

5.0 Plan Elements





5.1 | Overview

Plan Elements were identified early in the planning process and include a discussion relevant to each Focus Area followed by recommendations:

- Housing + Jobs
- Multi-Modal Access + Circulation
- Climate Action
- Aging in Community
- Historic Preservation
- Downtown
- Downtown North

5.2 | Housing + Jobs

Overview

Maintaining an identity as a vibrant visitor destination and preserving homes and workplaces is paramount to Carbondale's economic health and social sustainability. The need for a diverse housing supply and workforce/ jobs balance is at the core of this mix. In 2021, many ask: "Is growth applying undue pressure to Carbondale's markets and affecting accessibility to both housing and jobs?" The answer is likely yes for at least three groups: the lower/middle income employee, the young family aiming to enjoy Carbondale's quality of life and the older adult aiming to age in community. Despite an active residential development market, homes for those struggling to live in town are not being built.

With sales tax being the fiscal lifeblood for Carbondale, the health of local retail, recreation, and dining establishments erodes as housing affordability makes retaining service employees challenging. Shortfalls in the affordable housing market stress the transportation system as workers commute from further away in search of reasonable rents and mortgages.

Diversifying the housing supply toolkit is necessary as the current method for supplying affordable units currently is inclusionary zoning to deed-restrict units. One strategic approach to expand affordable housing options and diversify the toolkit are Community Land Trusts (CLTs). CLTs differ from ordinary deed restriction programs in that a Trust acquires land and develops housing units that are sold to qualifying households (income limits and residency requirements are up to the CLT organization). These 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 structure helps coordinate property acquisitions and marketing.

Growth

There are currently 199 units under development, plus the recently completed Sopris Lodge with 78 senior assisted living units. An additional 105 units have been approved but not built for a total of 382



units. This trend is unlikely to continue at this pace. Based on projection estimates, Carbondale could add about 1,200 people or 450 housing units over the next ten years. This means current development activity alone will accommodate about 75% of the 10-year housing demand.

Land capacity analyses estimate that available vacant or underutilized land and increased density in areas of Downtown and Downtown North can accommodate the residual demand without growing outward or annexing outlying areas.

The community desires to expand and promote **"targeted industries"**. These include but are not limited to :

Sustainability enterprises, light manufacturing/ cottage industries, technology development, professional services and management, land development services, arts and entertainment enterprises, local food production, athletics, outdoor industry and production of equipment, and recreation-based industries.

Community Input

During the planning process, the following questions were posed;

- What innovative or new ideas can we bring in to solve the housing affordability challenge?
- Where are current land use, zoning and housing policies not serving the intended purpose?
- Are the areas designated for high density housing the right areas and are there any design guidance improvements needed to ensure character compatibility?
- Does the community grasp the trade-off of replacing job-generating land uses with housing?

Recommendations

The following housing policies are aimed to increase supply of needed unit types and costs. But to help Carbondale further supply housing, more must be done to boost housing policy flexibility (e.g., land use standard relaxations for affordable projects).

1. Explore programs and policy tools to prevent displacement (e.g., rent stabilization, commercial linkage fees, impact fees, or rent review boards) for all susceptible communities.
2. Ensure that land use regulations governing Planned Unit Development (PUDs) and subdivision covenants facilitate and remove barriers to construction of more affordable housing.
3. Allow Accessory Dwelling Units (ADUs) for single-family residential zones, to add housing capacity and increase financial flexibility for owners. Consider adding an educational component to inform homeowners with guidance on ADU construction/conversion. Research best practices from peer communities for enforcement and monitoring.
4. Refine and evolve inclusionary zoning regulations to ensure they do not discourage mixed-use developments that would otherwise include needed housing. Explore programs allowing limited sale/transfer of unit requirements in such cases.
5. Partner with Garfield County to leverage 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.
6. Convene a town-wide and/or regional task force to develop a comprehensive policy to address multi-generational housing, displacement, and social equity issues and considerations including topics of small-business retention, housing affordability, and anti-displacement policies in the community.
7. Assist in the formation of non-English-speaking business groups or commerce associations.
8. Consider adoption of recent Garfield County modifications to the County's Land Use & Development and Building Codes to allow for "Tiny Homes."
9. Support and expand the Carbondale Affordable Creative Space effort to promote and fund arts-oriented space.
10. 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.
11. Evaluate strategies to actively engage with regional housing providers to address affordable housing opportunities.
12. Continue to engage with affordable housing providers and agencies to develop actionable strategies and programs to deliver affordable housing in Carbondale.
13. Re-assess affordable housing needs, land development opportunities, funding, partnerships, site selection criteria, and design guidelines for possible affordable housing initiatives for the Town of Carbondale.
14. Explore creating a facade improvement program and funding source to support local businesses and jobs.

| With good design standards and conversion policies, ADUs will continue to supply viable housing |



5.3 | Multi-modal Access + Circulation

Overview

Access 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. An effective mobility network 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 community identified key challenges for people traveling 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 bus, gaps in the low-stress bicycle network, and insufficient parking supply. Poor connectivity comes in the form of a street network that is curvilinear, presents gaps in the bicycle and pedestrian network, and includes major barriers to direct access due to physical impediments as rivers, railroads, and major arterial streets. The community helped 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. Participants also noted missing connections on the west side of Town due to the nature of the street network and layout in certain areas.



| RFTA Park-n-ride |

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.

