

Section 5: Future Land Use

5.1 INTRODUCTION

The land use patterns of a community have a major influence on transportation, energy consumption, neighborhood livability, property taxes, environmental quality, community character, and social interaction. Together with the Goals and Objectives Section, the Future Land Use Map and accompanying text in this section form the basis for making decisions regarding the future development pattern within the community. Figures 12a, 12b, and 12c constitute the Future Land Use Map for Basalt. These maps were originally created during the 1999 master plan process and have been revised as part of this update of the Master Plan. The process of developing the original Future Land Use Maps in 1999 included the development and evaluation of several alternative plans. That process involved numerous debates regarding the issues of growth, housing affordability, development impacts, community balance (jobs versus residents), recreation, environmental protection, aesthetics, and social interaction.

The revisions made to the Future Land Use Maps during this master plan process involve changes to the land use designations for several properties, elimination of the Urban Service Area (USA) distinction and adjustments to the Urban Growth Boundary (UGB). The revised UGB is shown on Figures 12a, 12b, and 12c. The changes to the land use designations are the result of information obtained from the 2005 Community Profile Survey; the updated Baseline Inventory Section of this master plan update; various river engineering and planning studies; interviews with property owners; other events that have occurred since the *1999 Basalt Master Plan*; and the citizen participation process that occurred as part of this master plan update. The UGB was adjusted to reflect changes in land use that have occurred since 1999 and to make the boundaries reflect more logical transitions in land use. More discussion of these changes is provided later in this section.



This section also includes a brief description of some of the elements and conditions that influenced the creation of the Future Land Use Plan, as well as a brief description of the major components of the future land uses and descriptions of each of the proposed land use categories. As part of this master plan update, over 40 parcels were identified as being important or “key” to Basalt’s future or having significant issues that need to be addressed in their development or redevelopment. As a first step in updating the future land use map and related policies contained in this master plan, information was gathered concerning these properties including conducting interviews with most of the property owners. Many of these property owners wanted to have uses and densities significantly more intense than was contemplated in the *1999 Basalt Master Plan*. At the time this master plan update was underway, the combined development plans for these properties would have resulted in more than 500 dwelling units and over one-half million square feet of commercial/industrial buildings over what the future land use strategy in the *1999 Basalt Master Plan* reflected.

The Town of Basalt and the surrounding area have experienced a great deal of growth and change over the past 15 years. Much of that new growth was approved prior to the adoption of the *1999 Basalt Master Plan* and been designed to accommodate the automobile, in many cases at the expense of pedestrians and good town design. Basalt is not unique in this situation. Most communities are dealing with the unintended consequences of an automobile dominated world. One of the goals identified in the *1999 Basalt Master Plan* and continued in the *2007 Basalt Master Plan* is to reverse this trend. This goal reads as follows:

“Conserve agricultural land, river frontage and open space around the community. Encourage compact, efficient, pedestrian and transit-oriented development with distinct commercial centers. The Town discourages strip commercial and low-density urban sprawl development and encourages a concentric development pattern. The Town values a development pattern that incorporates community facilities and amenities such as schools, religious facilities, and libraries within close proximity to existing commercial and residential areas. The Town also values mixed-use and live/work arrangements, provided these projects are consistent with the other community goals outlined in this document especially those related to Land Use, Environment and Community Character.”

The Future Land Use Map was driven by this goal as well as the other goals and information contained in this Plan.

Establishing effective intergovernmental agreements with surrounding counties and special districts is viewed as an important tool to ensure that development within the Three Mile Planning Area, particularly those areas immediately adjacent to the town limits and the UGB boundary, occurs in accordance with the *2007 Basalt Master Plan*. Currently, the Town has Intergovernmental Agreements (IGAs) with the Mid Valley Metro District and the Basalt Sanitation District that address development review and other coordination issues. The Town has a planning IGA with Pitkin County that deals more comprehensively with land use planning and how the County and Town will review land use proposals in the Pitkin County portion of Basalt’s Three Mile Planning Area. The Town will continue to monitor these agreements to ensure that they effectively promote the goals of this master plan.



This Plan acknowledges that the Roaring Fork Valley Regional Planning Commission, which serves as the Eagle County Planning Commission for the area around Basalt and El Jebel, is planning to update its own Mid-Valley Area Community Plan in the near future. The Basalt Staff and its planning consultant met with the Roaring Fork Valley Regional Planning Commission to obtain input on this master plan update. The Town of Basalt recognizes that residents of the surrounding portion of Eagle County will be working on master planning issues from the perspective of a county master plan process. The Town believes that the process of updating the Mid-Valley Area Community Plan will provide valuable information and a forum for additional discussion regarding the important issues facing the Town of Basalt and residents and decision makers of the surrounding Eagle County area.

The Town of Basalt encourages residents of the surrounding portion of Eagle County to consider the Town's efforts, as expressed in this master plan, to plan for the future of the Eagle County portion of the Three Mile Planning Area in a way that respects the shared goals of residents in the mid-valley area. To this end, the Town of Basalt is committed to working with the Eagle County Board of Commissioners, the Roaring Fork Valley Regional Planning Commission, and residents of the Eagle County mid-valley area to establish an IGA that forwards the goals and objectives and future land use strategy contained in this master plan.

