

TOWN OF BASALT MEETINGS
Planning and Zoning Commission Meeting
with Basalt Town Council Invited for Worksession
Tuesday May 3, 2016

Basalt Town Hall

101 Midland Avenue

6:00 PM Call to Order

Approval of Minutes

- April 19, 2016
- March 29, 2016

Consent Agenda - Continue Public Hearing on Code Amendments to May 17, 2016 for the purpose of considering amendments to the Basalt Municipal Code to implement the *Our Town Subarea Plan: an Amendment to the 2007 Town of Basalt Master Plan*. Includes but is not limited to: Amended *Community Serving Commercial (CSC) Zone District*; new definitions and amended definitions.

6:05 P&Z Worksession with Basalt Town Council: Zoning for Our Town Planning Parcels: P&Z Presentation to Basalt Town Council on Update and Status of Amended CSC Zone District

7:25 Break

7:30 Public Hearing - Kai Peterson Application: to construct an addition to the existing single-family residence at 309 E. Sopris Drive and deed restrict a portion of the structure as an Accessory Dwelling Unit (ADU). Application involves a rezoning from R-3 to R-3 TN and Special Review Approval.

8:15 Commissioner Comments and Staff Updates

8:25 Adjourn

Items on the agenda are approximate and intended as a guide for the Commission. Times are subject to change, as is the order of the agenda. For deadlines and information required to schedule an item on the agenda, please contact Basalt Town Hall at 927-4701.
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Memorandum

To: Chair and Planning and Zoning Commission
Mayor and Basalt Town Council

From: Susan Philp AICP, Planning Director

Date: May 3, 2016

Re: Worksession: Zoning for Our Town Planning Parcels – Amended CSC
Zone District

I. Purpose

The purpose of this worksession discussion is for the P&Z to update the Town Council on the work they have done to prepare zoning regulations for the Our Town Planning Properties. Don Elliott, Clarion Associates, will assist in the P&Z's presentation to explain the zoning framework that he developed with the P&Z over several worksessions. This was an iterative process. Clarion previously worked with the Town, most recently on the revised replacement housing regulations adopted in 2013 and earlier on the C-2 zoning amendments and growth management provisions adopted in 2009.

Although there will be opportunity for Council questions and answers, Staff has not scheduled this worksession as a substantive Council debate about the Our Town Planning direction. That discussion is currently scheduled for the Council's May 10th meeting.

II. Background of Our Town Planning Process

The Council has taken several actions on the Our Town Planning Area starting in February of 2014 when the Council began the Our Town Planning process after the successful approval of the voters of the bond allowing for the removal of the mobile homes, river and park improvements. Several resolutions were adopted by the Town Council directing the P&Z to move forward with zoning for the Our Town Planning Area, most recently with Resolution No. 09, Series of 2015. Resolution No. 09 is explained in more detail in Section IV of this memorandum.

The Mayor and new Councilors were sworn in on April 19th. Opportunities for Council check in on the prior Council direction are scheduled for May 10th.

III. Our Town Planning Area Parcels

The Our Town Planning Area includes the following parcels:

CDC – Property currently owned by the Roaring Fork Community Development Corporation (CDC)

BCC – Includes a portion of the Basalt Center Subdivision (Aspenalt Lodge and building where Restore is located) along with the gas station, Prinster cabins, and a portion of the Alpine Bank parking lot

Lions Park – owned by the Town of Basalt includes Town Hall offices and the ArtBase

Merino Park – owned by the Town of Basalt



Our Town Planning (OTP) Area Parcels

IV. History of the P&Z's Discussion on Zoning for OTP Properties

In December of 2014 the Downtown Area Advisory Committee (DAAC) finished its report on the Our Town Planning (OTP) area parcels and the P&Z was subsequently directed by the Town Council to amend the Town's master plan and zoning provisions to reflect the recommendations contained in the DAAC report (Resolution No. 03, Series of 2015).

Starting February 3, 2015, the P&Z began to hold worksessions on the master plan amendment and zoning for the Our Town Planning Process. The P&Z did some initial work on an amended CSC District but set it aside to concentrate on developing the *Our Town Subarea Plan: an Amendment to the 2007 Basalt Master Plan*, which they adopted on October 20, 2015 (OTP Master Plan Amendment). The Council adopted the OTP Master Plan Amendment on November 24, 2015. The DAAC report and map were incorporated into the OTP Master Plan Amendment with changes.

A master plan sets the policies and general parameters for development while the zoning sets forth the specific rules and regulations that must be complied with in order for a specific project to occur. Under the Basalt Home Rule Charter and State law both the P&Z and the Town Council must adopt the Town master plan, and zoning regulations and specific development proposals must be found to be in general conformance with the Town's master plan.

The P&Z then reviewed the following zoning options for possible use in the Our Town Planning Area:

1. Amendments to the Community Serving Commercial (CSC) Zone District. The DAAC report advocated that the P&Z look at the CSC Zone District for its possible use in the Our Town Planning Area.
2. Amendments to the C-2 Downtown Business Zone District – applies to properties in the Historic Midland Avenue Core
3. Form Base Code
4. Overlay district
5. New Zone District or amended River District (which was prepared in 2004 but never adopted)

The summary of those options and the pros and cons were presented in memorandums from Elliott, dated August 28, 2015 and January 15, 2016, and were discussed at P&Z worksessions. The P&Z ultimately decided that the best approach was to amend the current CSC Zone District but incorporate some of the ideas from the River Master Plan Zoning District to make it a useful tool for all the OTP parcels.

The P&Z then held several worksessions with Elliott to amend the CSC Zone District. The P&Z presented the draft concepts to the Town Council on February 9th and February 23rd.

The Town Council reviewed the physical model prepared for the Town by Vision Design to show existing and potential buildings on 3 of the 4 OTP parcels at its February 23rd meeting. Staff believes this model was very helpful in having the Council understand the zoning concepts included in the P&Z's work and the building and massing size that was contemplated. Since that time the P&Z has refined the regulations even more, so the exact massing shown on the 55,000 square foot of building area would change modestly under the current draft.

55,000 square feet of Building Area Option On CDC Parcel	29,000 square feet of Building Area Option On CDC Parcel
	
View of 55,000 square feet of Building Area on CDC Property	Petition Option – 43,560 square feet of “community uses” in 2 stories
	

A significant portion of the P&Z’s discussion with the Council centered around the square footage of building area to be permitted on the CDC parcel. The P&Z advocated that the zoning not include a specific maximum floor area or floor area ratio (FAR) limitation for the CDC or other OTP properties in the Zoning District. The P&Z prefers to define volumetric and architectural character for each parcel which is tied to the existing urban fabric within downtown Basalt. Ultimately the Council agreed to the P&Z’s recommendation. Language to that effect was included in Resolution No. 09. Resolution No. 09 asked the P&Z to develop zoning that would permit 2 ½ stories on the CDC Building Parcel as seen from Two Rivers Road. The resolution also supported amending the CSC Zone District as the tool for zoning the OTP parcels.

Instead of having the zoning include a FAR limitation or building size limitation, Resolution No. 09, Series of 2016 also encouraged Lowe and the CDC to prepare and submit a land use application that includes up to 55,000 total square feet of building space. The Town Council could provide further input on acceptable maximum allowed square footages at any time during the planning or zoning process.

An important principle of the zoning approach being proposed is that the Town is preparing the District and would adopt it into the Zoning Code. The current thought is that it will be up to the Owners (or authorized entity of an owner) to request that it be applied to the land. Nothing prevents the Owner from submitting a land use application for approval of a different zone district or a Planned Unit Development (PUD) application for the property under the Basalt Municipal Code or even requesting a new zoning district for the Town's review as the CDC did earlier after it purchased the property it owns. Owners in their discretion may seek approval of more or less development than recommended by the Council in Resolution No. 09 or any other Council resolution or action. Such application would be reviewed in accordance with the Basalt Municipal Code and Master Plan.

