

**TOWN OF BASALT
PLANNING AND ZONING COMMISSION
REGULAR MEETING & PUBLIC HEARING
Tuesday, January 7, 2020**

CALL TO ORDER

The Planning & Zoning Commission meeting was called to order at 6:05 pm. Commissioners present included Chair Bill Maron, Joan Keefe, Rob Leavitt, Erick Vozick, Bernie Grauer, Gino Rossetti and Alternate Tracy Bennett.

Staff present included Susan Philp, Town Planner; James Lindt, Assistant Planning Director; and Sara Nadolny, Staff Planner. A sign-in sheet for public attending the meeting is available for review at Town Hall.

APPROVAL OF MINUTES

M/S LEAVITT AND ROSSETTI TO APPROVE THE MINUTES OF DECEMBER 17, 2019, AS AMENDED. MOTION CARRIED BY A VOTE OF 7 TO 0.

AGENDA ITEMS

Basalt River Park Development Application

Lindt introduced the item as a request for final approval submitted by Basalt River Park LLC on behalf of the Roaring Fork Community Development Corporation, who is the property owner. The proposed project is a mixed-use development on the property known as the CDC parcel, formerly home to the Pan and Fork Mobile Home Park, measuring 2.3 acres in size. He indicated that the P&Z, BACH, and POST Committee will be making recommendation to the Town Council for their final review of the application.

Staff recommended treating the hearing as an introductory public hearing for P&Z to familiarize themselves with the application and discussion items. Lindt said that Staff will provide draft conditions at the next meeting for the P&Z to make a recommendation.

Lindt introduced the conceptual schedule that shows that the P&Z will have two January meetings and then Town Council will review the application in February and March, with the idea that the Council could make a decision on the application prior to the April election.

Lindt said that the Application requests a series of development actions including rezoning the property to the Community Serving Commercial (CSC) zone district, code amendments to CSC to add restaurant of 3000 square feet as anchor use, add free market residential as permitted use within the CSC zone district, and remove 1,400 square foot limit on the size of residential units. The Applicant is also requesting CSC Final Plan Review, ESA Reach II Floodplain Review, combined preliminary/final Subdivision Review, and CSC parking reduction for non-residential piece of the development.

Lindt said that the final application includes 24 residential units, four of which are proposed as rent-capped category 2 units, 11,500 square feet of commercial office space in the Maker office building, 3,000 square foot restaurant on the perimeter of the park, and 6,000 square foot visual arts/non-profit space earmarked for Art Base. Lindt indicated that the Applicant is proposing to sell approximately one acre of the property to the Town for the expansion of the River Park as was negotiated as part of Sketch Plan approved by Council.

Lindt indicated that that Sketch Plan approved by Council is a bit different than what was previously seen by the P&Z. The changes occurred through a series of meetings with Council and work session charrettes where Council negotiated a different Sketch Plan. The P&Z Sketch Plan review contained more residential. Lindt said that there is more balanced split on the Commercial to Residential ratio with 24 residential units. Overall the number of units and the floor area remained the same as seen by the P&Z with the exception of the Affordable Housing units, which have been expanded to get to the 15% affordable housing mitigation required by the Code. Lindt said that another change from the Sketch Plan approval is that the pedestrian thoroughfare was moved from the east side of the Art Base building to the west side, which allows the restaurant to share services and trash area with the Art Base.

Lindt said that otherwise the Final application is generally consistent with Council Sketch Plan approval. He said that the Sketch Plan program that was approved by the Council was based on plans negotiated between the Applicant and the Town's financial consultant, Bruce Kimmel, and included terms related to the Town's purchase of the park as part of Sketch Plan approvals. Kimmel's presentation that was part of the Sketch Plan evaluation was included in the P&Z's packet.

