



AGENDA  
CITY OF GLENWOOD SPRINGS  
Planning and Zoning Commission  
Special Meeting  
OCTOBER 21, 2020  
Council Chambers, First Floor  
101 W. 8<sup>TH</sup> STREET  
6:00 PM

1 Zoom Instructions

- A. You are invited to a Zoom webinar.  
When: Oct 21, 2020 06:00 PM Mountain Time (US and Canada)  
Topic: Joint Housing Meeting

Please click the link below to join the webinar:

<https://us02web.zoom.us/j/86734028053?pwd=ckRkbW50MIJXL1JzRHFUMTNKVmE1dz09>

Passcode: 738067

Or iPhone one-tap :

US: +16699006833,,86734028053#,,,,,0#,,738067# or +12532158782,,86734028053#,,,,,0#,,738067#

Or Telephone:

Dial(for higher quality, dial a number based on your current location):

US: +1 669 900 6833 or +1 253 215 8782 or +1 346 248 7799 or +1 929 205 6099 or +1 301 715 8592 or +1 312 626 6799

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2 Roll Call/ Introductions

3 Housing Goals Discussion

- A. Density and Scale
- B. Type of Housing Product: For Sale or Rental

4 Action Plans and Recommendations

- A. Recreation Economy for Rural Communities Recommendations
- B. Comprehensive Plan Chapter 6: Housing
- C. 2010 Strategic Housing Study

5 Housing Policy

- A. Deed Restricted Fee Waiver Program Review
- B. Inclusionary Housing

C. Density Bonus Consideration

6 Adjournment

# COMMUNITY ACTION PLAN

The action planning process during the workshop consisted of a few phases of work. First, there was a brainstorming session, where participants were asked to write down potential actions to help advance one or more goals. The next phase was a dot voting exercise where participants were given a set number of dots and were asked to vote on which actions either were most important or needed immediate attention. In the third phase, small working groups assessed the prioritization voting and fleshed out the details of the top two to five actions for each goal, such as importance, timeframe, lead role, etc. In the final phase, each small working group reported back its progress and shared any questions encountered. The tables that follow provide additional background information and detail for each goal and action.

**Goal 1 – Safe and Sustainable Business Operation: How can we ensure that businesses that support the outdoor recreation economy can operate safely and sustainably, meeting visitors' needs and residents' livelihoods, during the COVID-19 pandemic?**

- *Action 1.1: Create a business council.*
- *Action 1.2: Develop plan with City, Chamber, and Downtown Development Authority Board and local businesses to find creative ways to continue outdoor dining in colder months.*
- *Action 1.3: Create a "business resiliency" plan to help businesses prepare for and deal with crises (pandemics, wildfires, etc.).*
- *Action 1.4: Develop a plan to establish additional parking in the downtown core.*

**Goal 2 – Economic Diversification: How can we support opportunities for business development in downtown Glenwood Springs, building on and expanding beyond the tourism economy and supporting entrepreneurship opportunities for residents?**

- *Action 2.1: Develop a plan to encourage deed restricted, affordable housing for workers, including service workers.*
- *Action 2.2: Identify barriers in zoning code (code language, incentives, etc.) to economic diversification and work to minimize them.*
- *Action 2.3: Implement all-season events.*
- *Action 2.4: Create affordable, co-op like downtown space for small and new businesses and artists.*

**Goal 3 – Affordable Housing: How can we support opportunities for housing in Glenwood Springs that is affordable and accessible for all, including seasonal and permanent residents?**

- *Action 3.1: Reach out to partners on affordable housing solutions, funding, and examples, and contact Valley Housing Coalition.*
- *Action 3.2: Propose policy and inclusionary zoning to allow more housing choices.*
- *Action 3.3: Create a revenue stream focused on deed restricted home ownership.*

**Goal 4 – Community for All: How can we ensure that under-represented groups are involved in, able to access, and benefiting from the outdoor recreation economy, recognizing that we have a diversity of visitors and residents in our community?**

- *Action 4.1: Develop Spanish translation of VisitGlenwood.com materials that are relevant to Glenwood Springs, City resources, Parks & Rec maps/guides.*

- *Action 4.2: Connect and share information with Latinx community through Chamber social media. Develop content like blog posts and other written materials originated in Spanish.*
- *Action 4.3: Identify under-represented leaders and develop a pipeline to fill various leadership roles in community boards, commissions, and organizations.*
- *Action 4.4: Plan recurring workshops or roundtables with under-represented segments of the community to understand their recreational preferences and any barriers to their participation.*