5.2 FUTURE LAND USE MAP

ELEMENTS AFFECTING THE FUTURE LAND USE STRATEGY

There are several factors that influenced the decisions incorporated in the 1999 Future Land Use Map (FLUM). One of the most significant of these is the proposed valley-wide transportation system between Aspen and Glenwood Springs. This issue is discussed in more detail in the "Transportation" Section of this document. As shown on the Transportation Maps (Figures 3a, 3b, and 3c), the Basalt Town Council believe the transit corridor should be located along the Highway 82 right-of-way through the Three Mile Planning Area. In 1999, this belief drove many elements of the Future Land Use Map including the location of the potential transit stations, limits of the UGB, and the development pattern around the potential transit station areas.

Since the *1999 Basalt Master Plan* was adopted, the emphasis for regional transit, at least for the short-term and mid-term timeframes, shifted from light rail to bus rapid transit (BRT). The effect of this on the recommended future land use pattern is relatively minor and the Town continues to support the concept of accommodating a light rail system in the future should that mode return to favor. The changes to the FLUM are included under the land use discussion for East Basalt. There are also a few adjustments to the land use pattern in West Basalt that accommodate this shift in transportation strategy.

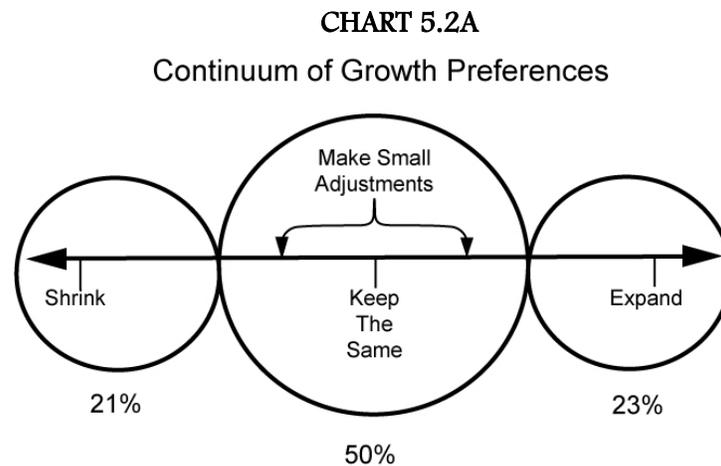
Another existing condition at the time the *1999 Basalt Master Plan* was being prepared was the location of the Basalt High School. The high school had moved to its new location, approximately three-quarters of a mile south of Highway 82 in 1997 and the 1999 FLUM reflected its new



location. At that time, the Town was concerned that the new location would create additional pressure to develop the vacant lands surrounding the new site. It turns out this concern was well-founded and development pressure continues in this portion of Town, as evidenced by the recent number of requests for annexation.

The location and extent of the 100-year floodplain was also an important factor in the design of the future land use pattern for the Town. The floodplain covers large portions of land in East Basalt. The Future Land Use Map shows significant areas of open space along the river, in part, for this reason. Since the *1999 Basalt Master Plan's* adoption the Town has come a long way toward understanding the floodplain impacts of the Roaring Fork River. The effect of these efforts is described in more detail later in this section, under the heading “East Basalt Planning Area” and sub-heading “Downtown River Corridor Area”.

Another element that influenced the 1999 Future Land Use Map and continues to be a factor in this master plan is that there is a significant amount of residential and commercial development within the Town that has been approved and is yet to be built (see Build-out Section of Baseline Inventory). Over 43% of respondents (registered voters) to the 2005 Community Profile Survey indicated that growth within the Town should occur at a rate less than at present or not at all. Also, the 2007 internet survey indicated that 50% of the respondents chose to keep the growth boundary the same or make small adjustments to it (see Chart 5.2A below). The result is that the future land use strategy described in this master plan continues to show a tight urban growth boundary around the existing town limits.



Source: Linda Venturoni, Venturoni Surveys & Research, Inc.

One of the goals of this master plan is to balance the production of new housing with job creation in order to ensure that new residential development provides housing which can be obtained by persons employed in the area. The land use pattern in the Future Land Use Map responds to this goal by designating a significant amount of commercial and industrial land use. In addition, the



Town's economic goals and objectives establish the Town's desires for a healthy commercial and job economy but discourage the Town's role as a regional or big-box commercial center.

FUNDAMENTAL COMPONENTS OF THE FUTURE LAND USE PLAN

Components Common to East Basalt and West Basalt Planning Areas

The 2007 Future Land Use Plan for the Town of Basalt is intended to guide land use decisions for the next five years and beyond depending on future amendments and updating. This Plan is to be used as a guide for all decisions related to land use and development, including development contemplated by the Town itself, or other government or quasi-government jurisdictions, such as the RE-1 School District. The recommended densities identified in the various land use categories represent a general range and are not intended to substitute for site-specific analysis.

The use designations on the Future Land Use Map are strongly recommended; however, site specific refinements and adjustments may be acceptable where there is evidence of consistency with the intent of the Future Land Use Map, the goals and objectives and other policies of this master plan. For example, reorganizing the location of various uses on a property, where the FLUM shows more than one recommended use on a single parcel, or on multiple contiguous parcels under common ownership, may be permitted where it can be demonstrated that there is a benefit to the community and the proposed development plan is otherwise consistent with the intent of this master plan. Other examples include changing the location or size of an area designated for a particular community facility based on the specific needs of the actual facility to be developed or allowing additional density on a site with a residential designation based on a better site plan or the provision of affordable housing above the amount required under Basalt's land use regulations and the numeric objective identified in the Goals and Objectives Section of this master plan (Objective 4.5.5). The Town may also consider an alternative land use that provides clear public benefit while being compatible with adjacent land uses.

