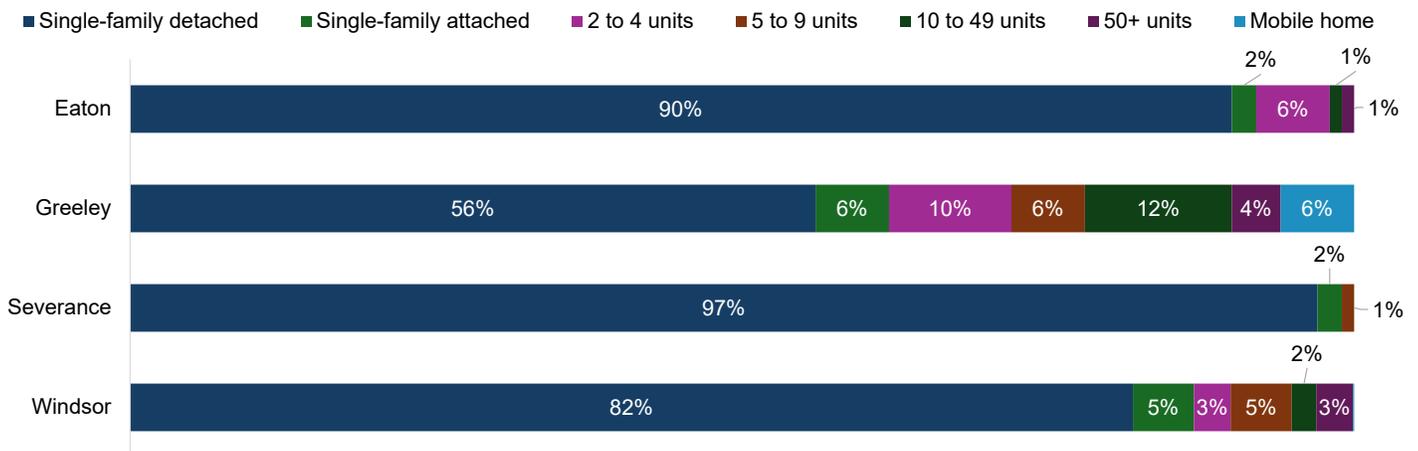
One of goals from Eaton’s 2020 Comprehensive Plan is to ensure the ongoing commitment to providing a variety of residential units, both in terms of price and type of unit. This commitment to housing diversity would allow households with different incomes and needs to live in Eaton. The range of options could include detached single-family homes, condominiums, townhouses, duplexes, apartments, assisted and independent senior living, accessory dwelling units, live-work spaces, etc.



**90% Single-family detached**  
**84% 3+ bedrooms**

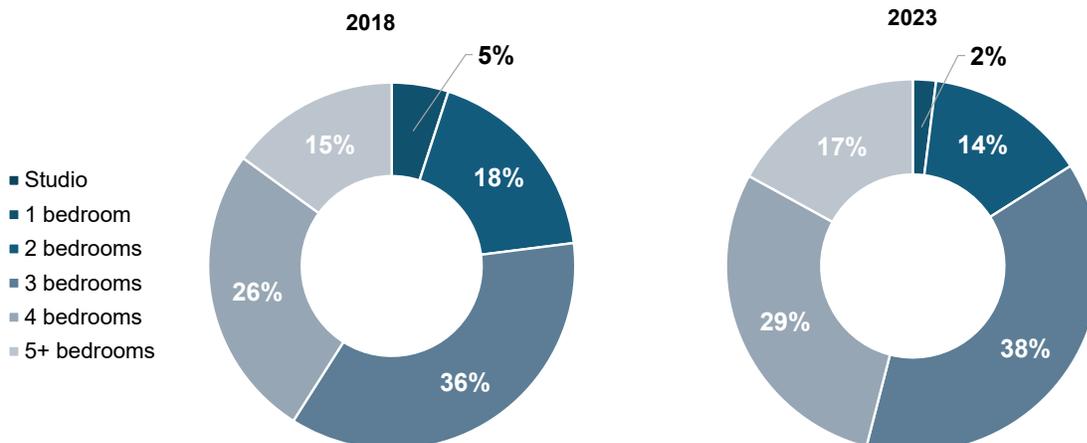
In 2023, Eaton’s housing stock was made up of 90% single-family detached units. The largest multi-family property is the Benjamin Square senior affordable housing community with 60 units. While mobile homes often serve as an important affordable housing option in many communities, they are currently not permitted in Eaton. In contrast, Greeley and Windsor offer a more diverse mix of housing types, with Greeley having the greatest variety. Severance, however, remains even more single-family focused than Eaton, with 97% of its housing stock made up of single-family homes.

Housing Units by Type



In 2023, 84% of Eaton’s occupied housing units had 3 or more bedrooms. The median number of total rooms across all housing units was 6.9 in 2023, with owner-occupied units averaging 7.1 and renter-occupied units averaging 4.2.

Eaton Housing Units by Number of Bedrooms



## HOUSING UNIT AGE AND MOVE IN YEAR

In 2023, the median construction year for all Eaton homes was 2001. By comparison, the median construction year in Severance is 2012, and in Windsor, it is 2007. Eaton’s older median construction year of 2001 suggests that it has experienced slower residential growth, rather than the rapid, recent development seen in neighboring towns. In Eaton, 53% of housing units were built after 2000, while 25% of homes are over fifty years old. This notable share of aging housing may require upgrades, repairs, or modernization (e.g., energy efficiency, accessibility, plumbing/ electrical) which can present both challenges (maintenance costs, code compliance) and opportunities (historic preservation, home improvement investment). Older homes often exist in areas with aging infrastructure (roads, water, sewer), requiring strategic reinvestment. Eaton may need to balance new growth with maintenance of older neighborhoods, both in terms of housing and public infrastructure.

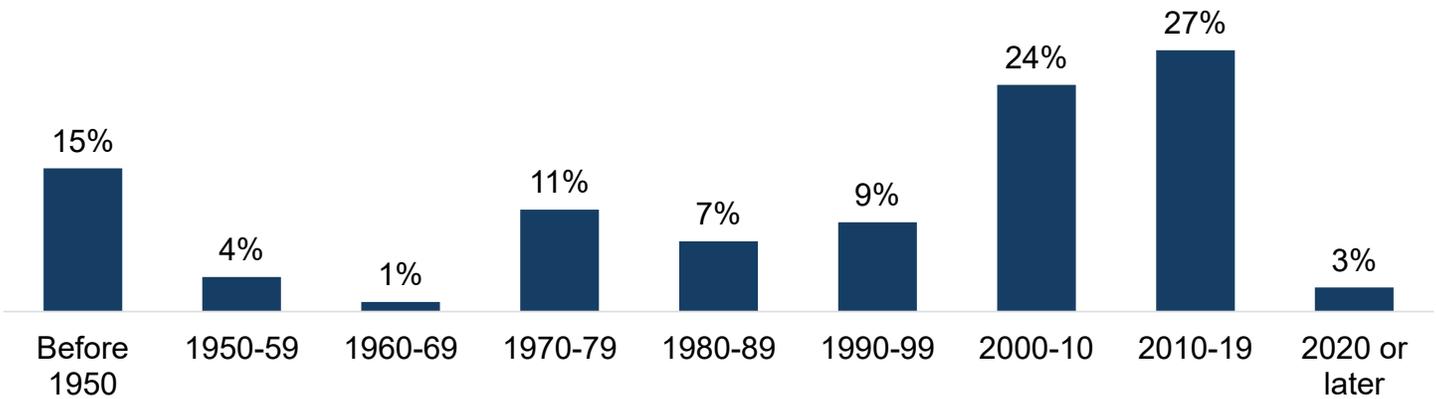


**Median year built: 2001**

**32% of units were built after 2010**

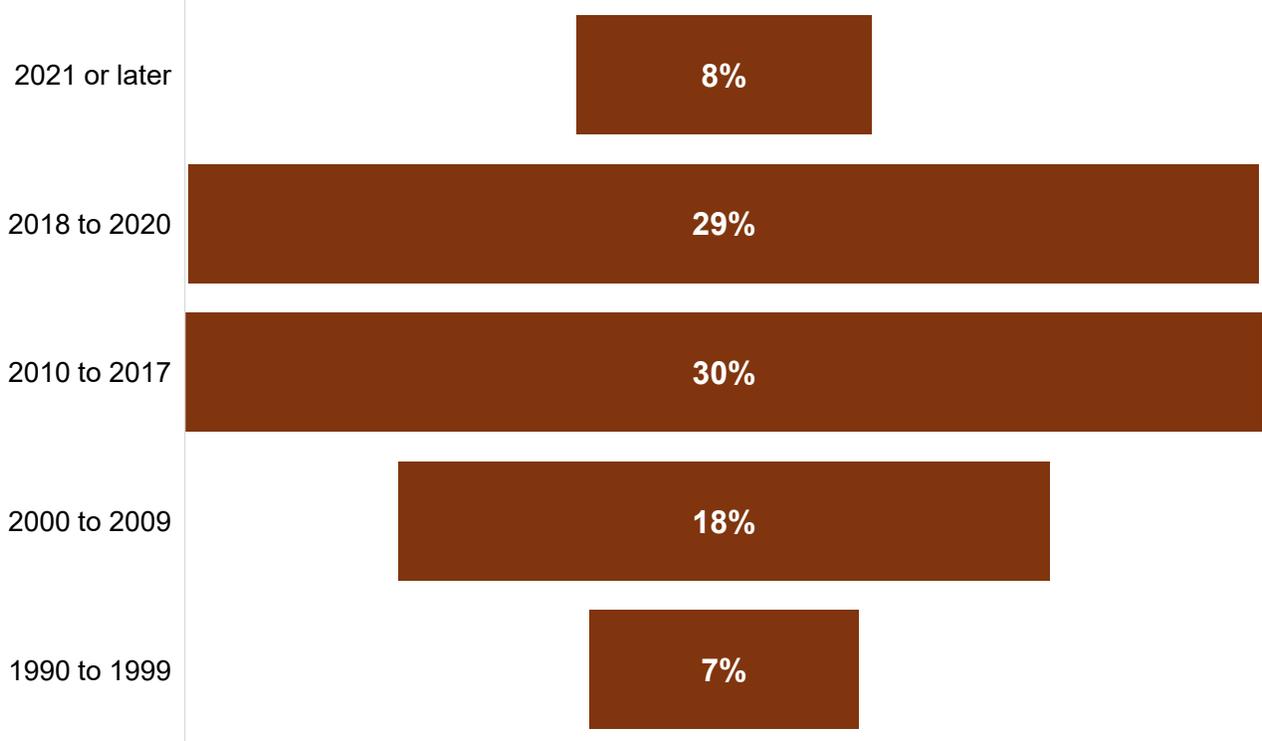
**67% of residents moved to Eaton after 2010**

Eaton Housing Units by Year Built



In 2023, 37.5% of occupied housing units in Eaton had residents that moved there in the year 2018 or later, and 29.6% moved in between 2010 and 2017. Only 15% of housing units had residents that moved there in 1990 or earlier. With such a high proportion of residents that have moved to Eaton in the last 15 years, the town is experiencing significant demographic turnover, which can influence everything for housing demand and neighborhood identity to expectations for services, infrastructure, and community engagement. The chart shows the number and percentage of Eaton housing units by move in year.

Percentage of Occupied Housing Units in Eaton by Move in Year



## HOME VALUES

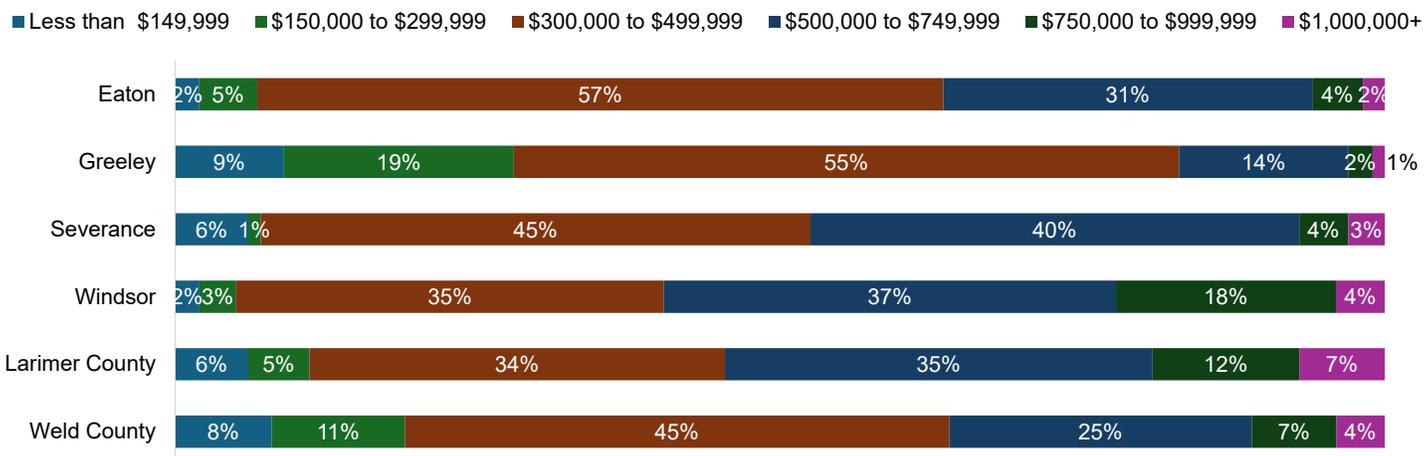
Over the past two decades, economic and population growth in the Northern Front Range resulted in a competitive housing market, with strong upward appreciation of home prices. Eaton home value appreciation between 2018 and 2023 was 64%. This rapid increase in value causes a strain on residents wanting to move to or continue to live in Eaton. At the same time, demographic trends show that Eaton is attracting a more affluent population that can afford higher-priced homes.

Median Home Value 2013-2023



Rapid regional population growth, strong housing demand, and limited housing supply have all contributed to significant increases in home values. The percentage of higher-value homes has risen sharply in recent years. In 2023, 36% of owner-occupied homes in Eaton were valued at \$500,000 or more. In comparison, 48% of homes in Severance and 59% in Windsor were valued at that level in 2023. It is important to note that these figures reflect the assessed home values, which often lag behind actual sale prices driven by current market conditions.

### Percentage of Owner-Occupied Housing Units by Home Value



## Rental Housing

Eaton’s supply of rental units has declined in recent years. The 2023 America Community Survey counts approximately 139 rental units in 2023, which is 6% of total occupied units. This is down 15% from 2013. The very limited rental supply drives up the rental rates. Many rental properties are single-family homes, with fewer multi-family options available. This limited and increasingly scarce rental inventory makes it difficult for renters, particularly young professionals, lower-income households, and seniors, to find affordable housing options in Eaton. It also limits flexibility for residents who may not be ready or able to purchase a home and may deter new workers or families from relocating to the community, which can negatively impact employee retention rates.

## Affordable Housing Inventory

Benjamin Square Apartments is the only deed-restricted affordable housing in Eaton. The 60 1-bedroom ground-floor units are available to eligible seniors. These apartments are part of the Housing Choice Voucher Program (formerly known as Section 8), a federal housing assistance program that helps low-income individuals and families afford housing. It provides a rental subsidy for eligible tenants. Eaton Housing Authority has no current project underway to add affordable housing inventory to Eaton.



An example of a single-family home near downtown Eaton.



An example of a multi-family apartment building in downtown Eaton.

# CHAPTER 4

## HOUSING AFFORDABILITY

The previous chapter established the foundation for understanding housing affordability and housing needs by evaluating Eaton’s current and projected demographic, economic, and housing characteristics. These conditions not only help determine the housing demand but also help identify where there may be housing gaps based on the demographic and economic needs. This chapter will introduce common terms and concepts related to housing affordability and how it applies to the unique Eaton context which informs the market analysis.

**Median Household  
Income: \$106,146**

**Owner \$106,427**

**Renter \$59,429**

### Understanding Affordability

Affordable housing is typically defined by federal or state guidelines as housing that costs no more than 30% of a household’s gross income, including rent or mortgage payments along with utilities and insurance. This standard is used to ensure that households have enough income left over for other essential needs such as food, transportation, healthcare, and education.

Affordability is relative to income, which means what is considered affordable in one community may not be in another. For example, a home that is affordable to one household may be out of reach for someone earning much less.

Housing affordability is defined by household income (“ability to pay”) and the cost of an appropriate housing unit for that household.

#### Federal Definition of Affordability\*

- ▶ Housing costs are “affordable” if they do not exceed 30% of a household’s gross income.
- ▶ “Costs” include basic utilities, mortgage insurance, HOA fees, and property taxes



Households paying more than **30%** for housing are **cost burdened**



Households paying more than **50%** for housing are **severely cost burdened**

\*This is the Federal Housing metric used by the U.S. Department of Housing and Urban Development (HUD).

Each year, the U.S. Department of Housing and Urban Development (HUD) calculates the area median income (AMI) for every geographic region in the country using data from the U.S. Census American Community Survey. AMI is the midpoint income level of all households in a specific area, where half of the households earn more and half earn less, adjusted by household size. AMI is calculated using a household's pre-tax income. HUD publishes the "Area Median Income" (AMI) tables, and they are one of the tools used by the State of Colorado, Colorado Housing Finance Authority (CHFA), and local housing organizations to determine if a person qualifies for affordable housing programs. Affordability levels for Eaton are based on the Weld County AMI table (refer to Appendix D).

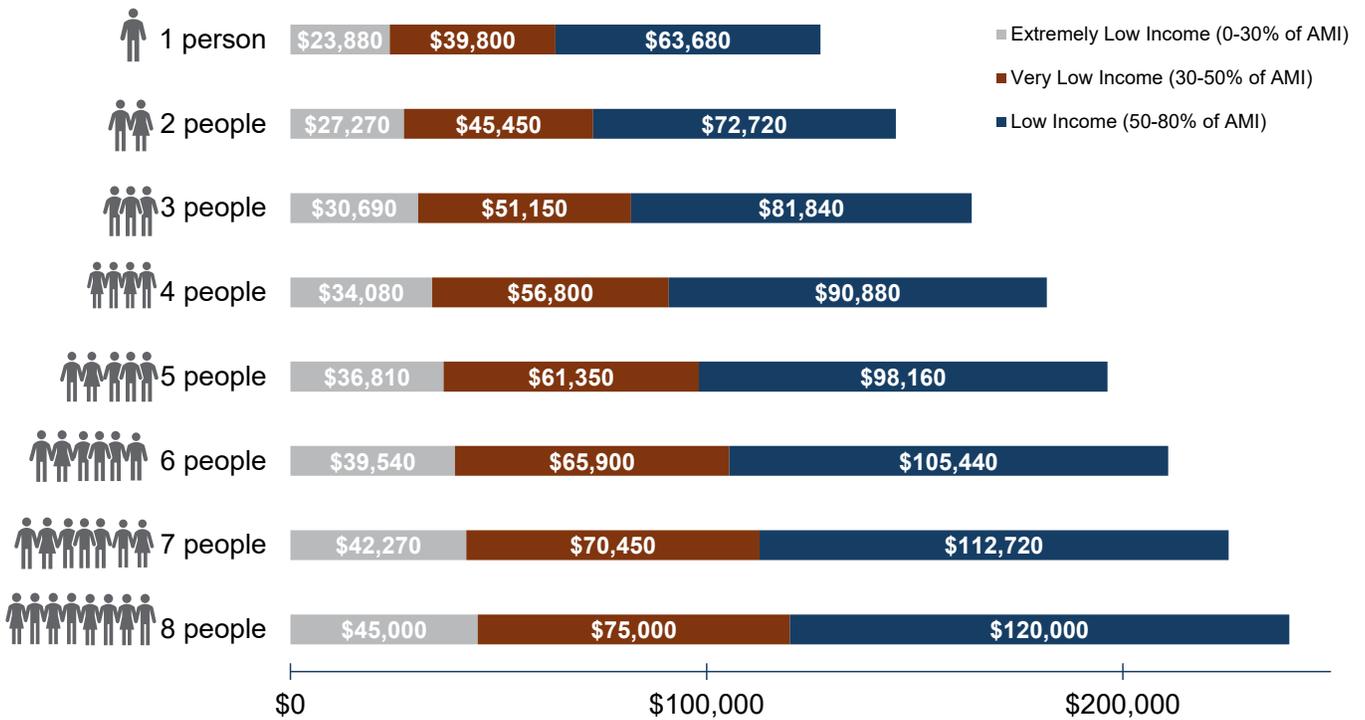
The table shows the maximum rent and maximum purchase price that a 4-person household at each income level in Eaton can afford if only 30% of gross income is spent on housing expenses. With a median home value of \$448,800 in 2023, many Eaton residents will find housing unattainable without spending more than 30% on housing.

| <b>AFFORDABILITY MATRIX FOR A 4-PERSON HOUSEHOLD IN EATON</b> |                      |                      |                       |            |
|---|----------------------|----------------------|-----------------------|------------|
| If your household income is....                               |                      |                      |                       |            |
| < \$46,000  | \$46,000 to \$69,000 | \$69,000 to \$92,000 | \$92,000 to \$115,000 | \$115,000+ |
| ~ 40% AMI   | ~60% AMI             | ~80% AMI             | ~100% AMI             | ~120%AMI   |
| The <b>MAXIMUM HOME PRICE</b> you can afford is...            |                      |                      |                       |            |
| \$125,000   | \$225,000            | \$325,000            | \$425,000             | \$525,000  |
| The <b>MAXIMUM RENT</b> you can afford is...                  |                      |                      |                       |            |
| \$1,191   | \$1,786              | \$2,382              | \$2,977               | \$3,573    |

The following graphic illustrates the maximum income levels for households in Weld County earning 80% or less of the AMI, categorized by household size.

