



*Town of Carbondale  
511 Colorado Avenue  
Carbondale, CO 81623*

**WORK SESSION AGENDA  
PLANNING & ZONING COMMISSION  
PROJECT STEERING COMMITTEE  
October 13, 2021  
3:30 p.m. Town Hall  
Rooms 1 and 2**

1. 3:30 p.m. – 5:00 p.m.  
Continued Discussion of Comprehensive Plan Update - Draft  
Plan Framework and Goals .....Attachment A\*
2. 5:00 p.m. - Adjourn

\*This material is the same information which had been included in the September 30, 2021  
Planning Commission packet.

# **Carbondale Comprehensive Plan Update**

**Key Recommendations DRAFT**

**9/30/2021**



**Cushing  
Terrell.**



# Purpose

The following draft Recommendations memorandum is provided to the Town of Carbondale and Project Steering Committee for review and input. The draft Recommendations are a required deliverable as part of the Carbondale Comprehensive Plan Update (Update). The draft Recommendations have been developed based on input received from the community, community-based subject matter experts, focus group discussions and Town staff.

The Draft Recommendations are organized around the Town of Carbondale Comprehensive Plan Update 'Supplement' key focus areas. These focus areas were defined by the Town of Carbondale as high priority areas for the Comprehensive Plan Update process. As the community outreach process continues to advance, several other topics have been identified by community members. These items have also been noted in this memorandum.

This Draft Recommendations memorandum addresses the following Plan elements:

## Community Plan Framework

Vision + Goals

Objectives

Future Land Use Map (FLUM)

Downtown

Downtown North

High Density Residential Areas

Climate Action Plan

Multi-Modal Access + Circulation

Aging in the Community

Other Items

Historic Preservation

Highway 133/Gateways



# Existing Conditions Summary

The consultant team provided an overview Existing Conditions Summary Memorandum on September 3, 2021. The Existing Conditions Summary provides an overview of existing conditions, plans and programs that may inform this current Key Recommendations deliverable. The Existing Conditions Memorandum will be available on the project website:

<https://carbondalekaleidoscope.org/chart-carbondale>

## Key Observations for Recommendations

(as defined throughout the Plan process)

- The current (2013 Comp Plan) FLUM classifies areas into neighborhood typologies rather than a conventional land use vision as would normally be provided in a Future Land Use Map. The current proposed FLUM provides clearer land use designations and reflect the vision for areas of stability and areas that may change based on input received.
- Community input has alluded that Carbondale's increasing desirability has attracted an increasing amount of new people and an uptick in development has been the result. Even with increased demand, recently completed and proposed projects have or will meet most of the 10-year growth projection estimates.
- Housing diversity is desired, and efforts must be made to supply units for the "missing middle" and elderly adults, young families, or the single working individual.
- The Downtown has not seen the type of growth and development that has been anticipated. Several reasons may contribute to the lack of development, such as property owner preferences to develop or not, market conditions, financing, or zoning regulations. As a result of the lack luster development activity, the downtown may be impacted.
- Vacant parcels in core areas (downtown down north and high-density residential areas) have not seen desired development since the previous Comp Plan.
- The community risks losing significant jobs and/or diverse employment sectors with potential redevelopment.
- The current land use framework allows for areas of potential incompatibility in transitional residential areas where two unlike land use densities abut.
- The Climate Energy Action Plan would benefit from interim targets to demonstrate how the Town may work toward achieving 202 goals of a 50% reduction in CO2 emissions, with clear direction to accountable parties and implementation.
- A Transportation Master Plan is needed to fully understand and identify mobility network challenges and opportunities on a community and regional scale.
- Efforts to create a multi-modal 8th Street corridor created momentum to establish a multi-modal mobility network through the community, however a better model more replicable is needed to establish an engagement and implementation process.
- Due to physical barriers like Highway 133, areas of town are not fully connected with safe, accessible facilities designed to accommodate all ages and abilities.
- With the proposed goal framework, and due to changing conditions and completed items, the 2013 Comp Plan Implementation Matrix and associated measures and strategies requires review and updating.

# Community Plan Framework

At the August 12th Project Steering Committee Meeting, the consultant team presented a proposed Community Plan Framework that emphasizes and new Comprehensive Plan organizing structure. The new structure of CLIMATE, RESILIENCY and EQUITY will serve as an essential framework in support of the Town of Carbondale's long-term *Vision for a Sustainable Future*. The *Vision for a Sustainable Future* ensures that future generations will be able to enjoy the same quality of life and benefits that the current community enjoys today.

At the August 12th PSC meeting, participants expressed support for the new Community Framework. On August 24th, the consultant team provided an update to the Board of Trustees on the Comp Plan Update process. Among other items, the proposed Community Framework was presented and discussed. In general, the Board members present were supportive of the new proposed Comp Plan Framework structure.

As part of the Board discussion, comments were noted regarding the need to clarify the definition of 'Resiliency' and whether the concept of 'Equity' may be considered as a current popular topic and if the concept would withstand the longer test of time. As proposed, the following Framework shall serve to inform the Town of Carbondale Comprehensive Plan Update:

## CLIMATE INTENT

The natural environment, resources, and climate shall be viewed and understood at multiple scales to include neighborhoods, the community, region, and global perspectives.

## RESILIENCY INTENT

Community resiliency is influenced by multiple variables and include a; environment, fiscal and economic sustainability and the health and well-being of all community members. (This does not appear to define resiliency.)

## EQUITY INTENT

The community values, aspirations, lifestyles, preferences, and social/civic capacity shall be representative of ALL residents and shall serve as an overarching guiding principle.





## Definitions

**Climate Protection** describes actions to eliminate greenhouse gas emissions and reduce global warming. Targeted strategies identified in the 2017 Climate and Energy Action Plan include:

- Increasing Building Efficiency
- Decarbonizing Transportation
- Renewable Energy and Storage
- Reducing and Recycling Waste
- Local and Sustainable Food
- Water Conservation & Reuse

**Resilience** is defined as the capacity to adapt to changing conditions and to maintain or regain functionality and vitality in the face of stress or disturbance. It is the capacity to bounce back after a disturbance or interruption. Resilient design is the intentional design of buildings, landscapes, communities, and regions in response to vulnerabilities.

**Equity** describes a state that is achieved when all people have full and equal access to opportunities that enable them to attain their full potential. The determinants of Equity include the social, economic, geographic, political, and built environment conditions in which people live and work that lead to the creation of a fair and just society.

# Draft Vision

The following Mission Statement is taken from the Town of Carbondale 2021 Budget. The consultant team is requesting that the PSC consider adopting and/or the Mission Statement below as part of the Comp Plan Update.

**‘To maintain and enhance an environmentally sensitive, culturally diverse, family oriented small town, with town government providing quality service to the Carbondale community.’**

*Source: Town of Carbondale Strategic Plan; 2021 Budget.*







## Draft Goals

The following Draft Goals have been adapted based on the previous 2013 Comprehensive Plan and input received as part of the current Comprehensive Plan Update process. The goal statements are informed by the Community Plan Framework note above. The Draft statements require further review and input from PSC.