The first component of the Town's strategy for future land use is that, unless a property is specifically identified with a future land use designation on the Future Land Use Map, the long-term use of that property is generally its existing or approved use. Therefore, the Future Land Use Map is done as an overlay on the Existing Land Use Map. Lands designated for future land use are indicated by the darker color and a letter code on the Future Land Use Map. This does not preclude development or redevelopment of parcels not shown with a specific land use category. Those parcels may obtain building permits consistent with the current zoning allowed for the property.

Where additional Town or County approval is needed, it is intended that the proposed development be reviewed for consistency with this master plan, including but not limited to: the policies for the UGB contained in this master plan and in other Town planning and regulatory documents; the goals and objectives and other policies and strategies included in this master plan; and any other Basalt planning studies. This also pertains to review of amendments to existing approvals.



The Future Land Use Map shows the UGB as a heavy line on the Map. The UGB denotes the areas within which the Town expects to see urban-level development requiring a full range of services including central sewer and water. The UGB is part of the Town's long-range planning tools and will be used to evaluate proposals involving annexation and development.

Development within the UGB should occur in accordance with the Future Land Use Map with allowance for limited flexibility as described previously in this section. This Plan does not strictly require a minimum density within the UGB, but recognizes that the Town may wish to impose one in the future and may deny a development application that does not honor the general intent of this master plan with respect to concentric growth.

The UGB splits several ownership parcels. The UGB and the town boundary are not the same line and are not meant to be the same. During the life of this Plan, the Town could choose to annex property outside of the UGB if it preserves that area from development, such as for parks, open space, or agricultural easements. The Town Council may also consider changes to the UGB where the change would result in the provision of 100% replacement housing for relocation of the Roaring Fork Mobile Home Park and/or the Pan and Fork Mobile Home Park.♦

The Town will recommend to other service providers that services outside of the Town's control such as central sewer in East Basalt and central water and sewer in West Basalt not be provided outside of the UGB except for health and safety reasons. In the East Basalt Area, the Town will not provide new water service to properties outside the existing town limits without first annexing the property to be served, except in extraordinary circumstances involving health-safety issues or prior legal commitments. All annexations must be reviewed for compliance with the annexation policies in this master plan and with the annexation provisions of the Basalt Municipal Code.

Growth Boundary Revisions (from 1999 Basalt Master Plan)

The 1999 Basalt Master Plan depicted an Urban Growth Boundary (UGB) and an Urban Service Area (USA). In 1999 the Town used the USA boundary to identify areas that were either developed, or were appropriate for development, at a greater density (town-scale) but where the Town had no intent to annex during the life of the Master Plan for several reasons. The reasons that the Town was not promoting annexation within the USA varied somewhat depending on the parcel or area but included things such as lack of the required contiguity, public sentiment, cost of providing services, etc.

In 2007 the Town decided to take a different approach and eliminated the USA portion of the Growth Boundary. This decision was based on input received via the 2007 Growth Boundary Survey and on practical considerations including the fact that most of the USA was well outside the existing town limits. In addition, the Roaring Fork Valley Regional Planning Commission indicated their preference that the Town drop the USA/UGB distinction both because of the

♦ The Town Council elected not to include this provision allowing changes to the UGB in its adoption of the 2007 Basalt Master Plan (see Town Council Resolution No. 14, Series of 2007 in the Appendix of this document).



2007 Basalt Master Plan

confusion it created and to diminish the impression that the Town was pursuing an aggressive approach to annexation in the El Jebel area.

As part of the master plan update, the Town considered adopting UGB Expansion Criteria to allow adjustments to the UGB between comprehensive updates of the master plan. However, after a great deal of discussion in the community and among the Planning Commission and the Town Council, the idea of interim UGB adjustments, and the use of a specific list of criteria for considering such adjustments, was abandoned and is not included in this master plan.

The UGB shown on the Future Land Use Map in this master plan update has been revised from what was shown on the 1999 FLUM. Minor adjustments have been made to reflect current parcel data received from Pitkin, Eagle and Garfield Counties. Minor changes have been made to the UGB boundary in the East Basalt Area, while more significant changes were made to the UGB in the West Basalt Area. The specific changes to the UGB are described in the following paragraphs.

In East Basalt, the UGB has been modified to eliminate the portion of the Grange property that had been designated for “industrial” use to the west of the Southside Area. This action was taken to reflect the fact that, at the time this master plan was being prepared, the Grange family was in the process of placing a conservation easement on the property. The only other significant change to the UGB in East Basalt is the inclusion of the Arbaney/Kittle property and a larger portion of the Meyer Ranch property to the south of the Elk Run neighborhood.

Changes to the growth boundaries in the West Basalt Area include the elimination of the USA boundary, leaving only the UGB. The UGB was also modified in three areas. Sopris Village was removed from the UGB since this is a fully developed residential area that is unlikely to experience any significant change during the life of this master plan. The UGB was expanded along the north side of Highway 82 to include a more significant portion of the Lane property, a small portion of which had been included in the USA in the *1999 Basalt Master Plan*.

East Basalt Planning Area (Figure 12b)

Southside

The Future Land Use Map focuses new industrial and service related uses south of Highway 82 responding to the existing development pattern and the desire to complement and not compete with the Midland Avenue downtown core. New residential development in the medium-density range is also shown to fill in the remaining area between the Basalt High School and the existing developed areas. Considering the barrier created by Highway 82, this plan emphasizes the need to connect the north and south areas of East Basalt with a vehicle/pedestrian underpass at Midland Avenue and/or overpass at Basalt Avenue to physically knit the community together. The Town also emphasizes the grid street pattern and pedestrian network in this area of town.