Recommendations

1. Develop a town-wide Transportation Master Plan (TMP) that creates a long-term vision for multi-modal transportation based on broad 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.
2. 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 trade-offs such as parking loss or community character.
3. 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 walking and biking. Identify the appropriate facility type and priority 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.
4. 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 acquiring properties or easements to provide pedestrian and bicycle connections between existing neighborhoods.
5. 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 services in other communities in the valley, potential funding sources, provider models, service areas, and other operational characteristics.
6. Work alongside CDOT to plan and design enhanced bicycle/pedestrian crossings of Highway 133. Consider access to key destinations, high demand locations, proximity to nearby crossings, and continuity of priority bicycle/pedestrian routes.

| Sidewalks are an important part of Carbondale's mobility network for people of all ages |

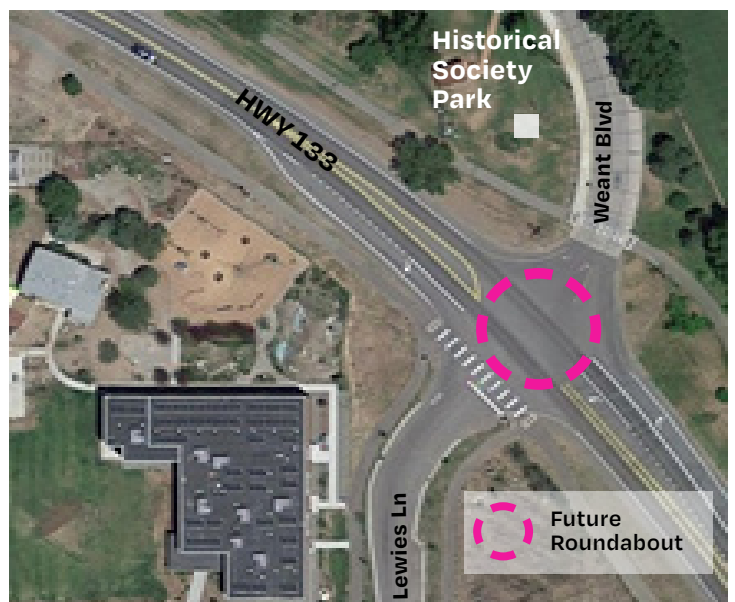


7. Invest in programs that enhance transportation including Transportation Demand Management strategies that promote non-single occupancy vehicle modes of travel, wayfinding, bicycle parking, lighting, maintenance of transportation facilities, and Safe Routes to School programs.
8. Implement high-quality, 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.
9. 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. This study should also consider demand and supply of RFTA parking for people using the park-n-ride to access the regional route.
10. Maintain land uses, streetscapes, and the scale of east Main Street as a neighborhood gateway to Downtown.
11. Highlight the roundabout at Highway 133 and Lewies Lane/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.



| Bicycling is not only part of Carbondale's mobility network, but also an important part of its culture |

| Figure 9: Future roundabout and intersection highlights at Highway 133 and Lewies Lane / Weant Blvd |



5.4 | Climate Action

Carbondale's Environmental Bill of Rights

RESOLUTION NO 8. SERIES OF 2017

A RESOLUTION OF THE BOARD OF TRUSTEES OF THE TOWN OF CARBONDALE ESTABLISHING AN ENVIRONMENTAL BILL OF RIGHTS

WHEREAS,

as residents and visitors of the Town of Carbondale we recognize that we are part of a larger ecosystem that includes not only our fellow mankind but also the soils, waters, air, plants, and animals; and

WHEREAS,

we must interact with this ecosystem in ways that allow those systems to maintain sufficient functional integrity so that they may continue providing; and

WHEREAS,

we recognize that tourism is a main economic driver for Carbondale and that it is financially prudent to protect our natural resources; and

WHEREAS,

we must keep and improve the intrinsic value of clean air, clean water, open spaces, the stars at night, wildlife, appropriate development and an innovative and passionate citizenry; and

WHEREAS,

the PURPOSE of this Environmental Bill of Rights (EBOR) is as an overarching guide or filter through which we pass Carbondale's environmental and ecological decisions and policies; and

WHEREAS,

the MISSION of this EBOR is to uphold the existing ethos of our environmentally and ecologically-minded community by maintaining, protecting and restoring the physical and natural environment for our residents and visitors, now and for future generations; and

WHEREAS,

this EBOR should empower all the employees, residents and visitors of Carbondale alike to act in a manner consistent with the EBOR; and

WHEREAS,

in furtherance of these rights the Town of Carbondale must have plans, codes and practices that place environmental protection as a top priority; and

WHEREAS,

it is essential that the Town of Carbondale leads by example with our actions, town owned assets and enforcement of codes, and to encourage grassroots and volunteer efforts to pursue the Mission of this EBOR.