The incentives for Owners for asking for the CSC Zone District include that it provides direction to Owners about the development that would be acceptable to the Town and it includes a shorter 2-step process as compared to the lengthier 3-step PUD process.

The fourth draft of the amended CSC District has now been prepared. Per the schedule advocated by the Town Council in February, a public hearing was scheduled for the P&Z's May 3rd meeting but is being continued to allow the Town Council to be updated and to make sure that the P&Z is following the direction of the new Council. The amended zoning regulations were also sent out for referral to the Town's referral agencies. Colorado Parks and Wildlife is the only agency that submitted comments to date (see attached).

Highlights of the P&Z amendments to the CSC Zone District are provided on the attachment.

V. P&Z and Council Worksession Discussion

At this worksession, Planning Staff will present the structure of the meeting and briefly summarize the history. Elliott, Clarion Associates, and Dylan Johns, P&Z Chair, will take the lead in walking the Council through the framework of the Amended CSC Zone District and reasoning behind the rules contained within it.

Attachments

Highlights of Amended CSC Zone District

4th Draft of amended CSC Zone District

August 28, 2015 and January 15, 2016 memos from Don Elliott, Clarion Associates

Highlights of the P&Z's Amended Community Serving Commercial (CSC) Zone District are provided below

1. The CSC Zone District was modified to apply to all 4 OTP parcels: CDC, Lions Park, Merino Park and Basalt Center Circle (BCC).

The original district was prepared by the CDC for the CDC parcel although it could be used by other "Public non-profit Entity, Community Development Corporations."

2. The definition of what is considered to be Community Serving was modified. The P&Z determined that Community Serving meant that each of the properties would include an "anchor use". An anchor use was a use or activity that the Town desired which was supported by the OTP Master Plan Amendment.
3. Anchor uses for each of the 4 parcels were identified by the P&Z. Anchor uses included such uses as a grocery store, hotel, brewpub/distillery, and also included a community center (to address the uses desired by the Petition Committee on the CDC parcel).
4. Secondary uses were identified for each of the parcels. Secondary uses are other uses which could occur once the anchor use was guaranteed for the parcel.
5. Buildings adjacent to Two Rivers Road may only be 2 ½ Stores. 2 ½ stories means the third floor is pulled back from the front building façade by at least 10 feet.
6. 4 stories are allowed on the BCC parcel but only in the interior of the parcel, away from the Frying Pan River, and after buildings are confirmed along Two Rivers Road.
7. Buildings adjacent to the Basalt River Park may also be only 2 ½ stories although the Council may grant relief based on findings.
8. View openings as shown on the OTP Master Plan Amendment must be protected.
9. Pedestrian through connections to the rivers as defined in the code language must be preserved.
10. Definitions were added (for example, what is a "Community Center"?) or were amended (for example "condominium hotel").

Additional background information and background can be found by reading the P&Z packets found on the Town's website, www.basalt.net and by reviewing the Our Town Planning project website www.OurTownPlanning.org

PROPOSED AMENDED CSC ZONE DISTRICT

Sec. 16-30. CSC Zone District

(a) Intent and applicability.

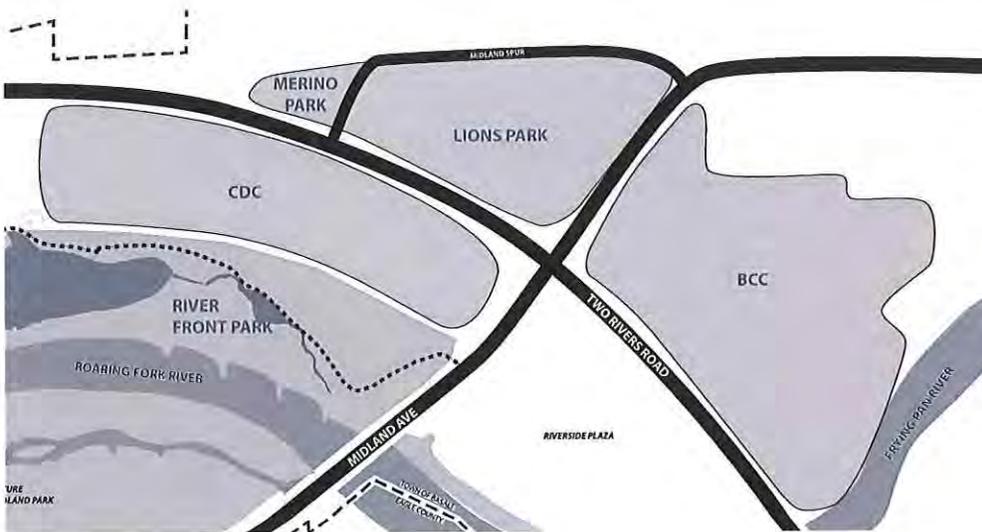
(1) Statement of intent. The intent of the CSC Zone District is to combine the social capital objectives of the Town's Master Plan with the vitality objectives of the C-2 Zone District to produce tailored zoning controls for four key redevelopment parcels in downtown Basalt in order to implement the results of the Our Town downtown planning process. The scale and character of development authorized in this zone district may allow buildings that are larger and more multi-faceted than areas zoned C-2 (Downtown Business) or P (Public).

(2) Applicability.

This district is intended to apply to four specific parcels of land commonly known as:

- a. The CDC parcel;
- b. The BCC parcel;
- c. The Lions Park parcel; and
- d. The Merino Park parcel.

The general boundaries of these 4 parcels are shown on the following map. The exact boundaries of each parcel shall be established at the time the CSC Zone District is applied to that parcel.



(b) Threshold Requirements

(1) Development must be community serving. Since the intent of the CSC Zone District is to encourage social entrepreneurship in the development of community serving commercial projects, new development shall only be permitted to occur in the CSC Zone District if it is determined to be community serving. New development shall be considered to be community serving if it includes an anchor use or uses listed in Subsection 16-30(c)(1) below for the specific parcel indicated, and that anchor use or uses meets the applicable minimum size standard for that use in Subsection 16-30(c)(1) below.

PROPOSED AMENDED CSC ZONE DISTRICT

- (2) Qualifying organizations. In order to be eligible for rezoning to the CSC Zone District, the owner of the land to be rezoned must be a non-profit Community Development Organization, a similar non-profit organization where development activities are a stated part of its 501(c)(3) tax status, or a for-profit entity engaged in construction of a building or facility that is a community-serving anchor facility, as listed in Section (c)(1) below. A qualified Community Development Corporation is an entity which satisfies the requirements of Section 16-4 applicable to a "Public non-profit Entity, Community Development Corporation." A for-profit entity may include a group of owners which have agreed to be represented in the entity engaged in constructing the community-serving anchor facility.
- (3) Consistency with Master Plan. In reviewing whether a parcel is appropriate for CSC zoning, the Town will consider the future land use designation, neighborhood typology, and goals and objectives of the then current Master Plan, including but not limited to the Our Town Master Plan amendments.

(c) Permitted uses

(1) Permitted anchor uses.

- a. Subject to Subsections (1)b. and (1)c. below, at least one of the following anchor uses must occur on the CSC Zone District parcels indicated in the table below.