**Goal #1:** Embrace Carbondale's small-town character

**Goal #2:** Promote economic growth, diversification, and self-sufficiency

**Goal #3:** Address housing affordability and diversity

**Goal #4:** Ensure long-term, sustainable infrastructure systems to meet community growth projections

**Goal #5:** Promote universal access, and active mobility and multi-modal options in the community

**Goal #6:** Celebrate the natural resources and ecological values of the region

**Goal #7:** Prioritize social equity, health and well-being, creativity, and education in the community

**Goal #8:** Ensure the long-term fiscal health of the community

**Goal #9:** Guarantee high quality, responsive governance



# Objectives

Unless otherwise noted, the following draft Objectives are taken directly from the 2013 Comp Plan. *Newly introduced 'Objective' statements are noted in italics.* Each Objective statement will require further review and editing as required.

The intent is that each goal statement above will be accompanied by a series of measurable 'objective' statements. The Goals and Objectives will be further refined as part of the Draft Comp Plan Update Supplement to be provided to the PSC in November 2021.

## **GOAL #1:** **Embrace Carbondale's small-town character**

Objective 1.1: Support the existence of an ethnically and culturally diverse community.

Objective 1.2: Preserve and enhance access to the local decision-making process.

Objective 1.3: Protect the physical and natural environment.

Objective 1.4: Maintain the diversity of population in Carbondale that make the Town the quality progressive place that it is.

Objective 1.5: Maintain and/or create a diversity of housing types through land use codes and planning goals.

Objective 1.6: Broaden and enhance recreational opportunities and facilities in the community.

Objective 1.7: Maintain the importance of the individual in the community and the ability of the individual to make a difference.

Objective 1.8: Facilitate and enhance the opportunity for people to work together and preserve community networking systems.

Objective 1.9: Maintain and promote a high level of community volunteerism.

Objective 1.10: Ensure the Highway 133 corridor is visually attractive.

## **GOAL #2:** **Promote economic growth, diversification, and self-sufficiency**

Objective 2.1: Build from Carbondale's economic strengths to cultivate a unique role in the regional economy.

Objective 2.2: Capture more local spending.

Objective 2.3: Facilitate business development with growth and development processes, standards and decisions that are clear, predictable, fair, consistent, timely and cost-effective.

Objective 2.4: Support the enhancement of local food production systems (i.e., growing, processing, marketing, and consumption).

## **GOAL #3:** **Prioritize housing affordability and diversity**

Objective 3.1: Promote the development of diversity of housing types providing for residents with different economic and housing needs and giving employees the opportunity to live affordably close to where they work.

*Objective 3.2: Establish an affordable housing policy (this a new proposed objective)*

#### **GOAL #4:**

##### **Ensure long-term, sustainable infrastructure systems to meet community growth projections**

Objective 4.1: Support the development and maintenance of infrastructure necessary for a sustainable local economy.

#### **GOAL #5:**

##### **Promote universal access, and active mobility and multi-modal options in the community**

*Objective 5.1: Develop a Transportation Master Plan (TMP) for the Town of Carbondale. (this a new proposed objective)*

*Objective 5.2: Establish policy guidance to address universal and equitable transportation access for all community members. (this a new proposed objective)*

*Objective 5.3: Conduct a bicycle and pedestrian facility inventory and identify missing gaps in the Town. Build off the 2019 High Priority Bicycle and Pedestrian Corridors Map and modify with additional high priority corridors. [this a new proposed objective]*

Objective 5.4: Support local businesses to provide more opportunities and convenience to shop in Carbondale and help reduce the need to drive.

Objectives 5.5: Implement programmatic and infrastructure strategies to reduce the need to drive a single occupancy vehicle.

Objective 5.6: Conduct a parking study to understand parking utilization and need for additional marketing of parking locations or additional parking supply.

#### **GOAL #6:**

##### **Celebrate the natural resources and ecological values of the region**

Objective 6.1: Reduce the demand for energy and produce energy locally.

Objective 6.2: Embrace the river corridors by preserving them and making them more accessible for recreation.

Objective 6.3: Improve watershed health and water quality.

Objective 6.4: Preserve and protect views, trails, rivers, and other natural assets that make Carbondale a great place.

#### **GOAL #7:**

##### **Prioritize social equity, health and well-being, creativity, and education in the community**

Objective 7.1: Retain Carbondale's real town feel that fosters individuality, diversity, and respect for one another.

Objective 7.2: Embrace Carbondale as a welcoming and caring place to everyone regardless of economic circumstances or appearances.

Objective 7.3: Promote schools and community centers as places that are well supported and help bring us together and retain a family-oriented community.

Objective 7.4: Support community arts and culture and special events that inspire civic pride, volunteerism, and unity.



Objective 7.5: Promote opportunities for the youth of Carbondale to have fun in town during all seasons through festivals and celebrations, a wide variety of year-round indoor and outdoor activities for young people to gather and hang-out in town will make Carbondale a fun and healthy place to grow-up.

Objective 7.6: Support the community to prosper, grow and change just enough to keep it interesting, but not so much that it is no longer a safe, friendly, and familiar small town.

Objective 7.7: Maintain Carbondale as a viable and affordable location for young people to build their lives and their careers.

Objective 7.8: Recognize the benefit of great schools.

**GOAL #8:**  
**Ensure the long-term fiscal health of the community**

Objective 8.1: Align fiscal policies and levels of service with future land use strategies.

Objective 8.2: Diversify town revenues.

**GOAL #9:**  
**Guarantee high quality, responsive governance**

Objective 9.1: Communication across the community will be effective, issues will be debated openly, and citizens will be confident in a responsive and decisive town government.

Objective 9.2: Town officials and residents will respect the importance of private property rights and respect the applicable provisions of the Colorado and United States Constitutions.

Objective 9.3: Community members will engage in productive partnerships with other organizations and governments to achieve our goals because we recognize that the whole is greater than the sum of the parts.

*Objective 9.4: Create / refine development review standards and policies that are predictable and manageable. (this a new proposed objective)*

*Objective 9.5: Ensure timely project development reviews. (this a new proposed objective)*