**NOW, THEREFORE, BE IT RESOLVED
BY THE TOWN OF CARBONDALE
BOARD OF TRUSTEES:**

To establish this Environmental Bill of Rights to ensure that Carbondale's healthy ecosystems and natural resources continue to flourish, are sustainable, and support healthy individuals and thus a healthy community now and for future generations to come. Residents and visitors alike shall have the right to:

1. Breathe clean air and enjoy clear vistas.
2. A clean, safe and plentiful drinking water supply provided from sustainable sources.
3. Protection and rehabilitation of riparian areas and healthy ecosystems which protect native wildlife.
4. Clear growth boundaries supporting density and preservation of surrounding open space.
5. Solid waste reduction and increased recycling efforts.
6. Sustainable car-alternative mobility options.
7. A healthy, fertile landscape managed holistically and safely.
8. Views of the quintessential Western night sky without the interference of unnecessary artificial lighting.
9. Noise levels appropriate to a bustling small community.
10. Sustainable usage of our unique natural resources, providing the use of only what you need and the rest left for future generations.

5.4 | Climate Action

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 current Plan Update. For this Update, a primary focus has been to evaluate the current 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 plan process included discussions with the Town of Carbondale E-Board, members of Clean Energy Economy for the Region (CLEER), and other community stakeholders to gain insight and feedback about environmental priorities, needs, opportunities, and challenges. As a result of this analysis and community engagement, a key recommendation established three pillars of Climate Protection, Resiliency, and Equity as an important foundation for sustainability measures in the community.

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.

On September 23, 2021, CLEER, E-Board, and community experts hosted a community workshop focusing on climate protection and action. The workshop focused on the review of the current information and the accomplishments of 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. This session was resulted in 182 comments from roundtables focused on Buildings, Energy, Transportation, Waste, Water, Food/Agriculture and Trees/Vegetation. Results from the workshop have been incorporated into the Implementation Matrix.



| Increasing the use of on-site renewables for both public and private properties is a priority as shown here at a town water treatment plant |

Recommendations

Climate Protection

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

1. Establish incremental steps and a methodology for tracking and reporting progress towards carbon neutral goals.
2. 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.
3. Build capacity to enforce Codes, Plans, and strategies related to climate protection, resilience, equity.
4. Focus on emission reduction targets and decarbonization strategies for existing buildings.
5. Develop and implement programs and policies to respond to findings and action items recommended in updated versions of the CAP plan.
6. Engage in regional collaboration with surrounding communities to advocate for policies to expand renewable energy resources at the regional and State level.
7. Develop and implement programs that respond to the findings of the Three County Solar and Storage, Regional Energy Inventory study conducted by CLEER.
8. Pursue a Zero Energy District.
9. Develop and implement programs and policies to expand public and private infrastructure for zero emission vehicles.
10. Leverage Holy Cross and Xcel service territory for maximizing on-site electric and renewable infrastructure.
11. Consider adopting Low Impact Development (LID) strategies intended to address environmental impacts associated with on-site stormwater management and water quality strategies. LID strategies may include bio-retention, pervious surface materials and use of drought tolerant plant materials.
12. 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.).
13. 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 and how the community will work toward this target. There is no quantitative means to do so now.



| Multifaceted electrification efforts include expanded EV infrastructure as well as implementation of community-wide green building technology |
Photo: CLEER

Resilience

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

Equity

19. Develop outreach, education, and communication to support concepts and strategies needed to advance social equity through a discourse that reflects a range of values and social identities.
20. Establish and implement structures for inclusion that engage stakeholders and allow for community engagement and input.
21. 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.

| The mission of the Third Street Center is to build community and a sustainable future through a mixed-use facility that models sustainability in design and practice |



5.5 | Aging in 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 senior 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; however, the demand will continue to grow with demographic changes.

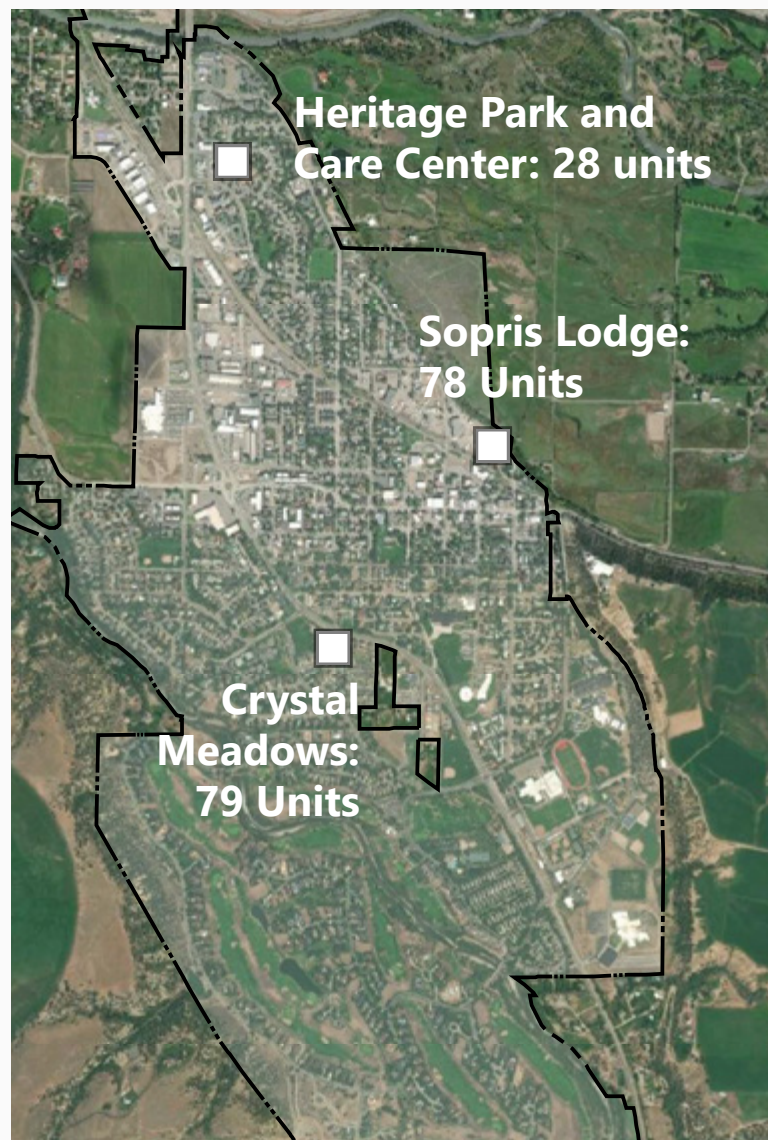
Age Friendly, livable communities include essential features that allow residents of all ages, ability levels, incomes, races, and ethnicities to thrive. People of all ages benefit from the adoption of policies and programs that make neighborhoods walkable, feature transportation options, enable access to services, provide opportunities to participate in community activities, and support housing that's affordable and adaptable. Well-designed, age-friendly communities foster economic growth and make for happier, healthier residents of all ages.