Downtown River Corridor Area

Another objective of this Plan is to include the rivers more in the design of the Town, especially at the entry to the East Basalt town core area. This was among the reasons why the Town has



expended so much energy on engineering and planning studies for the riverfront areas since the *1999 Basalt Master Plan* was adopted. These studies are described in the “Floodplains and River Stability” Section of the Baseline Inventory Update Chapter and have important ramifications on the development of Downtown River Corridor Parcels.

The Downtown River Corridor area offers tremendous opportunity to accomplish many of the Town’s goals with respect to community character, environment, recreation/trails and housing. Development in this area also presents the greatest challenges due to the property ownership pattern, floodplain and mobile home park issues.

One very important component of the Future Land Use Plan continues to be the creation of a “riverfront open space system.” This is shown on the Future Land Use Plan Map as a series of “open space” uses along the Roaring Fork and Fryngpan Rivers. Some of this land is already in public ownership and other parcels have trails or open space easements over them to allow public access and use along the river. There are several purposes for this “riverfront open space system,” which are listed as follows:

1. *Acknowledges the importance of the rivers to the Town of Basalt and its residents;*
2. *Allows the Town to repair and protect important riverbank and riparian areas;*
3. *Allows the Town to protect the floodplain and control the uses within the floodplain to a greater extent;*
4. *Allows the Town to create a loop trail system along the rivers;*
5. *Provides a significant portion of the desired trail connection between East Basalt and West Basalt; and*
6. *Allows improved access to the rivers for fishing and other water activities while reducing impacts to river bank areas.*

There are several privately owned parcels and some Town-owned parcels located in this area of Town where future development is programmed consistent with the river planning and engineering efforts, replacement housing policies, and this master plan. These properties are all affected by the floodplain and floodway and they make up the heart of the area planned for riverfront park and commercial redevelopment.

The *Basalt River Corridor Development Plan* was an effort to examine how much development would be required to offset the cost of the comprehensive river stabilization improvements recommended in the *Roaring Fork River Stabilization Preliminary Design Report*. The Town elected not to adopt the *Basalt River Corridor Development Plan* primarily due to concerns about the impact of such an aggressive development program on the character of the Town, the fact that the design for the river improvements was not finalized, and the information that the proposed development was estimated to fund only a small portion of the river improvements. However, there were some elements of this Plan that had Town board and citizen consensus including the grid street system and the system of parks, trails and pedestrian connections from activity centers to the river which were incorporated into the *2007 Basalt Master Plan*.



The status of planning efforts for the Downtown River Corridor, at the time this master plan update was being prepared, was that the Town was having a peer review conducted on the river stabilization improvements recommended in the *Roaring Fork River Stabilization Preliminary Design of Reach II* study. Depending on the outcome of this review, the Town will determine whether to proceed with the recommended improvements and begin the process of seeking funds for the project or consider other options for resolving the floodplain issue.

The FLUM for the area containing the properties on the south side of the Roaring Fork River between the pedestrian bridge (old Emma Road Bridge) and the west side of the Jadwin Property (which is the western edge of the UGB in this area) has been revised to reflect some of the planning work done for the Downtown River Corridor area since the *1999 Basalt Master Plan* was adopted. The changes include making some adjustments to the recommended land uses for the properties in an attempt to recapture some of the lost job-generating industrial land use from the Grange Property and eliminating the “stippled” areas (shown on FLUM) which reflected the uncertainty that existed in 1999 as to the exact location of the 100-year floodplain boundary. The stippled areas showed both a future development use and the Open Space designation and the ultimate land use was to be determined by future floodplain studies and planning. The revised FLUM also shows several pedestrian connections between the riverfront park/open space area and the mixed-use commercial residential area along the south side of the river to reflect the recommendations of the *Basalt River Corridor Development Plan*.

Another change reflected on the updated FLUM for this area is the removal of the land use designation on the segment of the Highway 82 frontage road along the south side of the Stott-Homesite and Roaring Fork Mobile Home Park properties. This designation represented land that might have had development potential because CDOT turned over the right-of-way to the Town. However, since the Town was informed by CDOT that this land must be retained for transportation purposes this designation has been removed from the updated FLUM. This land is shown as public right-of-way and a potential transit station is shown in this location. In addition, the River Master Plan Implementation Committee recommended that the Town retain Emma Road in this area for commuter access and allow Gisella Way to serve as a town center street to serve future development on the parcel now occupied by the Roaring Fork Mobile Home Park.

Another change that affected the future land use designations for the parcels within the Downtown River Corridor area is the shift away from trains, toward bus rapid transit (BRT) for the regional transit system. This changed the preferred locations and land area needed for bus stops and transit stations. The FLUM still shows recommended locations for future transit stations as BRT also includes transit stations. The primary change to the FLUM is that the area of Community Facilities (CF), which was shown to the west of the Post Office property, has been changed to Light Industrial (IND) and there is no longer a potential transit station shown in this location. Instead, the Transportation Network Maps (Figures 3a, 3b, and 3c) and the FLUM (Figure 12b) have been revised to show alternate locations for future transit stations near the existing roundabout. The Light Industrial designation covers approximately 1.8 acres and is intended to provide a portion of the lost industrial use from the Grange property.



Another issue that is common to all of the key parcels located within the Downtown River Corridor is that the developable area shown for these parcels on the Future Land Use Map reflects the situation assuming the comprehensive river improvements are made. If these properties are developed prior to these improvements being made, or if the Town decides not to pursue the comprehensive river improvements, then the floodplain hazard will have to be solved on a parcel by parcel basis, pursuant to the adopted floodplain regulations contained in the Basalt Development Code, at the time these properties come in for development approvals. Development will not occur on the river side of the development line.