**Goal 5 – Physical Connections: How can we enhance physical infrastructure (like sidewalks, trails, etc.) and transportation connections in our community that connect people to downtown and to nearby outdoor recreation opportunities?**

- *Action 5.1: Generate broader interest and funding for the Lova Trail.*
- *Action 5.2: Identify possible future land acquisitions for open space, easements, connections, and sustainable land access.*
- *Action 5.3: Expand and connect bike trails, walkways, and other non-car infrastructure; and continue to enhance pedestrian experiences in town with engaging places to walk, sit, gather.*
- *Action 5.4: Investigate possibility of a tourism tax to fund a trolley, downtown security, needed clean up, security, enhancements, and other activities or impacts to the city.*

**Goal 6 – Authenticity: Sustainably manage and be responsible stewards of all our unique natural resources, cultural assets, and the community character that makes Glenwood Springs a desirable and authentic place to live, work, and visit.**

- *Action 6.1: Initiate a "good stewardship" educational campaign to help people understand why this matters.*
- *Action 6.2: Properly identify sanctuary areas, create boundaries of no human impact, and funnel tourists to specific sites as possible.*
- *Action 6.3: Maintain a strong urban / wild lands divide (city boundary) to help keep urban areas urban, and care for our areas, using code and the parks and rec master planning document.*
- *Action 6.4: Make Glenwood Springs a hub for electric vehicle (EV) charging infrastructure; lead the way by transitioning city fleet to EV and building infrastructure to support it.*
- *Action 6.5: Make Glenwood Springs a Tree City USA, promoting sustainable landscaping and a green environment with minimal water consumption, working closely with developers in the planning process.*

### Goal 3: Affordable Housing: How can we support opportunities for housing in Glenwood Springs that is affordable and accessible for all, including seasonal and permanent residents?

Given the desire to keep working class families in the community, the steering committee of Glenwood Springs supports affordable housing actions by reaching out to existing partners such as the Valley Housing Coalition or examples from Pitkin County – to identify housing solutions, funding and examples, and reaching out to resources. Simultaneously, the committee realized the need to bring new people and resources into the field, contacting prospective partners such as such as USDA regional staff, Habitat for Humanity, Aspen Valley Land Trust, and Mountain Voices. Early engagement is needed in Glenwood Springs to collaborate on a regional housing collaboration that provides attainable housing, deed restricted home ownership, and a revenue stream for first responders and other residents.

Action 3.1 – Reach out to partners on affordable housing solutions, funding, and examples and contact Valley Housing Coalition.	
<b>What this is. Why it is important. Who benefits?</b>	Keep working class families in our community. Find partners who have done this. Use existing examples to be efficient and effective.
<b>Measures of success</b>	<ul style="list-style-type: none"> <li>▪ After conversations with leaders and other organizations, come up with clear action items and next steps.</li> </ul>
<b>Timeframe</b>	By end of RERC process (October 2020)
<b>Lead Roles</b>	Jenn Ooton and Paula Stepp along with Valley Housing Coalition
<b>Supporting cast</b>	<ul style="list-style-type: none"> <li>▪ USDA regional staff</li> <li>▪ Habitat for Humanity</li> <li>▪ Aspen Valley Land Trust</li> <li>▪ Mountain Voices?</li> </ul>
<b>Needed resources and possible sources</b>	Regional housing study

Action 3.2 – Propose policy and inclusionary zoning to allow more housing choices	
<b>What this is. Why it is important. Who benefits?</b>	Provide attainable housing for first responders, workforce housing.
<b>Measures of success</b>	<ul style="list-style-type: none"> <li>▪ Creation of attainable units</li> </ul>
<b>Timeframe</b>	<ul style="list-style-type: none"> <li>▪ <i>Start process right away but need long term (18 months)</i></li> <li>▪ <i>Code changes (6-8 months)</i></li> </ul>
<b>Lead Roles</b>	Community Development
<b>Supporting cast</b>	Katherine Groscup

Needed resources and possible sources	Resources related to inclusionary zoning (Wellington/Moab UT) Cinema City
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**Action 3.3 – Create a revenue stream focused on deed restricted home ownership.**

What this is. Why it is important. Who benefits?	Use Pitkin County as a model. A lot of need
Measures of success	
Timeframe	
Lead Roles	
Supporting cast	
Needed resources and possible sources	

# APPENDIX

The self-assessment completed by the community and the workshop presentations are attached.