In addition, the ability and desire to own and operate a private automobile will vary across one's lifetime. People's physical and mental capacities change over time. Many experience balance, stamina or vision challenges that can impact safe and functional mobility (with or without assisted devices). Designs for sidewalks, curb ramps and crosswalks that conform to universal design concepts provide safe and dependable conditions for exploring the community. 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. As the community demographics continue to shift toward an older population, the Town of Carbondale will need to enhance transportation options to facilitate travel for all populations without reliance solely on the automobile to access places locally and regionally.

Community Input

During the Plan Update process, the following questions were posed;

- Where are the gaps, physical or otherwise, in delivering age-friendly initiatives?
- Is Carbondale doing its part in accommodating, with housing, networks or services, those with mobility or accessibility challenges?



| Figure 10: Existing housing facilities for older adults in Carbondale |

Recommendations

Transportation

1. Develop a sidewalk maintenance program that addresses regular snow and debris removal as well as upgrading deficient sidewalks to allow for comfortable and accessible travel for all ages and abilities.
2. Research peer community programs and education for property owners on their responsibilities. A well-maintained network of sidewalks and curb ramps allows for more reliable travel by all people with vision challenges, as well as families with beginner bike riders or using strollers.
3. Work with RFTA to enhance the current paratransit program with better publicity.
4. 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 which will also accommodate adult size tricycles and bike trailers.
5. Investigate additional transport options such as the Basalt Connector.
8. Establish programs to include childcare/ daycare or other youth facilities/programming into new development projects.
9. Ensure the Town continues to meet demand for housing that supports the growing demographic shift toward an increase in younger families and older adults.
10. Install tools such as form-based codes to help create a built environment that intentionally provides opportunities for older people to easily participate in community life, avoiding aging in isolated enclaves.
11. Implement universal design elements into the UDC to better accommodate the typical functional challenges that occur throughout human development.
12. Establish a percentage of overall project housing unit target in the UDC for units with universal design features.
13. Encourage age-friendly concepts to be elevated as a part of the design and development of capital improvement projects.
14. Recognize caregivers, particularly home care workers, in planning, land-use, and economic policy development.

Housing and Services

6. Incorporate opportunities and services for older adults' skills, connections, time, and willingness to stay active in all aspects of zoning and economic, land-use, and transportation planning.
7. Consider creating an advisory committee to oversee implementation of Carbondale Age-Friendly Community Initiative projects and efforts.

**| Sidewalk improvements and bench projects
are an ongoing implementation program |**
Photo: CAFCI



5.6 | Historic Preservation

Overview

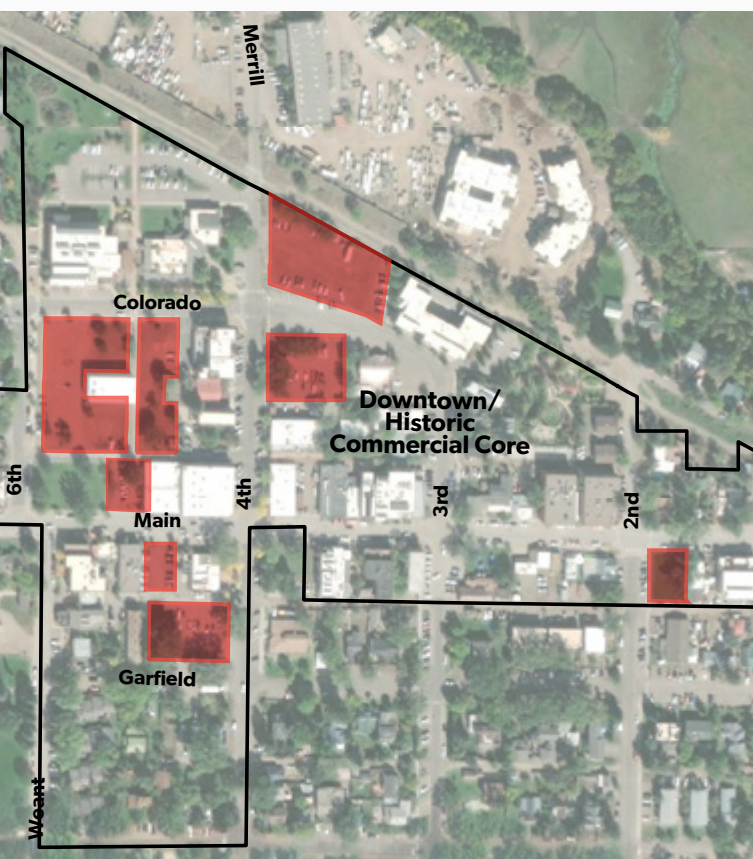
The Plan Update process included opportunities to engage the Carbondale Historic Preservation Commission (CHPC) to discuss their specific vision and priorities, preservation strategies, and ideas for the Downtown, historic commercial core, Downtown North and other areas of historic and cultural resources in the community.

