

**The Basalt Affordable Community Housing (BACH) Meeting will be held by Teleconference – The Public may access the meeting by calling the number below and entering the Meeting ID when prompted.**

**Phone Number: 16699006833**

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**TOWN OF BASALT MEETINGS  
Basalt Affordable Community Housing (BACH)  
Thursday, September 14, 2023**

**Basalt Town Hall**

**101 Midland Avenue**

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- 12:00 PM    Roll Call**
- 12:03        Jadwin/Black Mountain Development Review**
- 12:50        Staff Updates**
- 12:55        Member Updates & Other**
- 1:00         Adjourn**

Public Comment is limited to 3 minutes. Those who wish to speak should email [james.lindt@basalt.net](mailto:james.lindt@basalt.net) before the meeting starts with their name, phone number, and identify what item they would like to address. During the meeting those wishing to comment may also email [james.lindt@basalt.net](mailto:james.lindt@basalt.net), but it is not guaranteed that the email will be seen in a timely fashion.

## MEMORANDUM

**To:** Chair Erickson and Basalt Affordable Community Housing Commission

**Thru:** Michelle Bonfils Thibeault, AICP Planning Director

**From:** James Lindt, AICP Assistant Planning Director

**Date:** September 14, 2023

**RE:** Review of Jadwin/Black Mountain Development Sketch Plan PUD Application

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**DETAILS:** Jadwin Park, LLC (Applicant) has applied (application excerpts attached as **Exhibit A**) for Annexation, Sketch Plan PUD, and associated development review actions to construct sixty-eight (68) dwelling units, twelve (12) short-term rental cabins, and seven (7) glamping pads on the Jadwin Property (Property) at 431 Emma Road. Of the sixty-eight (68) dwelling units, twenty-four (24) are proposed to be deed-restricted as Category 2 rental units.

The Town Council approved Resolution No. 29, Series of 2023, determining the Jadwin Property eligible for annexation. As such, the development review process commenced with an introductory presentation of the proposal to BACH at the last meeting.

**PROCESS:** Staff recommends hearing a brief presentation from Staff on the affordable housing discussion items, taking Applicant comments and then providing BACH Commissioner discussion.

**DISCUSSION ITEMS:** Staff has outlined the following discussion items for BACH's consideration:

1. Consistency with the Master Plan
2. Level of AH Mitigation
3. Unit Mix
4. Compliance with the Minimum Livability Requirements in Community Housing Guidelines
5. Occupancy Priorities
6. Storage/Bike Storage

*Consistency with the Master Plan:* Staff has attached excerpts from the Staff Memo to the P&Z (attached as **Attachment B**) for their introduction meeting on

the Application that provides background information on the Application's compliance with the Master Plan provisions. As Staff notes in the P&Z memo excerpts, the Application is generally consistent with the Master Plan except that certain infrastructure improvements related to the intersections of Emma Road/Highway 82 Slip Lane and Emma Road/Midland Avenue (adjacent to the Basalt Post Office) require further study and review. Similarly, the Applicant's proposal to provide land for a community benefiting use in-lieu of providing a childcare facility requires deliberation by the P&Z and Town Council.

*Level of AH Mitigation:* The Applicant has proposed twenty-four (24) of the sixty-eight (68) residential units as deed-restricted Category 2 rental units. This equates to 35% of the total units. As part of the twenty-four (24) deed-restricted units, 27% of the net residential square footage is proposed to be deed-restricted. The Town Code requires 20% of the units and 25% of the residential floor area be deed-restricted in projects that are within the town boundaries. There is also a commercial component to the development in that the cabins are proposed to be short-term lodging. The Town Code establishes that in a mixed-use situation, the greater of the residential and commercial housing mitigation requirements shall be applied and the lesser of the requirements is forgiven. Commercial mitigation requirements for the development would be 105 sf of deed-restricted housing based on the 1.3 full-time employees the Applicant has identified that they would generate on the short-term rental component of the project. Therefore, the more restrictive residential requirements of 20% of the units and 25% of the floor area being deed-restricted would apply.