## Additional Resources

[Add relevant resources as appropriate – see resource list or through new content developed during the technical assistance process.]

### U.S. EPA Building Blocks for Sustainable Communities

<http://www.epa.gov/dced/buildingblocks.htm>

### Incremental Development Alliance Small Scale Developer Program

<http://www.incrementaldevelopment.org/services>

## **Workshop Attendees**

Workshop attendees can be included in the draft table or attached as a scanned copy. Be sure to reflect this in the first sentence of the appendix, which lists attachments.

# CHAPTER 6

## HOUSING

### THE GLENWOOD SPRINGS VISION STATEMENT

*The City of Glenwood Springs desires to maintain its small town character and preserve its cultural and natural resources by implementing a proactive plan to achieve directed and balanced development, social and economic diversity and address its present and future transportation needs.*

*“It is important to create a community in which people can live, work, play and raise a family. Since 2000, jobs in Glenwood Springs have increased at nearly twice the rate of housing units. This has led to a greater imbalance between jobs and housing and to increased commuting and traffic congestion. To create a sustainable community with the characteristics desired by current residents, it is necessary to increase the supply of housing relative to employment.”*

Strategic Housing Plan, 2010

### VALUES AND VISION FOR HOUSING

Glenwood Springs strives to be a place where people of all income levels are able to live, work, play and raise a family, within the same community. To ensure that those who work in Glenwood Springs have an opportunity to live here, both the amount of housing, and the variety of housing types need to be increased.

Over the last decade, housing prices in Glenwood Springs have escalated so that many households can no longer afford to buy or rent a home. Local market forces are not providing housing opportunities for the entire spectrum of households needed to sustain a community. Employees who provide essential community functions in general cannot live in Glenwood Springs due to the high-cost of housing relative to earned wages.

To create a more sustainable community, it is necessary to increase the supply of housing relative to employment. Doing so would increase affordable housing options for employees of Glenwood Springs businesses. The goals and policies of the Glenwood Springs Comprehensive Plan set the stage for strategies to balance jobs and housing as well as address other values and issues in our community.



Figure 6-1: Providing affordable community housing has been an on-going mission for the City



Traffic is one of the major issues confronting Glenwood Springs. Though tourists add to the traffic congestion, there is also a strong correlation between the location of workforce housing, jobs, and traffic. The by-product of a separation between housing and employment is traffic, and if it is significant enough, congestion. This is especially true in the Glenwood Springs region, with a major employment base in Pitkin County, and a significant supply of affordable housing in Silt, Rifle and Parachute. The only connecting link is SH 82 (Grand Avenue), which passes through Glenwood Springs. Additional contributions to the traffic on Grand Avenue are from residents commuting out to work, non-residents commuting in to work, and residents driving internally to work, shop, go to school and recreate.

By providing housing opportunities for people of all income groups the community may realize a number of benefits including reduced traffic congestion, increased social diversity, increased vitality in areas with new housing, and increased economic vitality as workers can shop in the same community where they live. The City reconfirms its commitment to include some percentage of affordable residential units in all new development projects and will work aggressively to allow for affordable, attainable housing units.

## **COMMUNITY GOALS SUPPORTED BY HOUSING**

- Maintain Glenwood's role as a regional center
- Preserve the small town character of Glenwood and maintain the livability of Glenwood Springs
- Preserve and increase the vibrancy and commercial success of the Downtown
- Provide housing for the entire community
- Promote sustainable economic diversity
- Address transportation needs and provide multiple convenient travel choices
- Support social diversity

## **POLICIES TO ENHANCE HOUSING**

- The City encourages a variety of housing types, sizes and costs throughout the community and in each neighborhood. A variety of housing types will create the opportunity for households with diverse characteristics.
- The City will use both regulations and incentives (such as density or zoning bonuses, additional height, parking waiver, etc.) to encourage the development of housing at lower, more attainable price points.
- During review of annexation proposals, the City should require higher standards for housing and amenities from developments in trade for City-provided services. All commercial and residential developments occurring on annexed land should include community housing.