Community Input

During the planning process, the questions were asked:

- Balance between historic scale and new development is necessary for the Historic Commercial Core's and the community's success, but is the current framework preventing economic development?
- How can we implement or extend the historic design guidelines to residential neighborhoods? Does this go beyond Old Town future land use designations?

| Figure 11: Vacant Parcels in the Downtown |



Recommendations

1. Develop a dedicated funding source such as a revolving loan program to fund preservation efforts and building/interior improvements.
2. Update the Downtown historic design guidelines and expand for residential uses, particularly into the Old Town Residential (OTR) neighborhood.
3. Create a courtesy review for the CHPC for projects within OTR neighborhoods.
4. Consider form-based residential infill development standards to ensure new development, building additions and new elements like ADUs are compatible with adjacent contributing historic resources and neighborhood context.
5. Work with property owners to ensure future historic area boundaries are accurate and clear.
6. Consider ways to encourage and incentivize future development toward key areas of vacant or underutilized parcels Downtown.
7. Consider meaningful ways to promote pedestrian and bicycle connectivity between the Historic Commercial Core (HCC) and other areas of Carbondale.
8. Consider ways to promote the HCC zone district as the primary hub of activity for the town of Carbondale by encouraging local and essential businesses, food and beverage establishments, entertainment destinations and a diverse mix of housing in the HCC.
9. Consider ways to adopt form-based code language that places larger emphasis on character, massing, and scale, building articulation and adjacencies rather than enforcing building use as the basis of requirement.

5.7 | Downtown

Overview

Downtown Carbondale was the focus of several meetings and workshops with community members, property owners and stakeholders who have an interest in the Downtown. In addition, two charrettes were held to discuss the current state of development and regulations in the Historic Commercial Core (HCC) zone to understand what factors may be contributing to inhibiting project development and redevelopment.

Downtown Carbondale 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 (HCC). The 2013 Comprehensive Plan and the 2016 Unified Development Code envision 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 noted that redevelopment in the Downtown should balance the protection of Carbondale's small-town character and preservation of historic resources with new development that offers variety in human-scale architectural design. Creating Main Street mixed-use buildings that can add to diverse housing types is another land use goal.

There are currently an estimated 200 housing units in the HCC zone district. About four acres of HCC-zoned lands are vacant or undeveloped. Economic and mapping analyses found these parcels could accommodate an estimated 17% of the total 10-year projected housing growth (not including projects currently in the pipeline). Despite several proposals in recent years, Downtown has not seen significant development as anticipated. Reasons noted include ownership decisions, market/financing viability, physical property constraints and positioning (parcel size and development standards/requirements). Several redevelopment projects are in various planning and design stages.

| Main Street, Downtown
Carbondale |



Community Input

During the planning process, the following questions were asked:

- Is the Downtown's vibrancy threatened by commercial/mixed use development elsewhere and if so should changes be made to redirect energy back toward Downtown?
- Why hasn't Downtown seen recent development and what could be done to ensure if/when development occurs it accomplishes goals of maintaining character/scale and adding vitality?
- Are historic preservation mechanisms effective and adequate?

Results of community input relative to Downtown embodied at least two distinct themes:

- Development should be promoted and enabled through flexible standards to further Downtown's vibrancy and sense of place while keeping the existing scale and character
- Developing vacant land Downtown should not just be done for the sake of it and should consider public gathering spaces or additional parks or green spaces.

Community responses ultimately reflected an understanding that redevelopment will eventually occur and moving forward, modifications to the HCC zone may be worth exploring in subsequent UDC updates to ensure projects further community goals.

Community sentiment also suggests that Downtown vitality may be affected if additional, competing retail and commercial uses are developed in peripheral areas beyond the downtown.

Other key issues identified as part of the Plan Update process included building height regulations, ground floor activation and parking standards for residential and lodging uses in the HCC zone.