It should be noted that the Master Plan encourages consideration in annexations of a higher standard related affordable housing. With respect to the level of affordable housing mitigation provided, Staff believes that BACH has the following recommendation options:

- 1) Recommend that P&Z and Council accept the level of affordable housing mitigation proposed by the Applicant as being compliant with the Town Code mitigation requirements; or,
- 2) Acknowledge that as an annexation and PUD the Town may require a higher level of affordable housing mitigation and recommend that a higher percentage of the multi-family units be deed-restricted to be occupied by local residents as their primary residence; or,
- 3) Acknowledge that as an annexation and PUD the Town may require a higher level of affordable housing mitigation and recommend that a higher percentage of the multi-family units be deed-restricted as Category 2 units.

As reference, in the recent Basalt Center Circle (BCC) land use approvals, the Town worked with the developer to achieve 60% of the total residential units as deed-restricted (including their Category-level units) with the provision that they

be occupied by local residents as their primary residence. This means that a tenant must reside in the unit at least six months out of the year and that it can't be used for short-term rental purposes. The level of community benefit may be negotiated in annexations.

*Unit Mix:* The Application proposes a rental deed-restricted housing unit mix of sixteen (16) studio/1-bedroom units and eight (8) three-bedroom units. At the time of this application submittal, the Town is in the process of updating the Town's Housing Needs Assessment, which will provide greater insight into current Basalt needs regarding sizes, types and income categories. As the Housing Needs Assessment update is slated for completion in the first quarter of 2024, Staff recommends accepting the Applicant's proposed bedroom mix of affordable units at the sketch plan level with the understanding that more discussion may occur about the bedroom mix during the subsequent application phases upon completion of the update to the Housing Needs Assessment.

*Compliance with the Minimum Livability Requirements in Community Housing Guidelines:* The proposed units meet the Town's Community Housing Guideline requirements in regards to:

- unit size
- kitchen sizes,
- facility requirements,
- livability requirements,
- kitchen and bathroom amenities (i.e. bathtubs in the units),
- private open space is proposed to be provided in individual decks and patios associated with the unit.

Staff recommends that BACH review the storage aspects of the development at the Preliminary Plan phase when the Applicant has more detailed floor plans.

*Occupancy Priorities:* The Applicant has not requested adjustments to the occupancy priorities set forth in the Town's Community Housing Guidelines which are as follows:

1. Essential Employees working in Basalt,
2. Non-Essential Employees working full-time in Basalt,
3. Essential Employees working outside Basalt but in the Roaring Fork Valley,
4. Non-Essential Employees working outside Basalt but in the Roaring Fork Valley.

Town Staff recommends that the occupants of the mobile home on the "dog leg" property receive a priority to occupy one of the deed-restricted, Category-level units to be development on the site to satisfy replacement housing provisions in the Town Code.

*Storage/Bike Storage:* As this is the sketch plan review phase, the Applicant has not provided enough details to adequately review the storage/bike storage required by the Town's Community Housing Guidelines. Full floor plans are generally required as part of the Preliminary Plan Application and as such Staff recommends reserving evaluation of the storage/bike storage sufficiency as part of the Preliminary Plan Application review.

Attachments:

Exhibit A- Excerpts from the Application

Exhibit B- Excerpts from Staff Memo to P&Z about Master Plan Compliance

## EMPLOYEE IMPACT & HOUSING MITIGATION REPORT

### 6.0 Employee Impact

#### Number of Full time Employees Generated

Black Mountain will generate the need for full-time employees to serve the project upon completion. The primary long-term employee generation will be the Hotel/Short-Term Rental Fish Cabin segment of the Project. As noted previously, there will be a total of 12 STR Cabins and during summer and fall there will be up to 7 Glamping pads. We believe that the employment generation will be approximately 1.3 FTE.