Lindt indicated that Staff identified a number of discussion items for the P&Z to consider as part of the Final plan application, including a request to rezone the lot to the CSC zone district, which Staff finds appropriate as the CSC zone district was created with the intent of fostering improvement of the CDC property, as well as Lion's Park and Clark's Market properties. Other discussion items include code amendments to the CSC zone district, notably to add a restaurant of 3,000 square foot as an anchor use on property and to add free market residential as a permitted use. Staff finds the requests to be consistent with Sketch Plan approval and will provide draft language at the next review.

Lindt continued with another discussion item being the housing mitigation and BACH recommendation, noting that the affordable units have increased in size to get to the 15% mitigation requirement, meaning that at least 15% of the residential square footage must be deed-restricted affordable housing. The proposed affordable housing units are two 2-bedroom units and two 3-bedroom units within the upper floors of the Maker Space office building, overlooking Two Rivers Road on the second and third floors. Lindt explained that the 15% mitigation requirement is lower than 25% found in the Code because the Code allows for 15% mitigation if a 1.5% RETA is created for affordable housing purposes.

Lindt indicated that BACH reviewed the affordable proposed housing units and found them to be overall favorable. BACH recommended that a bathtub and dishwasher be included in each unit, pursuant to the Town's Community Housing Livability requirements, which the Applicant has

agreed to. Lindt said that Staff will include a condition in the draft ordinance to reflect this requirement. BACH also recommended that an administrative process be built into the approvals to convert the second-floor commercial space to residential if the commercial doesn't take off. He indicated that Staff is working out the challenges associated with allowing additional residential given the limited parking.

Regarding the affordable housing units, the Applicant is proposing that first occupancy priority go to a qualified person employed by a business on the site who meets the Category 2 guidelines, then down the priorities list in the Basalt Community Housing guidelines.

Lindt stated that the parking for the residential units is satisfied off-street, and the commercial is proposed to be on-street. He said this is consistent with the Sketch Plan approvals. A study on generation rates was referenced, but not included in the application. Lindt said that Staff will evaluate the parking at the next meeting.

Lindt said the Applicant is providing restrooms for park and referred to two options. The first is attached to the restaurant, and the second is incorporated into or adjacent to the bus shelter structure on Two Rivers Road. Lindt indicated that the Parks, Open Space and Trails (POST) Committee will make recommendation. Public Works and POST both earlier indicated they'd like it separate from the restaurant.

Lindt indicated that the project is intended to be phased and will require the construction of the affordable housing units be provided after seven free-market residential units receive their certificate of occupancy. He said that a similar condition exists regarding the construction of the restaurant, which also requires financial security from Application. The phasing was generally established during the Sketch Plan negotiation. These conditions will be included in the draft conditions at the next meeting.

Lindt said that regarding the ESA review, the Town, in conjunction with the Applicants and landowner have submitted a Letter of Map Revision, or LOMR to FEMA to adjust the flood insurance maps. Matrix is currently processing the application with FEMA.

There is a significant electrical pole belonging to Holy Cross Electric along Two Rivers Road that impacts the project with guidewires that go significantly into lot. Applicant is proposing to remove the pole and replace it with a free-standing pole without guidewires. In response to the P&Z's inquiry about undergrounding the pole, Lindt replied the Applicant explored this avenue, but it comes with significant cost.

Lindt indicated that Staff would add a draft requirement for the trash/recycling area near the Art Base and restaurant to be screened. He also mentioned that the building overhangs into the right-of-way on Two Rivers Road. Staff is amendable to the condition but does not want entry posts into the right-of-way as that would narrow the sidewalk. Lindt said that a license agreement could be created to allow for the overhangs.

In terms of green development, Lindt said the Applicant has proposed to meet the Town's Sustainable Building Regulations with the Applicant indicating interest for all buildings to be electric, with the exception of the restaurant.

Lindt said that referral comments are still coming in and will be included in the next meeting's packet. He stressed that this meeting is to ensure the P&Z understands the application and has enough information to make recommendation at next meeting. Lindt turned the presentation over to the Applicant team.