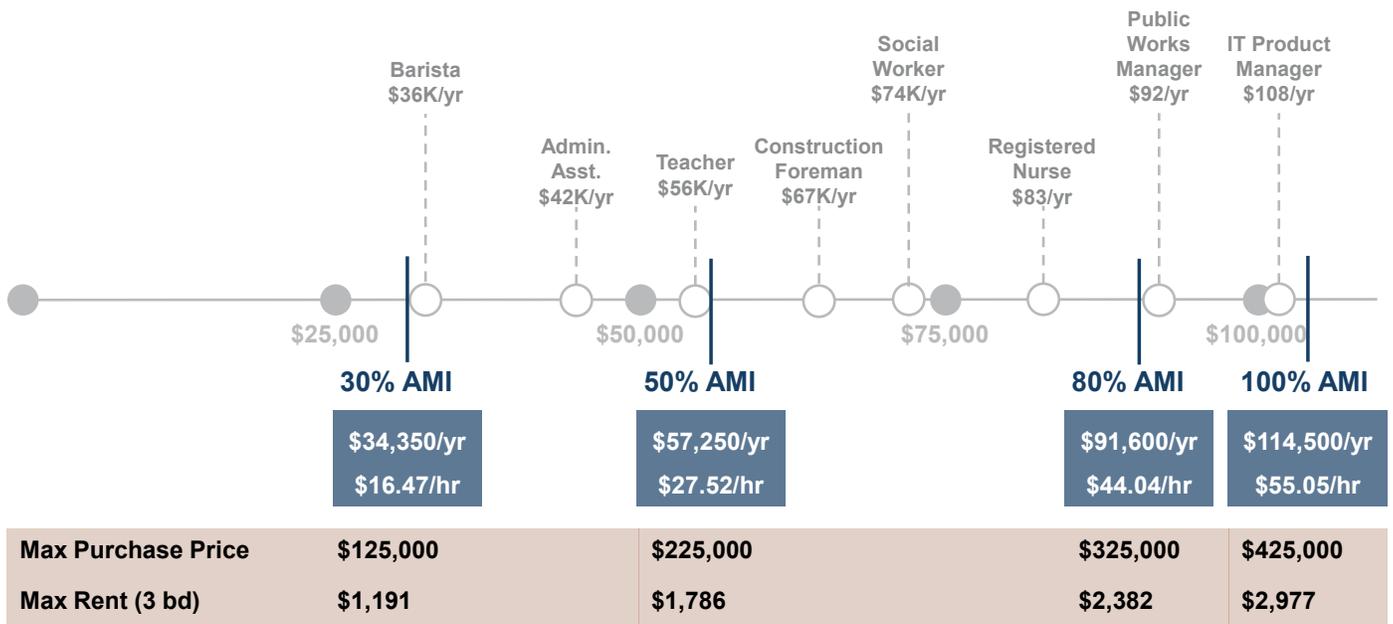
- **Extremely low-income 4-person households (earning 30% or less of the AMI) have incomes up to \$34,080.**
- **Very low-income 4-person households (earning 30-50% of the AMI) have incomes between \$34,081 and \$56,800.**
- **Low-income 4-person households (earning 50-80% of the AMI) have incomes between \$56,801 and \$90,880.**

## HUD Income Limits by Household Size Weld County 2025



Housing is becoming increasingly unaffordable and out of reach for many households in Northern Colorado, including Eaton. To better understand the local context of affordability, the graphic below highlights the range of professions for households that may face affordability challenges. It compares the approximate incomes of various local professions to the 2025 AMI table for a family of four in Weld County. For further information on Eaton’s current demographic, economic, and housing characteristics, see Chapter 3.

### What housing can a 4-person household afford in Eaton?



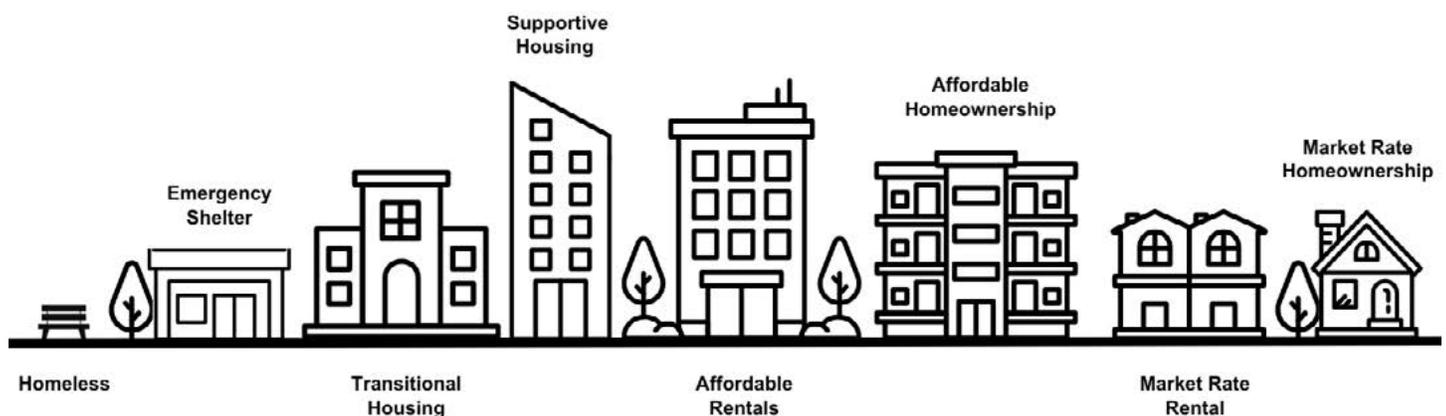
## HOUSING VOUCHERS VS. SUBSIDIZED AFFORDABLE HOUSING

Many people think of the Housing Choice Voucher Program (formerly Section 8) when hearing about subsidized affordable housing programs, but these terms are not synonymous. The Voucher Program helps very low-income families (less than 30% of the AMI), the elderly, and disabled residents by providing direct financial assistance to help them afford rent in the private market. In contrast, subsidized affordable housing refers to units that are specifically built or designated for low-income households (usually up to 80% of the AMI), where the rent is kept below market rates through government subsidies. Local Public Housing Authorities manage the program, but the money comes from the federal government.

## The Housing Continuum

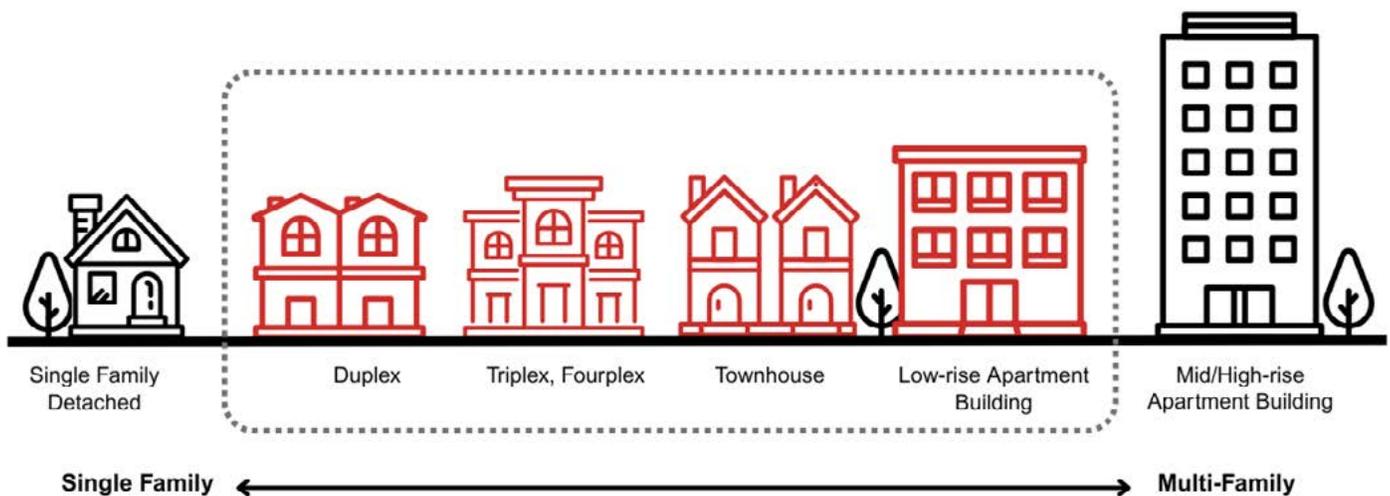
For a community to support all residents, regardless of their life stage or housing needs, it must offer a diverse range of housing types, often referred to as a “housing continuum.” Housing needs evolve over time due to factors such as aging, education and skill development, household size, employment changes, economic disruptions, caregiving responsibilities, and transitioning to a fixed income. Communities must provide housing options for everyone, from those just beginning their careers to older adults who may have retired many years ago. While affordability plays a key role in housing decisions, personal preferences for different housing types and living environments also play a significant role in shaping demand.

The graphic illustrates the levels of the housing continuum with a variety of housing options. At the far left of the continuum are residents experiencing homelessness. The next phase includes emergency shelters, transitional housing, and supportive housing, which provide stability for individuals facing housing insecurity or in need of additional services. The next phase includes affordable rental options and homeownership opportunities, which may consist of naturally occurring affordable housing (non-subsidized) or subsidized affordable housing. The final phase includes market-rate rentals and homeownership.



## MISSING MIDDLE HOUSING

Missing middle housing is a term often associated with efforts to improve housing affordability. This type of housing fills the gap between single-family homes and high-density multi-family buildings, offering a range of options suitable for both renters and homeowners. Missing middle housing includes a diverse range of housing types, including duplexes, townhouses, triplexes, fourplexes, courtyard apartments, bungalow courts, townhouses, and multiplexes. These homes are typically smaller in size and designed to blend seamlessly into neighborhoods primarily composed of single-family homes, maintaining the character of the area.



Missing middle housing is crucial because it expands the housing mix by offering a range of options, addressing a key gap often overlooked in traditional neighborhoods and planning designs. Missing middle housing also supports the community by offering:

- **Density that maintains neighborhood character,**
- **Attainability and affordability for a range of income levels,**
- **Walkability and accessibility to community amenities, and**
- **Diverse options for multigenerational living.**

By addressing these needs, missing middle housing diversifies the housing supply to better meet community demands, particularly in growing areas, like Eaton, where the housing options often lack alternatives to single-family homes and large multifamily rentals. Offering a balance of affordability, availability, and land efficiency, missing middle housing provides a practical solution for modern housing challenges, bridging the gap between traditional housing types and new, attainable options for communities.

## Housing Problems and Vulnerability

Several housing problems can make housing access and stability more challenging for individuals and families. These conditions increase the risk of housing insecurity, unaffordability, or displacement. This analysis helps to identify where housing programs and support systems may be needed to improve outcomes for low- and moderate-income residents, particularly vulnerable populations.

According to the 2023 American Community Survey, 2.3% of Eaton families have incomes below the poverty level, and 4.5% of households receive food stamps. Among specific age groups, 6% of residents aged 65 and older and 3% of those under 18 are living in poverty. For comparison, Greeley has the highest family poverty rate in the region at 10.6%. Across Weld County, 10.3% of children under 18 and 8.4% of seniors are living in poverty.

While Eaton's poverty rates are lower than nearby communities, these figures still highlight the importance of affordable housing options. Seniors on fixed incomes and low-income families may face challenges in a competitive housing market with rising rents and limited affordable units. Ensuring a diverse housing stock, including smaller homes, rentals, and income-restricted units, can help meet the needs of vulnerable populations and support residents at all stages of life.

### DISABILITIES

The U.S. Census collects data on six disability types: hearing, vision, cognitive, ambulatory, self-care, and independent living difficulties. Respondents who report any one of the six disability types are considered to have a disability. According to the 2023 American Community Survey estimates, approximately 11.8% (690) of Eaton residents report having one or more disabilities, compared to 15% in Weld County. Seniors are disproportionately affected by disabilities, with about 23% (250) of Eaton residents aged 65 and older reporting a disability.

When assessing housing needs, residents with disabilities require special consideration to ensure inclusivity, accessibility, and support. Some implications include accessible housing design, affordability, minimal maintenance requirements, proximity and access to healthcare, transportation, and other essential services.

### HOMELESSNESS AND HOUSING INSTABILITY

The Northern Colorado Continuum of Care (NoCO CoC) coordinates funding and delivery of housing and services for people experiencing homelessness in Weld and Larimer counties. As part of its efforts, NoCO CoC conducts an annual point-in-time (PIT) survey of people experiencing homelessness in the region. The 2024 PIT and Housing Inventory Count Report shows a total of 893 sheltered and unsheltered homeless individuals, with 622 (70%) sheltered and 271 (30%) unsheltered. Ninety-six percent of these individuals experiencing homelessness are in three communities: Fort Collins (43%), Greeley/Evans (35%), and Loveland (18%). In 2024, there were new concerted efforts to survey smaller communities including Eaton, and no individuals were counted. It is recommended that Eaton regularly review these annual reports to stay informed about shifting trends that could affect the community and its need for supportive services.

#### FEDERAL POVERTY LEVEL THRESHOLDS, 2025

**\$15,650** Individual

**\$26,650** Single-parent household (one adult, one child)

**\$32,150** Family household of 4 (two adults, two children)

## DISPLACEMENT RISK

Recognizing areas in Eaton with a higher risk of displacement can help guide strategies, both locally and regionally, to improve housing affordability, accessibility, and stability. The Social Vulnerability Index (SVI) outlines eleven key indicators related to displacement risk that can help identify the most vulnerable populations. These measures can inform policy decisions and program development aimed at supporting residents most at risk.

The following table presents Eaton’s displacement indicators as of 2023. These are based on U.S. Census data at the census tract level. In Eaton’s case, the relevant census tract extends beyond the town’s boundaries, so the data includes some population outside the town. However, approximately 72% of the census tract’s population lives within Eaton’s town limits, making the data a generally reliable reflection of local conditions.

| EATON DISPLACEMENT INDICATORS, 2023   |  |  |
|---|--|--|
| Populations   | Indicator Measure                              | How is this related to displacement?   |
| Households at or below 80% AMI  | ≤30% AMI 9%<br>31-50% AMI 8%<br>51-80% AMI 13% | These incomes are lower than what is needed to afford market rate housing in many places. These households are more likely to be living in housing or areas that face greater redevelopment pressures. |
| Renter Occupied Households  | 144  | Renters are at greater risk of displacement by not owning their homes.   |
| Cost-burdened households with annual income < \$75K spending 30%+ of income on housing costs) | 567  | Cost-burdened households are more likely to live paycheck to paycheck and are more sensitive to being outpriced due to housing cost increases.   |
| Persons (age 25+) without a high school diploma   | 474  | People with limited access to higher paying jobs may experience income and job insecurity and may be more likely to miss housing payments and face eviction.   |
| Persons (age 5+) who speak English “less than well”   | 167  | Populations with limited English proficiency may have trouble accessing housing and a range of jobs due to language barriers and discrimination.   |
| Single-parent households with children under 18   | 53   | These households on average have lower incomes and higher childcare costs. They are more vulnerable to rising housing cost, loss of income.  |
| Housing stock built prior to 1970   | 19.5%  | Older housing is less likely to be suitable for an aging population and population with disabilities.  |
| Overcrowded (more people than rooms)  | 0.68%  | Overcrowded households may have people doubling up who might otherwise choose to live in larger housing if they could afford it.   |
| Population with a disability  | 11.8%  | These households may have fewer employment and housing options due to disability and be at higher risk of displacement.  |
| Persons aged 65 and older   | 1,292  | These households may be more vulnerable to displacement if they have fixed incomes or specialized housing needs.   |
| Households headed by a person identifying as a race/ethnicity other than white                | Hispanic 31%<br>2+ Races 17%<br>Other 6%       | These populations have faced ongoing, racialized employment and housing discrimination, which increases the risk of displacement.  |

## Housing Resources

This section identifies and evaluates resources available to support the development, maintenance, and accessibility of housing that is attainable and affordable, as well as supportive housing services in Eaton and the surrounding area. These resources can help address the housing needs identified in this housing assessment. Weld County has a network of service providers and housing-focused nonprofits, though resources are primarily concentrated in nearby Greeley. Eaton residents can benefit from this network, but as the Town grows, additional resources and programs tailored to Eaton may be necessary.

To ensure Eaton remains a livable and accessible community for its residents, it is essential to proactively expand local resources, strengthen partnerships, and advocate for targeted housing solutions. Stakeholders, policymakers, and community members must collaborate to develop strategies that support sustainable growth and improve access to these essential services.

## HOUSING DEVELOPMENT

The main public housing authority in Weld County is the Greeley-Weld Housing Authority. It provides low-income residents with housing assistance through programs like Low Rent Public Housing and the Housing Choice Voucher Program (formerly Section 8). The authority is a collaboration between the City of Greeley and Weld County, with a combined board and staff. They receive state and federal funds through programs like Community Development Block Grants, HOME Investment Partnership funds, and State Private Activity Bonds to support housing and community development. Currently, all of its public housing properties are located within Greeley.

The Eaton Housing Authority (EHA) previously managed the Benjamin Square Apartments until it was sold in 2023. In June 2025, the EHA and Weld County School District RE-2 approved an intergovernmental agreement to purchase land owned by the school district with the intention of developing affordable housing for district employees. The scope and type of housing is yet to be determined. The EHA could also be leveraged for additional projects in the future to build more affordable housing in Eaton.

While Eaton does not currently have dedicated funding to support the development of affordable housing, some Front Range communities have created dedicated funding streams in recent years to support affordable housing initiatives, and this may be a strategy that Eaton could consider in the future.

- **Fort Collins:** Passed by voters in 2023, Fort Collins has a 3-mill property tax that could raise up to \$16 million per year to fund the land bank, grants and incentives for developers and nonprofits, and permanent supportive housing with wraparound services.
- **Loveland:** In 2016, the City Council approved using 1.25% of the city's sales tax revenue to create an affordable housing fund and approved Loveland Habitat for Humanity and Loveland Housing Authority as the preferred providers for the city to work with.
- **Longmont:** Approved by voters in 2023, the Boulder County Affordable and Attainable Housing Tax is 0.185% countywide sales and use tax. The funds are divided by population across the county, with 30% going to Longmont for housing development, housing supportive services, and grant funding.

## SUPPORTIVE SERVICES AND RESOURCES

County services and local non-profits provide supportive services and resources for low- and moderate-income Weld County residents, including rental assistance, homebuyer support, homeowner assistance, senior services, and support for individuals experiencing homelessness. Most of the resources are in Greeley and may be less accessible and less familiar to Eaton residents.