The Hotel/Short-Term Rental Fishing Cabin area will not have a permanent office, nor will it have a lobby or other such associated items. This is meant to be a totally up-to-date complex that will feature online reservations and keyless access. One will get a code and will have access to their particular unit at prearranged times for the particular stay of that client.

The units are generally modest in scale. Coffee will be available but there will be no formal dining facilities, or pools, etc. It is hoped that these customers visit and frequent the Town's commercial establishments for such services.

There will be an amenity structure which can be utilized by the customers for certain activities, or they can have get-togethers as necessary if parts of a larger group rent out the cabins.

**There will be an on-site manager and that manager will have full-time, dedicated housing.** The Townhome unit at the southeast corner of the small townhome complex will be reserved for the on-site manager.

Cleaning of the units will be done by contractors who will come in at specific times as needed. The on-site manager will oversee the maintenance of the complex and the entire Property. Other contractors may be called on to do discrete items such as specific repairs, specialized maintenance projects etc.

Therefore, housing will be provided for the permanent, on-site manager. This will be guaranteed per the land-use entitlement for the Project or by agreement with the Town as necessary.

Related to construction, the applicants, with their longtime connections and local experience, intend to utilize existing construction companies and contractors for infrastructure installation as well as the construction of the multifamily and townhome units. Existing contractors are also proposed to install initial landscaping and similar related infrastructure.

In summary, full-time employee generation is expected to the 1.3 FTE with one full-time FTE being the on-site manager. Housing is provided for the manager.

#### Existing housing on site.

According to County records and familiarity with the Property background one residential unit was located on the site as of January 1999. As noted previously, the mobile home (installed date unknown)

sits on the Dogleg portion of the property and will be removed. **Compliance with Master Plan.** Discussed in other sections of the application.

**6.1 Affordable Housing Program**

The Application is in compliance and exceeds the standards outlined in Article XIX Housing Mitigation of the Basalt Municipal Code. Residential Inclusionary requirements in Section 16 – 416 require community housing to equal at least 25% of total net square footage of the residential development and 20% of the total number of residential units. The project is providing:

- 24 units (represents 35% of total number of units)
- 19,504 FAR (represents 27.1% of total FAR for the build out).

The Affordable Units will be provided in multifamily buildings M1 and M2. Please see the chart below for the particular number of each type of unit.

**COMMUNITY HOUSING PROPOSED BY BLACK MOUNTAIN**

<b>Building #</b>	<b>Studio</b>	<b>1 BR</b>	<b>2 BR</b>	<b>3 BR</b>	<b>TOTAL</b>
M1	4	4	0	4	<b>12</b>
M2	4	4	0	4	<b>12</b>
<b>TOTAL</b>	<b>8</b>	<b>8</b>	<b>0</b>	<b>8</b>	<b>24</b>

The size of the unit types was provided in the PUD Sketch plan Portion of the Application but are repeated below. The units are designed to meet all the specifications of this Article of the Municipal Code. Schematic floor plans are shown in Exhibit B with other Bldg Seed Architect’s information and design schematics.

<u>Unit Type</u>	<u>Size (SF)</u>
Studio	461
1 BR	755
3 BR	1,222

Type of Units to be designated as AH

All units to be designated as Category 2 Community Housing Units are expected to be Rental Units that meet Basalt Affordable Housing Deadlines. However, Black Mountain would prefer to have approval to condominiumize those units and convert them into for-sale Units if there is demand for such in the future.

### Restrictions on Community Housing Units

Community Housing Units targeted for designation will be subject to a Community Housing Agreement with the Town of Basalt. Applicant will work with Town on any required deed restrictions, including, if necessary, requirements/statements in the PUD Control Guide, Annexation Agreement or Associated Development Agreement to ensure that these units remained in the Town's Community Housing Program.