Tim Belinski introduced the team, including Robin Schiller (CCY Architects), Rich Carr (CCY Architects), Andrew Light, Stephanie Helfenbein, Michael McVoy (representing CDC), Heather Henry (Connect One Design), Genna Moe (Art Base), Ben Belinski, and Attorney Jody Edwards. He stressed that this is an important area to see come to life for downtown community, that the team worked to get it right and have created a comfortable and confident solution. Belinski said the project is an example of balanced and appropriate density which borders the park. He believes the neighborhood will increase activity and vibrancy and bring vitality to downtown core area.

Belinski said that after the P&Z's Sketch Plan review in July of 2018 the design team has continued with public interaction, and have included a wide range of new ideas, layers of design work, engineering expertise, market research, financial modeling, and check-ins with common sense and instincts.

Schiller said that the design team feels the final plan is a direct reflection of Sketch Plan review with the Town Council. He said the plan embraces small town character and supports the continuing evolution of non-profits, arts and environment.

Schiller said that the design work was performed in conjunction with design of park and highlighted the porosity of the project and the ability of pedestrians to move through it. The existing west side connection is maintained. The connection between the Art Base and mixed-use building has 20' clearance and will be active with art and plants. There is another pedestrian connection in middle of the lot accessed from Two Rivers Road, and a main connection between the park and restaurant. He mentioned that Connect One Design is working on the grading between Art Alley and the Park, as they'd like to not have to install steps unless necessary.

Schiller provided details of the proposed buildings and showed various views of the development on the site. The development begins with a one-story building at the eastern end of the site, steps up to two stories, and finishes at three stories. More specifically, the restaurant is proposed as a one-story building with an outdoor service window that faces the park. The Art Base building is proposed as two-stories and will include an outdoor upper story terrace with partial screening to keep the building light, with interaction between its users and the park. The mixed-use building will step up to three stories, with its third story set back. The townhomes have frontages on Two Rivers Road with porches, and with a scale that relates to the existing development in Basalt.

Schiller presented the mixed-use building, which is U-shaped and provides views through. The levels of the walkways into the park – supporting the site's porosity. He showed the commercial at the ground level with spaces that open on three sides. The commercial unit sizes will depend on the market and demand over times. Schiller indicated the residential use on second floor and third floors, with the affordable housing units facing Two Rivers Road and the free market units

facing the park. There is also additional commercial space proposed on second floor that faces onto art alley.

Schiller said that parking for residential units is all accommodated for on-site - the townhomes each have a two-car garage. Parking for the residential in the mixed-use building is tucked under the second-floor level on-grade with the exception of two enclosed parking spaces for third floor free market unit so it is consistent with townhomes.

Schiller explained that there would be one vehicle entrance off Two Rivers Road, referencing a "mews" style where horse drawn carriages would be parked. He indicated they are referring to the townhome development as The Mews. The vehicular area will likely contain decorative paving and will be landscaped with container plants. Schiller indicated a pedestrian walkway that goes through the property from Art Alley, through The Mews, to RMI.

Regarding the easement for overhangs into the right-of-way along Two-Rivers Road, Schiller said the design provides a 10' sidewalk in this location. He showed an image depicting small columns to support the overhang, and referenced to the existing canopies along Midland Ave.

Schiller said the Maker Building will be broken up with different materials, textures and colors that may include synthetic wood and metal siding. The building is designed with an outdoor staircase to second floor commercial spaces, but it will also have an elevator. He believes the outdoor staircase will promote outdoor pedestrian access to invite more vitality.

Schiller showed the restaurant with a flat roof over entry, slightly canted roof over dining area, but indicated the operator will likely want input on the final design. The Art Base building has been designed to work with site as a long, narrow building extending from Two Rivers Road toward the park. He said that the exhibition space will have less windows and controlled lights, with the entrance in the middle at Art Alley. Schiller indicated that the area for kid's classes and event space will face onto the park and have more fenestration.

Genna Moe, Executive Director of Art Base stated that guiding principles in their teams' development centered around the themes of art, iconic, inclusive, smart, energy efficient, connecting to park and region. She said this building will be a confluence of art and community, noting that the organization has outgrown their current space next to Town Hall. Currently they cannot simultaneously run programs, and Moe said they are missing out on serving community need. Moe said the terraced space at the rear of the building would be an inviting space to host events, meetings, and have lunch. She said the Art Base looking to buy land outright.