# Future Land Use Map (FLUM)

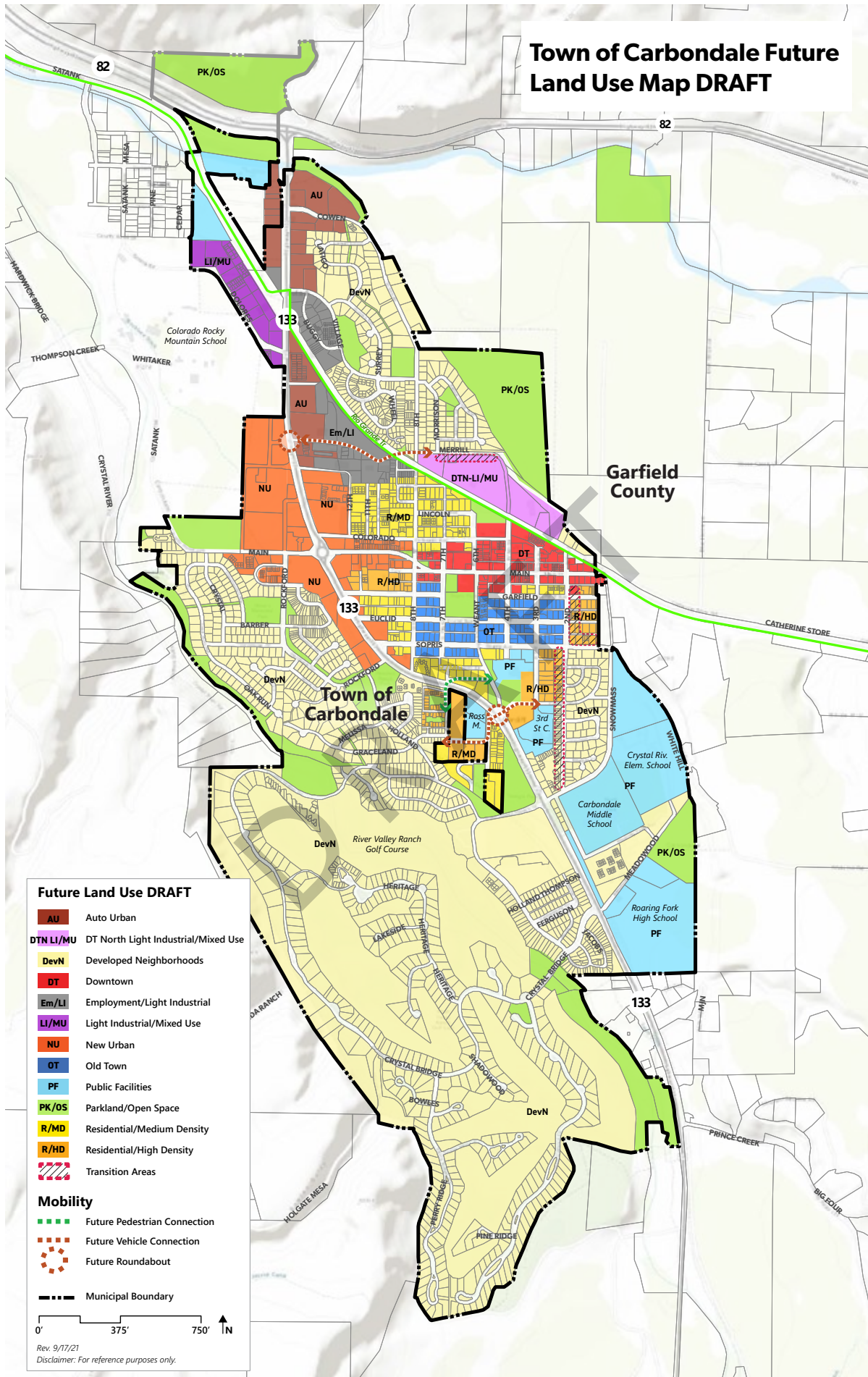
The draft Recommendations will be further evaluated based on the proposed Future Land Use Map (FLUM) as part of this Plan Update effort. The FLUM illustrates proposed land use designations within the Town of Carbondale. See attached FLUM exhibit and Land Use definitions.

In addition to the FLUM and land use definitions, a summary is provided to highlight key map amendments from the 2013 Future Land Use Map to the current proposed FLUM. The key modifications include:

- *Redefinition of some Land Use categories relevant to the Focus Areas of this Update*
- *Clarification of types of uses allowed per each Land Use designation*
- *Clarification of 'Transition Areas'*
- *Key Multi-modal Connections*
- *Garfield County in holdings and type of future Land Uses anticipated for these areas*

Once the proposed updated FLUM is approved as a part of the Comprehensive Plan Update, the Town Planning Department staff may be required to modify the Town's Unified Development Code (UDC) and zone classifications as necessary. This follow-up update is not a part of the current Comp Plan Update process.

# Town of Carbondale Future Land Use Map DRAFT





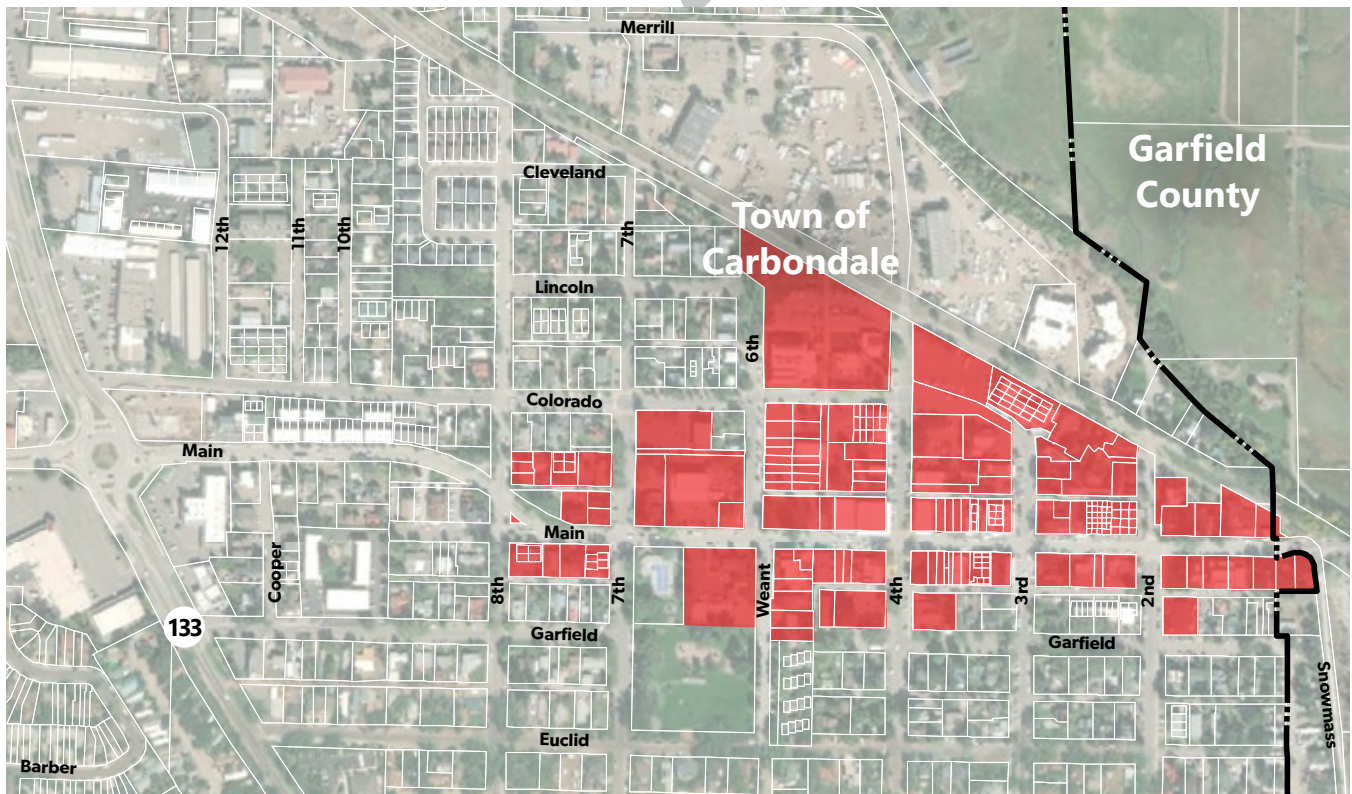
# Key Recommendations

## Downtown

### Overview

The Downtown includes the core historic area along Main Street and several commercial or mixed-use blocks on either side which are zoned as the Historic Commercial Core district. The 2013 Comprehensive Plan and the 2016 Unified Development Code update have envisioned the HCC zone as a mixed-use hub of activity with small local businesses, food and beverage establishments, entertainment destinations and a diverse mix of housing. The 2013 Comprehensive Plan states redevelopment should balance the preservation of historic buildings with new buildings that offer variety in architectural design while staying within the scale of the historic urban fabric with heights up to three floors. Ground floor non-residential uses are required in the HCC zone. Parking is required for residential, and lodging uses but not non-residential uses.