### Rent, Mortgage, and Utility Assistance Programs:

Weld County Human Services manages the Emergency Rental Assistance (ERA) program which assists eligible households with incomes below 80% of AMI with rental payments. It also has programs that are focused on long-term housing solutions.

Almost Home Inc. provides emergency rental and mortgage assistance and utility assistance to residents of Weld and Adams counties.

The Catholic Charities Emergency Assistance Center in Greeley has a homeless prevention program and helps low-income families and individuals pay their housing and utility bills.

The Greeley Family House provides temporary housing and support services to families experiencing temporary homelessness.

Neighbor to Neighbor's Rent Assistance Program helps prevent homelessness by providing emergency assistance to individuals and families facing an unexpected financial challenge.



## GAPS AND OTHER CONSIDERATIONS

The housing development and support services assessment identifies several key gaps for Eaton residents and underscores the need for a strategic approach to align resources with the Town's growth and changing demographics.

1

**Lack of Subsidized Affordable Housing and Attainable Housing Development:** The Town could benefit by partnering on local housing projects with the Greeley-Weld Housing Authority to meet diverse housing needs, including affordable and attainable housing.

2

**Lack of Local Resource Accessibility:** Most housing-related services are in Greeley and may not be easily accessible to Eaton residents. As the Town grows, tailored local programs and resources are necessary to bridge this gap.

3

**Limited Public Transportation Options to Access Services:** Transportation with the 60+ Ride service is available for older adults in Weld County, but rides need to be scheduled in advance. Limited transit can hinder access to regional services and housing opportunities, particularly for low- to moderate-income individuals and families. There may be an opportunity to partner with Greeley Evans Transit to add transit connections between Eaton, Severance, and Greeley.

4

**Lack of Dedicated Funding:** Eaton does not receive federal housing funds or have a dedicated funding stream, limiting its ability to develop housing projects independently. The Town could create a dedicated housing fund through the implementation of housing development strategies.



# CHAPTER 5 HOUSING MARKET ASSESSMENT

This chapter examines Eaton’s housing and rental needs by analyzing trends over the last decade, the most recent 12 months, and current housing market conditions. It considers factors such as housing supply, values, and demand, which may shift over time. While the projected needs aim to guide Eaton’s growth in the coming years, they are based on the best available data, which may evolve as the market conditions change, or the town expands into its urban growth area. The analysis aligns with state standards from DOLA and is designed to support long-term planning.

The analysis draws on data from a variety of sources, including the U.S. American Community Survey, Multiple Listing Service (MLS.com), the State Demography Office, Redfin.com, Realtor.com, Zillow.com, and others.

## Key Takeaways

The housing market assessment found a consistent and growing need for housing in Eaton that was broken down into two categories: rental and for sale demand. The two categories provided demand analysis for existing needs as well as projected five- and ten-year need ranges. Demand is influenced by market and demographic changes so low and high estimate ranges were provided for all levels of needs. The estimates in this report are based on the most current data available at the time of analysis and may be subject to change over time as new information is available.

The data used to establish the demand projections come from a variety of sources including the State Demography Office, the Weld County Assessor, US Census, ESRI, CoStar, MLS and other online real estate sites. A more detailed description of the methodology is included in the market analysis sections below.

Below are demand ranges for for-sale and for-rent housing, which are also illustrated in the accompanying graphic. Existing need ranges were determined through market trends over the most recent 12-month period (May 2024 to May 2025) and current market inventory. Findings show that Eaton’s housing market is currently stable, with housing supply generally keeping pace with demand. However, long-term population projections point to greater community growth, leading to an increase in projected housing demand over the next five to ten years.

**EXISTING NEEDS:** For-Sale 21 to 36 | For-Rent 2 to 3

**FIVE-YEAR DEMAND:** For-Sale 114 to 190 | For-Rent 17 to 29

**TEN-YEAR DEMAND:** For-Sale 252 to 420 | For-Rent 35 to 58

Findings suggest that Eaton will need to support efforts to promote the development or revitalization of housing in both for-sale and for-rent capacities. Historic and projected population growth will increase demand for housing, causing affordability challenges for many households if needs are not addressed. Without additional housing, home values will rise at a faster rate given limited supply and high demand with the added pressure of projected growth, causing residents to be priced out or become more reliant on rental or more affordable housing options for housing. Ensuring proactive steps are made to meet existing and growing needs will maintain stable costs of living in Eaton while promoting healthy growth in the community.

| EXISTING NEEDS |                |           |          |                |           |          |
|----------------|----------------|-----------|----------|----------------|-----------|----------|
| Range          | For Sale       |           |          | For Rent       |           |          |
|                | Existing Needs | Five Year | Ten Year | Existing Needs | Five Year | Ten Year |
| Low Range      | 21             | 114       | 252      | 2              | 17        | 35       |
| Hi Range       | 36             | 190       | 420      | 3              | 29        | 58       |

## Ownership Market Analysis

The following section evaluates the existing needs for ownership units in Eaton, also referred to as “housing shortage” or “catch-up needs.” It also includes projected needs, also referred to as “keep-up needs”, over the next five and ten years.

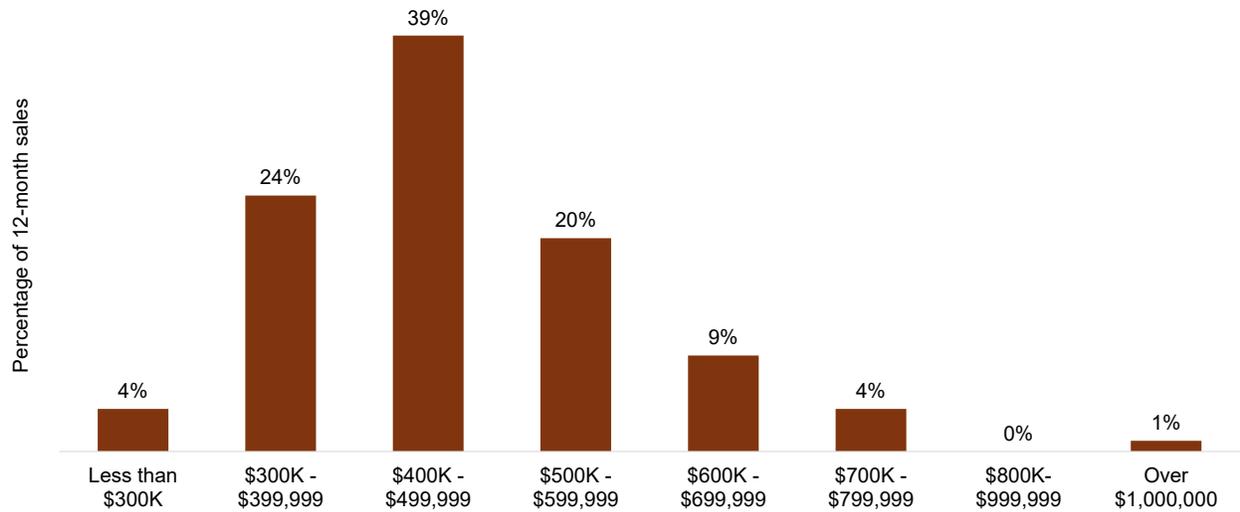
### RECENT HOME SALES: LAST 12 MONTHS

Over the last 12 months (July 2024 to June 2025), Eaton recorded 85 home sales, with a median sale price of \$476,084. This reflects a 6% increase from 2023 Census average home value of \$448,000, suggesting a stable upward trend. In contrast, a much larger change occurred between 2018 and 2023, when the median home value rose 64.4%, from \$272,900 to \$448,800. This sharp increase is attributed to demographic growth. More recent trends from 2023 to 2025 show a slower rate of increase in home values. It’s important to note that the 2023–2025 period covers a shorter timeframe and may not fully capture long-term demand. Instead, recent sales reflect what local buyers can currently afford, with most transactions occurring near the average price point.

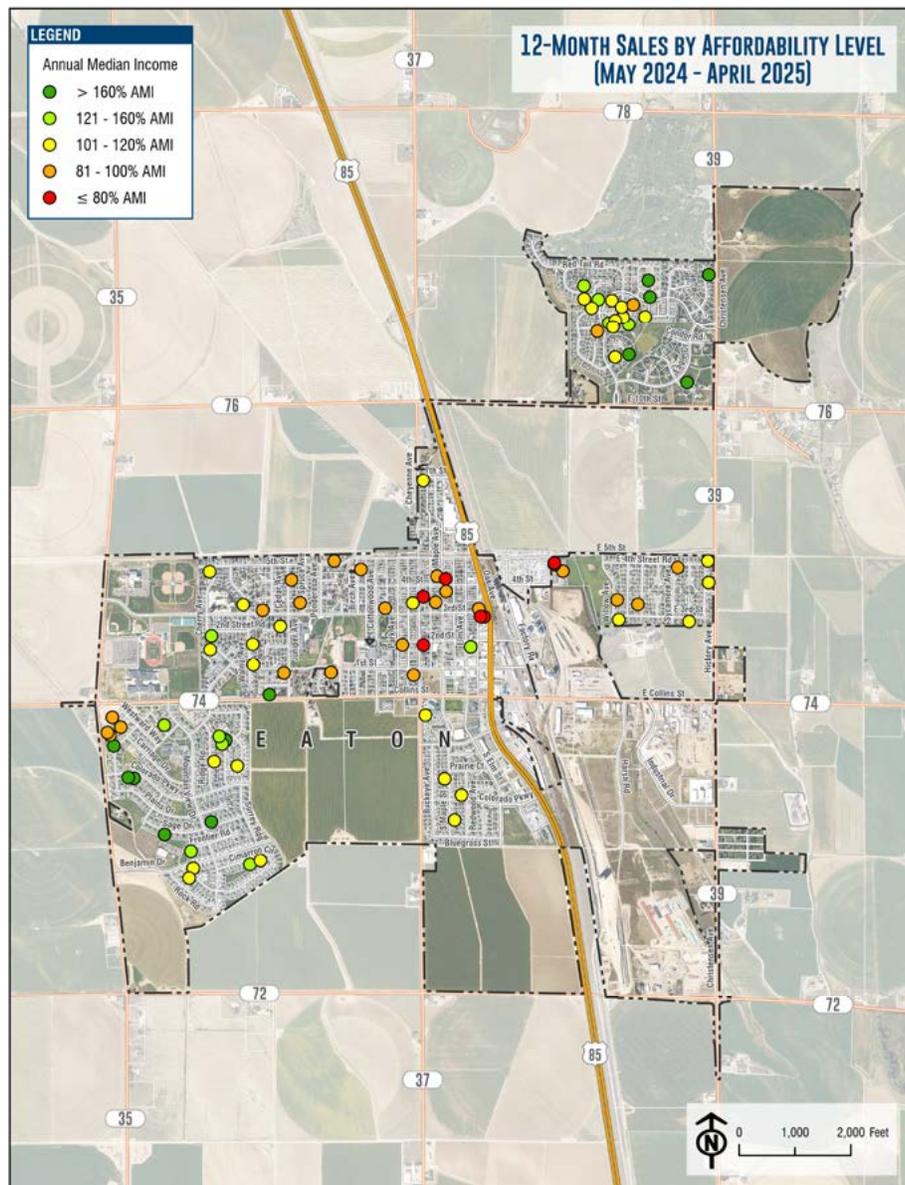
#### In the past 12 months:

- **No homes sold for less than \$250,000**
- **39% of sales were between \$400,000 and \$499,999**
- **One home sold for \$1,200,000, the highest sale price**

Percentage of Eaton Homes Sales by Sale Price, July 2024 to June 2025



The map below shows the location of the 85 sales by level of affordability according to the 2025 Weld County AMI table.



## EXISTING HOUSING NEEDS

To achieve a balanced housing market, Eaton will need to address its existing housing shortfall. This analysis estimates a current need of 21 to 36 for-sale units. This estimate is based on 12-months of sale data to identify the average monthly demand. There were 85 sales over the last 12 months, or roughly 7 homes sold per month. A commonly accepted benchmark for a healthy market is to have enough inventory to meet six months of demand, which provides buyers with options while avoiding excessive competition or price spikes. The estimate also factored in the prices of 14 active listings at the time of the report to reflect current market demand. Based on this analysis, Eaton would need 21 to 36 additional units for the market to be in balance.

The table shows Eaton’s housing demand by income level using Area Median Income (AMI) data from CHFA. Based on Eaton’s average household size of about three people, AMI is used to define income brackets and estimate the maximum home price each group can afford. Census data is used to estimate the share of households in each income bracket, shown in the “% of Total” column. This information is combined with AMI levels to show affordable home prices and estimated demand by income group.

### Calculating Maximum Purchase Price and Rent

Maximum purchase prices identified in the assessment are provided to illustrate what households in the community can afford. Household income at each AMI range is applied to break down levels of affordability. The model follows standard finance structures such as but not limited to a 6.5% interest rate, 30-year loan term, local property tax estimates, standard insurance, utilities, and maintenance costs when identifying max purchase price. In addition, both maximum purchase price and rent calculations are based on housing costs not exceeding 30% of household income.

It is important to note that individual circumstances, such as existing debt, credit scores, and down payment amounts impact how much a household can afford.

| EXISTING HOUSING NEEDS: OWNERSHIP  |                    |                |                 |            |
|------------------------------------|--------------------|----------------|-----------------|------------|
| AMI Category                       | Max Purchase Price | Estimate (low) | Estimate (high) | % of Total |
| Extremely Low Income (≤30% AMI)    | \$41,932           | 2              | 3               | 9%         |
| Very Low Income (31-50% AMI)       | \$111,638          | 2              | 3               | 8%         |
| Low Income (51-80% AMI)            | \$216,198          | 3              | 5               | 13%        |
| Moderate Income (81-120% AMI)      | \$355,612          | 3              | 4               | 13%        |
| Middle Income (121-140% AMI)       | \$439,260          | 6              | 10              | 29%        |
| Upper Income (140+ AMI)            | varies             | 6              | 10              | 29%        |
| <b>Total For Sale Units Needed</b> |                    | <b>21</b>      | <b>36</b>       |            |

This breakdown highlights how housing needs vary across income levels. For example, a household earning 100% of AMI can afford a home of around \$285,905, far below Eaton’s 12-month average sale price of \$476,084 and current active listing average of \$594,821. Addressing these gaps is essential to support Eaton’s future growth and ensure housing options for all residents.

**This breakdown shows Eaton’s current ownership housing shortage by AMI level:**

- **Very to extremely low-income (0-50% AMI): 4 to 6 units**
- **Low to moderate income (50-120%): 6 to 9 units**
- **Middle to upper income (above 120% AMI): 12 to 20 units**

## **PROJECTED HOUSING NEEDS**

Projected housing demand is calculated using a different method than existing demand. Following state standards, five- and ten-year demand account for factors such as ideal vacancy rates, population growth projections, potential housing loss, and other market dynamics.

Eaton is projected to grow by about 4% (roughly 245 people) between 2025 and 2030, and by 11% (about 675 people) between 2025 and 2035. These projections, provided by the State Demography Office (SDO), are an estimate of the additional housing units needed to accommodate future growth. However, they may be significantly influenced by several large development projects currently in the pipeline. If market conditions remain favorable and these projects advance on an accelerated timeline, the actual population growth could surpass current projections. Future growth scenarios are explored later in this chapter in the Key Considerations & Influencing Factors section.

Over the next five years, maintaining a 1% to 2% vacancy rate for owner-occupied units will help ensure a healthy housing market that can keep pace with demand. To achieve this target rate, while accounting for population growth and potential unit loss, Eaton will need an estimated 114 to 190 housing units. This breakdown shows Eaton’s five-year projected ownership housing needs by income level (AMI):

- **Very to extremely low-income (0-50% AMI): 19 to 33 units**
- **Low to moderate income (50-120%): 29 to 49 units**
- **Middle to upper income (above 120% AMI): 65 to 109 units**

Over the ten-year period, Eaton is projected to need 252 to 420 owner-occupied housing units. This estimate builds on the five-year demand and incorporates additional need based on long-term population growth. While Area Median Income (AMI) levels may change over time as local incomes shift, this analysis uses consistent income brackets and maximum purchase prices to ensure clarity and comparability across all projections. This breakdown shows Eaton’s ten-year projected ownership housing needs by income level (AMI):

- **Very to extremely low-income (0-50% AMI): 43 to 72 units**
- **Low to moderate income (50-120%): 65 to 108 units**
- **Middle to upper income (above 120% AMI): 145 to 241 units**

The table summarizes projected ownership housing needs over the next five and ten years by AMI category. Supporting the development or revitalization of these units will help ensure healthy, balanced growth that meets the needs of all residents.

## PROJECTED HOUSING NEEDS: OWNERSHIP

| AMI Category                    | Max Purchase Price | Five Year      |                 | Ten Year       |                 | % of Total |
|---------------------------------|--------------------|----------------|-----------------|----------------|-----------------|------------|
|                                 |                    | Estimate (low) | Estimate (high) | Estimate (low) | Estimate (high) |            |
| Extremely Low Income (≤30% AMI) | \$41,932           | 10             | 17              | 22             | 37              | 9%         |
| Very Low Income (31-50% AMI)    | \$111,638          | 9              | 16              | 21             | 35              | 8%         |
| Low Income (51-80% AMI)         | \$216,198          | 15             | 25              | 33             | 55              | 13%        |
| Moderate Income (81-120% AMI)   | \$355,612          | 14             | 24              | 32             | 53              | 13%        |
| Middle Income (121-140% AMI)    | \$439,260          | 32             | 54              | 72             | 120             | 29%        |
| Upper Income (140+ AMI)         | varies             | 33             | 55              | 73             | 121             | 29%        |
| <b>Total For Sale Units</b>     |                    | <b>114</b>     | <b>190</b>      | <b>252</b>     | <b>420</b>      |            |

## Rental Market Analysis

When assessing rental demand, Census data helps identify market trends, but Eaton’s small size can limit the accuracy of data modeling. Smaller sample sizes increase the chance of outliers and margins of error, making Census-based models less reliable. To better capture current market conditions and estimate needs, MLS data is also used.

### CURRENT RENTAL MARKET AND EXISTING RENTAL NEEDS

At the time of this report, MLS data showed approximately 7 rental listings in Eaton, indicating a limited supply compared to the total rental housing stock. The average time spent these units spent on the market was 30 days, which is at the lower end of the typical 30 to 60-day range for rental units. Time on the market reflects local factors such as demand relative to supply, buyer power, location, and seasonality. For a small community like Eaton, a 30-day average suggests strong demand for rental units given the limited listings and quick turnover.

Despite the limited number of listings, Eaton’s current rental market included a mix of unit types, including single-family homes, basement apartments, townhomes, and multifamily units. The average rent was \$1,741 per month, with units averaging 2.5 bedrooms, 1,600 square feet, and a construction year of 1984. This suggests the current market is primarily made up of medium-sized units that may meet the needs of small families or young adults. While not new by modern standards, these units are generally newer than rental stock in similar-sized communities, where housing tends to be older.

Market conditions help identify existing rental demand, though rental data is harder to track than for-sale housing due to the lack of centralized leasing records. Instead, standard methods are used, including vacancy rate benchmarks. A healthy rental market typically maintains a 5% to 7% vacancy rate, which reflects balanced supply and demand. Because rentals turn over more quickly than for-sale homes, they generally experience higher demand. While Eaton shows a low rental inventory, the total number of rental units is also small due to the community’s size. As a result, the market would only need 2 to 3 additional units to reach a balanced state.