Table 16-30-1: Anchor Use Table					
	CDC Parcel (West)	CDC Parcel (East)	BCC Parcel	Lions Park	Merino Park
Arts Center [1]				●	
Community Housing [2]					●
Brewpub/Distillery [1]	●		●		
Entertainment [3]	●		●		
Grocery Store [3]			●		
Hotel or Condominium Hotel [4]	●		●		
Park/Open Space		●			
Small Business Incubator [2]					●
Sports/Youth Center [1]			●	●	
Town Hall				●	●
Community Center [1]	●		●		
[1] Must contain at least 6,500 sq.ft. of total floor area. [2] Must occupy at least 70% of the occupied total floor area developed on that CSC parcel. [3] Must contain at least 9,000 sq. ft. of total floor area. [4] Must contain at least 40 guest rooms. Includes condominium hotel					

- b. The Town Council may approve an anchor use designated for one CSC parcel as an acceptable anchor use for a different CSC parcel not indicated in the table above, with the exception that no anchor use other than a park or open space shall be designated for the eastern portions of the CDC and Lions Park parcels.
- c. If an approved anchor use begins operation but later discontinues operation for a period of 3 months or more, or if the portion of the building in which the anchor use is located is destroyed by fire or any other cause, the property owner may apply to change the approved anchor use to any other anchor use that meets the minimum size requirements listed in the table above. Any change to a substitute anchor use or another use permitted in the CSC

PROPOSED AMENDED CSC ZONE DISTRICT

zone district shall require review and recommendation by the Planning Commission following a public hearing, and shall require approval by the Town Council.

(2) Required Community Vitality Uses

On each CSC parcel, land uses in the designated Vitality Zone for that parcel are required to be Community Vitality Uses subject to exceptions included in Section 16-29(c) and the design guidelines for buildings included in Section 16-30(d)(7).

(3) Permitted Secondary Uses

The following secondary uses are permitted on each CSC parcel, provided that one or more of the anchor uses designated in the table above (or approved by the Town Council) has already been established on same CSC parcel, or will be established on the same CSC parcel as part of the development containing the permitted secondary use.

- a. An anchor use listed above in table 16-30-1, regardless of whether it satisfies the minimum size requirements, unless prohibited elsewhere by this section (C)(3).
- b. Uses and activities conducted by a government entity or by a public non-profit entity that meets the requirements of Sections 16-4 or 16-21(8) of this Chapter. Such uses include including but not limited to administrative offices and meeting rooms for non-profit and educational oriented organizations, transit facilities, museum, community center, educational facilities, performing arts center, and theater.
- c. Community Vitality Uses as shown on Table 1 in Section 16-29 as Community Vitality Uses (in areas of the parcel other than the designated Vitality Zone).
- d. Other commercial, office and retail uses allowed in the C-2 Zone District.
- e. Fully-deed restricted community housing units meeting the requirements of this Chapter.
- f. Free-market multifamily residential uses (only on BCC and Lions Park parcels) where no unit exceeds 1,400 total square feet.
- g. Makerspace/Craft Industry.
- h. Public parking garage (on the BCC parcel only).
- i. Public or private open space and park uses.
- j. Day care that complies with state requirements regulating day care.
- k. Accessory uses approved pursuant to CSC Development Plan Review Process
- l. Temporary outdoor uses and vendors, subject to the provisions of Chapter 6, Section 6-13 of the Town of Basalt Code.

- (4) Limitations on permitted uses. Through the CSC Development Plan Review process, the Town Council may place reasonable restrictions or limitations on any use or activity in the CSC Zone District. The Town Council may also determine that a specific use is not appropriate based on the intent of the zone district, consistency with the Town Master Plan and compatibility with adjoining areas. The Town Council may establish conditions allowing for subsequent review by the Town Planner or Technical Review Committee to avoid unnecessary additional meetings before the Planning and Zoning Commission and Town Council.

(d) Dimensional requirements.

- (1) The dimensional requirements applicable to developments within the CSC Zone District shall be established through the CSC Development Plan review process, and shall be subject to the limitations listed in Table 16-30-2, below.

PROPOSED AMENDED CSC ZONE DISTRICT

Table 16-30-2: Dimensional Requirements					
Dimension	Standard				Comments
	CDC Parcel	BCC Parcel	Lions Park Parcel	Merino Park Parcel	
Minimum Lot Area					
Maximum Building Height to Top of Parapet or Pitched Roof	2.5 stories; 38ft. [1]	4 stories; 45 ft. [2] [3] [4]	2 stories; 25 ft.	4 stories; 45 ft.	Up to 4 ft. of an underground parking structure that extends above approved grade shall not count against maximum height limits. 2.5 stories means a third story is allowed if it is set back as required in applicable table notes. A street façade parapet of up to 4 ft. above the second floor roof height is permitted.
Front Yard Setback (along Two Rivers)					Overhangs and other building features may encroach into the public-right of way if approved through the CSC development plan review process and a Town encroachment license is obtained
Min.	0 ft.	0 ft.	0 ft.	0 ft.	
Max.	10 ft.[6]	10 ft. [5] [6]	10 ft.[6]	N/A	
Front Yard Setback (along Midland Avenue and Midland Spur)					
Min.	N/A	0 ft.	0 ft.	0 ft.	
Max.	-N/A	N/A	10 ft.[6]	10 ft.[6]	
Min. Side Yard Setback	Per Building and Fire Code				
Min. Rear Yard Setback	Per Building and Fire Code				
Min. Setback from Rivers and other Environmentally Sensitive Areas	See Article XXI				
Min. Landscaped Open Space	10%			N/A	Open space credit may be given for pedestrian improvements per Section 16-30(e)(5)(b)
<p>[1] A 2.5 story building is allowed if the third story is set back at least 10 ft. from the lower façade facing Two Rivers Road street frontage, from Riverfront Park, and from the park on the east portion of the CDC parcel.</p> <p>[2] Any portion of the building containing a grocery store may have a maximum height of 49 ft.</p> <p>[3] Each building shall not exceed 2.5 stories or 38 ft. in height within 50 ft. of Two Rivers</p>					

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Table 16-30-2: Dimensional Requirements					
Dimension	Standard				Comments
	CDC Parcel	BCC Parcel	Lions Park Parcel	Merino Park Parcel	
Road or Midland Avenue, or within 150 ft. of the Frying Pan River.					
[4] No new building shall exceed 2 stories or 35 feet in height until (a) at least 150 linear feet of the Two Rivers Road frontage is occupied by buildings meeting the minimum and maximum setbacks, or (b) the Town Council has approved a development plan showing that at least 150 linear feet of the Two Rivers Road frontage will be occupied by buildings meeting the minimum and maximum setbacks.					
[5] Maximum building setback shall not apply to the 150 ft. of the BCC parcel along the Two Rivers Road frontage closest to Midland Avenue, measured from the light pole existing on March 31, 2016 at the intersection of the Two Rivers Road and Midland Avenue.					
[6]. At least 80% of any street facing building must be built between the minimum and maximum front setbacks except for building located behind another street facing building or as provided in Note [5] above.					

- (2) Town Council can reduce or waive in its entirety the requirement for a full 10 foot third floor setback on the park sides of the CDC parcel after a recommendation of the Planning and Zoning confirming that at least one of the following findings has been made.
 - a. An equivalent setback is provided on the first floor to provide a porch or deck that lessens the visual massing of the building by park users;
 - b. Requiring the setback would require the first floor of the building to be so large that it would negatively impact views required by Section 16-30(e)(1)
 - c. There is sufficient fenestration in the building to reduce the visual mass of the building so that the full top floor setback is not necessary
 - d. The third floor setback is in an area not seen by park users because of vegetation, terrain change, intervening structures, or other factors
 - e. The second floor of the building is set back from the first floor façade at least 10 feet or more on those frontages where a third floor setback is required in the table above.

(e) Other Site Development Standards.¹

(1) Openings to the river.

The following openings shall be preserved for views to Roaring Fork River and for pedestrian passage by employees, occupants, or patrons of adjacent properties, and no new building shall be constructed in the areas designed as a view protection/pedestrian access zone.