An estimated four acres of land in the HCC zone are vacant or undeveloped land. Despite several proposals in recent years, the Downtown has not seen significant development. Several redevelopment projects are in planning stages. As a targeted area of this update, the Project Team held several meetings with groups, individual stakeholders or organizations holding an interest in the Downtown including downtown business owners, downtown property owners, the Town's Historic Preservation Commission, and developers. In addition, two charrettes were held to discuss the state of development and design standards in the HCC district to understand what factors affect a project's constructability.



**Downtown Focus Area Map**

## Key Issues

- Many projects have been proposed within the HCC zone but - despite vacant land - nothing has been proven constructible for a variety of reasons including ownership, the marketplace, property size and position and development standards.
- A preservation legacy has successfully protected the Downtown's community and architectural character, but tradeoffs may exist between small, historically scaled design and marketable redevelopment projects.
- Community sentiment stated Downtown vitality may be affected if additional commercial is developed in peripheral areas.

## Key Recommendations

- Redevelopment should meet the broader growth strategy as defined by the Comprehensive Plan Update recognizing that the community desire is to direct future development toward key concentrated areas, and vacant or underutilized parcels in Downtown North area.
- Promote a diverse mix of lot types and housing unit types that includes commercial, residential multi-family and market and affordable housing in the downtown. Residential unit types should include rental and home ownership units, ground level and possible upper-level stacked flats that are intended to support increase density and a variety of multi-generational populations and needs, such as those who are experiencing disabilities and aging in community. A diversity in housing types should balance market rate rental and ownership units and affordable and attainable housing units.

## Land Use Development Code Amendments

- Provide flexibility in parking requirements

- Provide a parking credit (e.g., up to 20% reduction of parking) for projects located adjacent to public transit service
- Provide a credit of on-street parking to support project related retail uses and event parking requirements. On-street parking must be located adjacent to the project site.
- Support an amendment to the Town's Unified Development Code to adjust parking standards for the HCC and selected mixed-use districts that require a minimum of 1.5 parking space per resident unit. Eliminate the standard to require parking based on number of bedrooms.
- Amend the ground floor retail use standards to acknowledge more flexible design solutions intended to address ground level activation in certain areas in the HCC.
- Consider eliminating the 14-foot height requirement and increase allowed building height to an acceptable height (i.e., 38 feet) to allow higher ceilings.
- Amend the building height metrics to move from maximum building height (35') to maximum number of stories (i.e., max. three or four stories).
- Acknowledge that on-street parking within a block area of a development site may contribute to parking demand for residential uses.
- Consider a centralized shared parking approach to create efficiency between day-use retail and employment uses and night-time residential uses, if feasible.
- Consider creating a tiered frontage design requirement for the HCC zone to include a multiple frontage types that allow for certain unit types on the ground floor, e.g. live/work units where the HCC zone transitions into residential land uses.

- Seek travel demand strategies to reduce parking demands to compliment the mixed-use neighborhood form.

### Sustainable Development Strategies

- Leverage Holy Cross and Xcel service territory for maximizing on-site electric and renewable infrastructure.
- Consider adopting Low Impact Development site strategies intended to address environmental impacts associated with on-site stormwater management and water quality strategies, such as bio-retention, impervious surface materials and use of drought tolerant plant materials.
- Establish project performance strategies to define interim sustainable development targets and measures (i.e., energy consumption and carbon reduction, water, construction waste recycling, trip reduction, equity, etc.). Define specific measurable targets to account for incremental efforts to achieve overall Co2 emission reduction targets - i.e. the Town's long-range goal is 50% reduction in CO2 emission by 2030. This measure is intended to establish how the Town will monitor and be accountable for, how the community will work toward this target. There is no quantitative means to do so now.

### Site Amenities

- Consider the adjacent open spaces and amenities and the multimodal trails the Nature Park, Promenade, and Main St when planning for pedestrian and bicycle access and parking needs.

## Downtown North Focus Area

### Existing Future Land Use Definition for Plan

"Downtown North is currently occupied by several light industrial oriented businesses. As Carbondale evolves, this location adjacent to the Historic Commercial Core with larger parcels is a prime location for redevelopment complementary to downtown.

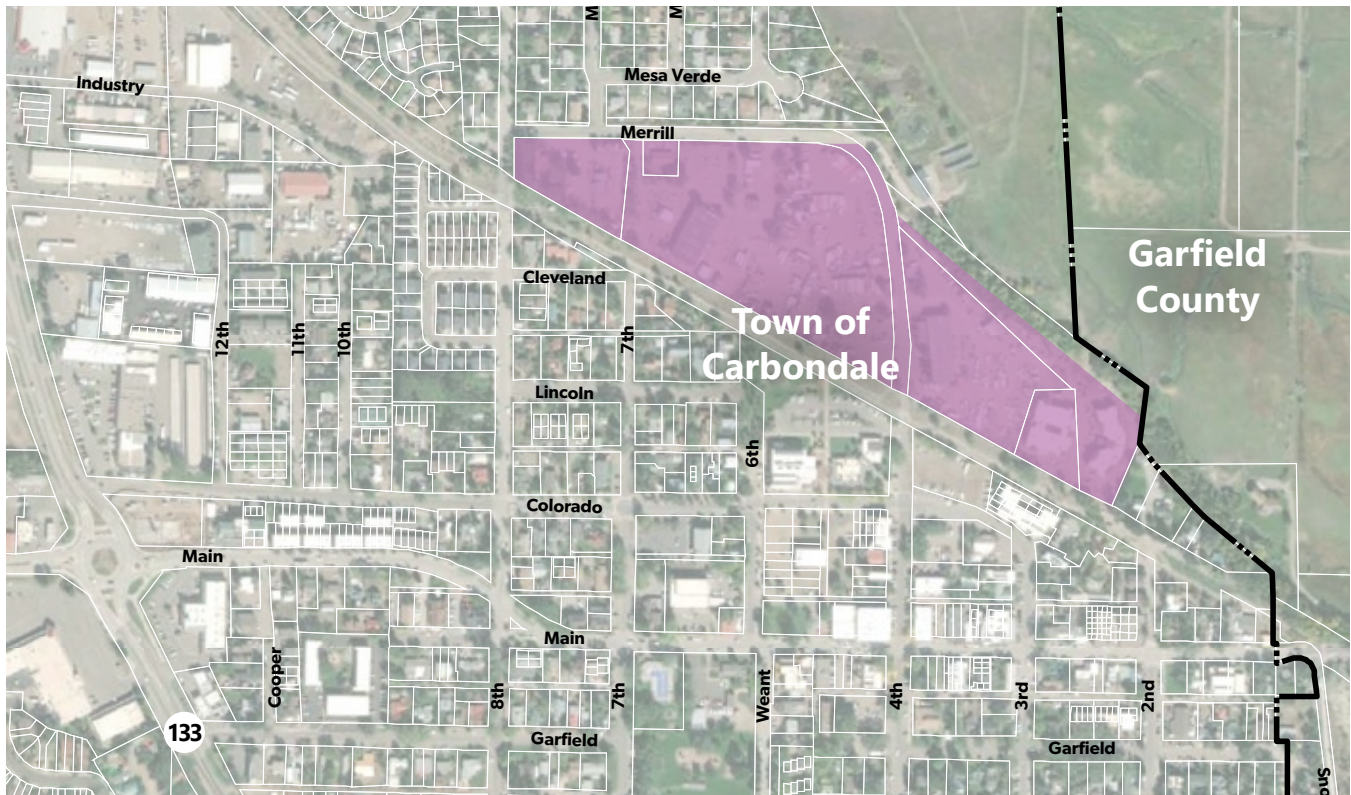
This designation focuses on the future of redeveloping this property as an extension of the traditional town form, scale, and mixture of uses. The intent is to add to and support the critical elements of the downtown. These include restaurants, retail, offices, arts, non-profits, conference center/hotel, medical facility, a broad mix of residential unit types, and education facilities. Transit-oriented development is envisioned for this area. Vehicle and pedestrian connectivity are essential. If Downtown North redevelops as described in this designation, light industrial shall be transitioned to the Highway 133 corridor and other light industrial areas.