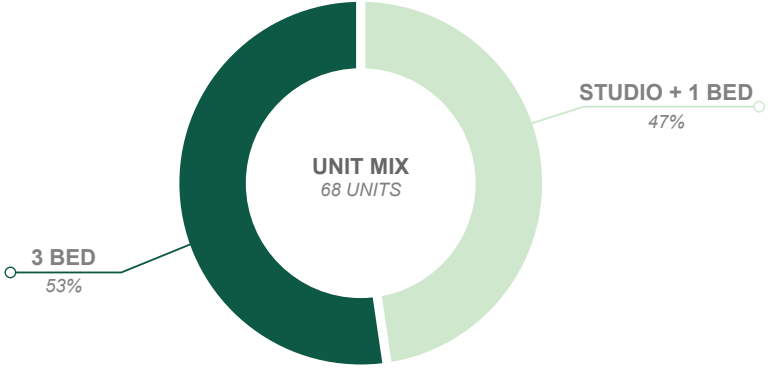
### Commercial Linkage Requirements - Section 16-417

The applicant investigated Commercial Affordable Housing linkage requirements as contained in the above municipal code section. Section 16 – 417 (b) states that for mixed-use projects, only the higher of the inclusionary housing requirements established in section 16 – 416 (a), Residential inclusionary requirements, or commercial linkage requirements per section 16 – 417 (a) shall apply. Town requirements for commercial linkage are that mitigation is required by providing deed restricted housing for 15% of the new employees generated. It is our opinion that the Hotel/Short-Term Rental segment will generate about 1.3 FTE. Therefore, the project can meet its community housing requirement in this case by following the residential inclusionary standards.



**68 Residential Units**

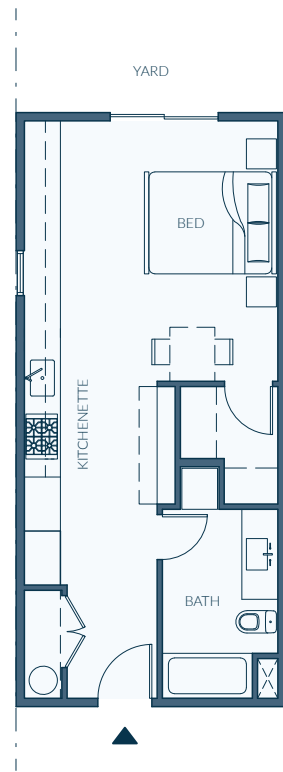
- 16 Studio Units (24%)
- 16 One Bedroom Units (24%)
- 36 Family Oriented Three-bedroom Units (52%)
- 129 Parking Spaces - exceeds Basalt Municipal Code