- a. Required View/Pedestrian Opening 1: On the Lions Park parcel and CDC parcel, buildings shall be sited so as to preserve views and pedestrian access from the corner of Midland Avenue and the Midland Spur to the Roaring Fork River as shown on the following map.

¹ Content of current CSC "Other Development Standards" have been significantly reorganized for logical flow and to better separate site and building design requirements.

PROPOSED AMENDED CSC ZONE DISTRICT

- b. Required View Opening 2: On the CDC parcel, a view and pedestrian access from Two Rivers Road to the Roaring Fork River shall be provided along the western edge of the property, as shown on the following map.
- c. Additional View Opening: To the maximum extent practicable, at least one additional view from Two Rivers Road to the Roaring Fork River should be provided somewhere west of the intersection of Two Rivers Road and the Midland Spur. This view opening shall be located so that building frontages along Two Rivers Road comply with the building façade articulation standard in Section 16-30(f)(4) below.



- (2) Pedestrian through-connections. Development on the BCC parcel shall incorporate at least one pedestrian through-connection from the Midland Avenue frontage to the Frying Pan River frontage. The required pedestrian through-connection shall be located internal to the site (at least 50 feet from the Two Rivers Road frontage).
- (3) Vitality zone. Each CSC parcel except the Merino Park parcel shall include a designated vitality zone that shall be established by the Town in the sketch plan process. The permitted uses in the vitality zone are shown on Table 1 in Section 16-29 as Community Vitality Uses and the buildings are subject to the building design standards contained in Section 16-30(f) for buildings within the vitality zone. The Town Council will establish the vitality zone considering the following:
 - a. The pedestrian and connectivity goals of the area;
 - b. The nature of the desired streetscape;
 - c. Existing and proposed adjacent uses;
 - d. The then current Master Plan, including but not limited to the Our Town Master Plan amendments; and
 - e. The goals advocated by any non-profit applicant.
- (4) Parking. Development in the CSC Zone District shall provide parking as follows:
 - a. Minimum requirements
 - 1. Hotel/Condominium Hotel —1 space per hotel room, plus 2 for management and operations.

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2. Residential—1 space per bedroom to a maximum of 2 spaces per unit, where an efficiency unit is counted as 1 bedroom.
 3. All other uses—1 space per 400 square feet of floor area. With the exception of handicap spaces and car share spaces, parking spaces may not be reserved for individuals or private businesses.
- b. Additional on-street parking constructed as part of the development will count for non-residential parking included in the calculation of parking spaces to be provided. The applicant shall be permitted to purchase non-residential parking spaces pursuant to the requirements of Section 16-94.
 - c. The Town Council may apply a reduction of the non-residential parking requirements following a recommendation of the Planning and Zoning Commission based on hours of operation, mixed-use, access to on-street parking, availability of local public transit, availability of parking spaces in a public parking lot or garage, expected use of WE-Cycle or other bicycle sharing programs, contribution to or participation in a car share program that serves the community, creation of a Transportation Demand Management (TDM) plan to reduce traffic volumes and parking demands below expected levels, or contribution to other desired public improvements, necessary infrastructure, or other basic Town service requirements. The Town Planner may require a recommendation from a parking consultant as outlined in Section 16-92 in order for the staff and Planning and Zoning Commission to make a recommendation and the Town Council to make a decision on the appropriate parking reduction for the development.
 - d. The visual impacts of off-street parking and loading areas shall be minimized. The design of parking and loading areas shall ensure that they support and do not detract from the Town's vitality goals for the CSC Zone District. This shall be accomplished by:
 1. Constructing structured parking primarily underground where such construction is feasible;
 2. Prohibiting surface parking between any building on the CDC, Lions Park, and Merino Park parcels and the right-of-ways of Two Rivers Road, Midland Avenue, or the Midland Spur;
 3. Locating parking and loading areas, or the access to such areas, along the rear facade or side of the building whenever feasible; or
 4. Wrapping the facades of any structured parking within other permitted uses that have a minimum depth of 18 feet or wrapping the facades with building material, grading or landscaping to break up the view of the parking and parking structure lighting from public open spaces and other activity areas. When this design option is employed the access to the structured parking shall be designed with the same attention to detail and materials as the primary façade and the access shall be integrated into the building's design and wrapping.
 5. Designating 1 or more loading zones on the site plan and regulations to govern loading.
 - e. Except as described in subsections (a) through (d) above, parking areas and structures in the CSC Zone District shall comply with the requirements of Article V, Off-street Parking and Loading.
- (5) Open spaces.
- a. To the extent possible the areas between each building with a ground floor nonresidential primary use and the adjacent street shall be visible space that is useable by customers of on-site business uses or pedestrians. These areas, and the required open space areas on the site shall:
 1. Abut and be level with the public sidewalk;

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2. Be open to the sky (except for awnings, covered walkways, areas under a porch and covered outdoor seating);
 3. Be directly accessible to the public; and
 4. Be provided with appropriate ground cover treatment and landscaping.
- b. Placement of street furniture and public art in required open space is encouraged, as long as a 5 foot minimum pedestrian walkway width is maintained. Items such as street furniture, educational and interpretive displays, small play features and public art that are attractive and appropriate for use by young children are encouraged. The Town may give credits towards minimum open space requirements for street furniture, fountains and similar improvements in a public right of way or other public spaces in the downtown.
 - c. At least 50 square feet of private usable open space shall be provided for each dwelling unit. Private open space may include balconies above ground and lawn areas and patios behind the building. Private open space areas shall not be located in front of or adjacent to any portion of a building's vitality zone. The Town may reduce or waive a private open space requirement if the Town determines that the private open space area would interfere with the intent of the CSC Zone District.
- (6) Signage. The sign restrictions of the C-2 District will apply to non-residential uses unless modifications to those standards are approved through the CSC Development Plan Review process. However, nothing shall prevent the Town Council from adding conditions and restrictions on signage to protect adjacent properties and to further the goals of the adopted Town's Master Plan, including without limitation the Our Town Master Plan amendments.
 - (7) Lighting. The lighting requirements of Section 16-431 shall apply to development within the CSC Zone District unless modified through the Exemption process outlined in Section 16-438 of the Town Code, Article XX, Exterior Lighting.
 - (8) Utility and trash facilities. Utility boxes and trash/recycling facilities servicing the building shall be located outside of the public right-of-way, along the rear or side façade of the building. To the extent possible, these facilities shall be located to avoid or minimize any negative impacts on residential uses on the parcel and on adjacent parcels and to avoid interfering with pedestrian movement and experience. This requirement shall not be construed to prohibit the placement of street furniture, such as public trash containers, within the public right-of-way.
 - (9) Environmentally sensitive areas. Development within the CSC Zone District shall comply with Article XXI (rivers, wetlands and environmentally sensitive areas), provided that the environmentally sensitive area review shall be conducted simultaneously with the CSC Development Plan Review if the Town Planner makes a finding that the development is within the development line established by the River Master Plan.
 - (10) Community Priority Scoring System. Development within the CSC Zone District shall be exempt from the requirements of Article XXII.
 - (11) Land dedications. The land and improvements, or fees in lieu, required to be provided under the provisions of Section 17-15 (Parkland Dedication) shall be calculated at one-half (½) the requirement for any deed restricted community housing units; and the provisions of Section 17-16 (School Land Dedication) shall apply at the same discounted rate for deed restricted community housing units. The Town Council may exempt or further reduce such fees for free-market and community housing during the CSC Development Plan review process pursuant to Section 16-419. Any reduction or elimination of school impact fees will require approval by the school district.
 - (12) Development in the CSC Zone District shall meet or exceed the accessibility requirements of the Americans with Disabilities Act.
 - (13) Landscaping in the public right-of-way. Landscaping that is to be installed in the public right-of-way shall comply with the applicable provisions of the Public Works Manual.