### Overview

The Downtown North property has been the subject of several community outreach events throughout the Comp Plan Update process. The consultant has included key questions about this property during open house events and as part of community surveys. In addition, the consultant team met with various community experts as architects, developers (not associated with the property), property owners in and around the downtown to discuss the future of the Downtown North area.

The consultant team also met with the owners / developer and the design team representatives of the Downtown North property and other interested parties as a part of an open design charette process to address the future of this area of town.





**Downtown North Focus Area Map**

The question was asked; what do you envision the future of Downtown North to be, what types of uses represent the highest and best use scenario, and what type of urban form and amenities do you think are appropriate for this 12-acre site?

When asked by the public, what type of future uses do you envision for this important property, the input ranged from small-scale neighborhood commercial to retaining the existing commercial / industrial uses and the jobs that the currently supported now at this site. Some people felt that the current uses (and jobs, and particularly the diversity in creative-oriented jobs) are important to the Carbondale economy and spirit. Others felt that the area could transition to help address other Town priorities as housing supply, and housing affordability and diversity. Comments were made that; if the current uses and jobs were to

go away, where in Town could this type of use go? Anecdotal comments stated that the Town's creative maker's industry housed in these places that naturally emerged is beginning to decline due to a lack of affordable housing and artists/makers being priced out of workshop space.

Considering the input, and the overall community priorities of housing diversity, climate, resiliency, and small-town character in Carbondale, the consultant team recommends that the Downtown North site work to create a balance of housing diversity and job creation as part of a new neighborhood mixed use redevelopment for this property. The Future Land Use Map (FLUM) would be modified to reflect an emphasis on a mix of residential, neighborhood retail, office, and light commercial uses.

The site should support flexible building typologies designed to accommodate small scale neighborhood supportive retail, creative maker space and low impact commercial uses. The overall character is that of a Light Industrial/Mixed Use district that complements the small-scale nature of Carbondale and the walkability and architectural form of the Town's Main Street with a traditional street grid. Specific uses as hospitality should be further evaluated to determine market demand and whether this site serves is best served for hospitality and if so, what this use may look like.

### Key Issues:

- Redevelopment of Downtown North will displace light industrial or creative industry jobs desired by some in the community.
- Added rooftops, activity and traffic to the area will impact the mobility network for both pedestrians and vehicles.
- Land uses in new non-residential development in Downtown North and nearby neighborhoods may require design scrutiny to ensure a smooth transition between unlike land uses.
- The community must understand the tradeoff between the opportunity to add a mix of housing types and costs to a new neighborhood next to downtown with the potential displacement of a large employment base.

### Key Recommendations:

- The project should meet the broader growth strategy as defined by the Comprehensive Plan Update recognizing that the community desire is to direct future development toward key concentrated areas such as the Downtown North area.
- Consider flexible uses and building forms and typologies as represented along 4th Street in the area toward Rio Grande Trail.

- Promote a diverse mix of lot and housing types that includes multi-family attached row house and townhomes, duplex and 4- to 6-unit corner lots and possible 2nd and 3rd floor flats. Housing units would include a mix of market rate rental and ownership units and affordable and attainable housing units.
- Acknowledge adjacent land uses while locating uses and massing on-site with less density on the north and more density on the south and east of the property
- Neighborhood scale retail commercial uses should be concentrated near the 4th Street and Rio Grande Trail intersection.
- Integrate light industrial/commercial and creative makers space units that include increased floor to ceiling area, flexible floor area and access doorways / roll-up doors.
- Allow non-residential uses to evolve based on new realities of retail and work from home.
- Optimize density to prevent need for annexations and to populate downtown core to the benefit of downtown businesses and pedestrian and transit access
- The project may also consider allowing the property owners the ability to subdivide for permanent financing mechanics and varying lot sizes and uses.
- Ensure new development does not preclude the use of the rail corridor for future light rail or other transit facilities.
- 

### Land Use Development Code Amendments

- Define the Downtown North area as a Neighborhood Light Industrial/Mixed Use Zone with a vision for a neighborhood-scale, light manufacturing, or creative space district.
- Allow an increase density to support the design intent of the new neighborhood.
- Create urban design standards to define street and blocks, parcel and building

footprints, building typologies, massing, and scale, building articulation and fenestration concepts.

- Support an amendment to the Town's Unified Development Code to adjust parking standards for the HCC district. Eliminate the standard to require parking based on number of bedrooms.
- Amend the ground plane retail use standards to acknowledge more flexible design solutions intended to address ground level activation. This could include live work units with ground level entries and workspaces, limited commercial offices uses, gathering spaces that serve as transitional space, and defines primary building entries and secondary entries for upper story uses.
- Amend the building height metrics to move from maximum building height (35') to maximum number of stories (i.e., max. three or four stories). This strategy will also require that a more detailed supportive form-based code approach that is consider concurrently to address urban form and character, massing and scale and building articulation and adjacencies.
- Recognize that on-street parking contributes to parking demand for supportive retail uses on site.
- Consider a centralized shared parking approach to create efficiency between day-use retail and employment uses and night-time residential uses, if feasible.
- Seek travel demand strategies to reduce parking demands to compliment the mixed-use neighborhood form.

## Sustainable Development Strategies

- Meet or exceed UBC requirements for high-performing energy buildings.
- Leverage Holy Cross service territory for maximizing on-site electric and renewable infrastructure.
- Apply Low Impact Development site strategies.
- Establish project performance strategies to define sustainable development targets and performance measures (i.e., energy consumption and carbon reduction, water, construction waste recycling, trip reduction, equity, etc.).

## Site Amenities

- Provide a core neighborhood central gathering space that includes shade tree, benches, and other amenities.
- Consider the adjacent open spaces and amenities as the dog park and the Rio Grande Trail when planning for pedestrian and bicycle access and parking needs.
- Optimize pedestrian and bike connections to bike trail, Nature Park, Promenade, and Main St.



# High Density Residential Focus Areas

## Overview

The Residential Focus Areas regard land within the Town zoned as the Residential/High Density (R/HD) district. These neighborhood areas are occupied by a variety of housing types including multi-family apartments on smaller lots and attached or detached single-family dwellings. Located just outside the Town core, this zone exhibits a range of housing unit types from many eras, and not all of which are built to the allowable density.

Several R/HD zone districts are adjacent to low-density single family zone districts. Community input expressed concern that if properties in R/HD zones are assembled and redeveloped the result might include incompatible housing types or scales of buildings in these areas.