## STRATEGIES AND ACTIONS<sup>8</sup> TO PROMOTE HOUSING

### Increase the Supply of Housing that is Affordable to the Workforce (Community Housing) by implementing the Strategic Housing Plan

It is necessary for Glenwood Springs to significantly increase the supply of housing relative to employment (jobs/housing ratio) to create a sustainable community that houses more of its workforce and reduces traffic impacts. The 2010 Strategic Housing Plan calls for the responsibility for community housing to be broadly shared and sets forth a series of policy directives, goals and objectives, priorities and implementation strategies. The City should take the following steps to implement the Strategic Housing Plan:

#### ***Assure the Effectiveness of Community Housing Regulations and Incentives***

The City currently has inclusionary zoning requirements as well as a number of incentives to encourage development of community housing, including reducing minimum lot size and building setback requirements, and increasing maximum building heights. Development of mixed-use units and market-rate units less than 1,000 square feet (s.f.) also qualifies a developer for reductions in housing mitigation requirements.

The City should regularly analyze existing regulations and incentives to determine whether or not they are effective, and make adjustments accordingly. The City should also consider modifying zoning code / land use regulations to:

- Require new housing in the redevelopment of secondary commercial centers
- Set an annexation policy, applicable to properties under-going the annexation process, to serve as a guide and reference for housing requirements (for both market rate and affordable units)
- Establish baseline standards through which community housing will be included in all commercial and residential developments
- Amend the inclusionary zoning ordinance to include rental units as meeting the affordable unit requirements.

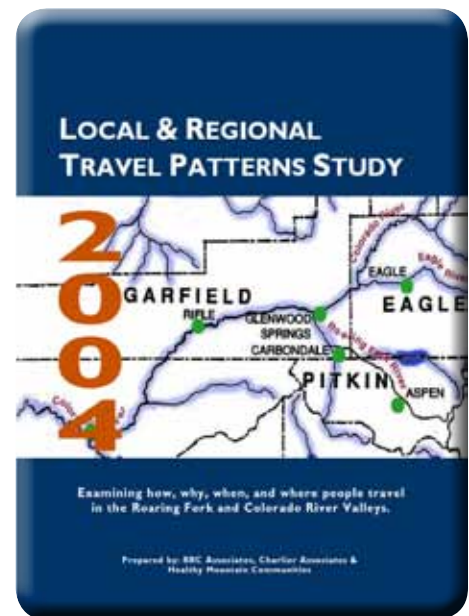


Figure 6-2: The 2004 Local and Regional Travel Patterns Study examined how, why, when and where people travel in the Roaring Fork and Colorado River Valleys.

<sup>8</sup> The strategies listed in this section are derived in part from the Strategic Housing Plan. The plan should be consulted for more detailed descriptions of actions and their justification.



### ***Aim for the Community Housing Target Count***

The Strategic Housing Plan identifies a numerical goal for community housing on an annual basis. To reach these totals:

- Community housing should be built in conjunction with commercial development
- Housing should be provided for employees generated by new development.

The City should monitor, and annually report to the City Council and the public, the status of community housing—quantities, diversity of types, planned or anticipated projects, and progress toward meeting targets. If necessary, the City should set up a system to collect necessary data. Additionally, the City should regularly update the Strategic Housing Plan in order that the community housing target counts remain current with economic conditions.

### ***Prioritize Community Housing for Local Workforce and Families***

Community housing efforts should focus initially on providing units designed for those that work in Glenwood Springs and that are cost-burdened. For example, the target group in 2010 was households with incomes equal to or less than 120% Area Median Income (AMI)<sup>9</sup>. Many members of this target group have families, therefore, a portion of new community housing should include units with multiple bedrooms.

### ***Require Community Housing with Annexation***

All commercial and residential developments on properties being annexed to the city should include community housing. During the annexation process, the City can, and should, require higher standards from developments in trade for providing services and infrastructure<sup>10</sup>. To do so, the following guidelines are recommended:

- All annexed parcels, regardless of size, are expected to contribute to community housing efforts through residential linkage, commercial linkage, mixed-use development, inclusionary zoning, or other City-approved method
- A minimum standard for the inclusion of housing for low- and medium- income households as a requirement for annexation should be established
- Community housing should be built in conjunction with any commercial development
- Housing should be provided for employees generated by new development
- Community housing is to remain affordable over time through deed restrictions or other City-approved means.

<sup>9</sup> This priority is based on the assumption that the private market will address the housing needs of households with higher incomes (an assumption that should be periodically reviewed over time).

<sup>10</sup> This "higher standard" of community housing that will be required from newly annexed developments, shall be determined by City Council.



### ***Plan for Housing for Seasonal Workers***

Alternative types of housing should be explored to accommodate seasonal workers who are often young, single and seeking very low cost places to stay. Dormitories, camps and accommodations that employers would offer should be considered.