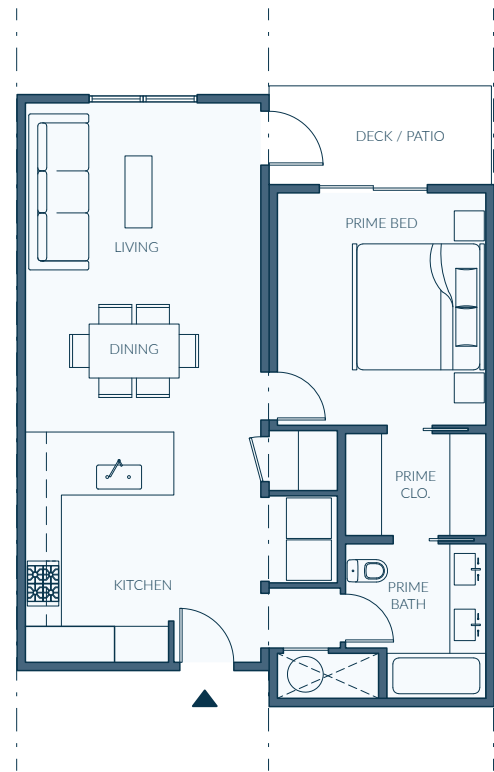
**Low Impact Fishing Cabins**

- 12 Cabins
- 22 Parking spaces

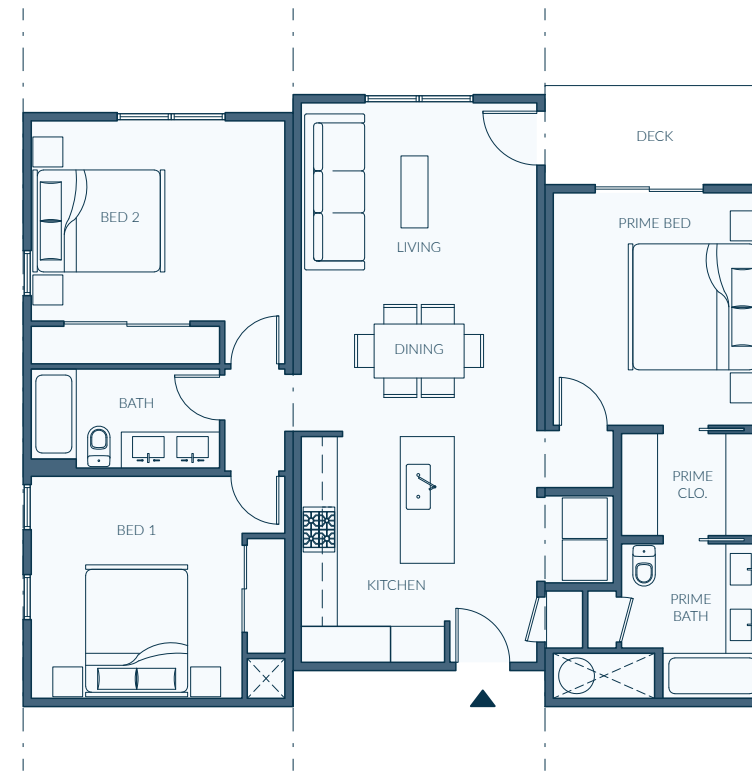
- ✓ *Bike & Pedestrian Trail Enhancements*
- ✓ *Outdoor Community Amenities*
- ✓ *Protected Wetlands*  
6.4 Acres of Green Space (69% of Property)  
4.2 Acres of Dedicated Open Space (46% of Property)
- ✓ *35% of All Residential Housing is Designated as Deed Restricted Affordable Housing*  
27% of NSF  
24 Affordable Units
- ✓ *Bikeshare Program / Electric Bike Charging/ Electric Vehicle Charging*
- ✓ *Design Proposed to meet Basalt Sustainable Building Regulations and Master Plan's Green Initiatives*
- ✓ *Dedicate Land for Future Childcare Facility, Community Facility, or Open Space*