The table summarizes existing rental needs in Eaton. Due to the small number of rental units and low overall need, AMI-level breakdowns are limited. The “% of Total” column shows how many households fall within each AMI range, helping to guide recommendations for unit values by income level. On average, a household earning 100% of AMI could afford up to \$1,902 per month which aligns with current market rent averages.

| EXISTING HOUSING NEEDS: RENTALS  |          |                |                 |            |
|----------------------------------|----------|----------------|-----------------|------------|
| AMI Category                     | Max Rent | Estimate (low) | Estimate (high) | % of Total |
| Extremely Low Income (≤30% AMI)  | \$279    | 0              | 0               | 9%         |
| Very Low Income (31-50% AMI)     | \$743    | 0              | 0               | 8%         |
| Low Income (51-80% AMI)          | \$1,438  | 0              | 0               | 13%        |
| Moderate Income (81-120% AMI)    | \$2,366  | 0              | 0               | 13%        |
| Middle Income (121-140% AMI)     | \$2,922  | 1              | 1               | 29%        |
| Upper Income (140+ AMI)          | varies   | 1              | 1               | 29%        |
| <b>Total Rental Units Needed</b> |          | <b>2</b>       | <b>3</b>        |            |

## PROJECTED RENTAL HOUSING NEEDS

The five- and ten-year projections estimate future rental housing needs in Eaton based on factors such as population growth, housing loss due to aging, and target vacancy rates. Eaton is projected to grow by 4% by 2030 and 11% by 2035. The projections suggest that demand for rental units will continue to rise over time. Adding new rental units to the market will help keep housing costs stable and support the town’s long-term growth and economic development.

To maintain a healthy 5% to 7% rental vacancy rate over the next five years, Eaton will need an additional 17 to 29 rental units. These units could come from new development or through revitalization efforts that repurpose existing structures, which is an approach that supports adaptive reuse and can help reduce development costs. This breakdown shows Eaton’s five-year projected rental housing needs by income level (AMI):

- **Very to extremely low-income (0-50% AMI): 2 to 4 units**
- **Low to moderate income (50-120% AMI): 40 to 8 units**
- **Middle to upper income (above 120% AMI): 10 to 16 units**

Ten-year projections show a need for 35 to 58 additional rental units in Eaton. As its population continues to grow, expanding rental housing will be essential. Proactively incentivizing and supporting long-term rental development will help keep housing attainable, attract residents across income levels, and foster local growth. Examples of community incentives are included in the recommendation section. This breakdown shows Eaton’s ten-year projected rental housing needs by income level (AMI):

- **Very to extremely low-income (0-50% AMI): 6 to 10 units**
- **Low to moderate income (50-120% AMI): 9 to 15 units**
- **Middle to upper income (above 120% AMI): 20 to 34 units**

The table summarizes projected rental housing needs over the next five and ten years by AMI category. Developing or revitalizing these units will help meet the needs of residents who are not currently able to buy a home and will also support workforce housing, helping to reduce employee turnover in the community.

| PROJECTED HOUSING NEEDS: RENTALS        |          |                |                 |                |                 |            |
|---|----------|----------------|-----------------|----------------|-----------------|------------|
| AMI Category                            | Max Rent | Five Year      |                 | Ten Year       |                 | % of Total |
|   |          | Estimate (low) | Estimate (high) | Estimate (low) | Estimate (high) |            |
| Extremely Low Income ( $\leq 30\%$ AMI) | \$279    | 1              | 2               | 3              | 5               | 9%         |
| Very Low Income (31-50% AMI)            | \$743    | 1              | 2               | 3              | 5               | 8%         |
| Low Income (51-80% AMI)                 | \$1,438  | 2              | 4               | 5              | 8               | 13%        |
| Moderate Income (81-120% AMI)           | \$2,366  | 2              | 4               | 4              | 7               | 13%        |
| Middle Income (121-140% AMI)            | \$2,922  | 5              | 8               | 10             | 17              | 29%        |
| Upper Income (140+ AMI)                 | varies   | 5              | 8               | 10             | 17              | 29%        |
| <b>Total Rental Units</b>               |          | <b>17</b>      | <b>29</b>       | <b>35</b>      | <b>58</b>       |            |

## Housing Market for Vulnerable Populations

Ensuring a portion of housing developments are accessible friendly is important for the community and its growth. Accessible and visitable units are housing units that are designed and constructed to be safe and accessible for any individual regardless of age or abilities. For example, these are homes that can accommodate seniors and residents with disabilities. These units may not always be new construction. In many cases, this may involve renovating existing housing units.

This estimate can be an indication of the number of existing households that could use some assistance renovating current homes. The needs are found using Census data that shows the percentage of residents with a disability, which in Eaton is 11.8%. This estimate is a subset of the total housing units indicated previously, and these may be a mix of for-sale or rental units.

| ACCESSIBLE AND VISITABLE HOUSING NEEDS |       |                |           |          |
|--|-------|----------------|-----------|----------|
|  | Range | Existing Needs | Five Year | Ten Year |
| For Sale                               | Low   | 3              | 9         | 20       |
|  | High  | 3              | 15        | 34       |
| For Rent                               | Low   | 0              | 1         | 3        |
|  | High  | 0              | 2         | 5        |

Supportive housing units are intended to help people experiencing homelessness or housing instability. This housing typically combines affordable housing with intensive wrap-around services to help people maintain stable housing and receive appropriate health care. As indicated in Chapter 4, there were no individuals experiencing homelessness counted in Eaton during the most recent Weld County PIT survey. The current need may be zero, however, some individuals may be at risk of displacement. Local social service organizations may be a good resource for the Town to gather more detailed information on vulnerable populations on an annual basis.

| <b>SUPPORTIVE HOUSING NEEDS</b> |                |                 |
|---------------------------------|----------------|-----------------|
|                                 | Estimate (low) | Estimate (high) |
| Units Needed                    | 0              | 5               |

## Key Considerations & Influencing Factors

This section highlights the key considerations and influencing factors that were incorporated into the analysis and projection calculations during this assessment.

### AGING HOUSING STOCK AND UNIT LOSS

The loss of housing stock plays a key role in demand for both rental and for-sale housing needs. Factors influencing housing loss include property age, building materials, ownership history, and maintenance. While 53% of housing in Eaton was built after 2000, 47% are older. Rural communities like Eaton tend to experience higher rates of housing loss compared to urban communities, partly due to generational housing, which includes homes passed down from one generation to the next that may not always receive adequate upkeep, leading to deterioration over time. Nearly a third (29%) of Eaton’s homes were built before 1979, making them at least 45 years old and more susceptible to loss.



Additionally, many homes built before 1987 may contain hazardous materials like asbestos and lead-based paint, which were commonly used in construction prior to that time. These materials pose health risks and require costly abatement or cleanup if the homes are not properly maintained. Even demolition projects must include abatement, which can significantly increase expenses.

Therefore, property age is an important factor when assessing housing needs. While older homes may pose challenges for owners or housing development, they also present opportunities for revitalization and adaptive reuse. Best practices recommend the following approaches for managing older properties:

- **10% of units will require full replacement**
- **30% of units will need renovation**
- **60% of units may require ongoing annual maintenance**

These properties play a role in housing needs and accounted for in the demand models used in this assessment. Depending on the demand type (e.g. existing, five-year, and ten-year), different estimates for unit replacement needs are incorporated into the overall housing demand.

## NEW RESIDENTIAL HOUSING DEVELOPMENT

Eaton has experienced slower residential growth compared to neighboring communities, with only eight new housing permits issued between January 2022 and April 2025.

The Brown Farm PUD offers significant potential to add new housing units with proximity to downtown Eaton. This multi-phase 173-acre development is approved for up to 843 housing units. Initial filings from 2006 and 2016 established key parcels and outlots, which were later incorporated into the larger PUD. The original PUD was approved in 2022, with an amendment recorded in 2024. Residential units with 1-6 units will cover 68% of the gross area, while multi-family (7+ units) will make up 6.6%. The remaining acreage is reserved for commercial uses, roads, and open space.



Filing 3, representing Phase 1 of the Brown Farm PUD, includes 130 single-family detached lots and 36 attached units (configured as nine 4-plex buildings), plus outlots and tracts for future phases. As of June 2025, Filing 3 has been approved but not yet recorded. These 166 units are currently the only platted lots known. Future phases will be developed within the PUDs approved density limits.

In addition to Brown Farm, Eaton's urban growth area includes large agricultural parcels with potential for annexation and future development. At the time of this report, a proposed annexation of the 154-acre Godby Farm is under review, along with a potential zoning change to the R-2 Lower Density Residential District. If approved and developed, Godby Farm and similar developments could significantly affect future population growth and housing demand projections.

## FUTURE GROWTH SCENARIOS

The recommendations are informed by the demographic projections provided by the State Demography Office (SDO), which accounts for trends in migration, births, and deaths. While these projections offer valuable insights, they are estimates and may shift over time as the community evolves. They are also influenced by external factors beyond the Town Board's control, such as interest rates, inflation, and regional job growth. To better anticipate future needs, we examined multiple scenarios to illustrate how different growth patterns and policy choices could shape Eaton's housing demand and overall housing landscape.

If interest rates decline and construction costs stabilize or decrease, the pace of new housing development in Eaton is likely to accelerate significantly. This rapid growth could place added pressure on the town's infrastructure and local services. Conversely, if housing policies become more restrictive and limit new development, housing supply may not keep pace with demand, leading to rising housing costs and increased affordability challenges for many residents.

Rising home prices may also discourage current homeowners from selling or remaining in the community, further tightening the housing supply. In this environment, historic neighborhoods near downtown could

experience increased investment, including additions or new construction replacing smaller, older homes. While this may bring revitalization, it could also threaten the preservation of Eaton’s community character and historic heritage.

These dynamics highlight the importance of proactive housing strategies that support new construction, offer development incentives, and encourage growth-friendly policies to ensure a balanced and inclusive housing market.

This scenario illustrates that, under favorable conditions, Eaton’s growth could surpass the projections and housing needs outlined in this chapter. Much of this potential depends on current efforts to expand and diversify the housing supply. While some growth drivers, such as emerging industries or regional migration trends are difficult to predict or quantify, proactive planning can help create the conditions necessary to maximize their benefits. In short, although not all factors are within the community’s control, fostering an environment that supports housing and economic development will better position Eaton to adapt to and capitalize on future opportunities.

## GROWING DEMAND FOR SENIOR HOUSING

Senior residents are among the most vulnerable groups in a community, often requiring greater access to resources and support. A common challenge in small and rural communities is the inability of many seniors to “Age in Place”, which is the ability to remain in their homes and communities as they grow older. Nationally and across Colorado, the senior population is projected to increase. As discussed in Chapter 3, between 2023 and 2033 in Weld County, residents aged 65 and older are expected to grow by 49%, while those 55 to 64 will increase by 17%.

Limited access to senior living facilities, accessible housing, specialized care, and support services often forces aging residents to relocate to larger communities to meet their needs. This can lead to emotional stress, financial strain, and care options that may not fully support their well-being. Addressing these challenges now will help Eaton’s seniors remain in familiar surroundings with the services they need to thrive.

To ensure Eaton supports its seniors, it is essential to promote and develop housing that meets the needs of aging adults. Senior-friendly housing, with features like wide doorways, support rails, and accessible layouts, or dedicated senior living facilities can help residents age in place while also expanding the community’s overall housing supply. Additionally, as discussed earlier in the report, providing need-based housing for seniors can help free up older homes currently occupied by aging residents who may be limited by accessibility or care needs.



## Regional Market Context

When projecting housing needs for Eaton, it is important to consider the broader region, as a regional, collaborative approach will more effectively address housing affordability and availability in the area. This section compares recent ownership and rental market trends for Eaton, Greeley, Severance, and Windsor. Understanding regional housing trends provides valuable insight into the shifts that influence Eaton’s current and future housing conditions.

### OWNERSHIP MARKET COMPARISON

To assess ownership trends, 12-month sales data and active listings were reviewed across four communities. Eaton had the fewest 12-month home sales at 85 units, compared to 276 to 1,529 in the others. The average sale price in Eaton was about \$476,000, lower than Severance and Windsor but higher than Greeley. Despite the lower average price, Eaton had one of the highest prices per square foot at \$207, second only to Windsor at \$210. This indicates that homes in Eaton tend to be smaller for the price, with an average size of 2,547 square feet, the second smallest after Greeley’s 1,914.

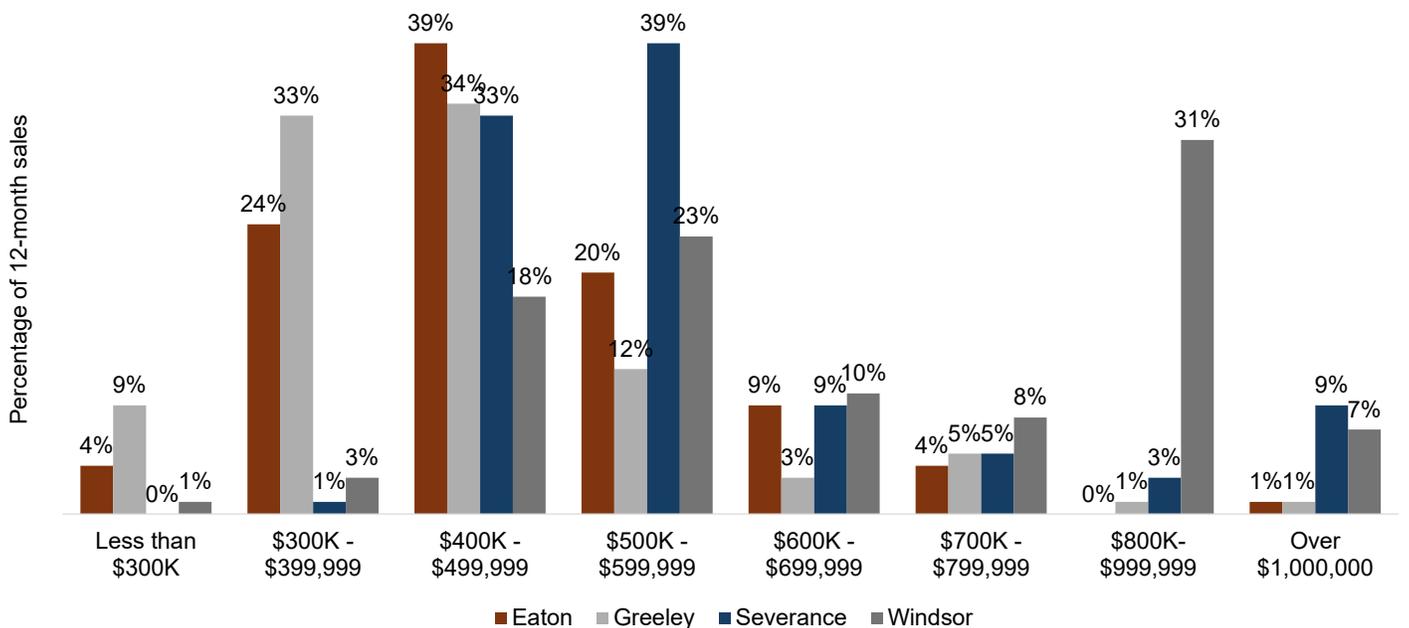
Comparing active listings, Eaton also had far fewer homes available, with 14 compared to 110 to 465 in other communities. Its average listing price was higher at \$595,000, second only to Windsor’s \$669,750. However, Eaton’s price per square foot on listings dropped to \$195, tied with Greeley for the lowest in the region and lower than Severance and Windsor at \$204 and \$222, respectively. These trends suggest that while Eaton’s current listings are priced higher overall, the homes tend to be larger and offer better value per square foot than those in neighboring communities.

| RECENT SALES AND ACTIVE LISTINGS |                 |               |                |                 |           |            |
|----------------------------------|-----------------|---------------|----------------|-----------------|-----------|------------|
|                                  | Type            | Housing Units | Avg Sale Price | Avg Price/sq ft | Avg sq ft | Avg # bdrm |
| Eaton                            | 12-month sales  | 85            | \$476,000      | \$207           | 2,547     | 3          |
|                                  | Active listings | 14            | \$595,000      | \$195           | 3,017     | 4          |
| Greeley                          | 12-month sales  | 1,529         | \$395,000      | \$203           | 1,914     | 3          |
|                                  | Active listings | 451           | \$455,000      | \$195           | 2,371     | 4          |
| Severance                        | 12-month sales  | 276           | \$434,000      | \$190           | 3,015     | 4          |
|                                  | Active listings | 110           | \$535,000      | \$204           | 2,889     | 4          |
| Windsor                          | 12-month sales  | 1,463         | \$565,000      | \$210           | 2,888     | 4          |
|                                  | Active listings | 465           | \$669,750      | \$222           | 3,196     | 4          |

The chart below shows the percentage breakdowns of home sales by price range across the four communities. For homes valued at or below \$299,999, Greeley had the highest share at 9%, followed by Eaton at 4%, while Severance and Windsor were below 1%. This suggests Eaton has some affordable options that meet the needs of workforce, young adults, and small families, though less so than Greeley. In the \$300,000 to \$399,999 range, typically affordable for low to moderate AMI households, Greeley led with 33% of sales, Eaton followed with 24%, and Severance and Windsor had only 1% to 3%.

In the \$400,000 to \$499,999 range, representing middle-income AMI levels, Eaton had the largest share of sales at 39%, followed by Greeley at 34%, with Severance and Windsor at 10% or less. Sales declined for Eaton in higher price ranges: 20% of sales between \$500,000 and \$599,999, 9% between \$600,000 and \$699,999, and 5% or less above that. While Greeley showed similar trends, Severance and Windsor had more sales within higher price ranges above \$500,000. Overall, Eaton’s sales tend to cluster in lower and middle price ranges, similar to Greeley, whereas Severance and Windsor see more sales at higher price points.

Percentage of Homes Sales by Sale Price, July 2024 to June 2025



## Rental Market Comparison

To compare regional housing trends, the rental market in Eaton and nearby communities was analyzed. Unlike for-sale housing, rental data is more limited, so this section relies on MLS-based real estate sources and Census estimates. The 2023 rental unit summary shows the total number of rental units in each of the community and the percentage of all housing units that are rentals.

- **Eaton: 139 rental units (~6% of total housing)**
- **Greeley: 15,321 rental units (~37%)**
- **Severance: 3,190 rental units (~7%)**
- **Windsor: 14,432 rental units (~21%)**

The table shows active rental listings on MLS at the time of the report. Eaton had the fewest listings, while Greeley had the most. However, raw numbers do not tell the full story. Eaton’s listings made up 5% of its

total rental units, the highest proportion among the communities, suggesting higher turnover or availability. In contrast, Severance and Windsor had similarly low numbers of listings, but those accounted for less than 0.5% of their rental stock, indicating tighter markets and higher demand. The following summary shows listings as a percentage of total rental units.

- **Eaton: 5%**
- **Greeley: 2%**
- **Severance: >0.5%**
- **Windsor: >0.5%**



Eaton had the second-lowest average rental cost among these communities, while Severance had the highest, likely due to its very limited inventory. Windsor showed similar trends, with low inventory and higher rents. Greeley had the lowest rental costs despite having the most listings and a relatively high percentage of rentals, suggesting a better-balanced market.