This master plan recognizes that additional work is still needed to establish a comprehensive strategy for flood hazard mitigation within the Downtown River Corridor. The Future Land Use Map designations are strongly recommended within the corridor; however, site specific refinements and adjustments may be acceptable where there is evidence of consistency with the intent of the Future Land Use Map and the current River Master Plan. Examples may include changing the location or size of an area designated for a particular community facility based on the needs of the actual facility to be developed or allowing additional density on a Medium Density Residential site based on a better site plan or the provision of additional affordable housing. Another example is that if some of the river improvements are not made, development will be pulled back or changed to recreational uses compatible with potential flood conditions.

Planning within this corridor will also include an emphasis on compliance with the Town Center Commercial/Mixed Use (#2b) typology and the Neighborhood Multi-Family Residential (#1b) typology (see Section 8, Design and Character). Successful inclusion of the design and community character elements of the Town Center Commercial/Mixed Use typology is an essential part of the Master Plan recommendations for this area.

An important aspect of the development of the river corridor is that it involves the removal of mobile homes in two mobile home parks. It is the Town's policy that replacement housing be located for those in harm's way. This Plan does not identify specific sites for this replacement housing.

Midland Avenue Commercial Core

Most of the Planning efforts since 1999 have concentrated on parcels adjacent to the river or affected by the floodplain. The *1999 Basalt Master Plan* acknowledged the Midland Avenue Commercial Core as a special place which met many goals of the Town. Master Plan policies were aimed at ensuring that new development complemented the size and scale of the downtown area and were compatible with the adjacent residential areas. In 2001 the Town conducted an inventory of historic structures in Town and adopted the Landmark Preservation Ordinance that addressed many key buildings on Midland Avenue. Many people identify small-town character with the Midland Avenue area. Recent inquiries and pressures for redevelopment in the Midland Avenue Core have resulted in the need to prepare a specific area plan or other planning exercise to check in on the Town's policies toward the Midland Commercial Core.



Meyer Ranch and Arbaney/Kittle Area

The 1999 Future Land Use Map (FLUM) showed the portion of the Meyer property, directly south of the Elk Run subdivision, within the UGB. The FLUM contained in this master plan continues to show this area within the UGB and with a similar recommended land use pattern (primarily medium density residential and open space) as depicted in the 1999 FLUM. However, the 2007 FLUM shows an expansion of the UGB to include the Arbaney/Kittle property and the portion of the Meyer Ranch property immediately west of the Arbaney/Kittle parcel. The recommended land uses in this area include Medium Density Residential (MDR), High Density Residential (HDR) and Service Commercial (SERV). The intent in this area is to promote residential development that extends the existing grid pattern in the adjacent neighborhoods within the Town and to provide appropriate open space and trail connections to serve this area and create a walkable neighborhood. The expansion was also intended to accommodate additional opportunities for affordable housing close to the existing town core. The Service Commercial designation generally corresponds to the area shown for recreation and service-oriented commercial uses on the most recent plans for the Roaring Fork Club.

West Basalt Planning Area (Figure 12c)

The primary concern for this portion of the Three Mile Planning Area was the large amount of development potential that has yet to be built (see Build-Out Section of Baseline Inventory). The Willits project has created significant change in the West Basalt Planning Area. In addition, Garfield County approved the Cerise Ranch PUD on the north side of Highway 82 outside of the western edge of the Three Mile Planning Area. These developments, when viewed together with the Blue Lake and Dakota projects (now nearly built out) and the numerous other developments that are in the development review process or have been approved in the area around El Jebel and west to Glenwood Springs (Shadowrock Townhomes, Preshana, St. Finnebar, Coryell Ranch, Rose Ranch, and Sanders Ranch) promotes the fear that the mid-valley area is becoming one continuous suburban development between Glenwood Springs and Basalt. The full impacts of this development boom are beginning to be felt and will continue for years to come. In light of this situation, the UGB boundaries for this portion of the Three Mile Planning Area remain pulled back significantly from the Urban Growth Boundaries shown on the *1996 Three Mile Plan*. In fact, with the elimination of the USA, the growth boundary has been significantly reduced from the *1999 Basalt Master Plan*.

Willits Town Center

Willits Town Center has a significant amount of approved and unbuilt development remaining. At the time this master plan update was being prepared, several buildings had been built or were in the review process giving the Town a better picture of the ultimate build out of this key development. Community benefits include a site and funding opportunities for a performing arts facility, a transit/government site, and future parks. The Town is still hopeful that a hotel will be located in the Willits development. During the final stages of completing this master plan update, the developers of the Willits property submitted an application to increase the amount of



residential square footage and to make other changes to accommodate the specific development plan for a specialty grocer.

Lane Property

The UGB has been expanded to include a significant portion the of the Lane property on the north side of Highway 82. The recommended land uses for the area within the UGB are primarily Medium Density Residential (MDR) and Light Industrial (IND) with small areas of Community Facilities (CF), Service commercial (SERV) and Open Space.♦ The Light Industrial designation is intended for live/work, mixed-use development. The Light Industrial designated area on the Lane Property in combination with inclusion of Light Industrial on the Stott North property would provide an equivalent amount of job-generating commercial use as was shown on the Grange property in the 1999 FLUM. While the acreage of the Light Industrial area on the Lane and Stott properties is not as large as was depicted for the Grange property, the amount of square footage would be roughly the same due to an increase in the floor area ratio for the Light Industrial land use category.