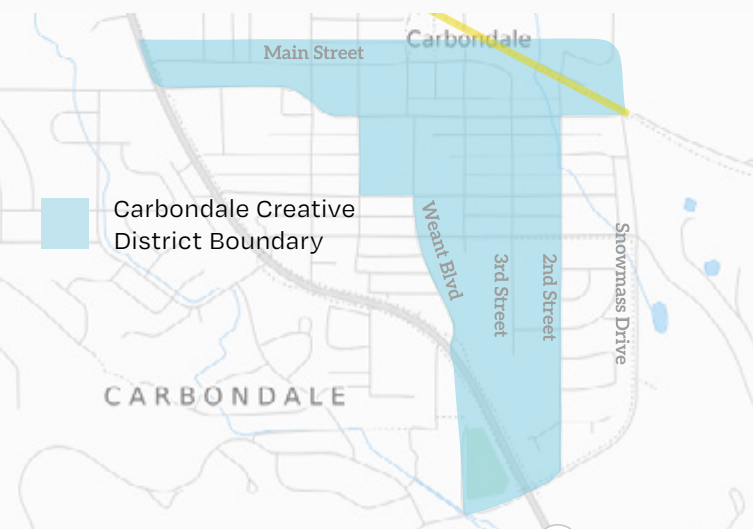


| True Nature provides public gathering spaces and gardens in Downtown Carbondale |

Recommendations

1. Direct redevelopment to Downtown if it promotes a diverse mix of development typologies including commercial, residential multi-family, market rate and affordable housing.
2. Promote residential uses Downtown including rental and ownership units, ground-level and upper-level units intended to support increased density and a variety of multi-generational populations and needs, such as those who are experiencing disabilities and aging in community.
3. Create opportunities for public gathering spaces or green spaces throughout the Downtown. Include in updates to Parks and Recreation Master Plans.

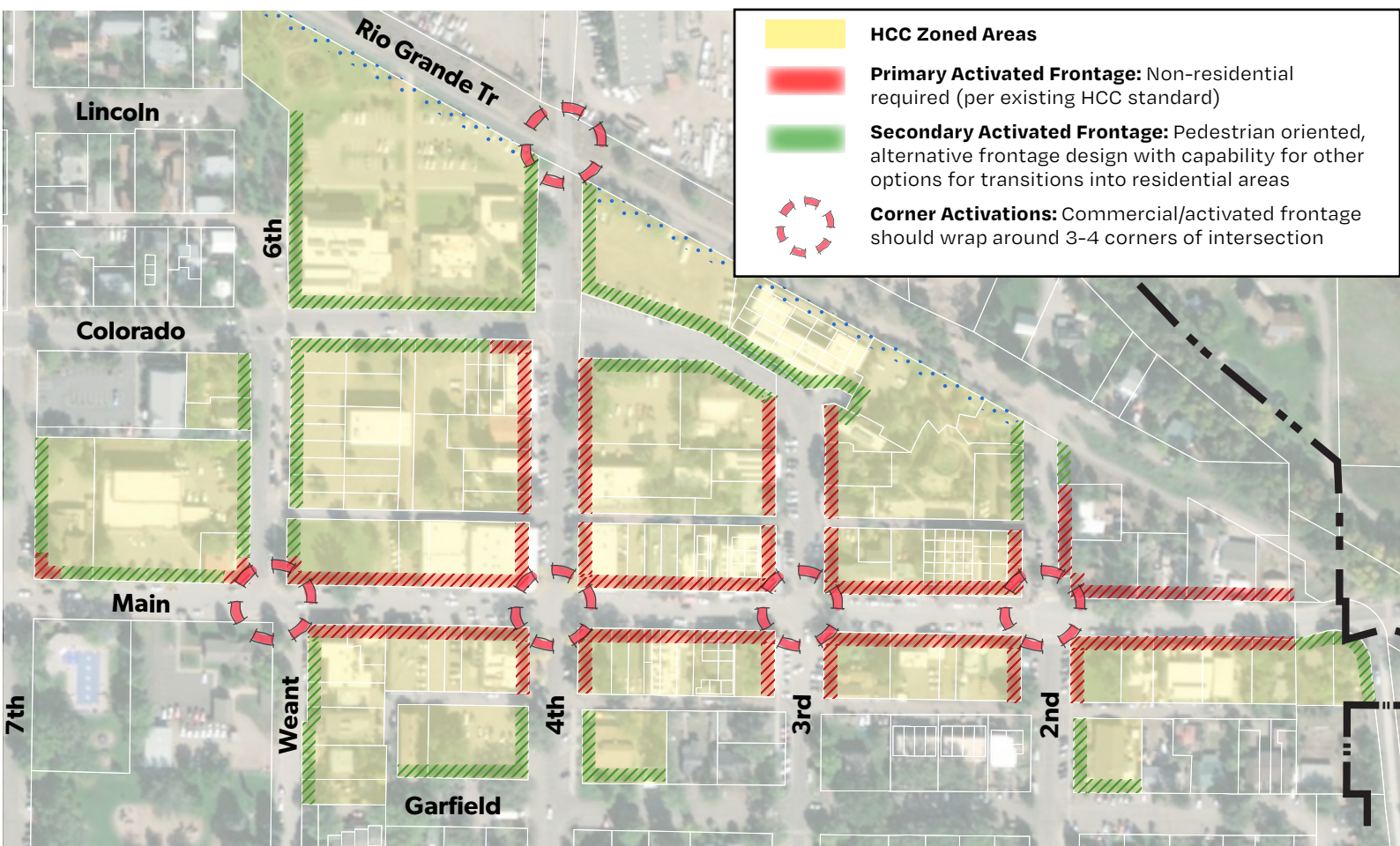
| Figure 12: The Carbondale Creative District encompasses most of Downtown |