Schiller drew attention to the minor changes that have happened since Sketch Plan, which include a reduction in the Art Base building's size from just over 6,000 square feet instead of 7,500 square feet. The Art Alley has been moved between the Art Base and restaurant buildings to combine service access and trash/recycling areas. The Affordable Housing sizes were slightly increased to meet the 15% mitigation requirements.

Schiller said the Applicant plans to locate the park restrooms behind bus shelter so as to not interfere with the restaurant. He also noted that the restrooms may be desired prior to the construction of the restaurant.

Heather Henry from Connect One Design Plan indicated that she is working with the Town on the plans for the River Park which was presented to Council on November 14, 2019. She said the two design teams have been working together to integrate an appropriate design that highlights public use of the park and porosity of the development. Henry indicated the design is about energy and noted that the park's identity must be unique to Basalt in materials, design and impression. She noted this is a flexible space that can grow and change with Basalt, highlighting a large lawn area, plaza spaces suitable for festivals or markets, dispersed play area, and programmed play areas containing a misting feature, berm with integrated slide, climbing feature in bandshell, picnic areas, free play elements (hay bales), climbing tree for shade, areas for slack lines and other flexible play elements. Henry indicated the team is working on access, grading, drainage, vegetation, termination of vistas, connections, utilities, and maintenance.

Chair Maron opened the meeting to Commissioner questions.

Commissioner Rossetti asked about the expense to underground the utility line near Two Rivers Road, expressing favor toward this option. Lindt replied that Staff and the Applicant researched the cost with Holy Cross and found the cost to be in the realm of \$250,000 to \$300,000. Easements are also required that may be difficult or impossible to get.

Commissioner Rossetti asked the Applicant to describe The Mews' materials, lighting, pavement, people, cars, etc. Schiller replied that The Mews functionally serves 24 residential units only and is not intended as an active street. He said the vehicular area will utilize asphalt and decorative pavers, likely with areas of different colors. He showed the upper floor walkways with vertical slatted screens, noting the space is designed for people to be there.

Commissioner Leavitt asked about the on-street parking, and whether 37 spaces will truly be added as indicated in the application. Belinski showed a parking graphic, noting some of the existing on-street parking will be used for to meet the commercial parking requirement. He said that some of the parking spaces near the bus stop may be removed because the bus requires more space. Ben Belinski added that there are approximately 20 unofficial parking spaces usually on the southside of Two Rivers Road. Lindt said the area is gaining officially striped parking spaces, Staff will provide more analysis on the parking situation at the next P&Z meeting.

Commissioner Vozick asked if there will be photovoltaic solar panels on all buildings. Schiller replied that is the intention but will require further analysis.

Commissioner Vozick asked if LEED certification could be a goal for the affordable housing units, and Lindt indicated that BACH was interested in this as well. Schiller replied that the LEED program is per building, rather than per unit. He said that the development would meet the Code's Sustainable Building Regulations and cannot commit at this point to which path they would be taking to meet Code. Commissioner Vozick asked that the team keep pushing the envelope regarding sustainable design.

Commissioner Grauer asked about the phasing requirement of restaurant compared to office/residential. Belinski replied that Phases 1 and 2 will involve the construction of residential town homes, Phase 1B Maker/office building and the Art Base and restaurant will be construction

during Phase 2. He noted that the restaurant and Art Base will have their own timelines. Lindt added that there is a requirement for the restaurant to be completed prior to C.O. of 15th residential unit, and that the Applicant must escrow \$250,000 for the Phase 2 improvements.

Chair Maron asked how the Applicant would ensure that the east/west connection through The Mews and other areas remains open, as the HOA may be inclined close it off. Schiller replied that the configuration of buildings do not really allow that, with internal areas would need to be physically closed off.