**STUDIO**  
509 GSF / 461 NSF

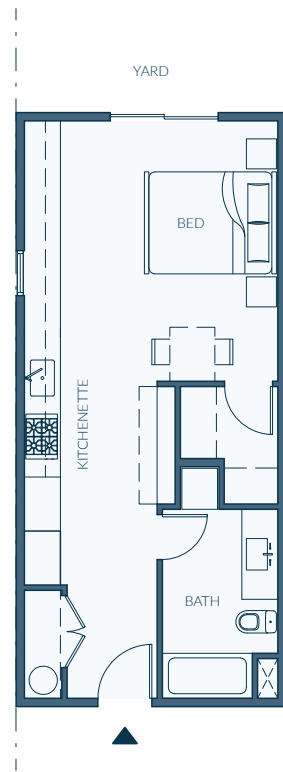


**1 BEDROOM**  
810 GSF / 755 NSF

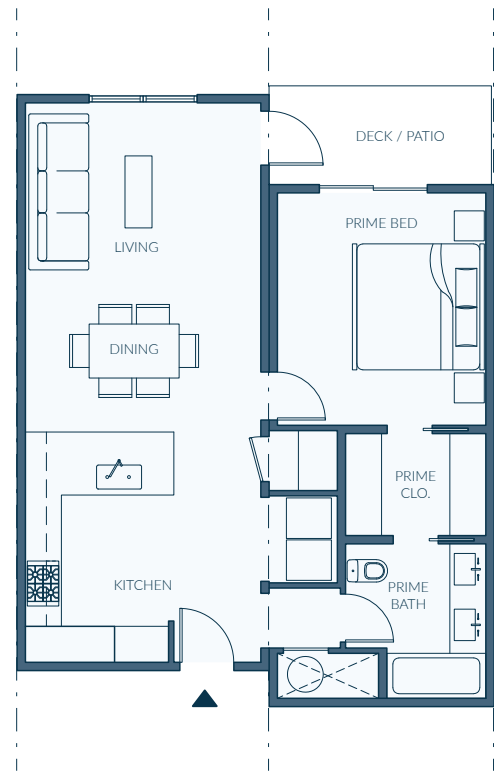


**3 BEDROOM**  
1,320 GSF / 1,222 NSF

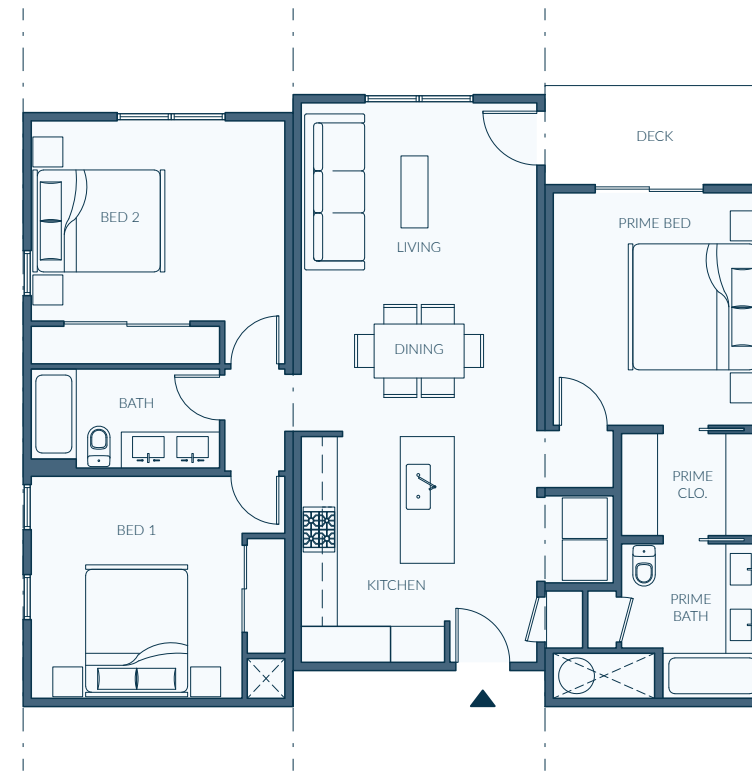




**STUDIO**  
509 GSF / 461 NSF



**1 BEDROOM**  
810 GSF / 755 NSF



**3 BEDROOM**  
1,320 GSF / 1,222 NSF





3. The subject property contains 1.34 acres of jurisdictional wetlands on the northern portion of the property.
4. Approval of an ESA review, and a Reach II ESA review to develop the proposed project is also required in addition to PUD approval.

## **V. Criteria**

The applicable criteria for PUD sketch plan review are set forth in Town Code Section 16-72, *Approval standards and criteria*. The ESA criteria for development in the floodplain are set forth in Article XXI of the Town Code. Special criteria related to annexations are also provided in Town Code Chapter 15 and are applicable to this particular application.

## **VI. Financial Implications**

An analysis of the financial implications of the development on the Town will be conducted during the Preliminary Plan review process.