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- (14) Curb Cuts. Development in the CSC Zone must satisfy the design criteria of the C-2 Zone District in Section 16-29(e)(4)c. regarding curb cuts.
- (15) Street and Streetscape Improvements. All street and streetscape improvements shall comply with the Town of Basalt Complete Streets Design Manual.
- (f) Building design. All buildings shall comply with the following requirements, if applicable:
- (1) Building Typologies and Guiding Principles. The typologies from the Our Town amendments to the Town of Basalt Master Plan that the Town determines are most applicable to the type of development proposed in the project, as well as other building design standards and guidelines contained in the Our Town Master Plan amendments. Those guiding principles include:
 - Building scale compatible with historic downtown;
 - Variety of western roof forms;
 - Street level interest; and
 - Contemporary reinterpretations.
 - (2) Buildings within the portion of the site designated as the vitality zone (as that term is defined in Section 16-29 of this Code) shall incorporate a store-front design at the street level, with windows suitable for retail goods display that are designed to attract pedestrian interest at the street level. The storefront windows along the façade of the vitality zone shall be transparent so as to permit the activities within the building to be visible to pedestrians along the adjacent street. Commercial spaces at street level should have a ceiling height consistent with those within the historic downtown.
 - (3) Any new buildings constructed at prominent corners shall contain both ground floor and upper floor elements that reflect timeless design and visually emphasize the importance of the corner through vertical elements, changes in materials or color, changes in articulation patterns, or entryways, or similar features.
 - (4) Building facades along streets shall be designed to reflect the general 20-30 ft. width of street facing building facades in older areas of downtown Basalt. Building facades wider than 30 ft. shall include vertical projections or insets from grade level to the eave of a pitched roof or the top of a flat roof or parapet at a linear spacing of no less than 20 feet and no greater than 30 ft. unless waived or modified by the Town Council after recommendation by the Planning and Zoning Commission. This standard shall not prohibit the extension of an awning across the vertical projection or inset.
 - (5) Building facades along pathways that connect buildings to public spaces, and along alleys or other frontages with pedestrian traffic shall contain projections from or insets into the wall plane, windows, doors, or changes in material to ensure that no section of building wall longer than 30 feet is of uniform materials, color, and appearance unless waived or modified by the Town Council after recommendation by the Planning and Zoning Commission.
 - (6) The ground floor of any new structure in the vitality zone shall be at grade with adjacent sidewalks or passageways, and there shall be no steps between the sidewalk and the primary building entry. However, in order to satisfy grade issues, steps may be included between the sidewalk and the street if the applicant demonstrates that providing steps is the best way to address grades on the site.
- (g) Zone District review procedures and submission requirements.
- (1) CSC Development Plan review procedures. No new development shall occur in the CSC Zone District without CSC Development Plan review and approval. CSC Development Plan review shall be conducted in 2 stages, these being Sketch Plan review and Final Plan review.
 - a. Sketch Plan review. Sketch Plan review is intended to provide the Town with a general overview of the project including a description of existing conditions, proposed mix of uses, height, floor area and parking, as well as its relationship to neighboring properties and

PROPOSED AMENDED CSC ZONE DISTRICT

consistency with the Town's Master Plan, the River Master Plan and applicable Code provisions. Sketch Plan review shall involve the following procedural steps:

1. The initial step in Sketch Plan review shall be a determination of whether the proposed project is community serving and is eligible for rezoning to the CSC Zone District. This determination may be made administratively by the Town Planner or the Town Planner may refer this matter to the Planning Commission and Town Council. If the determination is referred, then the Planning Commission and Town Council consideration shall occur at a jointly held public hearing.
 2. Any project that is determined to be community serving and eligible for rezoning to the CSC Zone District may then proceed through Sketch Plan review. Sketch Plan review shall require a review by the Planning Commission. The Commission is authorized to recommend approval, approval with conditions, or denial of the Sketch Plan application following a duly noticed public hearing. The Planning Commission review shall be followed by a review by the Town Council at a duly noticed public hearing. Following the closure of the public hearing, the Town Council may approve, approve with conditions, or deny the application.
 - b. Final Plan review. Final Plan review is intended to provide the Town with a more detailed description of the proposed development program, to respond to issues raised in the sketch plan review and to present additional information required in the Sketch Plan review. Final Plan review shall require a review by the Planning Commission at a regular meeting. The Commission is authorized to recommend approval, approval with conditions, or denial of the Final Plan application. The Planning Commission review shall be followed by a review by the Town Council at a duly noticed public hearing. Following the closure of the public hearing, the Town Council may approve, approve with conditions, or deny the application. The Town Planner may schedule a joint meeting of the Planning Commission and Town Council prior to the initial Final Plan review by the Commission.
 - c. Community Serving Subdivision. A property which is zoned CSC is eligible to be subdivided as a Community Serving Subdivision pursuant to the provisions of Section 17-84.5 of this Code provided no more than four initial lots are created by the Owner. The Community Serving Subdivision shall be processed concurrently with the CSC Development Plan. However, nothing herein requires the qualifying non-profit organization to use the Community Serving Subdivision process if the owner would rather utilize another eligible subdivision process in the Code at the time of the subdivision.
- (2) Sketch Plan submission contents. The application for the Sketch Plan stage of CSC Development Plan review shall include the following:
- a. Completion of standard application forms and authorization from the owner for the filing and processing of the application and fees.
 - b. Description of existing conditions.
 - c. A legal description of the property, an ALTA survey and a copy of any easement or recorded document referenced on the ALTA survey.
 - d. A list with addresses of all property owners within 300 feet of the property.
 - e. A description of the development program including: major objectives of the development; proposed mix of uses with approximate square footages of each use and number of any free-market and community housing units and allowed locations; parking capacity, location and types; access locations and vehicle and pedestrian circulation; proposed phasing and timing; and plan for satisfying the goals of the development plan. Numbers can be provided in a range.
 - f. Schematic development plan (at a scale of at least 1 inch per 100 feet) showing horizontal relationships of the proposed development with property boundary, setbacks and proposed uses.

PROPOSED AMENDED CSC ZONE DISTRICT

- g. Information and drawings providing a schematic level description and illustration of the height, scale and mass of proposed structures from important perspectives, as well as proposed open spaces narrative and graphic descriptions of the character and style of architecture by the end of Sketch Plan review.
 - h. Narrative addressing relationship of the project to neighboring properties and consistency with the Town's Master Plan, the River Master Plan; Streetscape Plan and any other long range planning documents as deemed appropriate by the Town.
 - i. Narrative description of how utilities are to be provided to and through the site by a licensed professional engineer along with an assessment as to the feasibility of the applicant's proposal. Describe whether any existing utilities or easements will need to be relocated or vacated, and generally the plan for accomplishing this. The engineer's assessment at a minimum must address potable water, sanitary sewer, drainage and storm sewer, electrical power, natural gas power, and flood protection where applicable. Describe whether the power lines will be below ground or overhead. The applicant may include maps depicting the alignment of utilities but it is not required at Sketch Plan. The engineer's assessment shall outline any known engineering and utility issues and generally describe how they will be addressed in the final site plan review.
 - j. Proof of ability to apply the CSC Zone District.
 - k. General statements describing how the elements of the development will satisfy the criteria required for the CSC Zone and explanation for any reductions in requirements allowed through the site plan process.
 - l. Statements addressing how the development intends to satisfy requirements that apply to the development found in other sections of the Code applicable to the type of development being proposed, including but not limited to: any annexation requirements; school and parkland dedication; floodplain development permit and regulations, and community housing, including any need for relocation housing.
 - m. Description of how the development addresses the Town's goals toward sustainable building, energy efficiency and waste reduction.
 - n. A study of the shading or shadow impacts that the proposed buildings may cause on public or private rights-of-way or other public spaces within or surrounding the project.
 - o. Additional information. Any additional information reasonably required by the Town to review the application and to verify compliance with the provisions of this Code.
- (3) Final Plan submission contents. The application for the Final Plan stage of CSC Development Plan review shall include the following
- a. Same as above along with such additional or refined information and analysis as may be required by the Town Council in order to address issues raised in the Sketch Plan review or to verify compliance with the provisions of this Code.
 - b. Off street parking and loading areas, including the location, type and capacity of proposed parking areas, and written justification for any proposed reductions or fee-in-lieu of parking proposals
 - c. The location of all ways for ingress and egress to all buildings and parking areas.
 - d. Service and loading areas and refuse and recycling collection areas.
 - e. Site/building program.
 - f. Development plan which meets the requirements of Section 16-66(3)b. Following Final Plan approval the applicant shall record a development plan containing the elements of the Town Council's approval.
 - g. Reserved.