The Medium Density Residential category would provide a significant number of residential dwelling units which should comply with this master plan's policies regarding affordable housing (See Sections 4 and 7 of this document). The recommended land use pattern for the Lane property also includes an area of Community Facilities. This designation is located in this vicinity to correspond to a planned pedestrian connection (either an underpass or an overpass) to the future transit station in the Willits development as shown on the Transportation Network Map for West Basalt (Figure 3c). The pedestrian connection would provide safe access for transit users and residents on the north side of Highway 82 to and from the commercial and residential development at Willits. At the time this master plan was being prepared the location of the pedestrian connection had not been determined. The intent here is to reserve the necessary land for transit facilities including parking to support the transit station. The Service Commercial area would allow other convenience-oriented service commercial uses for transit users and residents on the north side of Highway 82, including residents of the Medium Density Residential area on the Lane property.

Crawford Property/USA Elimination

One of the significant future land use designations in this area includes the expansion of the ball fields/park located across from the Crawford Mobile Home Park. While there have been some adjustments to the land use designations in this area on the current Future Land Use Map (most notably relocation of the CF designation to reflect the location of the existing park and ride lot near the bowling alley), the area devoted to Open Space remains roughly the same size and configuration as shown on the 1999 FLUM and the number of dwelling units shown is about the

♦ The FLUM shows POS/OS for the open space areas because the Planning Commission adopted the Master Plan with the Lane open space as Private Open Space, while the Town Council specified that the open space on the Lane property be designated Public Open Space in their adoption resolution (see Town Council Resolution No. 14, Series of 2007 in the Appendix of this document).



same. This park expansion is intended to provide a neighborhood park facility for the growing number of residents on the north side of Highway 82 in this area. The creation of small neighborhood parks within the El Jebel area is an important improvement for the El Jebel area.

The USA, which had included a large portion of the Crawford property northwest of the intersection of Highway 82 and El Jebel Road, has been eliminated. However, the Future Land Use Map continues to show the recommended land uses in this area. The Town believes that if development is to occur in this area during the life of this master plan update, it should comply with the recommended land uses shown on the FLUM. The Town intends to refer to the recommended land use pattern in this area, in addition to the goals, objectives and other policies in this master plan update, when preparing referral comments for development proposals in this area.

The development potential (dwelling units, population, commercial square footage, etc.) associated with the recommended land uses shown on the Crawford property is not included in Table 5.2.2. The following table shows the hypothetical development potential for the recommended land use pattern on the Crawford property, as depicted on the FLUM.

Table 5.2.1
Key Indicator Numbers for Crawford Property Recommended Land Uses

Dwelling Units	Population	Commercial Floor Area	Jobs
479	1,226	46,718sf	176

Other Areas of Significance

Basalt Mountain

Areas north of the current town boundary have been specifically left outside of the UGB. Development on this portion of Basalt Mountain would have significant negative impacts on Basalt, including traffic, visual impacts, wildlife habitat impacts, problems associated with development on steep slopes, and utility service and extension concerns. A multitude of Master Plan goals and objectives clearly support the retention of this area, whether in public or private ownership, as an important open space area with no future urban scale development.

Hills at Roaring Fork (also known as Holland Hills)

The residential dwelling units within the Hills at Roaring Fork (commonly known as Holland Hills) are located outside of the Town’s UGB. Additional density should not be added in this area over the life of the Plan. The Town also is concerned with increased retail or businesses uses that would compete with downtown Basalt and Willits Town Center. At some point in the future, it may be appropriate to create a specific plan for annexation of this area since it is the approach to East Basalt.



Emma Area

At the time this Update was being prepared, the Emma Caucus was preparing a master plan for the entire caucus area. The master plan process was in the early, data-gathering stage when this document was being prepared. A previous study, known as the *Emma Sub-Area Plan*, was completed in 2006 but had not been adopted by Pitkin County at the time this text was prepared. The Emma Sub-Area Plan study area included a small area on both sides of Highway 82 near the Emma Schoolhouse. The Sub-Area Plan included recommendations to continue current development policies for the study area, as described in the *1999 Basalt Master Plan* and the *Pitkin County Down-Valley Plan*. These plans generally recommend that this area be preserved for open space, agricultural, recreational and low-density residential uses. The *Emma Sub-Area Plan* also includes recommendations to address several anomalous uses located within the study area.

Fryingpan Valley

Although the Fryingpan Valley is mostly outside of the Town's Three Mile Planning Area it is very important to the Town of Basalt. Fryingpan Road is a windy two-lane roadway and all traffic (cars, trucks, campers, cars with boats) must travel through the Town of Basalt to access the Fryingpan Valley. It has important natural resources to protect. The Fryingpan Valley is renowned for its fly fishing opportunities and the Ruedi Reservoir for its boating and other recreational opportunities. This area is seeing a significant increase in development pressure. Overdevelopment would have a negative impact on the Town's roads, the tourist economy and the environment. The Town recommends retaining the existing development pattern with no significant increase in square footage.

Highway 82 Corridor

The goals and objectives contain many statements aimed at altering the Highway 82 corridor because it divides the community and detracts from its small-town feel. How the Town is seen from the Highway 82 corridor is important. Therefore, land use proposals on either side of the highway will receive special scrutiny to ensure that they complement the goals of this plan.

Working Ranches

The Town supports the ranching and agricultural uses on the remaining ranches in and around Basalt and maintaining a workable interface between development in the Town and these ranches. If a ranch is to be developed during the life of this Plan, the principles for rural development should be adhered to.