In Eaton, the small number of rental listings aligns with its limited overall housing stock. Although average rent was lower than in some communities, it remains high relative to supply, indicating that limited inventory and lack of housing diversity are driving up prices. This points to a landlord-favored market that could shift as new rental units are added.

| <b>RENTAL LISTINGS, JUNE 2025</b> |                      |                 |
|-----------------------------------|----------------------|-----------------|
|                                   | <b># of Listings</b> | <b>Avg Rent</b> |
| Eaton                             | 7                    | \$1,741         |
| Greeley                           | 298                  | \$1,550         |
| Severance                         | 12                   | \$2,650         |
| Windsor                           | 95                   | \$2,583         |

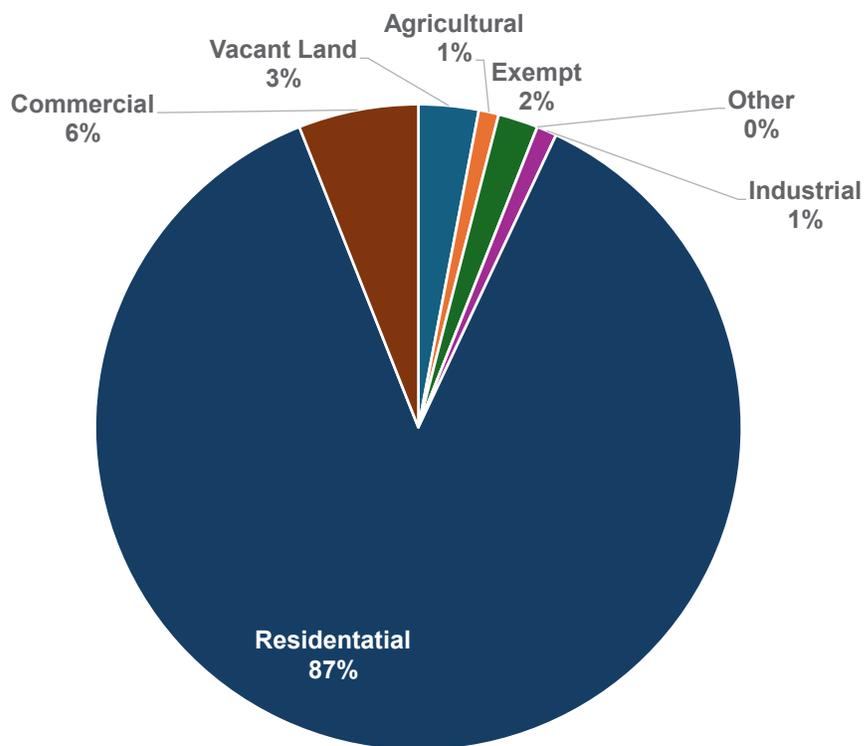
# CHAPTER 6

## REVENUE IMPLICATIONS OF HOUSING

While this report focuses primarily on housing and housing needs, it is important to consider the property tax revenue implications of residential development. Maintaining a sustainable property tax base is essential for funding local services that support the community and contribute to a high quality of life.

This section draws directly from Weld County Assessor data to analyze the average property tax revenue generated by typical residential parcels in Eaton. By examining this data, we can better understand the long-term fiscal implications of residential development and how it contributes to the town's financial sustainability.

Currently, 87% of all parcels in Eaton are classified by the county assessor as residential, making it the dominant land use and a primary source of local property tax revenue. In contrast, commercial parcels represent just 6% of the total, which highlights the existing imbalance. This distribution underscores the need to carefully consider how future housing development aligns with infrastructure demands and the town's ability to fund essential services.



Eaton Parcels by Assessor Designation

Among all residential parcels in Eaton, single-family residential properties account for 81% of the total parcels and represent 94% of all residential parcels. This highlights the community's strong emphasis on single-family housing as the predominant residential form.

## FISCAL IMPLICATIONS

To many, the predominance of single-family residential units contributes to Eaton’s unique charm. However, when considering that there are limited opportunities for sales tax revenue within Eaton town limits, this presents some long-term fiscal challenges.

Lower-density, single-family housing can lead to higher infrastructure and service costs, as dispersed development increases the operational expenses associated with roads, utilities, emergency services, and ongoing maintenance. As an example, the average single-family home contributes approximately the following amounts to the Town and other taxing entities. According to the assessor data, the average assessed valuation is \$29,482.55, which equates to a home value of \$471,721 with the average lot size of 9,957 square feet.

| TAXING ENTITY*   | AVERAGE REVENUE GENERATED | REVENUE PER SQ/FT |
|------------------|---------------------------|-------------------|
| Town of Eaton    | \$160.65                  | \$0.02 sq/ft      |
| School District  | \$1,225.16                | \$0.12 sq/ft      |
| Fire District    | \$265.34                  | \$0.03 sq/ft      |
| Library District | \$93.73                   | \$0.01 sq/ft      |

*\*The school district assessed rate is 7.05%, for all other taxing entities the assessed rate is 6.25% as of 2025.*

Although this report is centered on housing, this brief analysis highlights the critical role that land use diversity plays in ensuring long-term fiscal sustainability for the Town of Eaton. A balanced mix of residential, commercial, and other land uses helps create a more resilient local economy by broadening the property tax base and reducing reliance on any single revenue source.

This also suggests that Eaton should explore allowing a broader mix of housing types that support higher density and more efficient use of infrastructure. For example, a mixed residential development featuring multifamily rentals and townhomes on a 31,818-square-foot lot in Eaton yielded the following revenue:

| TAXING ENTITY    | AVERAGE REVENUE GENERATED* | REVENUE PER SQ/FT |
|------------------|----------------------------|-------------------|
| Town of Eaton    | \$1,590.23                 | \$0.05 sq/ft      |
| School District  | \$12,133.20                | \$0.38 sq/ft      |
| Fire District    | \$2,628.00                 | \$0.08 sq/ft      |
| Library District | \$928.27                   | \$0.03 sq/ft      |

*\*Total combined valuation of \$292,000 for all taxing entities, and \$329,420 for the school district.*

Additionally, commercial development generates significantly more property tax revenue per acre due to its higher assessment rate of 27%. It also has the potential to contribute additional sales tax revenue and typically demands fewer public services per unit of land compared to low-density residential development.

Encouraging a variety of land uses not only supports the financial health of the community but also contributes to a more vibrant, accessible, and livable town. Mixed-use areas can reduce infrastructure costs, support local businesses, and provide residents with greater access to jobs, goods, and services. As Eaton continues to grow, thoughtful planning that promotes land use diversity will be essential to maintaining high-quality public services and a strong quality of life for all residents.



# CHAPTER 7

## STRATEGIES AND RECOMMENDATIONS

This chapter outlines a range of strategies to help address housing affordability and attainability in Eaton. It is important for any community to recognize that a municipality cannot achieve its housing goals alone. This challenge extends beyond local boundaries and resonates as a shared concern regionally and nationally. The most effective solutions are comprehensive and strategic, rather than quick fixes or one-size-fits-all approaches. Success depends on thoughtful implementation, strong partnerships, and sustained collaboration. To make meaningful progress, Eaton will need to work closely with private developers, nonprofit organizations, and other key partners to align efforts and pool resources.

The following strategies were developed by Town Staff and the project team during this effort. The strategies support the goals of Eaton's Comprehensive Plan and its commitment to Proposition 123. This range of options provides high-level guidance for considering approaches that exist in common practice within and outside Colorado. Each strategy includes a description and some considerations for Eaton, along with relevant community examples that can serve as case studies. These strategies do not suggest that Eaton can solve all housing affordability challenges or that any one strategy is more suitable than another, but they are intended to drive meaningful change over time.

The strategies are set up to form a strategic action plan for the Town, which is included as Appendix A in this report. In addition to the strategies proposed, the project team performed a code audit of Eaton's current land use code and recommended possible updates to further support the Town's housing affordability goals. As Eaton plans for future housing development, it is essential to evaluate and incorporate water conservation and energy efficiency goals into each of these strategies to ensure sustainable growth and long-term resource management.

### 1. Water and Sewer Tap Fee Incentives

The Town of Eaton recognizes that rising construction costs and higher mortgage interest rates have made it increasingly difficult to deliver affordable housing. Reducing development costs, particularly water and sewer tap fees, can serve as a meaningful incentive to support the construction of more attainable homes. To encourage housing that meets the needs of young families, the local workforce, and seniors, the Town should consider targeted tap fee reductions for projects that meet the criteria as determined by the Housing Policy (see Recommendation #5).

Under the current fee schedule, a ¾-inch water tap costs approximately \$17,159 and a ¾-inch sewer tap is \$3,000, for a combined total of \$20,159 per unit. According to the 2024 water rate study, tap fee revenue generates an average of \$581,000 annually.

For a typical 1,500 square foot starter home, total construction costs range from \$200 to \$300 per square foot, depending on land cost and finish levels. At that scale, tap fees represent about \$13.43 per square foot, or roughly 4% to 7% of the total development cost per unit.

As an alternative to unit-by-unit fee reductions, the Town could consider offering tap fee incentives within Planned Unit Developments (PUDs) that include a designated share of permanently deed restricted affordable units. This approach may be paired with other tools—such as increased density allowances or flexible design standards—to further improve financial feasibility. However, any such incentive should be carefully evaluated against target affordability levels to ensure meaningful outcomes.

A policy that allows for permit fee reductions in exchange for affordability would serve as a qualifying strategy for state housing grant purposes as well.

This approach allows for a more market-based approach to address housing needs. When establishing this program, the Town will need to consider the following:

- **Alignment with housing policy and housing goals including a clear definition of what constitutes affordability in Eaton, and does the incentive advance specific community goals.**
- **What is the total cost, and how much revenue will the Town forgo. It will be critical to ensure that there are no impacts to long-term utility infrastructure sustainability.**
- **Will the incentive be fair and equitable and will there be transparent policies for applying and for consideration of a fee reduction.**
- **Will the fees be provided on a per-unit basis or a per-project basis (PUD) as part of the overall policy.**
- **Will there be a deed restriction or other mechanism to ensure the units remain affordable.**

## COMMUNITY EXAMPLES

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**Longmont.** Its affordable housing program requires that all new for-sale development include 12% of units for households earning at or below 80% of AMI, and new rental development must set aside 12% of units as permanently affordable for households at or below 50% of AMI. Approved projects that provide more than these minimum requirements are eligible for additional incentives, including subsidies for water and sewer system development fees.

**Trinidad.** The Affordable Housing Utility and Tap Fee Deferral Program is a long-term incentive designed for deed-restricted affordable housing projects that typically rely on public subsidies such as state grants or federal tax credits. It defers utility and tap fees until construction begins, helping fill financing gaps. The fees are eventually paid to the city's utility enterprise funds, supporting long-term system health without shifting costs to existing users. This incentive is awarded at the time of permitting and can be combined with other housing programs, provided the project includes required affordability covenants.

## 2. Code Modifications to Expand Housing Diversity

Zoning, initially designed to regulate land use and density, has increasingly become a barrier for growing communities trying to respond to today's housing needs. attempting to adapt to current circumstances. Restrictive zoning and land use regulations are often associated with rising housing costs, slower construction, and reduced flexibility in housing supply.

Pursuing land use and zoning modifications to adopt more flexible policies that respond to the evolving needs of the community can help Eaton support a wider range of housing types that may be more naturally affordable and ensure that regulations do not unintentionally block their development. Both the allowed uses and dimensions required in zone districts can pose barriers to promoting this kind of housing development.

These recommendations are the result of an audit of Eaton's Unified Development Code completed during this project. A summary of the code audit as well as code redlines with recommended modifications to support additional housing types are provided to Eaton separate from this report.

### RETHINK ALLOWED USES

Offering a diversity of housing types in different zone districts can help communities achieve more affordable housing units while also creating more vibrant neighborhoods. Oftentimes, multifamily housing projects get stalled in the permitting process by lengthy review times and/or neighborhood opposition. Allowing multifamily housing options that are appropriate for neighborhood context as a use by right would help introduce different scales of housing, both in terms of size and price. This would create more housing options for homeowners and renters, as well as provide more naturally affordable housing options.

Currently, it is easy to build single-family attached and detached units in Eaton's residential zone districts. However, building multi-family housing, including townhouses and apartments, is not easy. In addition, the code defines multi-family housing but is less specific about the various types of "missing middle" housing. Adding specificity to the types of multi-family housing allowed (duplex, triplex, townhouse, carriage courtyard, etc.) would allow Eaton to create housing districts that are appropriate for the context of each different district.

In addition, Accessory Dwelling Units (ADUs) are a simple way for communities to incorporate smaller, more affordable housing units into the existing fabric of built environment. Examples of ADUs include basement apartment units, converted garages or carriage houses, in-law suites, or other small buildings tucked behind the main residential building on the property. Many places may already have existing nonconforming ADUs within their communities, so creating a framework to guide ADU uses would not only open the opportunity for additional units, but it would help bring existing units into conformity with basic health and safety code.

HB24-1152 goes into effect on June 30, 2025, requiring that Subject Jurisdictions must allow one ADU where single-family detached dwellings are allowed, and ADUs cannot require parking or owner occupancy. Eaton is listed as a Subject Jurisdiction for HB24-1152. ADUs are not currently an allowable use in any district. The Town may want to consider a Code amendment allowing ADUs by right in some or all the residential districts.

## UPDATED DIMENSIONAL REQUIREMENTS

Each zone district comes with a unique set of regulations that govern the use of property within the district. Dimensional standards, like minimum lot size or setback requirements, influence the type of housing that can be built on a piece of land, and factor greatly into the affordability of housing units. Dimensional requirements that are too strict can also take away the things that people love about being in a small town. For example, the benefits of living in a rural community are often things like knowing your neighbors and being able to walk your kids to school. However, many rural zoning regulations have large lot size requirements, strict use requirements, and setbacks that seem to encourage development that is contrary to these values.

Lot size requirements strongly influence the density of a neighborhood and can be a deterrent to development if they are too large. Not only does reducing minimum lot size requirements increase the number of units that can be built on a given piece of property, but it also increases the efficiency of infrastructure and municipal services, driving the cost-per user down. Eaton's residential districts currently have minimum lot sizes that can be reduced. It is possible to reduce minimum lot sizes across all zone districts and for each specific type of housing to encourage levels of density that are both compatible with existing neighborhood character and allow some flexibility in the type of housing that can be built.

Updating set back requirements is another way to increase the useable space on a lot, freeing up area for an accessory dwelling unit, reducing water-intensive lawn space, and creating a more neighborhood-like feel with human-scale housing overall. Eaton currently has some setback requirements that can be reduced in some zone districts to accommodate smaller housing types.

## COMMUNITY EXAMPLES

**ADU - Alamosa:** Among various amendments, Ordinance 26-2021 amends the Unified Development Code (UDC) to allow ADUs on lots that have single-family detached and duplex residential units. Per the UDC Residential Land Use Table, ADUs are permitted in the EN (Established Neighborhood); RE (Residential Estate); RL (Residential Low); RM (Residential Medium); RH (Residential High) zoning districts, depending on lot type.

**ADU - Erie:** Accessory dwelling units are permitted uses by right in all residential zoning districts. On-site parking is not required if an ADU is built on a site with an existing single-family detached house that has on-street parking on the abutting street frontage. New accessory dwelling units are not subject to impact fee charges. Design standards require architectural compatibility for exterior units.

**Small Lots Size - Brighton.** The City's Land Development Code does not include a minimum unit size for residential buildings. There are provisions in the code facilitating smaller unit sizes. The code allows for a Courtyard Pattern with smaller unit sizes and a variety of efficient building configurations (small apartments, row houses, duplexes/multi-unit houses). Section 5.07 provides for a "manufactured and small format housing district."

### 3. Encourage Diversity of Housing Types in PUDs

Most of Eaton's growth has and will occur in its urban growth area through agricultural land being sold to master developers to be rezoned as PUDs for development. PUD ordinances allow developers to bypass existing zoning requirements in exchange for satisfying negotiated development criteria. Benefits of PUDs can include more holistic development, greater diversity of housing types and mixed-use buildings, lower infrastructure costs, planned open space and community facilities, streetscape improvements, and other community enhancements.

The design standards in Eaton's Subdivision Regulations currently lack requirements for housing type diversity or affordable housing. Requiring master planned communities to include a mixture of different lot sizes, unit sizes, dimensions, and housing types and models can promote a variety of housing options. Minimum thresholds can be codified, and financial incentives (fee waivers, density bonuses, etc.) can be added to encourage developers who go beyond the minimum requirements.

Consider these three strategies to modify zoning or other related processes to increase the supply of affordable and missing middle housing types.

- 1. Integrate affordable housing into planned unit developments (PUDs):** Options to require that PUDs include deed-restricted affordable housing or incentivize inclusion through density bonuses, fee waivers, and infrastructure support. The Town could also offer fee-in-lieu or land donation to affordable housing developers.
- 2. Grant duplexes, triplexes and other appropriate multi-family options as a use by-right:** This helps diversify the options and creates more naturally affordable market-rate housing options. It provides housing types that otherwise would not be built, enables more efficient site design, lowers infrastructure and maintenance costs, and reduces delays caused by opposition or red tape.
- 3. Allow affordable housing development as a use by right:** This provides the developer certainty and reduces risk that affordable housing will be stalled by neighborhood opposition.

To pursue this strategy, Eaton should consider these implementation steps:

- **Decide whether affordable housing will be required or incentivized and establish clear guidelines on the number or percentage of units, affordability levels (AMI), and duration of affordability. Use tools like density bonuses, fee waivers, and deed restrictions to ensure long-term affordability.**
- **Review zoning standards such as setbacks, lot size, floor area ration (FAR) and parking requirements to remove barriers to development of some housing types. Support small developers with technical assistance. Pair these efforts with affordability safeguards such as deed restrictions, preference policies, and short-term rental limits to preserve housing for residents and workers.**

## COMMUNITY EXAMPLES

**Berthoud.** Its design standards require a specific number of housing types based on the total number of units proposed for a new development. It also broadened the different types of housing to encourage creativity and greater diversity (e.g. courtyard homes, alley-loaded). It is in the process of strengthening the housing diversity code to include a specific percentage of each housing type within the lot diversity requirement.

**Eagle.** Eagle allows duplexes and tiny homes by right in all residential zones and multifamily housing in R2–R4 districts. All PUDs must provide a community benefit, such as affordable housing, at twice the amount required by the Town’s inclusionary housing policy.

**Longmont.** Its Land Development Code defines affordable housing as “a permitted use in any district that allows household living uses.”

### 4. Promote Greater Opportunities for Senior and Multi-family Housing

The need for senior housing options was a recurring theme during the community engagement process and emerged as a key priority in the housing needs assessment. Like many communities, Eaton does not currently designate senior housing as a defined use or use-by-right in any zoning district. While it is briefly referenced as an objective in the R-MU (Residential Mixed-Use) district, senior housing requires a conditional use permit in all other zoning districts.

While there are various ways to support aging in place and expand senior housing through zoning code updates, we recommend that Eaton explicitly identify which zoning districts allow senior housing as a use-by-right. Additionally, the Town should consider allowing height variances and offering fee reductions for developments specifically targeting senior housing.

As with Missing Middle housing types discussed earlier, designating senior group housing as a use-by-right would streamline the approval process and signal Eaton’s commitment to meeting the needs of its aging population. To further encourage diversity of housing, the Town should explore allowing three-story buildings, common in higher-density senior housing developments, through targeted height variances. This will open opportunities for other multi-family housing as well.

The importance of providing a variety of housing types to accommodate residents at different life stages, income levels, and household sizes is emphasized in the Town’s Comprehensive Plan. This reinforces the value of policies and development approaches that promote housing diversity to support a balanced and inclusive community. See callout box for reference.



## TOWN OF EATON COMPREHENSIVE PLAN 2020 (p.37)

**Goal 8.1 - Ensure the continuation of Eaton’s commitment to providing a variety of residential units—both in terms of price and type of unit. This commitment to housing diversity would allow households with different incomes and needs to live in Eaton.**

Policy 8.1.1 - Create a mix of single-family detached homes, townhomes, condominiums, and apartments in the community.

Policy 8.1.2 - Ensure that the zoning ordinance accommodates the development of well-designed higher density housing, including single-family, attached townhouses, and low-rise apartment buildings.

Policy 8.1.3 - Encourage higher density housing to locate closer to the Town’s core, thus taking advantage of its proximity to community facilities and services.

Policy 8.1.4 - Encourage more housing opportunities for seniors seeking to scale-down both in non-assisted living and assisted living facilities. Ensure that this housing is located within walking distance of needed services and amenities such as parks and shopping areas.

Policy 8.1.5 - Ensure that the Town’s capital improvement program and budget equitably address the infrastructure needs of both old and new neighborhoods.

## COMMUNITY EXAMPLES

Bozeman, MT: The City of Bozeman adopted an affordable housing policy that includes voluntary incentives to encourage developers to build affordable housing. The policy allows for height variances of up to 15 feet and two stories for developments that include affordable housing. The variance can be provided at an administrative level. This is the type of policy that could be considered by the Town of Eaton to encourage senior housing that supports aging in place and allows older residents to remain in the community as their needs change.

## 5. Consider Broad Housing Policy

The Town should consider adopting a Housing Policy to help guide discussions around affordable housing needs, development decisions, and the use of local incentives and tools. This policy would align with the goals of the Comprehensive Plan while offering greater flexibility to adapt to changing market conditions. Unlike the Comprehensive Plan, the Housing Policy can be easily updated by the Town and refined over time.