## Key Issues

- Assembly of parcels in R/HD zones may create incompatible urban form and scale between 35' tall structures and low-density residential.
- Redevelopment of R/HD parcels may lead to a loss of an older, diverse housing stock that in some cases provides affordable units in comparison to elsewhere in town.

## Key Recommendations:

- Consider revisions to the "Transitions between unlike land uses" (UDC 3.7.5) in the Town's Unified Development Code that strengthen design compatibility in areas where R/HD zones abut or are across the street from Residential/Low Density zones.

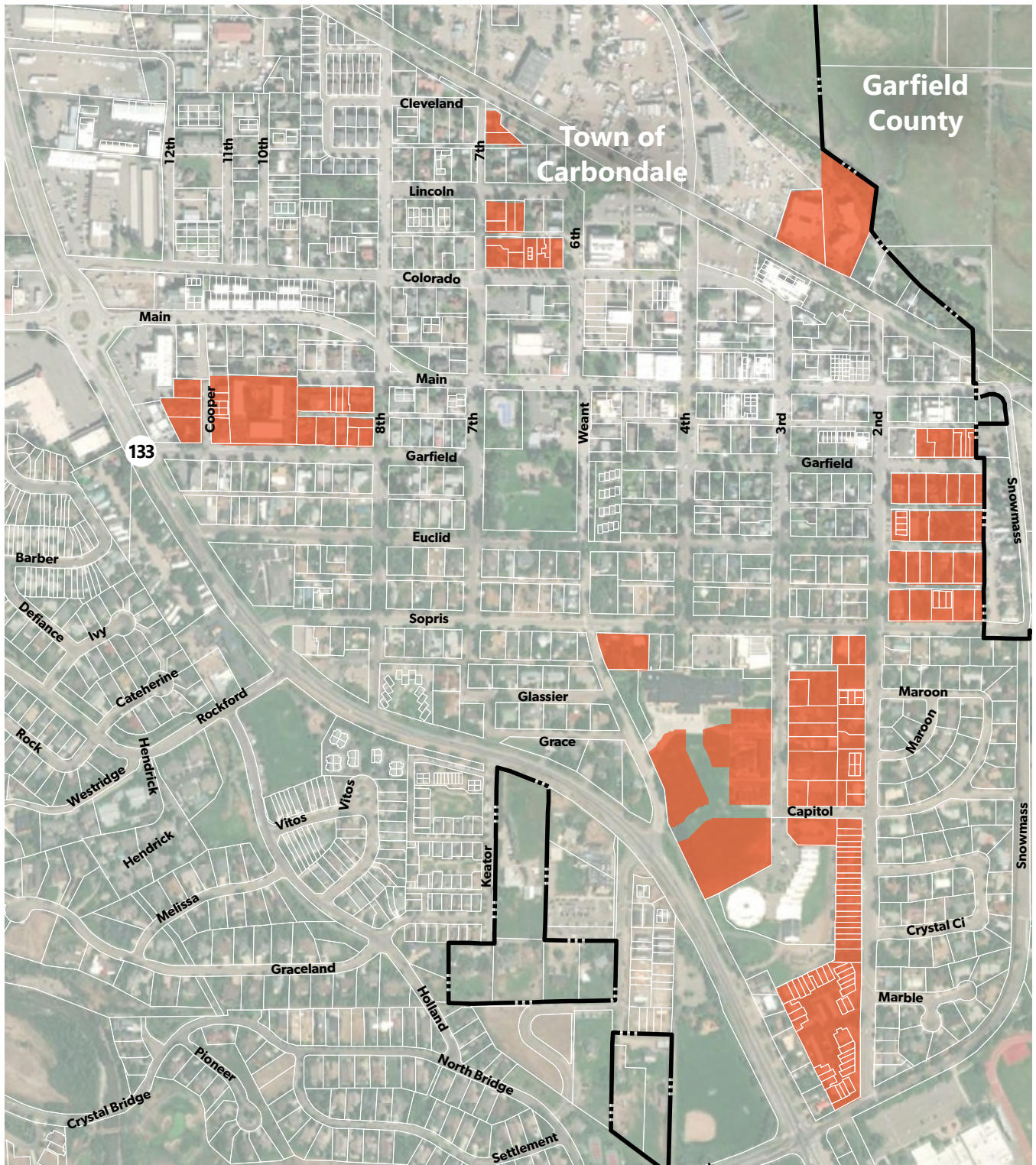
- Consider design guidelines like the Mixed Use (MU) zone that better address heights, step backs or other mass and scale standards that ensure compatible buildings between low- and high-density land uses.
- Incorporate transition areas into the Future Land Use Map.

## Sustainable Development Strategies

- Meet or exceed UBC requirements for high-performing energy buildings.
- Leverage Holy Cross service territory for maximizing on-site electric and renewable infrastructure.
- Apply Low Impact Development site strategies.
- Establish project performance strategies to define sustainable development targets and performance measures (i.e., energy consumption and carbon reduction, water, construction waste recycling, trip reduction, equity, etc.).

## Site Amenities

- Consider the adjacent open spaces and amenities as the dog park and the Rio Grande Trail when planning for pedestrian and bicycle access and parking needs.



**Residential Focus Areas Map**

## Housing + Jobs

### Overview

The health and sustainability of Carbondale's economy involves an interconnected system of vibrant small-town character, happy residents, satisfied visitors, a workforce and housing options to keep the cogs working smoothly, and a transportation network connecting people to their destinations.

Sales tax remains the fiscal lifeblood for Carbondale, but the health of local retail, recreation, and dining establishments is threatened as eroding housing affordability makes it harder to hire and retain service employees to staff those businesses. Affordable housing shortfalls also add stress to the transportation system as employees commute from further away in search of reasonable rents.

### Key Recommendations:

In general, the Town should maintain housing policy efforts already in place and include policy flexibility to continually evolve with changing economic and demographic conditions.

- Ensure that land-use regulations governing PUDs and subdivision covenants facilitate and remove barriers to construction of more affordable housing.
- Explore programs and policy tools to prevent displacement (e.g., rent stabilization, commercial linkage fees, impact fees, LCTs, or rent review boards) for all susceptible communities.
- Continue to allow Accessory Dwelling Units (ADUs) to Carbondale's single-family dwellings, adding housing capacity and increasing financial flexibility for owners. Consider adding an educational component to inform homeowners with guidance on ADU construction/conversion.
- Maintain inclusionary zoning regulations, refining as necessary based on changing housing needs and feedback from the community.
- Inclusionary zoning promotes housing equity by ensuring some income diversity within residential projects, but those regulations may occasionally discourage some mixed-use developments that would otherwise include needed housing. The Town should explore programs allowing limited sale/transfer of unit requirements in such cases.
- Continue to partner with Garfield County to ensure that Carbondale is leveraging County efforts to encourage production of affordable housing, including participation in State (CHFA) and federal (HUD/HOME, USDA) programs including Low-Income Housing Tax Credit (LIHTC) subsidies.