DESCRIPTION OF LAND USE CATEGORIES

The land use categories listed below are used in both the future and existing land use mapping. Some categories may not be found on the future land use mapping due to the emphasis on mixed-use designations. For example, the Warehouse designation used for existing warehouse uses is included in the broader Light Industrial category that is used in the Future Land Use mapping.



Public Open Space (OS): This is a catch-all category for all public park, recreation and open space lands. The riverfront open space system is included in this category, as are certain trail segments. Uses of this land include floodplain protection, riverbank stabilization, riparian habitat preservation, open space preservation, active and passive parks, and trails.

Private Open Space (POS): This category is intended for areas which should remain open as buffer zones for private development but remain in private ownership.

Cemetery (CEM): This category includes cemeteries.

Community Facility (CF): This category is intended for public and private institutions including, but not limited to, government facilities, public and private schools, universities, medical facilities and hospitals, transportation facilities, libraries, post offices, fire stations, religious facilities, community centers, and performing arts facilities. Deed-restricted affordable housing, with densities of 1 to 15 dwelling units per acre (DU/Acre) that satisfy the Town's affordable housing requirements may be permitted. Other affordable housing may also be permitted if proposed in conjunction with another community facility use.

Utilities (UTIL): This category is intended for public and private utility uses such as water treatment facilities, sewage treatment plants and facilities, transformer stations, telecommunication towers, natural and propane gas storage facilities, and other similar uses.

Mixed Use Commercial (MUC) The intent of this category is to provide retail and/or service commercial uses on the street level and residential uses and office uses on upper floors. Structures in this category are intended to allow for live/work situations and, as such, can also include very light industrial uses such as light assembly and repair shops.

Service Commercial (SERV): The service commercial category is intended for service and repair uses, typically small shops with relatively low inventory needs. Examples in this category include hair salons, copy shops, optical shops, laundromats, dry cleaners, bakeries, day care centers, and repair shops. Land designated in this category can also be used for recreation-oriented commercial uses like recreational guide services, golf equipment rental and maintenance facilities, outdoor equipment rental services, etc. This category could include some small office/service uses.

Retail Commercial (RET): This category provides goods for sale, and involves high customer turnover, high inventory, and delivery needs. Typical uses include convenience stores, restaurants, gas stations, grocery stores, shops for the retail sale of goods such as clothing, shoes, books, hardware, sporting goods, etc.

Light Industrial (IND): This land use category is intended to allow for light industrial uses such as manufacture, assembly, contractor storage and operation uses in conjunction with office, small scale commercial and residential opportunities in appropriate locations. These uses are compatible with agricultural uses and provide good transition between agricultural uses and other non-commercial uses. Light industrial uses should be located in areas with convenient access to the highway for vehicles and delivery trucks.

Warehouse/Storage (WARE): This category is intended for storage and warehouse uses including mini-storage and full service warehouse facilities. Uses in this category experience frequent heavy truck traffic and require convenient highway access.



Hotel/Lodging (HOT): Intended for hotel, motel, lodge facilities, and related service commercial uses. This use category is appropriate for locations in the central business district and on major collector and arterial roads. Uses in this category include hotels, motels, lodges, bed and breakfast, restaurants and other similar uses. Structures in this category may incorporate other uses such as restaurants, gift sales, floral shops, and small satellite outfitting shops.

Rural Residential (RR): Intended for large lot residential uses where central services (sewer and water) are generally not available or are inappropriate. Generally, this category is intended for lots greater than two acres in size, though smaller lots may be found in this category with an agricultural use or operation, within “antiquated subdivisions”, or where some level of central services are available.

Residential Recreation (REC): Intended for residential uses within larger areas devoted to recreation, such as a golf course.

Low Density Residential (LDR): Residential use with densities between 3 DU/Acre and 5.9 DU/Acre. Other appropriate uses in this category include small-scale community facilities and parks that serve the surrounding residential area.

Medium Density Residential (MDR): Residential use with densities between 6 DU/Acre and 11.9 DU/Acre. This category would commonly include projects with duplex and/or townhome units and zero lot line projects. Other appropriate uses in this category include small-scale community facilities and parks that serve the surrounding residential area. Small-scale commercial uses also would be allowed. Projects in this land use category should be designed utilizing cluster concepts and should incorporate useable common open space and buffer areas.

High Density Residential (HDR): Residential use with densities between 12 DU/Acre and 20 DU/Acre. This category would commonly include projects with denser townhome type units and structures with multiple units including apartment type units. Other appropriate uses in this category include small-scale community facilities and parks that serve the surrounding residential area. Small-scale commercial uses also would be allowed. Projects in this category should provide useable open space and buffer areas.

Mixed Use Residential (MUR): The primary intent of parcels designated MUR would be residential with commercial uses permitted by the Town in order to provide vitality. This designation would also allow the opportunity for existing businesses to remain on property designated MUR if redevelopment occurs. The percentage of commercial use permitted on these parcels would be higher than that envisioned for HDR parcels without the mixed-use designation, which would be expected to have a minimum residential density associated with them.

Agriculture (AG): This category is intended for properties whose long-term use is proposed to be agriculture during the life of this Plan. Typical uses include animal husbandry, crop production, equestrian operations, nursery production, grazing, and other related uses. This category also contemplates residential use associated with active agricultural operations including rental and bunkhouse type units. There may be other limited commercial uses that could be included in the agricultural areas that are compatible with this use but that provide economic return to this area. These areas will be examined for prioritization as Transfer of Development Rights (TDR) sending areas.