The Housing Policy would also advance one of the Town Board’s six strategic pillars identified as priorities in 2022 – Ensure generational needs are met. These pillars are intended to guide the Town’s strategic direction over the next five to seven years.

The purpose of the Housing Policy would be to:

- **Clearly define the Town’s housing goals and serve as a transparent communication tool.**
- **Establish affordability targets to guide decision-making.**
- **Provide criteria for applying housing incentives, including tap fee reductions, density bonuses, and other development tools.**

The Housing Policy should also include guidance on the use of surplus or underutilized public property to support affordable housing development. Publicly owned land can be a powerful tool in addressing local housing needs, particularly when high land costs are a barrier to delivering attainable units.

The policy should establish a process for identifying and evaluating Town-owned properties that may be suitable for housing, either through direct development, public-private partnerships, or land disposition. This may include criteria such as location, infrastructure access, proximity to schools or services, and alignment with zoning.

## COMMUNITY EXAMPLES:

**Density Bonus – Pagosa Springs:** The town implemented a density bonus policy that encourages developers to include more affordable workforce housing by allowing increased development capacity in return.

**Inclusionary Zoning Ordinance – Longmont:** The City adopted an ordinance requiring all new housing developments to reserve 12% of units for households earning at or below 80% of the area median income (AMI).

**ADU Rebate Program – Durango:** The Town of Durango offers an \$8,000 rebate to homeowners who build or convert accessory dwelling units (ADUs). To qualify, the ADU must be occupied by a resident who works in La Plata County.

**Density Bonus – Colorado Springs:** The City offers density bonuses for developments that allows for greater density and height were the developments include “socially beneficial” building elements including affordable housing.

## 6. Expedited Review for Affordable Housing

Beginning on January 1, 2027, expedited review of housing developments is required for projects with 50% or more affordable housing units, as per statute. Local governments will need to demonstrate they have implemented a system to expedite the development approval process for affordable housing projects when filing their Prop 123 commitments by November 1, 2026. DOLA has set aside \$2 million for an incentive program to reward local governments for early adoption of Proposition 123 fast-track requirements.

### Definition of Affordable Housing under Proposition 123

- **Rental housing at or below 60% Area Median Income (AMI), or**
- **For-sale housing at or below 100% AMI, and**
- **Which costs the household less than 30% of its monthly income.**

Many Colorado communities are re-evaluating their development review processes to increase efficiency, transparency, and predictability. This effort often focuses on removing redundancies, clarifying application requirements, and streamlining decision-making through administrative approvals where appropriate. The goal is to balance the need for thorough review with the growing demand for timely project approvals, particularly for affordable housing.

Since Eaton opted into Proposition 123, establishing an expedited review process is not just a best practice, it is a statutory requirement. This process mandates a decision on qualifying affordable housing projects within 90 calendar days of receiving a complete application. Meeting this requirement calls for intentional adjustments to the development review process, such as:

- **Clear application checklists and criteria to reduce back-and-forth and ensure applicants understand submission expectations upfront.**
- **Detailed pre-application or concept meetings to address potential issues early and establish a clear pathway for formal applications.**
- **Shortened review periods to keep projects on track while maintaining quality assurance.**
- **Consolidated or parallel reviews to avoid delays caused by sequential evaluations.**
- **Adjusted decision-making practices, including the delegation of specific approvals to staff-level review when appropriate.**

These improvements not only align with statutory obligations but also help foster a more collaborative and efficient process, encouraging the development of diverse housing options that meet community needs. While the statutory requirement is for developments with more than 50% affordable units, Eaton may wish to consider a lower threshold for the expedited process in order to provide an incentive for developers to add affordable units.

## COMMUNITY EXAMPLES

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**Erie.** A recent Unified Development Code amendment allows “fast-track” administrative review for any development with more than 12% of deed-restricted affordable units. Erie defines affordable as: less than 120% of AMI for for-sale units and less than 80% AMI for rental units.

**Fort Collins.** The City’s expedited process includes prioritization by staff to complete eligible affordable housing project reviews within two weeks for each submittal/resubmittal. This along with clear checklists and application workflows helps ensure clarity in the process and a collaborative partnership approach with eligible applicants.

**Windsor.** Windsor has developed a robust set of tools and resources to help guide an applicant in submitting a complete application, including checklists, process workflows, applications, and submittal requirements. The staff-level concept review process is similar to the Town’s pre-application process and allows an applicant to have their preliminary plan reviewed and discussed by the Town’s core review team.



# Appendices

## Sources

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This report draws on a variety of published sources, including but not limited to the following:

### U.S. Census Bureau

- 2010 Decennial Census
- 2020 Decennial Census
- 2019-2023 American Community Survey
- 2014-2018 American Community Survey

### U.S. Bureau of Labor Statistics

### Town of Eaton, Colorado

- Eaton Municipal Code (2025)
- Eaton Comprehensive Plan (2020)
- Eaton Official Zoning Map (2018)
- Eaton Parks Master Plan (2024)
- Downtown Revitalization Plan (2023)

### Weld County Housing Needs Assessment (2022)

### Colorado State Demography Office

- Population estimates and projections
- 2023 Population Summary Report
- 2024 Municipal estimates

### Colorado Housing and Finance Authority (CHFA) and U.S. Department of Housing (HUD)

- 2025 Area Median Income Limits and Rent Tables

### Weld County Assessor Records

Current MLS listings, recent home sales and historic sale trends: MLS.com, Redfin.com, Zillow.com



The Strategic Action Plan serves as a practical roadmap for implementing the strategies and goals identified in the Housing Needs Assessment. Designed to be flexible and adaptable, the plan will evolve as the Town advances through implementation and priorities shift. It outlines specific actions, timelines, responsible parties, partners, and expected outcomes, providing a clear framework for tracking progress, ensuring accountability, and securing the resources needed to move each initiative forward.

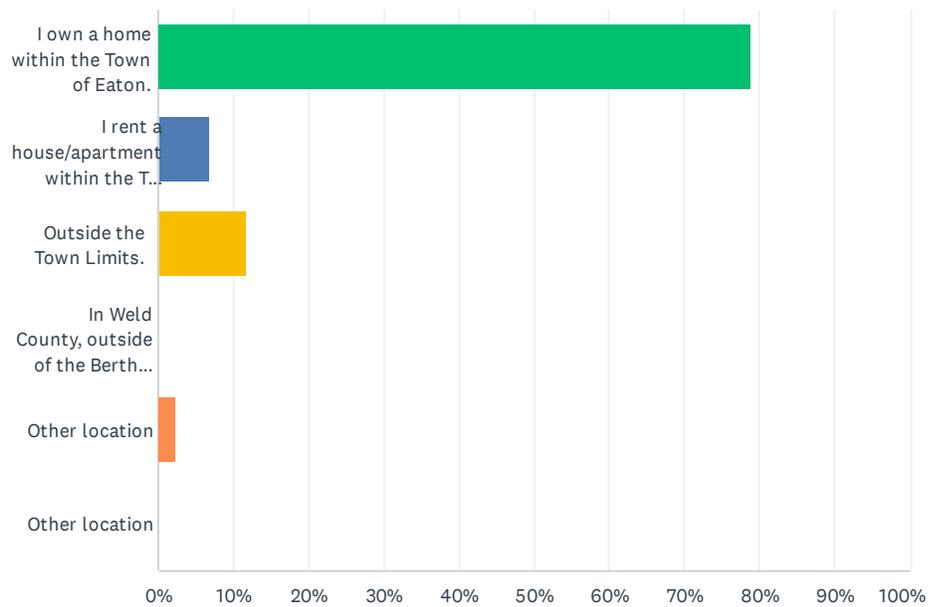




# Appendix B: Community Survey Responses

## Where do you currently live?

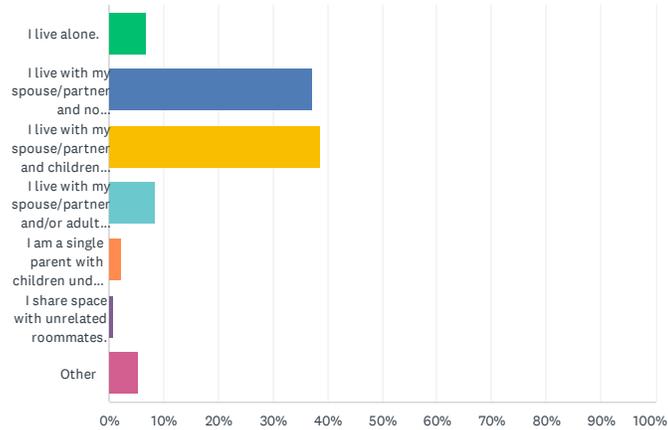
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| ANSWER CHOICES                                      | RESPONSES |            |
|---|-----------|------------|
| I own a home within the Town of Eaton.              | 78.95%    | 195        |
| I rent a house/apartment within the Town of Eaton.  | 6.88%     | 17         |
| Outside the Town Limits.                            | 11.74%    | 29         |
| In Weld County, outside of the Berthoud Town limits | 0.00%     | 0          |
| Other location                                      | 2.43%     | 6          |
| Other location                                      | 0.00%     | 0          |
| <b>TOTAL</b>  |           | <b>247</b> |

## What is your current living situation?

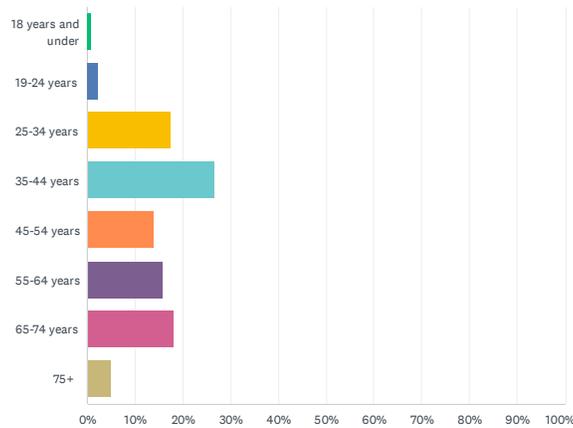
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| ANSWER CHOICES   | RESPONSES  |
|--|------------|
| I live alone.  | 6.88% 17   |
| I live with my spouse/partner and no children.           | 37.25% 92  |
| I live with my spouse/partner and children under 18.     | 38.87% 96  |
| I live with my spouse/partner and/or adult children 18+. | 8.50% 21   |
| I am a single parent with children under 18.             | 2.43% 6    |
| I share space with unrelated roommates.                  | 0.81% 2    |
| Other  | 5.26% 13   |
| <b>TOTAL</b>   | <b>247</b> |

## What is your age?

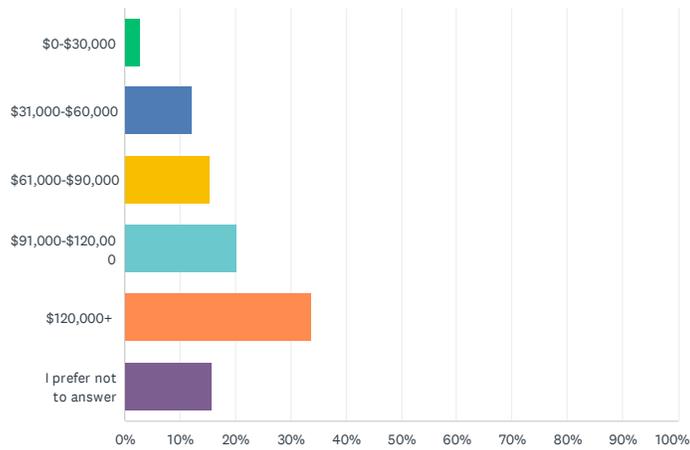
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| ANSWER CHOICES     | RESPONSES  |
|--------------------|------------|
| 18 years and under | 0.81% 2    |
| 19-24 years        | 2.43% 6    |
| 25-34 years        | 17.41% 43  |
| 35-44 years        | 26.72% 66  |
| 45-54 years        | 13.77% 34  |
| 55-64 years        | 15.79% 39  |
| 65-74 years        | 18.22% 45  |
| 75+                | 4.86% 12   |
| <b>TOTAL</b>       | <b>247</b> |

## What is your household income?

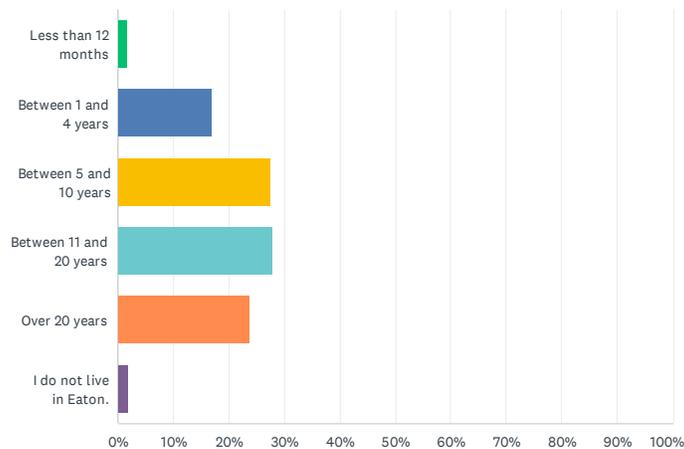
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| ANSWER CHOICES         | RESPONSES |            |
|------------------------|-----------|------------|
| \$0-\$30,000           | 2.83%     | 7          |
| \$31,000-\$60,000      | 12.15%    | 30         |
| \$61,000-\$90,000      | 15.38%    | 38         |
| \$91,000-\$120,000     | 20.24%    | 50         |
| \$120,000+             | 33.60%    | 83         |
| I prefer not to answer | 15.79%    | 39         |
| <b>TOTAL</b>           |           | <b>247</b> |

## How long have you lived in Eaton?

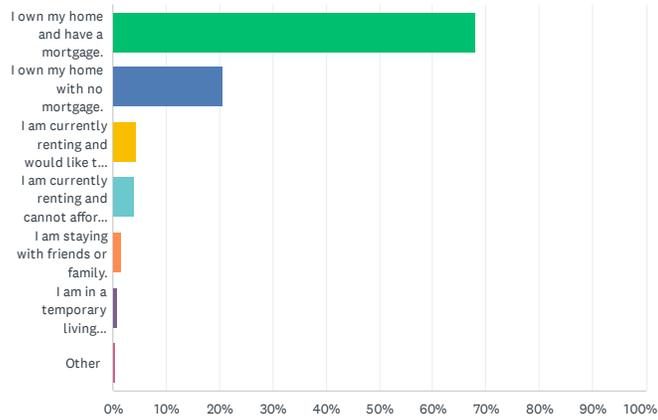
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| ANSWER CHOICES          | RESPONSES |            |
|-------------------------|-----------|------------|
| Less than 12 months     | 1.62%     | 4          |
| Between 1 and 4 years   | 17.00%    | 42         |
| Between 5 and 10 years  | 27.53%    | 68         |
| Between 11 and 20 years | 27.94%    | 69         |
| Over 20 years           | 23.89%    | 59         |
| I do not live in Eaton. | 2.02%     | 5          |
| <b>TOTAL</b>            |           | <b>247</b> |

## Which of the following best describes your current housing situation?

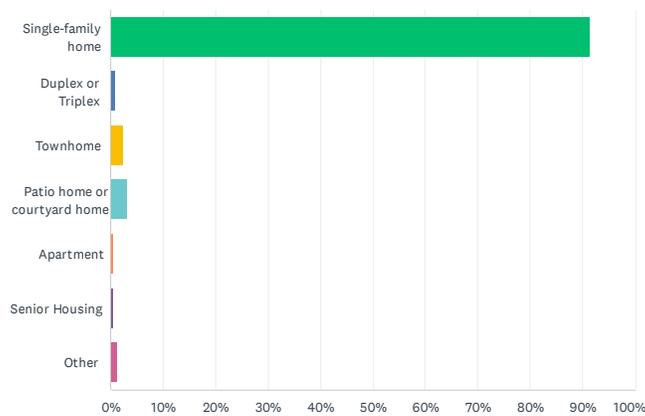
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| ANSWER CHOICES   | RESPONSES |            |
|--|-----------|------------|
| I own my home and have a mortgage.   | 68.02%    | 168        |
| I own my home with no mortgage.  | 20.65%    | 51         |
| I am currently renting and would like to buy a home someday.               | 4.45%     | 11         |
| I am currently renting and cannot afford to buy a home even if I want to.  | 4.05%     | 10         |
| I am staying with friends or family.                                       | 1.62%     | 4          |
| I am in a temporary living situation (RV, short term, couch surfing, etc.) | 0.81%     | 2          |
| Other  | 0.40%     | 1          |
| <b>TOTAL</b>   |           | <b>247</b> |

## Which of the following best describes the type of home you live in?

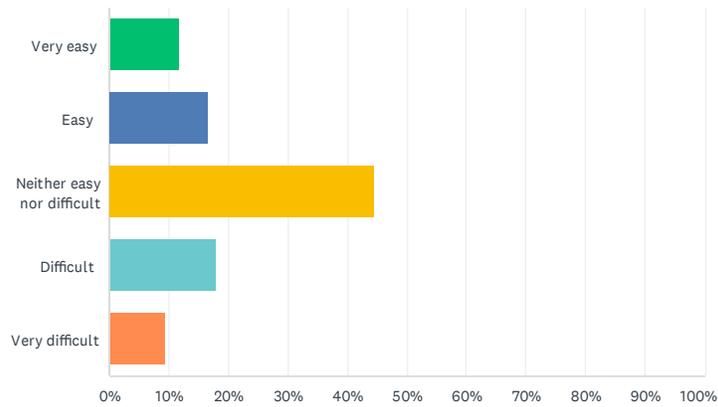
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| ANSWER CHOICES               | RESPONSES |            |
|------------------------------|-----------|------------|
| Single-family home           | 91.50%    | 226        |
| Duplex or Triplex            | 0.81%     | 2          |
| Townhome                     | 2.43%     | 6          |
| Patio home or courtyard home | 3.24%     | 8          |
| Apartment                    | 0.40%     | 1          |
| Senior Housing               | 0.40%     | 1          |
| Other                        | 1.21%     | 3          |
| <b>TOTAL</b>                 |           | <b>247</b> |

## What is your experience with finding housing in Eaton that meets your needs?

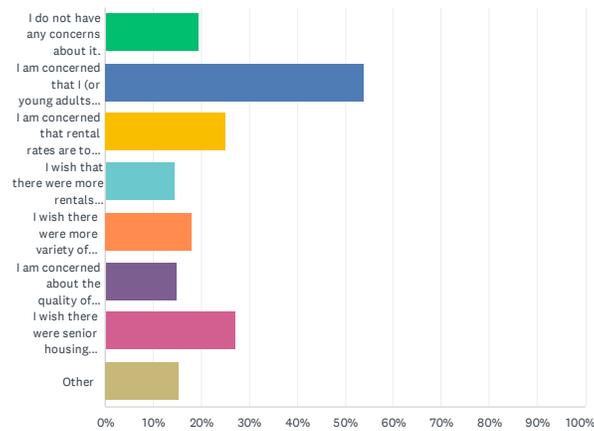
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| ANSWER CHOICES             | RESPONSES |            |
|----------------------------|-----------|------------|
| Very easy                  | 11.74%    | 29         |
| Easy                       | 16.60%    | 41         |
| Neither easy nor difficult | 44.53%    | 110        |
| Difficult                  | 17.81%    | 44         |
| Very difficult             | 9.31%     | 23         |
| <b>TOTAL</b>               |           | <b>247</b> |