## **VII. Discussion Issues**

### *1. Consistency of Land Use with Master Plan*

The portion of the site proposed to be annexed and developed by the Applicant is completely within the UGB. The use proposed for the site includes multi-family residential on the eastern extent of the property, short-term rental cabins on the western extent of the property, and glamping pads on the northern extent of the property in the area closest to the river. The 2020 Basalt Master Plan includes the future land uses of residential, hotel/short-term rental, community facility, and open space/recreation designated for the subject property. See below (Figure 3 is also attached on page 37 of **Exhibit A**) for a comparison of the proposed development to the land use designations established in the Master Plan:

Figure 3.



The community facility designation shown on the future land use map is identified on the western extent of the main property within the UGB. As part of the Application, the Applicant has proposed to dedicate the “dog leg” property adjacent to Emma Road to the Town for a community facility use to be determined by the Town. Chapter 6 of the Master Plan identifies that site-specific adjustments may be allowed from the future land use map without formally amending the future land use map. The language from Chapter 6 is as follows:

*Chapter 6- “The use designations on the Future Land Use Map are strongly recommended, however, site specific adjustments may be acceptable where there is evidence of consistency with the intent of the Future Land Use Map, the goals and objectives and other master plan policies.”*

**2. Consistency of Density and Required Associated Improvements with Master Plan:** As the Jadwin Property and the Stott Property to the east were designated as a “Primary Parcel” in the Master Plan, there were specific density guidelines and improvements identified as being necessary to develop such density on the property. Between the two properties, the minimum density set forth in the Master Plan is eighty (80) residential units and the required associated improvements are outlined as follows:



- Transportation system improvements including improvements to existing vehicle “slip” lane on Highway 82 and turn lane on Midland Avenue from westbound Emma Road to accommodate development impacts.
- Trail enhancements to better accommodate bike/pedestrian connections from the Emma Trail and Two Rivers Road to Old Town.
- Childcare facility.
- Protect wetlands.
- Dedicate park acreage at 2x parkland requirement and preserve remaining Open Space per the FLUM in conservation easement dedicated to Town.
- Minimum 25% affordable housing per Basalt’s current housing guidelines.
- Other annexation fees and assessments typically charged for annexations such as “green initiatives fee”, childcare development fee (like Willits), and a voluntary real estate transfer assessment

In comparing the required improvements in the Master Plan to the Application, Staff finds that the proposal is generally consistent with many of the required improvements, but that the Applicant is still working on the transportation system improvements as is outlined in Section 5 of this memorandum. The project proposes to provide a trail connection from the property to the existing trail by the Basalt Post Office along Emma Road to satisfy the necessary trail connectivity requirement. Additionally, the Applicant proposes to provide recreational open space that is accessible by the public in an area equal to twice the parkland requirement in the Town Code (Staff provides discussion about the method of assuring this open space is accessible to the public in Section 10 of this memorandum).

Other Master Plan elements that the Applicant satisfies includes providing more than 25% of the units and square footage in the project as deed-restricted housing (see Section 6 for further details) and maintaining and upgrading the designated wetlands. Additionally, Staff anticipates proposing draft conditions for consideration at a future meeting related to requiring the fees and real estate transfer assessments that are typically required by the Town of annexation proposals.

Related to the childcare facility requirement, the Applicant has proposed to dedicate the 0.84-acre “dog leg” property adjacent to Emma Road for community benefit uses in-lieu of providing a childcare facility. The Applicant’s reason for proposing to dedicate land to the Town in lieu of constructing a childcare facility is that the Applicant believes the “dog leg” land will have less constraints than the area of community facility designation on the Master Plan’s future land use map



and will allow the Town to own it as open space until the needs of a public facility on the site are better understood. Staff analyzes this public benefit proposal in Section 7 of this memorandum.