**Table 5.2.2
Acreage Summary For Future Land Use Map (Within UGB)**

	Map Symbol	In-Town	UGB	Total	Housing Units	Comm. SF
Residential						
Rural Residential	RR	0.0	0.0	0.0	0.0	0.0
Residential Recreation	REC	0.0	0.0	0.0	0.0	0.0
Low Density Res.	LDR	0.0	0.0	0.0	0.0	0.0
Medium Density Res.	MDR	7.7	73.7	81.4	968	0.0
High Density Res.	HDR	1.8	7.6	9.4	188	0.0
Mixed-Use Res.	MUR	1.6	2.8	4.4	66	31,625.0
Mobile Home Park	MHP	0.0	0.0	0.0	0.0	0.0
Sub-Total		11.1	84.1	95.2	1,222	31,625.0
Commercial						
Mixed-Use Commercial	MUC	4.5	2.5	7.0	75	183,866.8
Service	SERV	4.3	1.8	6.1	0.0	66,429.0
Professional Office	PRO	0.0	0.0	0.0	0.0	0.0
Retail	RET	0.0	0.0	0.0	0.0	0.0
Light Industrial	IND	0.0	23.5	23.5	102	435,055.5
Warehouse/Storage	WARE	0.0	0.0	0.0	0.0	0.0
Hotel/Lodging	HOT	0.0	0.0	0.0	0.0	0.0
Sub-Total		8.8	27.8	36.6	177	685,351.3
Public/Quasi-Public						
Community Facility	CF	2.5	7.3	9.8	0.0	0.0
Cemetery	CEM	0.0	0.0	0.0	0.0	0.0
Utilities	UTIL	0.0	0.0	0.0	0.0	0.0
Government	GOV	0.0	0.0	0.0	0.0	0.0
Sub-Total		2.5	7.3	9.8	0.0	0.0
Open Space/Parks						
Public Open Space	OS	12.7	24.7	37.4	0.0	0.0
Public/Private Open Space	OS/POS	0.0	19.7	19.7	0.0	0.0
Sub-Total		12.7	44.4	57.1	0.0	0.0
Other						
Agriculture	AG	0.0	0.0	0.0	0.0	0.0
Sub-Total		0.0	0.0	0.0	0.0	0.0
Total		35.1	163.6	198.7	1,399	716,976.3

Source: TG Malloy Consulting, Basalt Staff.

- Planned Density: LDR - 3 to 5.9 DU/AC
MDR - 6 to 11.9 DU/AC
HDR - 12 to 20 DU/AC
MUR - 15 DU/AC
- Mixed-use Commercial numbers based on .9 FAR and assuming 33% of square footage is utilized for residential use. Dwelling unit counts are based on 1,200 square foot units.
- Light Industrial square footage is based on .5 FAR and assuming 15% of square footage is utilized for residential use. Dwelling unit count is based on 750 square foot units.



Section 5: Future Land Use

- 4) All numbers are based on gross density, although right-of-way shown on map is not included in land use acreages shown above.
- 5) Mixed Use Residential Commercial numbers based on .5 FAR and assuming 33% of square footage is commercial use.
- 6) The above numbers do not include approved and infill development included in Tables 2.7.1 and 2.7.3.
- 7) Existing dwelling units and commercial square footage on properties shown with future land use designation have been subtracted to avoid double counting.
- 8) Service commercial numbers based on .25 FAR.

The results of the build-out analysis contained in Section 2 of this document show a dwelling unit absorption of between 617 units (3.2% growth rate) and 662 units (3.4% growth rate) over the next five years (2007 to 2011). In order to moderate market inflation, it is recommended that communities allow for a surplus of housing. While there is no fixed amount recommended for this surplus, the range generally varies from 20% to 50%. If we add a 30% surplus to the dwelling unit absorption numbers from the build-out analysis, we come up with a housing need of between 802 and 860 units for the five years from 2007 to 2011. We can evaluate whether the land use strategy contained in this master plan provides adequate land with appropriate residential densities to meet the housing need by comparing it to the potential new housing supply. The potential new housing supply is derived by combining the approved/un-built and infill units from Table 2.7.1 (604 units, not including unbuilt units in the rural areas) with the number of potential units shown in Table 5.2.2 above (1,399 units within the UGB). This results in a total potential of 2,003 units. Therefore, the land use pattern depicted on the Future Land Use Map within the UGB creates the potential for more than enough housing units to meet the Town's needs for the next five years and then some.

While it is important to understand these numbers, the Town's policies and procedures regarding growth should acknowledge that opportunities to develop community character, culture and community goals often occur as part of new development proposals. Developing policies for managing growth to allow for the right kinds of development is one of the key reasons for undertaking the update to the *1999 Basalt Master Plan*. The Town's growth philosophy should include options for the Town to grow in terms of community character, economic strength, diversity, and sustainability. These broader concepts of community growth should receive a high priority when considering growth issues and development proposals.

An initial step toward addressing growth in this more comprehensive manner is to provide a means for assessing the characteristics of more desirable, growth-sensitive projects. Outlined below are some sample characteristics.

- *Phasing plans with realistic numbers of units/square footage in each phase;*
- *Full compliance with concurrency standards;*
- *Full compliance with affordable housing policies;*
- *Use of Transfer of Development credits;*
- *Use of cluster development, open space preservation easements;*
- *Provision for public dedication of key open space tracts;*
- *Use of transit-oriented and mixed use concepts;*
- *Plans that facilitate implementation of the River Stewardship Plan; and*
- *Full utilization of neighborhood typology concepts.*