PROPOSED AMENDED CSC ZONE DISTRICT

- h. Proposed schedule and phasing.
 - i. Identification of potential construction and maintenance easements needed for zero-lot line development and plan for obtaining such easements.
 - j. Draft Master Development Agreement which generally describes the public improvements to be constructed in connection with the project, the timing of such construction, the parties responsible for completion of the public improvements and the financial security to be provided.
- (4) Building, engineering and site design review. Building, engineering and site design review is intended to provide the Town with the final architectural, engineering, landscaping and other technical documents that are a precursor to the actual construction of the project. Following approval of the final CSC Development Plan and any other associated land use actions and prior to issuance of a building permit for each lot or development site, the then-owner of a lot or development site shall comply with the following submission requirements and review procedures:
- a. The owner shall prepare and submit architectural drawings, elevations and perspective drawings of all proposed structures and improvements intended to show the relationship of the proposed structures to the surroundings. Such drawings shall depict proposed building materials, fenestration, mechanical equipment (and screening of such equipment) and similar architectural details but need not be the result of final architectural design.
 - b. The owner shall submit final engineering documents, including plans and specifications for streets, water, sewer and drainage and the engineers' cost estimates for all public improvements to be installed on the lot or building site within dedicated land areas, rights-of-way or easements.
 - c. Following construction, the owner shall provide as-built mapping and diagrams for utility installations in an electronic computerized format of a type approved by the Town Engineer or Public Works Director.
 - d. The owner shall describe the character and type of landscaping, lighting and signage to be provided. The landscaping shall be indicated in tabular form, showing the type of plant material, minimum size and quantity. The approximate location of landscaping shall be indicated on a site plan. The lighting description shall describe how the lighting complies with the final site plan approval and any exemptions that will be necessary pursuant to Section 16-438 of the Town Code, Article XX, Exterior Lighting. The signage plan shall provide detailed information sufficient to determine whether the location, size, number and character of the proposed signs comply with the requirements of Section 16-131 et seq. of the Town Code, Article VII, Signs.
 - e. The owner shall provide an anticipated time table for completion of development including the anticipated dates for completion of any phase.
 - f. The owner shall provide a title insurance policy indicating that the property is free and clear of all ownership disputes, liens or encumbrances which would impair the property to be utilized for the uses approved. The title policy shall provide verification that all owners and lien-holders have approved the final subdivision plat.
 - g. The owner shall demonstrate compliance with Article II, Chapter 17, Design Standards and Requirements for Subdivisions.
 - h. The owner shall demonstrate compliance with Article V, Chapter 17, Public Improvements Acceptance and Guarantees.
 - 1. The owner shall provide a Subdivision Improvement Agreement for public or quasi-public improvements to be constructed by the owner and other draft agreements and conveyances that apply to the development as whole or to community housing or other restrictions or requirements.

PROPOSED AMENDED CSC ZONE DISTRICT

2. The owner shall provide a Construction Management Plan and shall submit a request for the use of any of the Town's property for construction or construction management purposes.
 3. The owner shall demonstrate compliance with the Final CSC Development Plan approval applicable to the application and any other Town approval.
 - i. The owner shall submit the information necessary to satisfy the foregoing requirements for review by the Technical Review Committee. TRC review shall be limited to a consideration and review of the project's compliance with the approval documents applicable to the development, relevant standards applicable to buildings and final subdivision plats. Following such review and after all necessary additions or corrections are made, the building, engineering and site design information shall be forwarded to the Town Council along with the recommendation of the Technical Review Committee. In its final development plan review approval the Council can delegate this review to the Planning and Zoning Commission.
 - j. The building, engineering and site design information submitted by the owner, together with the recommendation of the Technical Review Committee, shall be considered by the Town Council (or the Planning and Zoning Commission if the Council refers the approval to the Planning and Zoning Commission in the final approval) at a noticed public hearing. The board's review shall be limited to a consideration and review of the project's compliance with the applicable approval documents and relevant standards applicable to buildings and final subdivision plats. The Town Council shall make a final decision to approve the building, engineering and site design proposal subject to modifications or conditions, or to deny such proposal. Nothing eliminates the requirement to comply with the Building Code. The Town's approval shall be considered the Site Specific Development Plan.
- (5) Amendments to a Sketch Plan or Final CSC Development Plan. Amendments to a Sketch Plan approval or Final Plan shall be processed as follows:
- a. Sketch Plan approval. After Sketch Plan approval an applicant may make insubstantial amendments to the approved sketch plan before submitting a Final CSC Development Plan for review. Substantial amendments shall be processed under the same procedures as used for the original adoption. "Substantial" shall have the same meaning as in Section 16-65(d)(2). The initial determination of whether an amendment is insubstantial or substantial shall be made by the Town Planner.
 - b. Final CSC Development Plan approval. After Final Development Plan approval, the TRC may review and approve of minor amendments to the approval documents necessary to effectuate the intent of the Final Plan Approval. The applicant shall have the ability to appeal a TRC decision on a minor amendment to the Town Council at a public meeting in which 15 days written notice of the public meeting has been provided to the appellants.
 - c. Substantial amendments and amendments which the Town Planner determines are not minor amendments but are consistent with the Sketch Plan approval shall be processed pursuant to the Final Plan submission and review procedures. Substantial amendments and any amendments which the Town Planner determines are not minor amendments and are not consistent with the Sketch Plan approval shall be processed pursuant to the Sketch Plan and Final Plan submission and review procedures.

Sec 16-4 Definitions – *the following definitions are proposed to be added, except for the definition of condominium hotel, which is proposed to be revised as shown below.*

Brewpub/Distillery -- A facility licensed as a brewpub or distillery by the state that annually manufactures and sells in the facility not more than 5,000 barrels of beer, or not more than 25,000 gallons of distilled spirits, only for consumption on the premises.

PROPOSED AMENDED CSC ZONE DISTRICT

Community Center – A facility available for public activities, including but not limited to events, performances, entertainment, celebrations, meeting rooms, public classrooms and indoor gardens. The space is intended to be available for use by the public. However, the space may be rented by one or more parties at any time.

Condominium Hotel (or condotel or condo-hotel) -- A hotel or motel operated under a condominium form of ownership. A condominium hotel must satisfy the following requirements:

- a. Be advertised and marked with signage as a hotel or motel and be subject to the complete control and management of a single hotel or motel operator for operation as a hotel or motel.
- b. Be created, sold and maintained under documentation, including condominium declaration, bylaws, sales brochures and pre-construction agreements, in form and content approved by the Town Attorney that adequately discloses and ensures that the facility will in all respects be permanently and exclusively operated as a hotel or motel and will not be occupied as a dwelling.
- c. Except for dwelling units to be used by a manager or employees or any deed-restricted affordable housing, condominium hotels shall contain only individual sleeping units that are sold as a condominium hotel unit and are permanently dedicated to rental to the public for transient occupancy. Individual sleeping units may contain small kitchen facilities.
- d. Be managed to ensure that at least fifty (50) percent of the units are available for rental to the public at all times, and that no unit owner may (i) occupy their unit for more than sixty (60) days out of a calendar year or (ii) occupy their unit more than twenty-nine (29) consecutive days, or (iii) store an automobile on site when they are not occupying a unit, and so that at least fifty (50) percent of the units are available rent or occupancy to the general public at all times.
- e. Contain and maintain standardized furniture, furnishings and decor in all individual sleeping units.