### ***Ensure Rental and Ownership Opportunities***

Both homeownership and rental opportunities are needed because not every member of the workforce wants to purchase a housing unit. To maintain the existing ratio between rental and ownership units into the future, a percentage of homes built for occupancy by residents should be for rent. Different types of dwelling units - apartments, duplexes and single-family houses - should be available for rent at affordable rates. Allowing rental units to meet inclusionary zoning requirements may help provide this type of housing.



*Figure 6-3: New residential developments are encouraged to include a variety of housing types as seen above: townhouses and apartments / condominiums (background) designed adjacent to single-family units (foreground).*

### ***Plan for Senior Housing***

It is recognized that the retiree population will grow at a disproportionately high rate for at least the next 15 years, and that housing specifically designed for seniors should be a key component of a comprehensive housing approach.

### **Encourage Greater Variety in Housing Types and Price**

To meet the diverse housing needs of Glenwood's current and future population, an increase in the range of housing types and price levels is needed. A greater range of housing types will enable the City to better meet the needs of young adults that wish to stay in the community, a greater number of our workforce, and those who no longer wish to maintain large properties (seniors, empty-nesters, weekend warriors). Ideally, there should be a variety of price points for each unit type. A greater diversity in unit types, including higher density housing, and unit sizes are needed to achieve affordable price levels for community housing as well as a range of price points for market rate housing.

### ***Encourage a Mix of Densities and Unit Types within New and Redevelopment Projects***

The greatest opportunity for mixed density projects will be in the redevelopment of the secondary commercial centers, the Downtown, and in annexations. In these areas particularly, the City should encourage a mix of densities and unit types.





Figure 6-4: Accessory dwelling units play a role in widening housing opportunities.

A benefit of mixing densities and unit types is that it allows families and individuals in different life stages (young families, empty-nesters, retirees) to co-exist in neighborhoods. It permits families that have established long-term ties to a neighborhood or location to find larger and/or smaller homes as they change life stages without having to move to another part of town.

### ***Continue to Encourage Development of Accessory Dwelling Units***

Also known as “mother-in-law” units, accessory dwelling units (ADUs) are often constructed over a detached garage or basement of a home. Accessory dwelling units are allowed in most Glenwood Springs neighborhoods. They fill a void in the spectrum of rental opportunities and provide some homeowners with necessary added income.

## **Encourage Housing Variety and Affordability throughout the Community**

Community housing should be dispersed throughout Glenwood Springs and especially where it can be located near transit and job centers. The closer that homes can be to jobs and transit, the greater the savings to individual households, the community and the City.

Like most future development, the majority of future housing opportunities in Glenwood Springs will likely occur through redevelopment and infill. Due to the physical limitations to growth and the approaching built-out nature of the community, there are few large tracts of land left to develop, and some may not be suitable for housing. Therefore, it will be important to take advantage of every opportunity to increase the supply of housing in general, and community housing specifically. The Comprehensive Plan identifies the following focus locations for new housing including community housing units:

### ***The Core Area of the City***

The core area, including the Downtown and immediately surrounding neighborhoods, has the potential for infill and sensitive redevelopment at higher densities than currently exists. This can be achieved by:

- In the Downtown, facilitating mixed-use development (apartments and condominiums above stores and offices) and apartment / townhouse style development
- In the surrounding neighborhoods, encourage accessory dwelling units, as well as sensitively designed small apartment buildings, townhouses, small lot single family dwelling units
- At the Confluence Area, incorporate a prominent residential component in a mixed-use redevelopment plan
- In neighborhoods surrounding the Downtown, consider returning to the minimum lot size for single-family dwellings that was allowed in the Original Town Site (2,500 s.f.). This will allow more compact single family homes in an area of the city that already has a large number of homes on small lots.



The City will need to review and accordingly modify existing codes (parking, setbacks, etc.) to support this concept.

### ***Secondary Commercial Centers***

Although generally functioning adequately, many of the commercial secondary centers in Glenwood Springs occupy land that has potential for higher intensity of use. Any redevelopment and/or expansion of these projects should integrate residential and commercial/business to create mixed-use projects. A significant portion of the secondary centers should be devoted to a mix of community housing with some market rate housing. This is not meant to reduce the commercial space allowed but rather to increase the total amount of allowed development as an incentive for providing community housing. Three areas of special consideration are:

- Strongly encourage the development of the planned residential component for Glenwood Meadows, including live-work housing, apartments, etc.
- Develop the area north of the Glenwood Mall as a mixed-use development, either as an extension of a redeveloped Mall, or a compatible but independent development
- Encourage the development of a mixed-use center in promiximity to the anticipated VelociRFTA BRT terminal near the south end of Glenwood Springs
- Support the redevelopment of the Roaring Fork Marketplace, and the City Market and Safeway commercial sites as mixed-use centers.