## What do you think of the current state of housing in Eaton or surrounding area? Select all that apply.

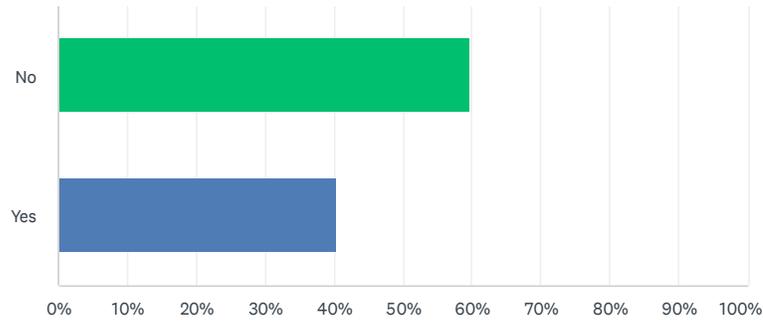
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| ANSWER CHOICES  | RESPONSES |     |
|---|-----------|-----|
| I do not have any concerns about it.  | 19.43%    | 48  |
| I am concerned that I (or young adults) are not able to afford to purchase housing.                 | 53.85%    | 133 |
| I am concerned that rental rates are too high.  | 25.10%    | 62  |
| I wish that there were more rentals available.  | 14.57%    | 36  |
| I wish there were more variety of housing types (duplex, townhome, apartment, single-family, etc.). | 18.22%    | 45  |
| I am concerned about the quality of housing that is available.                                      | 14.98%    | 37  |
| I wish there were senior housing options.   | 27.13%    | 67  |
| Other   | 15.38%    | 38  |
| <b>Total Respondents: 247</b>   |           |     |

## Do you know someone who is struggling to find housing or remain in their current housing?

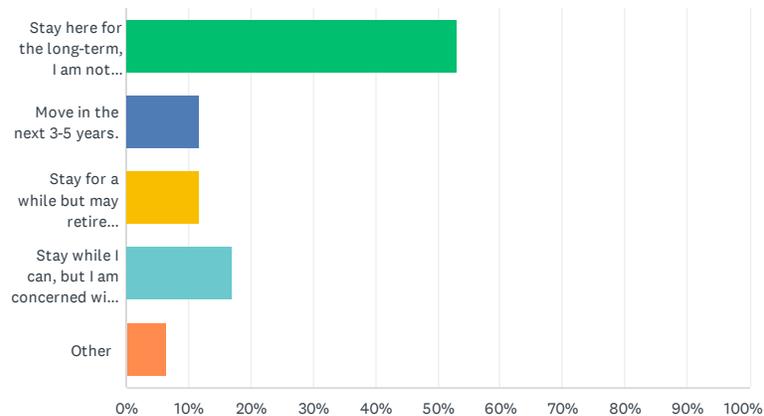
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| ANSWER CHOICES | RESPONSES |            |
|----------------|-----------|------------|
| No             | 59.67%    | 145        |
| Yes            | 40.33%    | 98         |
| <b>TOTAL</b>   |           | <b>243</b> |

## Looking ahead to the future and your current housing situation, you plan to:

Answered: 247 Skipped: 0

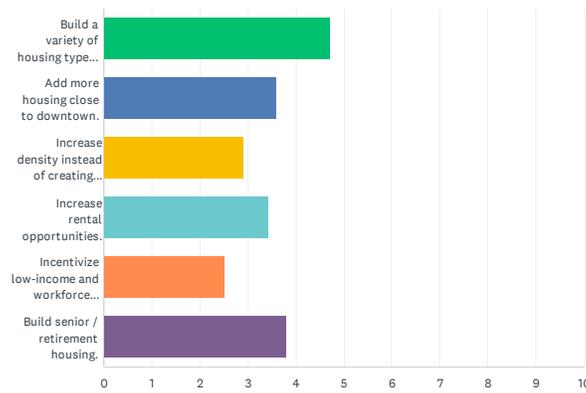


| ANSWER CHOICES   | RESPONSES |            |
|--|-----------|------------|
| Stay here for the long-term, I am not planning to move.            | 53.04%    | 131        |
| Move in the next 3-5 years.  | 11.74%    | 29         |
| Stay for a while but may retire elsewhere.                         | 11.74%    | 29         |
| Stay while I can, but I am concerned with long-term affordability. | 17.00%    | 42         |
| Other  | 6.48%     | 16         |
| <b>TOTAL</b>   |           | <b>247</b> |

## When planning for housing opportunities in Eaton over the next 10 years, how would you rank the following strategies?

(1= highest priority, 6 = lowest priority)

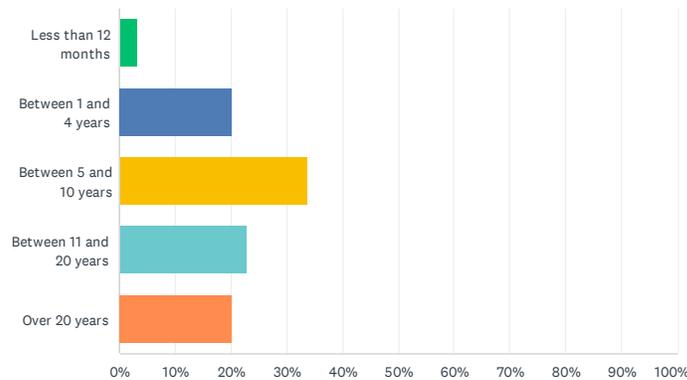
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|  | 1             | 2            | 3            | 4            | 5            | 6            | TOTAL | SCORE |
|--|---------------|--------------|--------------|--------------|--------------|--------------|-------|-------|
| Build a variety of housing types and sizes (duplexes, patio homes, apartments, townhomes, etc.). | 42.91%<br>106 | 24.70%<br>61 | 10.93%<br>27 | 8.91%<br>22  | 7.69%<br>19  | 4.86%<br>12  | 247   | 4.72  |
| Add more housing close to downtown.  | 12.15%<br>30  | 20.65%<br>51 | 21.05%<br>52 | 19.03%<br>47 | 15.38%<br>38 | 11.74%<br>29 | 247   | 3.60  |
| Increase density instead of creating more sprawl.  | 8.10%<br>20   | 8.91%<br>22  | 19.84%<br>49 | 17.81%<br>44 | 21.86%<br>54 | 23.48%<br>58 | 247   | 2.93  |
| Increase rental opportunities.   | 5.67%<br>14   | 18.22%<br>45 | 20.65%<br>51 | 31.98%<br>79 | 17.00%<br>42 | 6.48%<br>16  | 247   | 3.44  |
| Incentivize low-income and workforce housing within the community.                               | 6.48%<br>16   | 7.69%<br>19  | 14.57%<br>36 | 10.93%<br>27 | 22.27%<br>55 | 38.06%<br>94 | 247   | 2.51  |
| Build senior / retirement housing.   | 24.70%<br>61  | 19.84%<br>49 | 12.96%<br>32 | 11.34%<br>28 | 15.79%<br>39 | 15.38%<br>38 | 247   | 3.80  |

## OWNER ONLY: How long have you owned your current home?

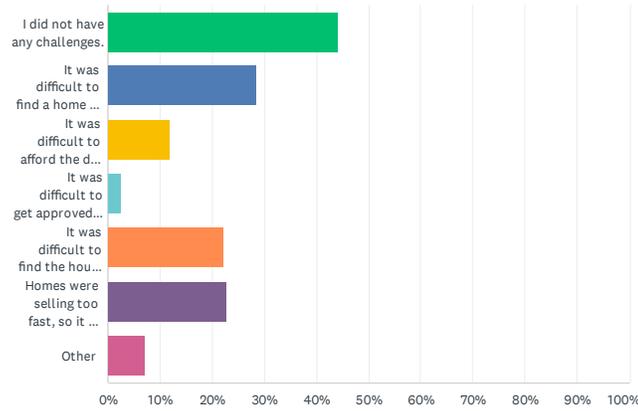
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| ANSWER CHOICES          | RESPONSES  |
|-------------------------|------------|
| Less than 12 months     | 3.11% 6    |
| Between 1 and 4 years   | 20.21% 39  |
| Between 5 and 10 years  | 33.68% 65  |
| Between 11 and 20 years | 22.80% 44  |
| Over 20 years           | 20.21% 39  |
| <b>TOTAL</b>            | <b>193</b> |

**OWNER ONLY: What were the biggest challenges you faced when buying your current home? Select all the apply.**

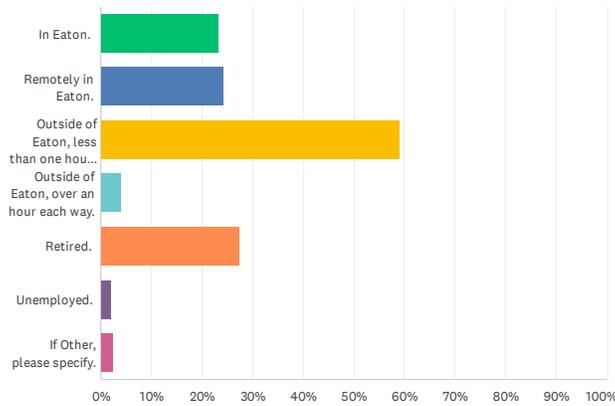
Answered: 193 Skipped: 54



| ANSWER CHOICES  | RESPONSES |    |
|---|-----------|----|
| I did not have any challenges.                          | 44.04%    | 85 |
| It was difficult to find a home in my price range.      | 28.50%    | 55 |
| It was difficult to afford the down payment.            | 11.92%    | 23 |
| It was difficult to get approved for a mortgage.        | 2.59%     | 5  |
| It was difficult to find the house I wanted to buy.     | 22.28%    | 43 |
| Homes were selling too fast, so it was hard to compete. | 22.80%    | 44 |
| Other   | 7.25%     | 14 |
| Total Respondents: 193                                  |           |    |

**OWNER ONLY: Where do you and/or other household members work? Check all the apply.**

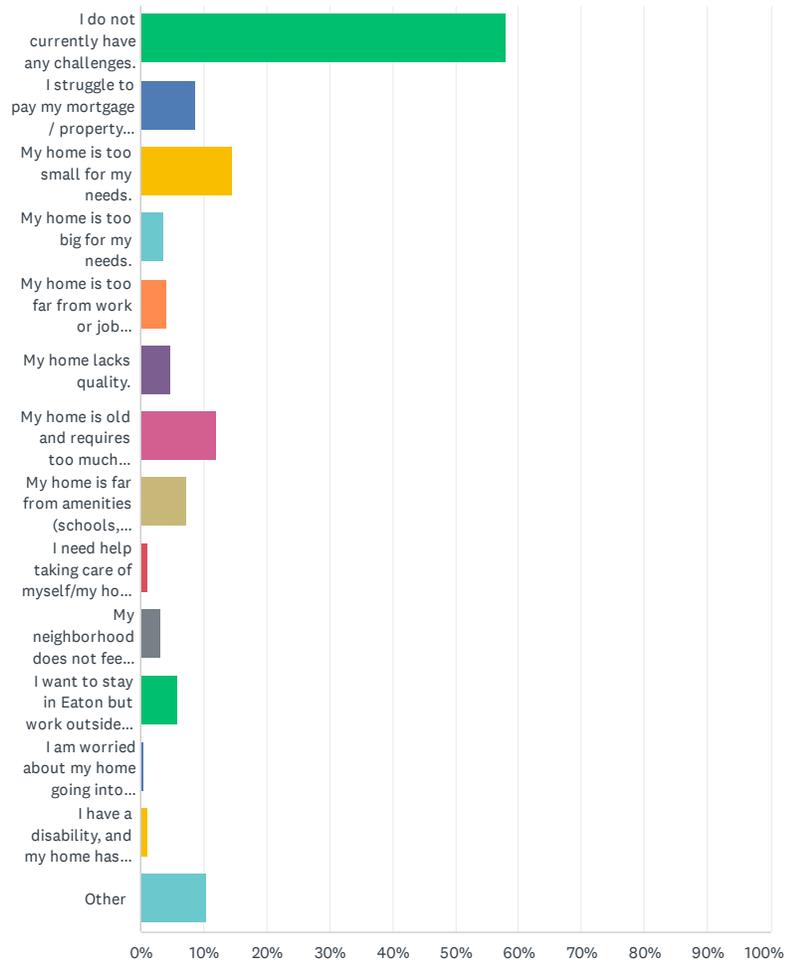
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| ANSWER CHOICES                                 | RESPONSES |     |
|--|-----------|-----|
| In Eaton.                                      | 23.32%    | 45  |
| Remotely in Eaton.                             | 24.35%    | 47  |
| Outside of Eaton, less than one hour each way. | 59.07%    | 114 |
| Outside of Eaton, over an hour each way.       | 4.15%     | 8   |
| Retired.                                       | 27.46%    | 53  |
| Unemployed.                                    | 2.07%     | 4   |
| If Other, please specify.                      | 2.59%     | 5   |
| Total Respondents: 193                         |           |     |

## OWNER ONLY: Do you face any of these challenges in your current housing situation? Select all that apply.

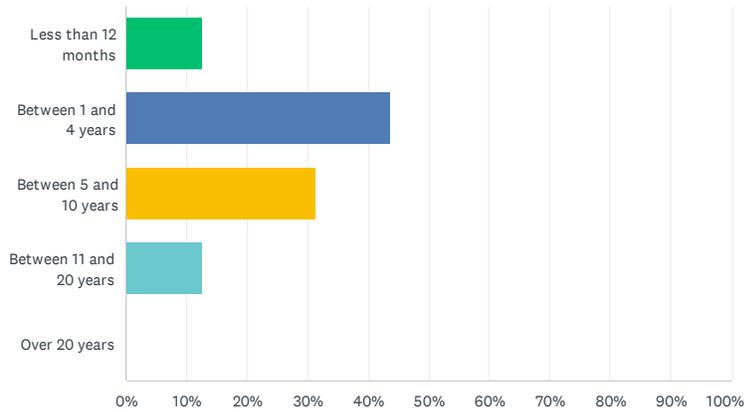
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| ANSWER CHOICES   | RESPONSES |     |
|--|-----------|-----|
| I do not currently have any challenges.                                      | 58.03%    | 112 |
| I struggle to pay my mortgage / property taxes.                              | 8.81%     | 17  |
| My home is too small for my needs.   | 14.51%    | 28  |
| My home is too big for my needs.   | 3.63%     | 7   |
| My home is too far from work or job opportunities.                           | 4.15%     | 8   |
| My home lacks quality.   | 4.66%     | 9   |
| My home is old and requires too much maintenance.                            | 11.92%    | 23  |
| My home is far from amenities (schools, retail, healthcare, etc.).           | 7.25%     | 14  |
| I need help taking care of myself/my home and cannot afford to hire someone. | 1.04%     | 2   |
| My neighborhood does not feel safe.  | 3.11%     | 6   |
| I want to stay in Eaton but work outside of Eaton.                           | 5.70%     | 11  |
| I am worried about my home going into foreclosure.                           | 0.52%     | 1   |
| I have a disability, and my home has accessibility challenges.               | 1.04%     | 2   |
| Other  | 10.36%    | 20  |
| Total Respondents: 193   |           |     |

## RENTER ONLY: How long have you been a renter in Eaton?

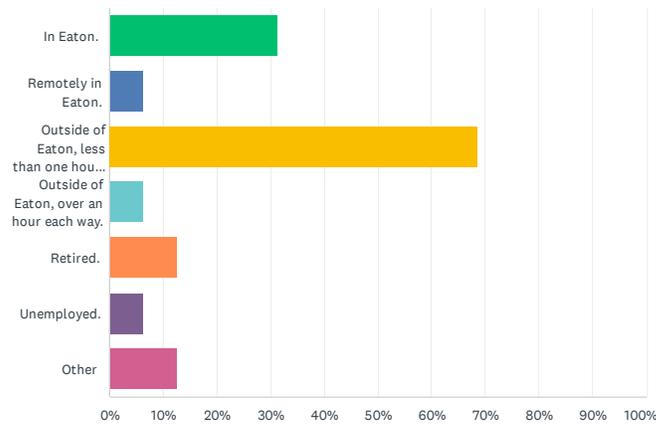
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| ANSWER CHOICES          | RESPONSES |           |
|-------------------------|-----------|-----------|
| Less than 12 months     | 12.50%    | 2         |
| Between 1 and 4 years   | 43.75%    | 7         |
| Between 5 and 10 years  | 31.25%    | 5         |
| Between 11 and 20 years | 12.50%    | 2         |
| Over 20 years           | 0.00%     | 0         |
| <b>TOTAL</b>            |           | <b>16</b> |

## RENTER ONLY: Where do you and/or other household members work? Check all that apply.

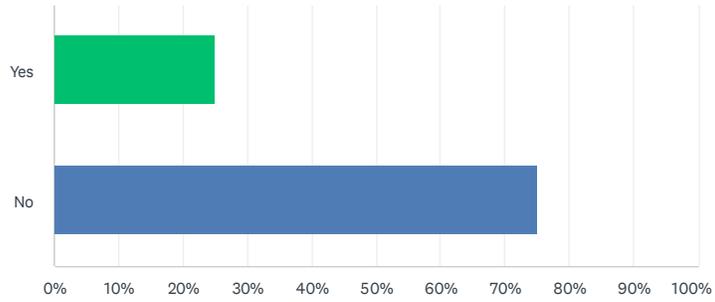
Answered: 16 Skipped: 231



| ANSWER CHOICES                                 | RESPONSES |    |
|--|-----------|----|
| In Eaton.                                      | 31.25%    | 5  |
| Remotely in Eaton.                             | 6.25%     | 1  |
| Outside of Eaton, less than one hour each way. | 68.75%    | 11 |
| Outside of Eaton, over an hour each way.       | 6.25%     | 1  |
| Retired.                                       | 12.50%    | 2  |
| Unemployed.                                    | 6.25%     | 1  |
| Other  | 12.50%    | 2  |
| <b>Total Respondents: 16</b>                   |           |    |

RENTER ONLY: In the past 5 years, have you had to move from your housing situation when you did not want to?

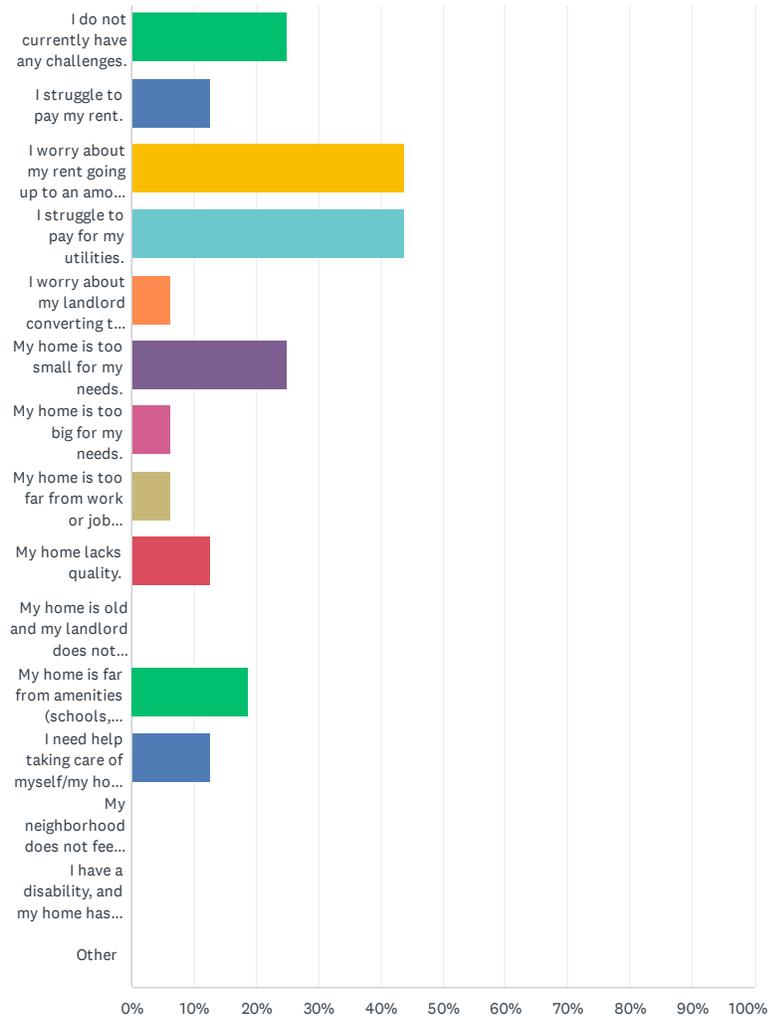
Answered: 16 Skipped: 231



| ANSWER CHOICES | RESPONSES |    |
|----------------|-----------|----|
| Yes            | 25.00%    | 4  |
| No             | 75.00%    | 12 |
| TOTAL          |           | 16 |

RENTER ONLY: Do you face any of these challenges in your current housing situation? Select all that apply.