- Convene a citywide task force to develop a comprehensive policy to address multi-generational, displacement and social equity issues and considerations in Carbondale. Topics may include small-businesses retention, housing affordability, anti-displacement policies in the community.
- Investigate and consider adoption of recent Garfield County modifications to their Land Use & Development and Building Codes to allow for "Tiny Homes."
- Support and expand the Carbondale Affordable Creative Space effort to promote and fund arts-oriented space. The 2018 pilot survey for that project identified preliminary demand potential for 42 live-work artist units, 11 shared creative workspaces, and other arts-oriented space that could be pursued further in plans for redevelopment throughout Carbondale - particularly in conjunction with infill redevelopment of downtown and North Downtown areas. How?
- Explore ways to expand deed-restricted housing through community land trusts (CLTs) either by partnering with an existing CLT (e.g., Elevation CLT, primarily active in the Front Range today)) or by helping to organize a similar partnership in the Roaring Fork Valley to organize property acquisition and promote deed-restriction as a mechanism for affordable for-sale housing. CLTs differ from ordinary deed restriction programs in that a Trust organization acquires land and develops housing units that are sold to qualifying households (income limits and residency requirements are up to the CLT in question), but those households take ownership of the building only - not the land (like in a condominium transaction). Like ordinary deed-restrictions, CLT unit owners are limited in the amount of annual appreciation they can capture in resale, and future purchasers must also be income-qualifying. The long-term retention of the underlying land can be appealing to philanthropic participants, and the CLT organizational structure helps coordinate property acquisitions and marketing. We require deed restrictions.
- Evaluate strategies to actively engage with regional housing providers to address affordable housing opportunities. Consider reaching out to affordable housing agencies and housing providers to hold a housing summit workshop aimed at developing an action plan for Affordable Housing in Carbondale. The workshop would explore a range of topics as affordable housing needs, land development opportunities, funding, partnerships, site selection criteria and design guidelines for possible housing scenarios for the Town of Carbondale.

# Climate Action Plan

## Overview

The Town of Carbondale has a strong foundation of environmental commitments supported by plans and policies to achieve their vision of a sustainable future. Since the publication of the 2013 Comprehensive Plan, there have been several notable accomplishments and developments which provide a strong foundation for updates in the 2021 Comprehensive Plan. The focus of the planning team has been to evaluate the policies and programs in the *2017 Climate and Energy Action Plan (CAP)* and the *2018 Final Workshop Report for Vulnerability Consequences and Adaptation Planning Scenarios (VCAPS)*, and provide recommendations to these three questions:

- Are the goal topics outlined in the 2013 Comprehensive Plan still relevant?
- Are we missing any new topics or goal statements?
- Are there any updated sustainability goals which should be established in the Comprehensive Plan?

Following an analysis of the CAP and VCAPS Plans, the planning team met with the Town of Carbondale E-Board, members of CLEER, and other community stakeholders to gain insight and feedback about environmental priorities, needs, opportunities and challenges. As a result of our analysis and community engagement, our key recommendation is that the three pillars of Climate Protection, Resilience, and Equity serve as a new framework for updated sustainability measures in the updated Comprehensive Plan.

Climate Protection describes actions to eliminate greenhouse gas emissions and reduce global warming.

Targeted strategies identified in the 2017 Climate and Energy Action Plan include:

- Increasing Building Efficiency
- Decarbonizing Transportation
- Renewable Energy and Storage
- Reducing and Recycling Waste
- Local and Sustainable Food
- Water Conservation & Reuse

Resilience is defined as the capacity to adapt to changing conditions and to maintain or regain functionality and vitality in the face of stress or disturbance. It is the capacity to bounce back after a disturbance or interruption. Resilient design is the intentional design of buildings, landscapes, communities, and regions in response to vulnerabilities.

Equity describes a state that is achieved when all people have full and equal access to opportunities that enable them to attain their full potential. The determinants of Equity include the social, economic, geographic, political, and built environment conditions in which people live and work that lead to the creation of a fair and just society.

In support of these three focus areas, the Planning team has identified preliminary recommendations outlined below. However, on **September 23rd, CLEER, E-Board, and community experts hosted a community meeting focused on climate protection and action to review the current data and progress for the Town to seek a pathway forward for achieving a carbon neutral community by 2050.** At this event CLEER gathered additional community input to inform the Comprehensive Plan update. **Following this meeting, the Planning team will evaluate the community feedback for alignment with the proposed framework and will include additional recommendations reflecting community needs and priorities.**

## Key Recommendations:

### Climate Protection

To support Carbondale's 2017 Climate and Energy Action Plan commitment to become a net zero community by 2050:

- Establish incremental steps and a methodology for tracking and reporting progress towards carbon neutral goals.
- Every 3-5 years, review existing plans and strategies to evaluate implementation methods, emerging technologies, opportunities, and issues facing the community. As needed to advance carbon reductions, update plans and strategies to include new or modified priorities. Updates should include actionable items, timelines, measurable benchmarks, and enforcement mechanisms.
- Build capacity to enforce Codes, Plans, and strategies related to climate protection, resilience, equity.
- Focus on emission reduction targets and decarbonization strategies for existing buildings.
- Develop and implement programs and policies to respond to findings and action items recommended in updated versions of the CAP plan.
- Engage in regional collaboration with surrounding communities to advocate for policies to expand renewable energy resources at the regional and State level.
- Develop and implement programs that respond to the findings of the Three County Solar and Storage, Regional Energy Inventory study conducted by CLEER.
- Pursue a Zero Energy District.
- Develop and implement programs and policies to expand public and private infrastructure for zero emission vehicles.

### Resiliency

- Develop outreach, education, and communication to support concepts and strategies that advance Resilience.
- Develop and implement programs and policies to respond to the findings of the 2018 Vulnerability Consequences and Adaptation Planning Scenarios (VCAPS) Report. [CLEER/CT to discuss how to include in the Comp Plan Update 9/23]
- Resilience programs and policies adopted by the Town should include defined goals, performance targets, measurable benchmarks, timelines, and transparent reporting and enforcement mechanisms.
- Develop specific resilience strategies at the following scales: Building, Community, and Regional and Ecosystem scales.
- Engage in regional collaboration with surrounding communities to advance interconnectedness and shared systems (environmental, economic, workforce, supply chain, and utility structures, etc.).

### Equity

- Develop outreach, education, and communication to support concepts and strategies that advance social equity through discourse that reflects a range of values and social identities.
- Establish and implement structures for inclusion that engage stakeholders and allow for community engagement and input.
- Align affordable housing developments with sustainable building practices and maintenance programs. Focus financial resources and support programs that promote an energy transition around lower to moderate income (LMI) households.
- Focus financial resources and support programs that promote an energy transition around lower to moderate income (LMI) households.



## Multi-Modal Access + Circulation

### Overview

Transportation within and to/from Carbondale is a key element of creating a community that is vibrant, safe, and attracts a diverse set of residents and visitors. This includes transportation programs, services, and infrastructure for people walking, biking, taking transit, and driving. The current transportation network in Carbondale has several great assets including: RFTA's Highway 82 Bus Rapid Transit (BRT) that provides efficient regional transit; the Rio Grande Trail which provides a direct connection to communities in the valley for people walking and biking; and a dense downtown street grid that promotes walkability. Another existing asset in Carbondale is the previous work that has been done by the Town to identify priority Multi-Modal Corridors in the 2019 High Priority Bicycle and Pedestrians Corridors Map. Multi-Modal Corridors (MMCs) are a connected system of streets, pathways, and sidewalks on which the needs of all users (regardless of age, ability, or mode of transportation) are of equal importance and all users have the same rights to safe and comfortable use.