Chair Maron inquired into the ADA accessibility of the buildings. Belinski replied the design team strives for greater compliance than is required by Code. Schiller added the Art Base is fully accessible, on grade with elevator, the restaurant ramped to entry with no level change from restaurant to terrace. He said there is an at-grade access and elevator to mixed-use building, and the corridors to all spaces are accessible. He indicated that one area from the development to the park may need to be stepped due to grade changes and flood issues, and there is ADA access from Art Base alley to park. He said the townhomes are not required by ADA or Code to be accessible but will have elevators on Two Rivers Road facing the units.

Chair Maron opened the meeting to public comment at 7:35 pm. No public were present. Chair Maron closed the public comment portion of the meeting at 7:35pm.

Commissioner comments:

Commissioner Bennett reiterated the need for attention to ADA access, and said the team did a great job overall.

Commissioner Grauer noted the project has evolved in all the right directions. He appreciated the porosity and how the park does not feel privatized. He voiced appreciation for the variety of form and function, noting it feels varied and is appropriate for scale of town and the site. Grauer voiced concern that the anchor tenant (restaurant) to be activated on a timely basis and would advise Council to look at the mechanisms to ensure restaurant is completed on a timely basis with the other elements.

Commissioner Vozick noted the Applicant team did a good job, and Commissioner Keefe added that they seem to have met all parameters in trying to meet all needs.

Commissioner Leavitt noted the project is moving in a positive direction and encouraged the team to go after LEED certification noting the development's proximity to the Rocky Mountain Institute and overall Town goals.

Commissioner Rossetti noted he was impressed with presentation, and that people will come to the area for a purpose. He felt there is a problem with The Mews, and the idea of it being blacktop is an unfortunate response. Rossetti said he visualizes this as a gathering space for people coming from the town and up Art Alley. He said he would like to see this as a space with good landscaping and lighting as opposed to being a place for cars. Commissioner Rossetti also noted that the park does not seem bike friendly but is overall very supportive of the project.

Chair Maron noted there were significant changes since P&Z's last review, and the project has improved. He applauded the ADA efforts and requested that the Applicant maintain this at all times through the value engineering process. Maron said he sees Art Alley and its pedestrian fabric that extends into town working well with existing urban fabric. Maron asked that the Applicant ensure they maintain a pedestrian scale along Two Rivers Road and feels the overhangs into right-of-way are acceptable, noting how this condition works at the River Walk building. Philp stated that Staff is more worried about the posts and how they will capture ice and interfere with the pedestrian environment.

Chair Maron agreed that the restrooms should be part of bus shelter, as they will be more accessible at different times of the year.

**M/S ROSSETTI AND VOZICK TO CONTINUE THE ITEM TO TUESDAY, JANUARY 21, 2020.
MOTION CARRIED BY A VOTE OF 7 TO 0.**

MOTION TO ADJOURN

M/S Leavitt/Keefe to adjourn the regular meeting. Motion passed by a vote of 7 to 0.

Agenda Item

Worksession - Basalt Master Plan

Philp introduced David Dixon (CTA) who was attending remotely by phone, Heather Henry (Connect One Design), and James Lindt. She said the consultant would be outlining changes made since the last meeting and asked the P&Z to bring up anything that should be discussed prior to the meeting with Town Council next Tuesday at 4:30 pm. Philp reviewed the key dates as in the packet, noting that Council will adopt the plan before P&Z adopts it, currently scheduled for – March 11th. P&Z's adoption of the plan is scheduled for March 18th with the 31st as second date. On February 4th there is a meeting scheduled with the Eagle County P&Z at Basalt Town Hall. February 18th there is a joint meeting with the Pitkin County P&Z. Philp noted the draft Master Plan is available on the Planning Department webpage.

Dixon indicated he is still working on organizing the content of the plan which contains three parts - Introduction, Framework and Implementation. He said there is also a lengthy appendix.

Dixon introduced changes, including the Mixed-Use Industrial future land use (MUI). He explained this is a more sophisticated version of light industrial, applied in east Basalt along Southside Drive and at the south east corner of the Jadwin Stott parcels. In the El Jebel area this is called out as E-MUI, slightly different as El jebel is a bit different in character.