If a proposed development does not meet requirements a through e above, the Town Council may determine that a proposed development nevertheless qualifies as a Condominium Hotel if it finds that the proposed development, together with any related covenants, conditions, restrictions, or agreements between the developer and the Town, will ensure that at least the same number or a greater number of the condominium hotel units will be occupied for the same or a greater number of days each year as a Condominium Hotel that meets all of the requirements in subsections a through e above.

Entertainment -- A facility providing entertainment or recreation activities, including but not limited to theaters, bowling alleys, nightclubs, game centers, gymnasiums, health clubs, and climbing wall centers or rooms that can be rented for parties or events, where all activities take place within enclosed structures. This use does not include a conference center, adult arcade, adult bookstore, adult video store, adult novelty store, adult cabaret, adult entertainment establishment, sexually oriented business, adult motel, adult motion picture theater, or adult theater.

Makerspace/Craft Industry – a facility that contains one or more artists or craft industries. A makerspace is a community center that includes manufacturing equipment, community and education for the purposes of enabling individuals to design, prototype and create manufactured works. A craft industry encompasses goods that are handmade by artisans or those skilled in a particular trade, including but not limited to art galleries, handmade textiles, food, beverages, and culinary products. Products made on site may also be sold on site. No such individual facility shall be larger than 6,500 total square feet.

Small Business Incubator -- A facility operated to encourage and support the growth and success of entrepreneurial companies by providing a variety business support resources and services, including but not limited to physical space, coaching and mentoring services, access to financing, networking connections, shared supply purchasing, or shared data systems and resources.

Elliott's August 28, 2015 memo

Clarion Associates, LLC
621 17th Street, Suite 2250
Denver, Colorado 80293
303.830.2890
303.860.1809 fax

Community Planning
Zoning/Design Standards
Impact Fees
Growth Management
Sustainability

CLARION

MEMORANDUM

TO: Susan Philp, Town of Basalt Planning Department
FROM: Don Elliott, FAICP, Clarion Associates
DATE: August 28, 2015
RE: Zoning Options for Out Town Planning Area

We understand that the Town of Basalt has been engaged in a lengthy and inclusive process to determine future development options and patterns for several of its high visibility areas generally located between the existing downtown and the Roaring Fork and Frying Pan Rivers. As that discussion has progressed, the Town has also discussed what zoning tools might be best suited to achieving its vision for the area. You have asked Clarion to very briefly summarize some of the pros and cons of four options identified by you as background for a conference call with the Basalt Planning and Zoning Commission on September 1, 2015. This memo sets forth our brief summary of those pros and cons, based on our understanding of current and proposed uses and image for the area. We will be happy to discuss these thoughts in more depth (and to correct any misunderstandings of the situation on our part) during our conference call next week.

Option 1: Amendments to the C-2 District

This is a more traditional downtown zoning district designed to fit the fabric of the existing downtown but without an overt focus on social capital goals.

Pros:

- A mapped (not floating zone) – area of applicability is known
- Community vitality uses required.
- Well suited to the fabric of older downtown Basalt – particularly the narrow historic lots along Midland Avenue
- One-step process. No pre-determination of “community serving” needed

Cons:

- Not a particularly good fit for the areas between Two-Rivers Road and the rivers, where parcels are larger and the proposed uses of those parcels will require significant tailoring of specific buildings to sites over time.
- Fixed depth of community vitality zone is a bit rigid – could be projects that cannot meet this standard but still contribute to a use mix that promotes community vitality although there is a process in the District for accommodating that mix.
- District does not permit residential uses on the first floor.

Option 2: Amendments to the CSC District

This relatively new zone district is intended to blend the economic vitality goals of the current C-2 (downtown) zoning district with new social objectives to provide substantive and procedural incentives to new development that is “community serving”. Recent proposed amendments would improve the usability of this district a lot.

Pros:

- Community vitality uses required – and flexibility on depth and location of community vitality zone
- Permitted use and dimensional standard flexibility is probably better suited than C-2 to the types of proposed development south of Two Rivers and east of Midland Avenue
- Very negotiable and flexible – which may be necessary given the wide variety of uses and facilities proposed for the area
- Procedural streamlining means less time than a traditional three 3-step PUD process

Cons:

- Floating zone (although the Town could change this requirement). This area will probably need a zone that defines the fabric and doesn't require "opt-in"
- Use list is somewhat open to interpretation and may require more time to evaluate
- Procedural streamlining is offset by use of subjective standards at several points in the process so it could take more time

Option 4: Create a New Zoning District (Perhaps based on the draft River District of 2004)

This district could apply to lands on the south side of Two Rivers (and potentially on the north side parcels) that are currently zoned C-2/PUD, C-2 or P Public.

Pros:

- A mapped (mandatory) rather than "opt-in" district
- Uses could be tailored to include the mix of commercial and community serving uses shown in planning efforts to date.
- Dimensions could be better matched to the flexibility needed than C-2 is today – could require general street orientation with more flexibility as to exact building location.
- Two-step process would allow more review, but avoid the need for a third "determination of community serving" step now included in amended CSC.

Cons:

- Requires rezoning of current C-2, C-2 PUD and P Public parcels

NOTE: A fourth possibility would be to draft a new overlay – rather than base –zoning district, but it is not clear that it has any advantages over a new base zone district. If the Town needs to revise not only permitted uses but also the dimensional/siting standards and the review process included in the C-2 District, then, leaving the base C-2 or C-2/PUD district in place may not make sense.

Option 4: Create a New Form-based Zoning District

Form-based zoning controls focus on prescribing building forms and features in more detail than more traditional zoning controls, and offer builders "by-right" approval if they meet those prescriptive standards. In theory, they provide more a more flexible range of uses, but that does not always happen.

Pros:

- Stronger controls on the exact form and features of new buildings
- Potential for a one-step development approval process.

Cons:

- Irregularly shaped lots will make it difficult to identify specific building forms that could be generally used in the area

- Long-term buildout of downtown Basalt makes it likely that today's plans will change before any "picture" of the future is completed – so "zoning to a picture" is probably not wise
- The added flexibility in permitted uses may not be an advantage in this case, since both the CSC and C-2 districts offer a wide range of appropriate uses for the area
- Faster review may not be a good fit for Basalt – as the review and approval procedures for both CSC and C-2 show a desire for significant review of individual projects

Elliott's January 15, 2016 Memo

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Community Planning
Zoning/Design Standards
Impact Fees
Growth Management
Sustainability

CLARION

MEMORANDUM

TO: Susan Philp, Town of Basalt Planning Department
FROM: Don Elliott, FAICP, Clarion Associates
DATE: January 15, 2016
RE: Zoning Options for Downtown Planning Area

In September, 2015, Clarion Associates delivered to the Town of Basalt an initial memorandum with recommendations on various tools that could be used to implement the Town's goals for several key downtown properties. Following a conference call with the Planning Commission and further discussions, you requested that Clarion Associates provide more focused recommendations as to whether the existing or modified versions of the Town's CSC zoning district or the draft (but never adopted) River Master Plan zoning district would be better suited to implement the Town's goals. This memorandum contains our recommendations.