### ***City-owned Land***

The City owns in excess of 1,000 acres of land, much of which is currently vacant. Some of this land is not buildable as it is in small fragmented pieces, reserved for future right-of-way, on steep hillsides, or reserved for utilities. The City should inventory its land to determine its potential development for community housing.



*Figure 6-6: Townhouses and small apartment / condominium buildings are encouraged in and around the Downtown.*



*Figure 6-7: Much of the new community housing built will occur in redeveloped mixed-use secondary centers and infill in the Downtown.*



## ***South of Town***

South of Glenwood Springs, there are several vacant and/or under-utilized parcels that have potential to include at least some portion of higher density residential uses and / or a mix of uses. If the airport were to redevelop in the future, it should also be considered similarly.

### **Require Good Design for Mixed-use and Higher Density Projects**

When developing mixed-density, mixed-use and higher density development, project design becomes key to preserving community character. The goal is to build attractive and functional places where residents feel safe, comfortable and enjoy living. It is also important to ensure that more intense developments blend with, and are compatible with, one another and with the surrounding neighborhoods.

Individual housing design and quality should be compatible with adjacent uses and quality should be sufficient for long-term livability and energy efficiency. Unit size is important – low cost is not to be achieved by making units so small that their livability is compromised. In other words, housing created as part of mixed-density, mixed-use developments should be sustainable. Sustainability in housing could be achieved by:

- “Green” designs with energy-efficient appliances, alternative energy sources, non-toxic building materials, solar orientation, and high R-value insulation and windows, which improve long-term affordability and provide a healthier living environment
- Compact developments, which reduce the amount of land converted into residential use, minimize resources consumed in infrastructure construction and maintenance, lower water consumption and enhance a sense of neighborhood
- New development should include the preservation of existing, mature, quality trees and extensive developer investments in installation of native or drought-tolerant vegetation, Leadership in Energy and Environmental Design (LEED) standard new construction (NC) and neighborhood development (ND).

The City should analyze the effectiveness of the existing regulations and incentives to determine whether or not they effectively encourage mixed-use and higher density projects, and make adjustments accordingly. Specific areas to address include (but are not limited to) setbacks, lighting, solar-access, parking, and provision of associated open space and amenities.



## **Act Regionally to Address Housing Issues**

A portion of the demand for affordable housing is created by regional conditions (employment and the high cost of housing “up-valley”). Therefore the responsibility for community housing should also be addressed regionally. This can be accomplished by the following strategies:

### ***Combine Efforts with Regional Housing Agencies***

The City should work with Garfield, Pitkin and Eagle counties to combine resources, share strategies, and jointly seek funding and land for community housing projects. The City should work with these entities to establish a regional housing council to collectively address community housing issues.

In 2010, Garfield County adopted a new comprehensive plan that recommended working “with municipalities and Garfield County Housing Authority (GCHA) to allow the sale/transfer of affordable units to urban locations.” The purpose of such a policy is to locate housing near services rather than in remote areas of the county. To see this concept through, Glenwood Springs and Garfield County should develop a mutually-beneficial, cooperative arrangement that details procedures and guidelines to allow the County’s affordable housing requirements to be met by constructing that affordable housing in Glenwood Springs.

### ***Explore Partnerships with Quasi-public and Private Entities***

The need for community housing is shared by many businesses as well as quasi public entities (school districts, fire districts, water and sanitation districts, etc.), all of which need to house their employees. For example, the school district in Ketchum, ID developed housing for its teachers on a portion of a school site. Partnerships expand resources and often lead to creative solutions. The City should solicit and work with a public-private partnership to develop a housing demonstration project for affordable housing. The City should partner with the agencies and entities such as the school district, fire districts, special taxing districts, and major employers to explore creative opportunities for providing affordable employee housing.