Unified Development Code Recommendations

4. Provide more flexibility with certain development standards -- notably parking requirements and ground floor activation standards.
5. Look at creative ways to incentivize development, e.g., provide a parking reduction credit for projects located adjacent to public transit service.
6. Provide credit for on-street parking to support project related ground floor retail uses and event parking requirements. On-street parking must be located adjacent to the project site.
7. Consider adjusting the total maximum building height requirement through a cost/benefit and development impact study in the Downtown with the intent to allow flexibility for ground level design outcomes.
8. Consider a centralized shared parking approach to create efficiency between day-use retail and employment uses and night-time residential uses. This concept will require multiple project partners and landowners to work together to create a shared-parking investment opportunity in the Downtown.
9. Establish a flexible standard for ground floor activation in the Downtown that takes into consideration Main Street and secondary street frontages in the HCC zone and corresponding design requirements for both street and frontage typologies. The flexible design standards would include variations for certain ground floor conditions based on primary (Main Street and intersection corners) and secondary street frontage conditions. Ground floor variations may consider active retail, commercial office, live/work and other acceptable ground floor uses and forms to help make adjustment where the HCC zone transitions to non-HCC residential areas.
10. Seek travel demand strategies to reduce parking demands to complement the Downtown mixed-use commercial and neighborhood urban form, including enforcement of timed parking, parking maximums, permit programs, or unbundling (requiring the separate pricing of residential parking from the rent or sale price of a home or building).

| Figure 13: Historic Commercial Core Zone Frontage Design Framework |



5.8 | Downtown North

Overview

The properties just north of Downtown have been the subject of several discussions over the years and as part of community outreach throughout the Plan Update process. The Plan Update process prompted an open discussion about this important area in the Town of Carbondale. In addition, focus group meetings and workshops were held with various community experts such as architects, developers (not associated with the property), property owners in and around the Downtown to discuss the future of the Downtown North.

Much of Downtown North is currently held in ownership by one property owner as two legally separated parcels. The estimated 12-acre site is primarily occupied by light industrial-commercial oriented businesses. Over the years, several different concept site plans have been developed for this area. However, no formal plan submittal has been provided to the Town for review recently.

As Carbondale evolves, Downtown North will become an increasingly important property. Due in part to its location adjacent to the Downtown HCC zone, and the size and scale of the development footprint, Downtown North could feasibly help address several community-wide goals and objectives, such as promoting a mix of uses near the downtown, housing supply, housing diversification and affordability, sustainable development strategies, walkable small-town character, and redevelopment that is complementary to the Downtown urban form. On the other hand, the current light industrial and commercial uses in Downtown North provide upwards of 100-125 jobs now, and locations for light industrial uses throughout the Town are limited. The current uses and related jobs are difficult to transfer to other areas of Town. As a result, the community will be faced with debating the merits and trade-offs of two very different ideas of what Downtown North may be in the future.

Discussions as a part of the Plan Update process for Downtown North focused heavily on what the future redevelopment of this property may be. Should the area be thought of as an extension of the traditional downtown form, scale, and mixture of uses? This suggestion would add to and support the elements of the downtown and include restaurants, retail, offices, arts, non-profits, conference center/hotel, and a broad mix of residential unit types and workplace facilities. If Downtown North redevelops based on this model, all or portions of the light industrial uses would need to transition elsewhere in the community. The land area intended to accommodate this type of use is clearly in short supply in the community.

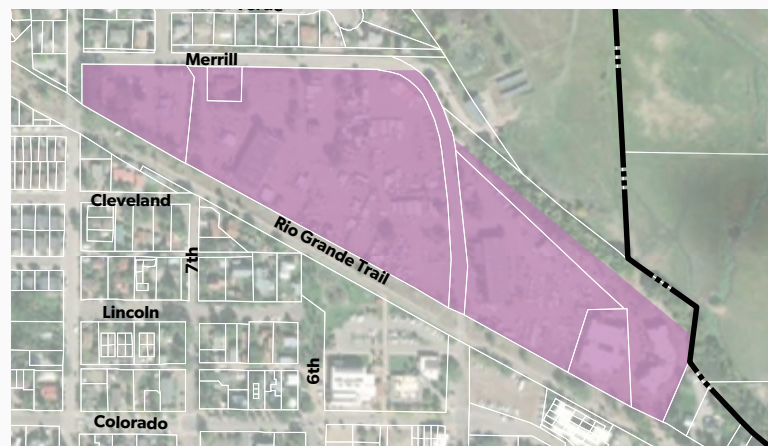
Community Input

During the planning process, the questions were asked:

- What do you envision the future of Downtown North to be?
- What types of uses represent the highest and best use scenario?
- What type of urban form and amenities do you think are appropriate for this site?

Based on this inquiry, the input received included a blend of both concepts: consider a mix of residential and small-scale neighborhood commercial uses to help retain the existing commercial and industrial activities and the on-site jobs that currently exist.

| Figure 14: Downtown North Parcels |



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 such as housing supply, 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 current recommendation is that the future Downtown North site should strive to create a balance of housing diversity and job creation as part of a new mixed use redevelopment. The site should support flexible building typologies designed to accommodate small-scale neighborhood uses supportive of retail, creative maker space or incubator live-work spaces, small-scale commercial and low impact commercial uses. The overall character is that of a gritty, light industrial, mix of uses 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 such as hospitality should be further evaluated to determine market demand and whether this site is the best opportunity for hospitality compared to other locations such as Downtown.