1. The Town's Goals

Based on our discussions, it seems that the Town's primary goals (in rough order of priority, and excluding the "small town character" goals that could be achieved through either CSC or River district) are (1) keep the east end of the CDC parcel open to preserve views of the river from the Town Hall/Merino Park parcels by moving future development to the west end of the CDC parcel, (2) ensure that whatever happens on the Town Hall/Merino Park parcels complements the downtown and links it to the views of the river across the CDC parcel, and (3) promote good contextual redevelopment of the Basalt Center Circle parcel to reinforce the economic viability of downtown – which could be a "community serving" use or some other use.

2. Conclusion

- We do not think the CSC district is a good match for the Town's goals on the Basalt Center Circle parcel;
- The draft River District could be revised to work for all four parcels;
- However, if you decide to modify and apply the CSC district for the CDC and Town Hall/Merino Park parcels, then it doesn't make sense to revise the River District just to apply to the Basalt Center Circle parcel. It would be easier to just create or revise a C-2 overlay for that one key parcel.
- The Planning Commission should discuss and choose between two options:
 - Option A: Revise the River District to become a base zoning district with different zoning rules for each of the four properties. This option may make the most sense if the Commission views the redevelopment of all four properties as an integrated whole.
 - Option B: Revise the CSC District to apply to the CDC, Town Hall, and Merino Park properties, and draft or revise a C-2 overlay zone for the Basalt Center Circle property. This option may make sense if the Commission views the redevelopment goals and potential of the Basalt Center Circle property as significantly different in character – and closer to the current character of the C-2 downtown area -- than the other three sites.

3. Rationale

- The CSC district was designed to give the Town almost complete flexibility to negotiate uses, density, layout, etc. and to ensure that the proposed use is “community serving” as a threshold matter. However, it seems to have been drafted primarily for the CDC parcel. We’re not sure the “community serving” filter (which was apparently a key reason why CSC was drafted) should apply to the Basalt Center Circle zoning approach. While it might apply to the Town Hall parcel, it also seems like the Town might consider some non-community-serving uses on that parcel as long as the views to the river on the east end of the CDC parcel were preserved. The “community serving” filter probably makes sense for the Merino Park parcel, just because it is so small – probably not viable for anything significant unless combined with the Town Hall parcel). Because of the different character and goals associated with the Basalt Center Circle property, applying CSC to all four of the parcels doesn’t seem like a particularly good fit with the original intent of CSC.
- While the River District was obviously drafted for other reasons, the fact that it was drafted for four distinct subareas is well matched to the situation here, where the goals the Town is trying to achieve are different for each parcel. However, it would take significant redrafting to make the River district work for these four very different subareas, because the four original River subareas were very different in location and character. In addition to revising the substance of the zoning controls in each subarea, there are two other key changes that would need to be made. First, we do not think there is reason to carry forward the “Smart Track” expedited processing system proposed for the River District, because each of these four parcels is a key contributor to downtown character that the Town will want to review in some depth. Second, the district should be drafted as a base (rather than an overlay district). As noted in our earlier memo, overlay zoning is particularly useful when a community is revising either the permitted uses or the required development standards for a defined area of land. When – as in this case – the Town is anticipating changing both permitted uses and the development standards for a defined area, the new zoning is replacing most of the key features of the current zoning, and it is simpler to simply apply the new zoning as a new base district rather than layering it on top of C-2 or C-2/PUD zoning that are being almost completely replaced.

4. Next Steps

Once the Town has chosen which zoning tool(s) to use (from the options stated above), the next steps are to:

- (1) Draft those zoning controls to reflect the Town’s specific goals for each parcel;
- (2) Have the Planning Commission and Town Board review and approval of those zoning controls; and
- (3) Rezone the four properties to apply those tools to guide future development.

The zoning tools can be drafted by Town staff, or by a consultant.

Please let us know if you have questions about the information in this memorandum or you need more information about the options for moving forward with tailored zoning for downtown Basalt.

Referral Comment - Colorado Parks and Wildlife



COLORADO

Parks and Wildlife

Department of Natural Resources

Glenwood Springs Area Office
0088 Wildlife Way
Glenwood Springs, CO 81601

April 26, 2016

Susan Philp
Basalt Planning Director
101 Midland Ave
Basalt, CO 81621

RE: Proposed CSC Zone District

Dear Ms. Philp,

Colorado Parks and Wildlife (CPW) staff has reviewed the proposed amendments to the CSC zone district in Basalt and has the following comments regarding wildlife.

Section (e) "Other Site Development Standards" subsection (8) addresses general guidelines for placement and location of trash facilities. CPW would like to emphasize the necessity for bear proof trash storage facilities. Town of Basalt ordinance Section 7-167 specifies that *"Wildlife-resistant refuse containers which are kept outside and wildlife-resistant dumpster enclosures must be kept closed and secure when refuse is not being deposited."* CPW considers trash stored within a locked building or structure to also be bear proof and acceptable.

The Town of Basalt has a history of minimizing human bear conflicts by providing bear proof trash cans in public areas. CPW commends the effort and encourages the continuation of this practice.

To further minimize human bear conflicts CPW also recommends prohibiting the planting of fruit or berry producing trees and shrubs in landscaping. Crab apple trees are commonly used for landscaping by municipalities in the Roaring Fork Valley and have resulted in human bear conflicts. Snow crab apple trees are an alternate species that are non-fruit bearing and should be considered instead.

Additionally, CPW would like the opportunity to review and comment on any proposed projects affecting the river as early in the planning process as possible. Specifically, we are most interested in projects that could create fine sediment deposition, or incorporate bank and in-channel structures that may impact recreational fishing and aquatic habitats. Timely involvement will ensure that comprehensive review and recommendations are provided by our agency to incorporate into project design and facilitate the permitting process.

Colorado Parks and Wildlife appreciates the opportunity to comment. If there are any questions or needs for additional information don't hesitate to contact Land Use



Specialist, Taylor Elm, at (970) 947-2971 or District Wildlife Manager, Matt Yamashita, at (970) 947-2931.

Sincerely,

A handwritten signature in black ink, appearing to read "Perry Will". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Perry Will, Area Wildlife Manager

Cc: Matt Yamashita, District Wildlife Manager
Taylor Elm, Land Use Specialist
File

Referral Comment - Colorado Parks and Wildlife



COLORADO

Parks and Wildlife

Department of Natural Resources

Glenwood Springs Area Office
0088 Wildlife Way
Glenwood Springs, CO 81601

April 26, 2016

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Basalt Planning Director
101 Midland Ave
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The Town of Basalt has a history of minimizing human bear conflicts by providing bear proof trash cans in public areas. CPW commends the effort and encourages the continuation of this practice.

To further minimize human bear conflicts CPW also recommends prohibiting the planting of fruit or berry producing trees and shrubs in landscaping. Crab apple trees are commonly used for landscaping by municipalities in the Roaring Fork Valley and have resulted in human bear conflicts. Snow crab apple trees are an alternate species that are non-fruit bearing and should be considered instead.

Additionally, CPW would like the opportunity to review and comment on any proposed projects affecting the river as early in the planning process as possible. Specifically, we are most interested in projects that could create fine sediment deposition, or incorporate bank and in-channel structures that may impact recreational fishing and aquatic habitats. Timely involvement will ensure that comprehensive review and recommendations are provided by our agency to incorporate into project design and facilitate the permitting process.

Colorado Parks and Wildlife appreciates the opportunity to comment. If there are any questions or needs for additional information don't hesitate to contact Land Use



Specialist, Taylor Elm, at (970) 947-2971 or District Wildlife Manager, Matt Yamashita, at (970) 947-2931.

Sincerely,

A handwritten signature in black ink, appearing to read 'Perry Will', with a long horizontal flourish extending to the right.

Perry Will, Area Wildlife Manager

Cc: Matt Yamashita, District Wildlife Manager
Taylor Elm, Land Use Specialist
File