# Strategic Housing Plan

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City of Glenwood Springs

February 2010

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## Introduction

### Purpose

This Strategic Housing Plan is intended to guide the efforts in Glenwood Springs to provide housing that is affordable, sustainable, compatible and family-oriented for local employees. It calls for the responsibility for Community Housing<sup>1</sup> to be broadly shared through a comprehensive combination of seven distinct strategies scheduled for implementation by 2015, simultaneously addressing both “catch-up” and “keep-up” needs<sup>2</sup>.

### Background

In 1997, the Community Housing Attainability Strategy (CHAS) was adopted as an element of Glenwood Springs’ Comprehensive Plan. It established seven broad policy directives and called for 37 strategies or programs. Since then, the City has made progress with implementation of the following:

- Waivers of improvement and impact fees for infill and home ownership opportunities in exchange for deed restriction of resale price;
- Inclusionary Zoning – 15% of units are to be provided to moderate-income households;
- Accessory dwelling units allowed in areas where such development already exists or will fit in with existing single-family properties;
- Use of the zoning ordinance, other codes and specific plans to maintain high-quality neighborhoods.

In 2005, a Housing Needs Assessment was completed that provided estimates of existing and future community housing needs. It included recommendations to fine tune existing requirements, examine options for the placement of housing mitigation/impact fees on new commercial development, and to pursue development of City or employer-owned parcels through partnerships with developers.

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<sup>1</sup> Community Housing is defined as housing that is deed-restricted in accordance with the City’s Guidelines.

<sup>2</sup> “Catch-up” needs are generally defined as housing needed to catch up to current deficient housing conditions and “keep-up” needs are generally defined as housing needed to keep up with future demand for housing in relation to job and population growth.

In 2009, to implement these recommendations, a strategic planning process was undertaken that involved a series of three special work sessions of the City's Housing Commission. Through these sessions, needs were revisited, policies and goals were set, and a wide variety of over 40 different techniques for providing community housing were considered. This Plan is the outcome of those sessions. This Plan differs from the 1997 document in that it establishes quantitative near term goals, clear priorities and responsibilities for implementation. A Housing Support Study was prepared simultaneously with this plan to inform the establishment of policies, goals and objectives and to document the linkage between commercial development and the demand for Community Housing.

## **Organization of the Plan**

This document consists of four sections:

- I. Policies and Guiding Principles
- II. Goals and Objectives
- III. Priority Strategies
- IV. Implementation and Timing

The appendix provides materials that supported the development of this Action Plan including the model used to develop projections through 2015, data used to create the model's key assumptions, definitions and a list of all of the strategies considered during the establishment of priorities.

## I. Policies and Guiding Principles

These policies provide specific direction to guide the development of solutions to Glenwood Spring's Community Housing needs. A combination of strategies will be needed to adhere to these policies and guiding principles as Community Housing is developed.

### Location

Community housing should be dispersed throughout Glenwood Springs, preferably near transit, jobs and in core areas of the city. The closer homes are to jobs and transit, the greater the savings to the individual households, community and city. Locating community housing within these core areas, while preserving traditional single-family neighborhoods elsewhere, will help the community maintain its character.

Residential units should be integrated with commercial development. A significant portion of the area within mixed-use developments should be devoted to a mix of Community Housing with some market-rate housing. There should be no reduction in the commercial space permitted but rather concessions such as waivers of height restrictions should be provided to increase the total amount of development allowed in situations where community housing and commercial space are effectively integrated.

### Unit Types and Density

A variety of housing type and sizes should be produced to accommodate the desired population diversity. Single-family homes and duplexes are the most compatible with the existing character of development within the town. Greater diversity in unit types and sizes is needed, however, to achieve affordable price levels. Relatively high density is also needed to make housing affordable. Density in the core downtown area, along and adjacent to the commercial corridors in southern and western areas of the city and in any new neighborhoods should allow for development of multi-family units.

The cost of housing should be addressed with more creative and intensive use of land. Mixed-use developments with multi-family units located above or behind retail and office space are desirable as a way to provide high-density housing without significantly impacting the amount of land that is available and suitable for commercial uses, or affecting single-family residential neighborhoods. Development of accessory dwelling units on both existing lots and in new subdivisions is also desired.

Housing design should be compatible with adjacent uses and quality should be sufficient for long-term livability and energy efficiency. Size is important – low cost is not to be achieved by making units so small that their livability is compromised.

## Jobs/Housing Relationship

It is important to create a community in which people can live, work, play and raise a family. Since 2000, jobs in Glenwood Springs have increased at nearly twice the rate of housing units. This has led to a greater imbalance between jobs and housing and to increased commuting and traffic congestion. To create a sustainable community with the characteristics desired by current residents, it is necessary to increase the supply of housing relative to employment. The overall rate of growth in housing will need to exceed the rate of growth in job-generating uses for the relationship between workforce housing and jobs to improve.