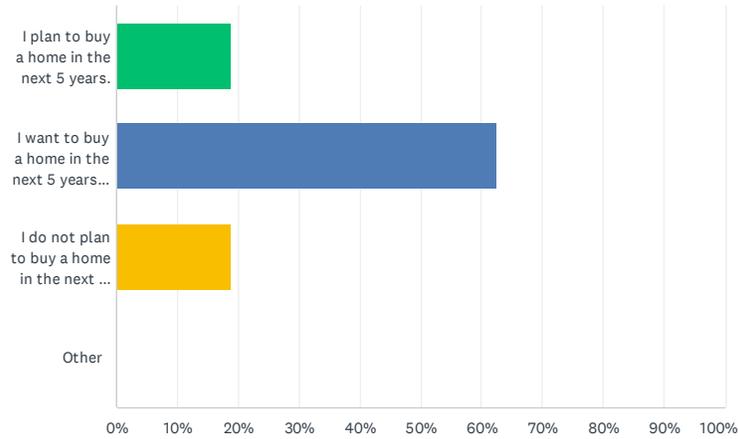
Answered: 16 Skipped: 231



| ANSWER CHOICES   | RESPONSES |
|--|-----------|
| I do not currently have any challenges.                                      | 25.00% 4  |
| I struggle to pay my rent.   | 12.50% 2  |
| I worry about my rent going up to an amount I cannot afford.                 | 43.75% 7  |
| I struggle to pay for my utilities.  | 43.75% 7  |
| I worry about my landlord converting the home to a short-term rental.        | 6.25% 1   |
| My home is too small for my needs.   | 25.00% 4  |
| My home is too big for my needs.   | 6.25% 1   |
| My home is too far from work or job opportunities.                           | 6.25% 1   |
| My home lacks quality.   | 12.50% 2  |
| My home is old and my landlord does not maintain it well.                    | 0.00% 0   |
| My home is far from amenities (schools, retail, healthcare, etc.).           | 18.75% 3  |
| I need help taking care of myself/my home and cannot afford to hire someone. | 12.50% 2  |
| My neighborhood does not feel safe.  | 0.00% 0   |
| I have a disability, and my home has accessibility challenges.               | 0.00% 0   |
| Other  | 0.00% 0   |
| Total Respondents: 16  |           |

## RENTER ONLY: What is most true about you?

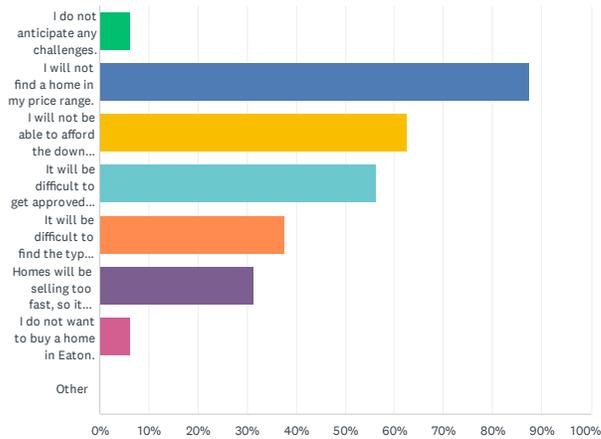
Answered: 16 Skipped: 231



| ANSWER CHOICES  | RESPONSES |
|---|-----------|
| I plan to buy a home in the next 5 years.                                     | 18.75% 3  |
| I want to buy a home in the next 5 years, but do not know if I can afford to. | 62.50% 10 |
| I do not plan to buy a home in the next 5 years.                              | 18.75% 3  |
| Other   | 0.00% 0   |
| <b>TOTAL</b>  | <b>16</b> |

## RENTER ONLY: What are the biggest challenges you are likely to face when buying a home in Eaton? Select all the apply.

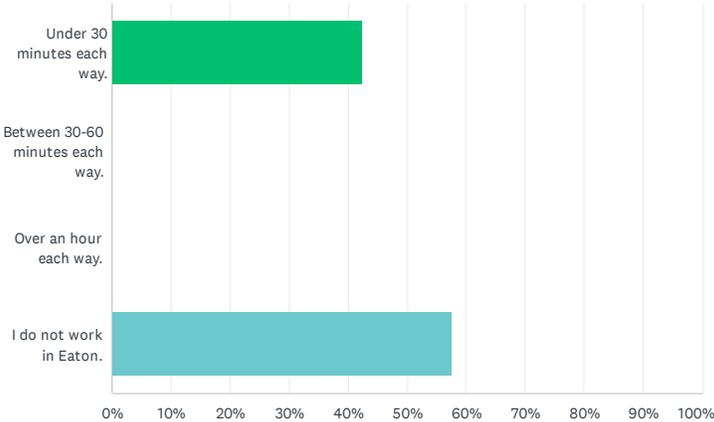
Answered: 16 Skipped: 231



| ANSWER CHOICES   | RESPONSES |
|--|-----------|
| I do not anticipate any challenges.                            | 6.25% 1   |
| I will not find a home in my price range.                      | 87.50% 14 |
| I will not be able to afford the down payment.                 | 62.50% 10 |
| It will be difficult to get approved for a mortgage.           | 56.25% 9  |
| It will be difficult to find the type of home I want to buy.   | 37.50% 6  |
| Homes will be selling too fast, so it will be hard to compete. | 31.25% 5  |
| I do not want to buy a home in Eaton.                          | 6.25% 1   |
| Other  | 0.00% 0   |
| <b>Total Respondents: 16</b>                                   |           |

### NON-RESIDENTS ONLY: If you work in Eaton, how long is your commute?

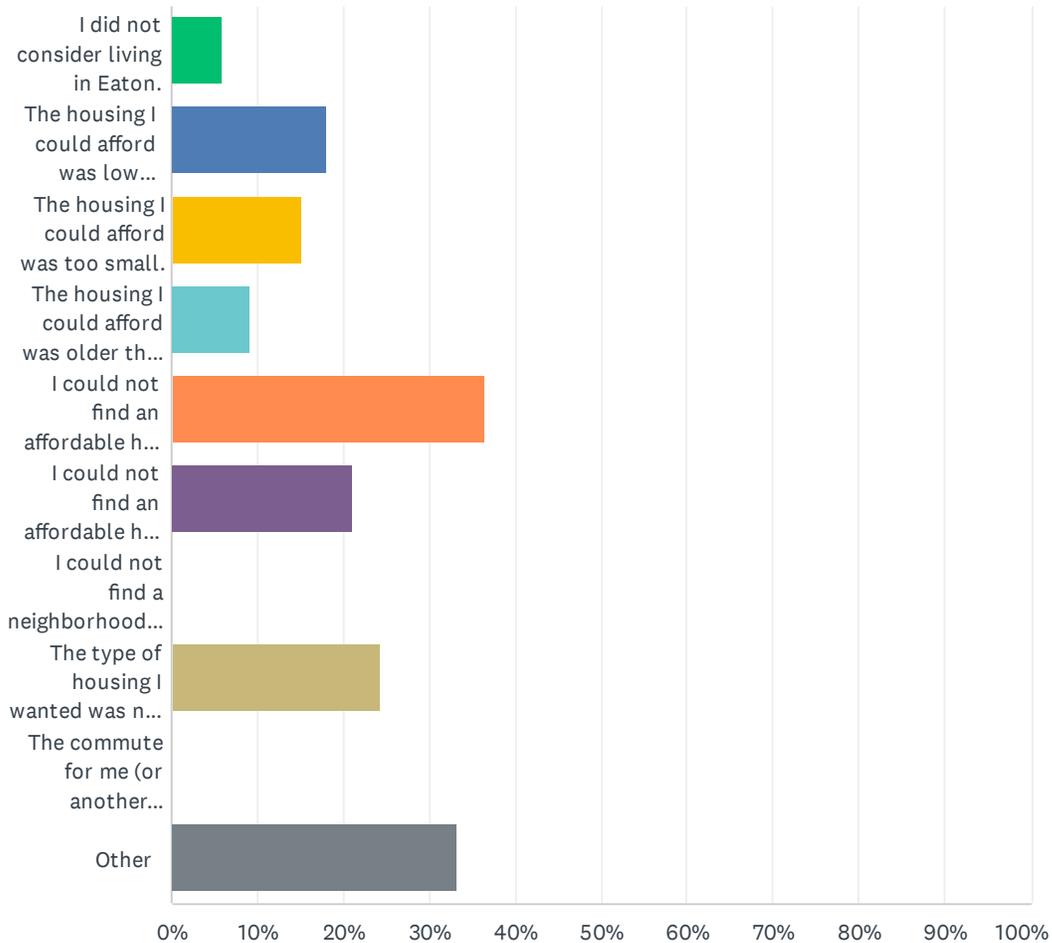
Answered: 33 Skipped: 214



| ANSWER CHOICES                  | RESPONSES |           |
|---------------------------------|-----------|-----------|
| Under 30 minutes each way.      | 42.42%    | 14        |
| Between 30-60 minutes each way. | 0.00%     | 0         |
| Over an hour each way.          | 0.00%     | 0         |
| I do not work in Eaton.         | 57.58%    | 19        |
| <b>TOTAL</b>                    |           | <b>33</b> |

# NON-RESIDENTS ONLY: IWhen you were looking for your current housing, what were the reasons you chose not to live in Eaton? Select all that apply.

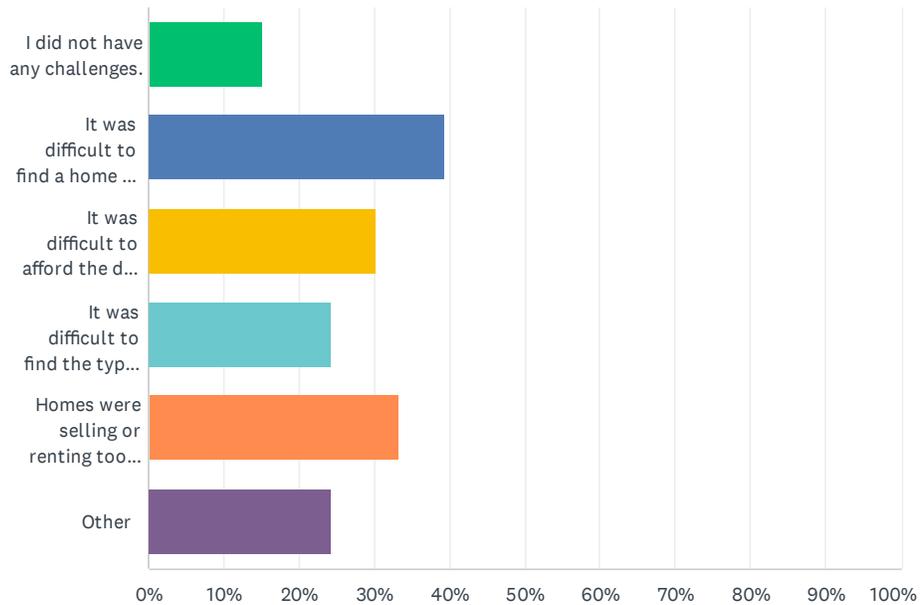
Answered: 33 Skipped: 214



| ANSWER CHOICES   | RESPONSES |    |
|--|-----------|----|
| I did not consider living in Eaton.                            | 6.06%     | 2  |
| The housing I could afford was low quality.                    | 18.18%    | 6  |
| The housing I could afford was too small.                      | 15.15%    | 5  |
| The housing I could afford was older than I prefer.            | 9.09%     | 3  |
| I could not find an affordable home to buy.                    | 36.36%    | 12 |
| I could not find an affordable home to rent.                   | 21.21%    | 7  |
| I could not find a neighborhood I liked.                       | 0.00%     | 0  |
| The type of housing I wanted was not available.                | 24.24%    | 8  |
| The commute for me (or another household member) was too long. | 0.00%     | 0  |
| Other  | 33.33%    | 11 |
| Total Respondents: 33  |           |    |

## NON-RESIDENTS ONLY: What were the biggest challenges you faced when finding your current home? Select all the apply.

Answered: 33 Skipped: 214



| ANSWER CHOICES   | RESPONSES |    |
|--|-----------|----|
| I did not have any challenges.                                     | 15.15%    | 5  |
| It was difficult to find a home in my price range to buy or buy.   | 39.39%    | 13 |
| It was difficult to afford the down payment or rent deposit.       | 30.30%    | 10 |
| It was difficult to find the type of house I wanted to buy.        | 24.24%    | 8  |
| Homes were selling or renting too fast, so it was hard to compete. | 33.33%    | 11 |
| Other  | 24.24%    | 8  |
| Total Respondents: 33  |           |    |



# Appendix C: Proposition 123

The information presented reflects the Town's commitment to Proposition 123 as well as the deliverables required for the Division of Local Affairs (DOLA) More Housing Now! grant.

In October 2023, the Town Board of Trustees committed to increasing housing diversity in Eaton by opting into Proposition 123, alongside other Colorado municipalities. This commitment aims to boost affordable housing availability by 3% annually for three years, for a total increase of 9%. While there is no financial obligation or penalty if the goal is not met, this move allows Eaton to partner with other organizations, like Habitat Humanity or a housing authority, enabling them to apply for funding to support affordable housing projects.

In 2022, Colorado voters approved the concept of, and by doing so established the State Affordable Housing Fund. This fund provides financial assistance to communities who make a commitment to provide affordable housing products through activities such as land and water banking, low interest loans for construction, down payment assistance, and building local planning department capacity.

## EATON'S BASELINE COMMITMENT

For Eaton, the baseline is 8 affordable housing units each year over the next three years at or below the baseline value for ownership and rental units. The unit count starts at the time a building permit is issued after the Town "opted in" in October 2023.

The Town received a More Housing Now! grant from DOLA in late 2024 for support to strengthen the Town's housing goals by completing a Housing Needs Assessment.

## QUALIFYING STRATEGIES

The Town of Eaton must adopt at least one qualifying strategy prescribed by DOLA as an outcome of the grant, including the following considerations:

- **Use of vacant publicly owned property for affordable housing development**
- **Subsidize/reduce local government fees**
- **Expedited development review for affordable housing up to 120% AMI**
- **Expedited development review for acquiring or repurposing underutilized commercial property**
- **Density bonus program for housing needs**
- **Promote sub metering utility charges for affordable housing**
- **Dedicated funding sources to subsidize affordable housing infrastructure costs and fees**
- **Middle multifamily (duplex, triplex, other) use by right in single family residential zoning districts**

- **Affordable housing as a use by right in residential zoning districts**
- **ADU use by right in single family zoning districts**
- **Allow small square footage residential unit sizes**
- **Lessened minimum parking requirements for new affordable housing**
- **Land donation/acquisition/banking program**
- **Inclusionary zoning ordinance (House Bill 21-1117)**
- **Other novel, innovative, creative approaches**

# Appendix D: 2025 Area Median Income (AMI) Table

The following table is the 2025 AMI Tables for Weld County. AMI is the midpoint income level (pre-tax) of all households in a specific area, where half of the households earn more and half earn less, adjusted by household size. AMI tables are one of the tools used by the State of Colorado, Colorado Housing Finance Authority (“CHFA”), and local housing organizations to determine if a person qualifies for affordable housing programs.

| WELD COUNTY AREA MEDIAN INCOME LIMITS 2025 |       |                |           |           |           |           |           |                         |
|--|-------|----------------|-----------|-----------|-----------|-----------|-----------|-------------------------|
|  |       | Household Size |           |           |           |           |           |                         |
|  |       | 1              | 2         | 3         | 4         | 5         | 6         |                         |
| 2025<br>Income<br>Limits by<br>AMI         | 140%  | \$111,440      | \$127,260 | \$143,220 | \$159,040 | \$171,780 | \$184,520 | Middle<br>Income        |
|  | 120%  | \$95,520       | \$109,080 | \$122,760 | \$136,320 | \$147,240 | \$158,160 | Moderate<br>Income      |
|  | 100%  | \$79,600       | \$90,900  | \$102,300 | \$113,600 | \$122,700 | \$131,800 |                         |
|  | 80%   | \$63,680       | \$72,720  | \$81,840  | \$90,880  | \$98,160  | \$105,440 |                         |
|  | 50%   | \$39,800       | \$45,450  | \$51,150  | \$56,800  | \$61,350  | \$65,900  | Very Low<br>Income      |
|  | < 30% | \$23,880       | \$27,270  | \$30,690  | \$34,080  | \$36,810  | \$39,540  | Extremely<br>Low Income |



# Appendix E: Glossary of Terms

**Affordable:** Typically defined by federal or state guidelines, often based on a percentage of the area's median income and may involve subsidies or specific income qualifications to assist lower-income individuals or families.

**Area Median Income (AMI):** AMI is a measure used to determine affordable and attainable housing eligibility based on county of residence and household size compared to the median income for a household in that county. The U.S. Department of Housing and Urban Development (HUD) updates the AMI tables annually. Common affordability categories used are as follows:

**Extremely Low Income** – At or below 30% AMI

**Very Low Income** – Between 31% and 50% AMI

**Low Income** – From 51% to 80% AMI

**Moderate Income** – From 81% to 120% AMI

**American Community Survey (ACS):** The ACS is part of the Decennial Census Program of the U.S. Census. The survey was fully implemented in 2005, replacing the decennial census long form. Because it is based on a sample of responses, its use in smaller areas (under 65,000 people) is best suited for monitoring general changes over time rather than for precise estimates due to margins of error. All ACS data used in the report is based on ACS 5-year estimates.

**Attainable:** As used in this report, housing is attainable if the monthly rent or mortgage payment is equal to or less than 30% of gross household income (before taxes).

**CHFA:** Colorado Housing and Finance Authority – administers housing tax credits and provides mortgage funding.

**Cost-burdened:** When housing costs exceed 30% of a household's gross (pretax) income. Housing costs include rent or mortgage and may or may not include utilities, homeowner association fees, transportation or other necessary costs depending upon its application.

**Extremely cost-burdened:** Household who pay more than 50% of their household income on total housing costs.

**Household:** a group of people who live together in the same dwelling and share meals, including a householder and at least one other person related to the householder by birth, marriage, or adoption.

## HOUSING UNIT TYPES:

**Accessory dwelling unit (ADU)** – a smaller, independent residential dwelling unit located on the same lot as a stand-alone single-family home

**Multi-family dwelling** – a building or complex of buildings that contains multiple separate housing units for residential use, which can be built in a variety of styles and densities, from low-rise duplexes to high-rise apartment complexes

**Manufactured home** – a factory-built home on a permanent chassis constructed after June 15, 1976

**Mobile home** – a factory-built home on a permanent chassis constructed prior to 06/15/1976

**Manufactured home** - a factory-built home on a permanent chassis constructed after 06/15/1976

**Mobile home** - a factory-built home on a permanent chassis constructed prior to 06/15/1976

**Modular home** - houses built off-site in sections, then transported to the site where they are assembled by builders and installed on the foundations

**Single-family attached (duplexes)** - A single-family attached home is a single-family dwelling unit that is built next to another similar unit, sharing one or more exterior walls

**Single-family detached** - a structure maintained and used as a single dwelling unit and occupied by a single household

**HUD:** Housing and Urban Development, a federal agency providing funding and regulations for low-income housing.

**Median Household Income:** It is the income level at which half of households earn more, and half earn less. It is a more accurate reflection of typical household earnings than the average, which can be distorted by a small number of very high-income households.

**Multiple Listing Service (MLS):** Repository of data on the purchase and sale of residential real estate.

**Tenure:** Housing tenure refers to the arrangement by which a household occupies a dwelling, and whether the household owns or rents it.

**Vacancy Rate:** A housing vacancy rate is the percentage of available housing units that are unoccupied at a given time. It is an economic indicator that can be used to gauge the health of a rental market and the desirability of a neighborhood.

**Workforce (or Employee) Housing:** Housing intended for and affordable to employees and households earning local wages.