Throughout the community engagement process, and through an assessment of existing conditions, the consultant team identified key challenges for people travelling in Carbondale, including lack of connectivity, high vehicle speeds making walking and biking uncomfortable, missing, or deficient sidewalks, barriers to crossing Highway 133, poor coverage of the RFTA Carbondale Circulator, gaps in the low-stress bicycle network, and insufficient parking supply. Poor connectivity comes in the form of a street grid that is curvilinear, gaps in the bicycle and pedestrian network, and barriers to

direct access due to rivers, the railroad, and arterials. The consultant team was also able to identify key connection points in Town that require further analysis, particularly for those areas along Highway 133 where connections to and from neighborhoods and schools, between the east and west sides of Carbondale, and connections to the Circulator are most difficult. There are also missing connections on the west side of Town due to the nature of the street grid.

In response to these challenges, it is recommended that the Town invest in the expansion of the bicycle and pedestrian networks, further evaluate parking utilization, and consider enhancements to the local transit and paratransit services. These recommendations should build off the work and community input from the 8th Street Multi-modal Corridor, the 2019 High Priority Bicycle and Pedestrian Corridors Map, the Parks and Recreation Master Plan, and the current regional bike share and first and last mile study. Additional study should be performed to further refine the recommendations in this section.



### Key Recommendations:

- Develop a town-wide Transportation Master Plan (TMP) that develops a long-term vision for multi-modal transportation based on comprehensive community outreach, forecasting of future growth, and a comprehensive analysis. The TMP will help inform the Town's Capital Improvements Program (CIP) for short and near-term project identification and potential funding opportunities.
- Implement sidewalks and upgrade deficient sidewalks. Through outreach and inputs (such as access to key destinations, crash history, and vehicle volumes and speed), identify high priority sections of roadway where sidewalks should be completed or upgraded. Consideration should be made for certain sections of roadway where sidewalks may not be constructed, due to tradeoffs such as parking loss or community character.
- Prioritize completing and upgrading bicycle and pedestrian infrastructure on corridors identified in the 2019 High Priority Bicycle and Pedestrian Corridors Map. Understand that the 2019 High Priority Bicycle and Pedestrian Corridors Map

will continue to evolve based on changes to land use, key destinations, or desired circulation for people biking. Identify the appropriate facility type and prioritization for each corridor based on the unique context of each corridor (i.e. right of way, adjacent land uses, crash history, vehicle speed and volumes, and community input.)

Build off the toolbox developed in the 8th Street Corridor project as a foundation for future active transportation enhancements.

- Identify locations for bicycle/pedestrian cut throughs where roadways do not provide connectivity. Consider changes to development code to require bicycle/pedestrian cut throughs. Pursue properties or easements to provide pedestrian and bicycle connections between existing neighborhoods.
- Additional local transit service within Carbondale is desired and demanded. Conduct a study to determine the best model for providing this service. The study should include an assessment of transit models in other





communities in the valley, potential funding models, provider models, service area, and other operational characteristics.

- Work alongside CDOT to plan and design enhanced bicycle/pedestrian crossings of Highway 133 (see Future Land Use Map for potential location). Consider access to key destinations, high demand locations, proximity to nearby crossings, and continuity of priority bicycle/pedestrian routes.
- Invest in programs that enhance transportation including Transportation Demand Management strategies that promote non-single occupancy vehicle modes of travel, wayfinding, bicycle parking, lighting, maintenance of transportation facilities, and Safe Routes to School programs.
- Implement high-quality, low-stress, and interconnected bicycle and pedestrian infrastructure when areas develop or redevelop, and more substantial right of way can be allocated for active modes of transportation.
- Conduct a parking study that assesses parking utilization at different times of day, days of the week, and parts of Carbondale including the downtown and higher density residential neighborhoods of Carbondale. Based on parking utilization, determine changes to parking requirements/code or the need for an additional public parking structure.





# Aging in the Community

## Overview

The population of those aged 60 and older is projected to double in Carbondale in 10 years while children aged 10 to 19 years is likely to decline. People aged 30 to 34, typical ages of younger families, are projected to increase. Housing types for elderly adults generally trend toward downsized units with a variety of support services including assisted living or active senior living complexes. The market has supplied such units in recent years, but the demand will continue to grow with demographic change.

The ability and desire to own and operate a private automobile will vary across one's lifetime. It is recommended that Carbondale enhance its transportation options to facilitate travel without an automobile locally and regionally. As residents' age, they may rely more heavily on a mobility device such as a wheelchair or walker. Sidewalks, curb ramps, and crosswalks that are compliant with the Americans with Disabilities Act (ADA) provide a reliable and more comfortable option for those traveling with mobility devices. Frequent and comprehensive transit and paratransit service provide a reliable and convenient alternative to driving for those with limited mobility or for longer travel distances.

## Key Recommendations:

### Transportation

- Per the Multi-Modal Access and Circulation section of this memo, construct, and upgrade sidewalks to allow for comfortable and accessible travel.
- Develop a sidewalk maintenance program that addresses regular snow and debris removal as well as upgrading deficient sidewalks. Research peer community programs and educate property owners on their responsibilities. A well-maintained network of sidewalks and curb ramps allows for more reliable travel by wheelchair, walker, or stroller.

- Work with RFTA to determine opportunities to enhance the current paratransit program to allow for more reliable and convenient access to trips.
- Integrate electric-bikes into the transportation system by educating users, implementing parking for e-bikes, and considering e-bikes in the design of bike facilities (e.g., width of bike facilities).
- Implement local transit enhancements per the Multi-Modal Access and Circulation section of this memo.

## Housing and Services

- Consider creating a formal advisory committee to implement Carbondale Age-Friendly Community Initiative projects and efforts.
- Establish programs to include childcare/daycare or other youth facilities/programming into new development projects.
- Ensure the Town continues to meet demand for housing that meets the growing demographic shift toward a growing number of younger families and elderly adults.
- Implement universal design elements into the UDC to increase accessibility and visibility by wheelchairs or other mobility devices.
- Establish a percentage of overall project housing unit target in the UDC for units with universal design features.
- Encourage age-friendly concepts to be elevated as a part of the design and development and capital improvement projects.

## Other Items

### Historic Preservation

The Project Team met with the Carbondale Historic Preservation Commission (CHPC) to discuss preservation methods, ideas and their specific vision for the Downtown, Downtown North and other areas of historic importance to the town.

#### Key Recommendations:

- Develop a dedicated funding source such as a revolving loan program to fund preservation efforts and building/interior improvements.
- Explore creating a facade improvement program and funding source.
- Update the Downtown historic design guidelines and expand for residential uses, particularly into the Old Town neighborhood.
- Work with property owners to ensure historic area boundaries are accurate and clear.
- Create a consideration review for the CHPC for projects within designated historic neighborhoods.
- Consider form-based residential infill development standards to ensure additions or things like ADUs are compatible with the historic neighborhood.

### Highway 133 and Community Gateways

Importance was stressed on maintaining and improving the entry experience to create gateways along Highway 133 at key points.

#### Key Recommendations:

- Maintain land uses, streetscapes and the scale of east Main Street as a neighborhood gateway to Downtown.
- Highlight the future intersection and roundabout at Highway 133 and Lewies Ln/Weant Blvd as the southern entry into the town core by emphasizing the Historical Society park and by framing entryway focal points, landscaping and open space with new development.

## Next Steps for the Update

These draft Key Recommendations will be evaluated and further refined by the PSC. Updates to the draft recommendations will be part of the future draft Comprehensive Plan Update 'Supplement' to be provided in November 2021.