### *3. Consistency Design Principles with Master Plan*

The Master Plan also establishes a series of design principles for the Jadwin/Stott Primary Parcel as are outlined below:

- The Residential Development will be consistent with the Neighborhood Mixed-Density Typology.
- Large and Medium Lot Single family lot residential development is highly discouraged on this site.
- Small residential lots could be considered at western edge.
- Smaller building sizes at western edge preferred.
- Dwelling Units in the Live/Work/Employment Opportunity area must be on the second floor and buildings must generally satisfy the Work Mixed Use Typology.
- The buildings in the Hotel/Short-Term Rental area must be of very small scale and low impact.

In evaluating the Application's consistency with the design principles listed above, Staff finds that the proposal is generally consistent with the Neighborhood Mixed Density typology in that it contains both townhomes and multi-family flat unit types with minimal setbacks and on-street parking. Staff feels that the architectural detailing and apparent massing adjustments may be necessary as the project progresses in the development review process. The other applicable design principles to the Jadwin portion of the Jadwin/Stott Primary Parcel include that smaller building sizes should be on the western extent of the property and that the short-term rental area must be small and low impact. Staff feels that the proposal is consistent with the size of buildings stepping down to the west to create a better transition with the more rural area to the west. Additionally, the short-term rental cabins are small units of less than 800 sf. Staff provides more analysis about the impact of the short-term rental and glamping in Section 16 of this memorandum.

### *4. Density*

The Master Plan prescribes a density range for the Jadwin/Stott Primary Parcel of between 80 and 180 dwelling units on the two properties total. The Stott Parcel is approximately 8.6 acres and not subject to this land use application. This application is only for development of the 9 acres of the Jadwin parcel. As such there may be additional dwelling units developed on the Stott property in the future within the density range established in the Basalt Master Plan.



As noted earlier in this memorandum the Applicant has proposed sixty-eight (68) dwelling units, twelve (12) short-term rental cabins, and seven (7) seasonal glamping pads. During the introductory presentation of the proposal to the Town Council and P&Z, the Applicant expressed that the number of units that is proposed in the Application was selected by how much they felt was reasonable for the site when considering the property constraints, including the sewer easement, wetlands, and floodplain/floodway constraints, and parking capacity.

#### *5. Transportation System Improvements/Traffic*

The Applicant provided a traffic study as part of their application (**Exhibit A**). Town Staff has contracted with Charlier and Associates to conduct a third-party review of the traffic study on behalf of the Town. Charlier has reviewed the traffic study prepared by the Applicant's traffic engineer and recommended some technical adjustments to the analysis included in the study and the Applicant's engineer is working on the adjustments and will resubmit. However, Charlier indicated that it is not likely that the technical adjustments requested by Charlier will impact the conclusions of the traffic study. The traffic study identified that the intersections of Midland Avenue/Emma Road and the Highway 82 Slip Lane/Emma Road will continue to operate an acceptable level of service with the buildout of the proposed development and that no intersection improvements are warranted to these intersections.

However, during the review of prior development applications on the site, earlier traffic studies called for the addition of a dedicated right-turn lane for down-valley traveling motorists on Emma Road at the Midland Avenue/Emma Road intersection. Charlier and Town Staff believe that such an improvement may be beneficial in reducing queuing issues with the additional traffic that would potentially travel straight through the intersection toward the proposed development. The Applicant's engineer, Sopris Engineering, is in the process of conducting a cost estimate and analysis of feasibility on such an improvement and will have it prior to the next P&Z meeting for consideration.

At the intersection of the Highway 82 slip lane/Emma Road located directly to the west of the Basalt Post Office, Charlier, and the Roaring Fork Fire Rescue Authority (RFFRA) believe intersection improvements are necessary to accommodate the additional traffic to be generated by the proposed development and to allow more reliable access for emergency services to the proposed development. The RFFRA conducted a field performance test of this intersection with their aerial fire truck and determined that the intersection needs to be reconfigured to effectively serve the development with emergency services. As such the Applicant's engineers are also working on a conceptual design to reconfigure the intersection and will have it for consideration prior to the next P&Z meeting.