Other Observations

- Redevelopment of Downtown North may displace light industrial or creative industry jobs desired by some in the community.
- Added rooftops, activity and traffic to the area may impact the mobility network for both pedestrians and vehicles if not properly planned for.
- Land uses in new non-residential development in Downtown North and nearby neighborhoods should be carefully reviewed to ensure a smooth transition and compatibility between adjacent uses.



| Flexible commercial or residential uses can orient to the Rio Grande Trail |

Recommendations

1. Consider flexible uses, building forms and typologies as represented along 4th Street in the area facing the Rio Grande Trail.
2. Pursue opportunities to add to the community's gathering and green spaces with a central square or open area that includes shade trees, benches, and other amenities. Consider green spaces to protect existing trees.
3. Urban design should consider circulation to allow vehicles to access the rear of buildings with pedestrians prioritized in the frontages.
4. Promote a diverse mix of lot and housing types that includes multi-family attached row houses 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 housing units. See 4.0 Future Land Use for additional use, form and design elements.
5. 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 portions of the property.

Future Land Use Recommendations

6. Integrate light industrial/commercial and creative makerspace units that include increased floor to ceiling area, flexible floor area and access doorways / roll-up doors.
7. Allow non-residential uses to evolve based on new realities of retail and provide for "work from home" units.
8. Optimize density to prevent need for annexations and to populate downtown core to the benefit of downtown businesses and pedestrian and transit access.
9. Consider allowing the property owners the ability to subdivide for permanent financing mechanics and varying lot sizes and uses.
10. Consider redevelopment near the Rio Grande Trail corridor in a way that may accommodate future light rail or other transit facilities.
11. Prioritize pedestrians and bikes over cars when connecting Downtown North to Downtown across the Rio Grande Trail.
12. Integrate Downtown North into the Creative District.
13. Define Downtown North as the Light Industrial/ Mixed Use Neighborhood that provides the framework for a Light Industrial/Mixed Use Neighborhood Zone with a vision for a medium-scale, light manufacturing, or creative space district.
14. Consider an increase in density if a proposed design supports the intent of the new neighborhood.
15. Create urban design standards to define street and blocks, alleys, parcels and building footprints, building typologies, massing, and scale, building articulation, and fenestration concepts.

| Carbondale Nature Park, north of Downtown North |



5.9 | Residential Focus Areas

Overview

The Residential Focus Areas are areas within the Town that are currently zoned as a Residential/High Density (R/HD) classification per the UDC. These areas are occupied by a variety of housing types that include multi-family apartments on smaller lots and attached or detached single-family dwellings. Located just outside the Town HCC, these uses exhibit a range of housing unit types from many eras, not all of which are built to the allowable density.

A considerable amount of long-term rental housing stock exists in these areas and is at risk of redevelopment, potentially displacing low- to moderate-income families.

Community Input

During the planning process, the key questions asked were:

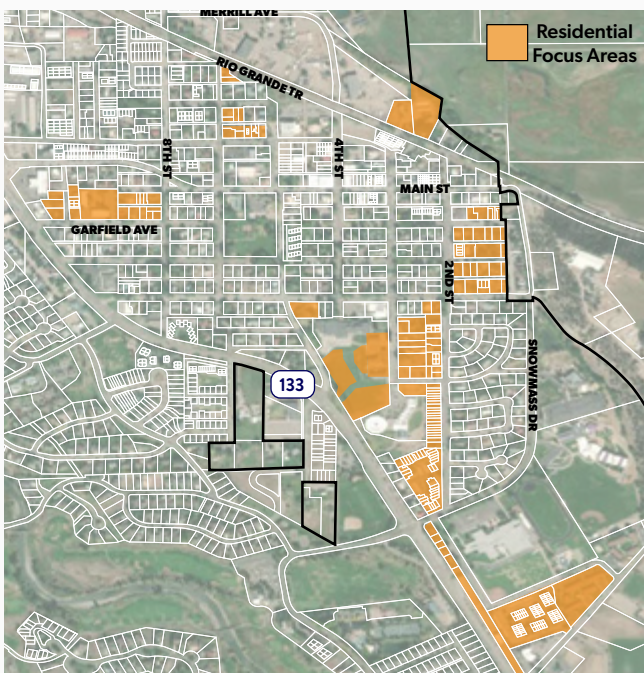
- How does what's on the ground in Residential Focus Areas compare to what's possible to build?
- If these areas develop to allowable standards will the results be acceptable, including potential displacement of at-risk communities?
- What mechanisms can be used to ensure compatibility between areas of different adjacent residential character?

Several R/HD zone districts are located 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. The concerns raised indicated that:

- 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.

Recommendations

1. 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 R/LD zones.
2. Consider residential infill design standards / guidelines to address design compatibility, form, scale, and character. The development standards should specifically address adjacencies, roof line forms, solar access, entry and window alignments, setbacks, upper level step-backs, and privacy and other mass and scale standards to ensure compatibility of structures between low and high-density uses and protection of neighborhood character as changes may occur over time.



| Figure 15: Residential Focus Areas are areas within town that are currently zoned Residential/High Density |