Dixon mentioned the El Jebel urban growth boundary is highlighted, noting it is similar to Town's urban growth boundary, and that a lot of the functionality carried over from the 2007 plan.

A discussion followed regarding the Primary Parcels. For Southside, Dixon noted that Option A the less dense Live/Work option was only viable until a vehicular underpass is completed. For the Jadwin/Stott parcel, Dixon introduced a consolidation of Options A&B, calling it Hybrid Option C, which was born out of direction from the last P&Z meeting. Some open space was swapped

to the area known as the “dog leg” on the frontage. The option pushes density towards the highway and introduces a live/work scenario for the southeast area. Philp added that this is the option that is included on the future land use map.

For the Meyer’s property, Option A was chosen that increased the community facility and buffer with the same number of units. Dixon said the urban growth boundary remained unchanged, and the northern open space buffer was increased toward the Elk Run neighborhood. Philp added that the increased buffer came from citizen comments.

Chair Maron commented that this is one of the higher density locations that has no possibility of transit. Commissioner Leavitt questioned putting high density in this area. Chair Maron and Commissioner Grauer agreed that this is not the place for high density residential, with Chair Maron observing high density will negatively impact the intersection of Two River Road and Highway 82.

Dixon said that at the Clark’s BBC parcel Option C was most supported by the public, which is an almost entirely redeveloped site that would require significant time and effort. He noted it is possible to go from Option A to B with investment over time. Philp stated that significant Town administrative and legal input would be necessary, but funding could come from Urban Renewal Authority and other places, not just Town money.

Dixon provided an overview of Projects section (Section 8), indicating 13 projects rose to the top. Affordable Housing was voted as the top project.

Section 9 “Green” Action Steps and Sustainability was introduced. Dixon noted the Town’s Climate Action Plan goals have been integrated into plan in terms of projects - ongoing, recently completed, and new or proposed, with the same for topic of Resiliency.

Chair Maron said he would like to see ways to incentivize actions, noting this is a place to do something visionary without disrupting Town Code. Commissioner Rossetti added that he would also like to see more visionary statements. Henry clarified that it sounds like the Commission is looking to turn these bullet points, particularly in the Green section, into tangible ideas to bring to Council.

Philp asked the P&Z to concentrate on the column of new/proposed and find areas that they really want to highlight. She mentioned that the Green Team will be discussing the Master Plan at its meeting next Monday. Philp suggested the P&Z pick out the top three projects they’d like to pursue.

Chair Maron suggested something to the point like if X is done, then the developer gets something tangible like additional height or FAR bonus, parking forgiveness, etc. What could the Town offer to get what we want in terms of sustainable development. Commissioner Leavitt suggested delegating the task of making suggestions like Chair Maron is speaking about to the Green Team.

The P&Z agreed with adding the proposed language emailed by Philp regarding the parcel at Crown Mountain Park.

Philp added that Pitkin County didn't want the Town to make Future Land Use Designations in the PB&J area, so language was included regarding guidance about the referral process, no uses that compete with downtown or Willits, and no development that makes crossing Highway 82 worse.

The conversation returned to the Meyers property, with the suggestion that high density could be replaced with medium density residential. P&Z members questioned if this is an appropriate location for a significant number of dwelling units due to its distance from a RFTA bus stop. Philp indicated this may be an appropriate location for starter homes; smaller homes that may be added on to over time. Henry added that a condition could be created, much like Southside, that additional density cannot be allowed without a transportation solution, e.g. shuttle. Commissioner Grauer stressed that traffic is already backed up trying to get onto Highway 82 and he cannot support high density for that area.

All P&Z members supported Meyers as an area for starter homes with a maximum of medium density.

The Planning and Zoning Commission adjourned at 9:10 pm.

TOWN OF BASALT

PLANNING AND ZONING COMMISSION

By 
William C. Maron, Chair

Attest 
Susan Philp, Planning Director