## Sustainability

Sustainability is a critical premise of this Action Plan. Sustainability in all Community Housing is to be achieved by:

- “Green” designs with energy-efficient appliances, alternative energy sources, non-toxic building materials, solar orientation, and high R-value insulation and windows, which improve long-term affordability and provide a healthier living environment.
- Compact developments, which reduce the amount of land converted into residential use, minimize resources consumed in infrastructure construction and maintenance, lower water consumption and enhance sense of neighborhood.

## Priorities and Targeting

1. *Workforce Housing* - Community housing efforts should focus initially on providing units designed for the workforce. The top priority is the development of homes designed and priced for essential employees including teachers, health care providers and emergency responders. Recognizing the relationship of Glenwood to the broader region, workers with at least one household member employed in the 81601 zip code should be eligible to benefit from the production of community housing. Length of residency should be a consideration with priority based on the time lived/worked in the community.
2. *Family Housing* – Glenwood Springs is family oriented. This characteristic should be maintained into the future as growth occurs. To preserve this demographic trait, about 60% of new units intended for occupancy as primary residences should accommodate families, with design characteristics that include at least two bedrooms, a safe outside area for children to play and adequate storage. About 40% should be designed for single and roommate households, with the recognition that it is more affordable and desirable for units developed for single homeowners to have two bedrooms.

3. *Senior Housing* – Glenwood Springs, as with many mountain west communities, has an increasing ratio of senior households. It is recognized that the retiree population will grow at a disproportionately high rate for at least the next 15 years, and that housing specifically designed for seniors should be a key component of a comprehensive approach. This means providing opportunities for seniors to downsize their homes and to live in age-restricted, assisted living or age in place units.
4. *Seasonal Workers* – During the summer months, a spike in the number of tourist related jobs in Glenwood Springs generates the need for seasonal employee housing. Alternative types of housing should be explored to accommodate these employees who are often young, single and seeking very low cost places to stay. Dormitories and accommodations that employers would offer should be considered.

## **Income Mix**

Income targeting should be responsive to the needs unmet by the private market and appropriate for the type of jobs created in the community. The current mix of 39% low income (less than or equal to 80% AMI), 26% moderate/middle income (81% to 120% AMI) and 35% upper income (greater than 120% AMI) may not be appropriate as the community grows. The income diversity of the city's population should become more balanced with an income distribution that reflects the desire for growth in housing opportunities for moderate- and middle-income households, which includes most essential employees, relative to other income groups. The desired mix for new growth is as follows: 30% low income, 40% moderate/middle income and 30% upper income. Community housing should focus on households with incomes equal to or less than 120% AMI, based on the assumption that the private market will address the housing needs of households with higher incomes (*an assumption that should be periodically reviewed as market conditions change*).

## **Owner/Renter Mix**

Both homeownership and rental opportunities are needed. To maintain the existing relationship into the future, about 60% of homes built for occupancy by residents should be for sale and about 40% should be for rent, a policy that will require a combination of strategies to achieve.

## **Responsibility**

Responsibility for housing should be broadly shared in the community with mechanisms for financial support to be contributed from multiple sectors including government, employers, the general public and various stakeholders. New residential development and new commercial development should be held responsible for providing its proportionate share of community housing to sustain the community and its economy.

The City should provide an annual budget allocation for housing. Needs, opportunities and implementation strategies should be assessed on a periodic basis as market conditions change.

## II. Goals and Objectives

This Plan herein establishes distinct goals for community housing units to address both existing needs (catch-up) and needs that will arise in the future as growth occurs (keep-up).

- The goal for Community Housing should be between 20 and 25 units per year between now and 2015.
- Community Housing should be built in conjunction with commercial development; between 5% and 50% of the total area within mixed-used developments should be housing, depending upon the type of commercial/industrial development proposed and its compatibility with residential use.
- Community Housing should be provided for at least 25% of the employees generated by new development; assuming that the free-market provides housing for a portion of the upper-income employees (households with incomes above 120% AMI), approximately half of new employees would still need to commute into Glenwood Springs for work.
- Overall, 60% of Community Housing should be suitable for families with children with design features including outside play areas and multiple bedrooms.
- At least 20% of Community Housing should be modest single-family, detached homes; to the extent possible and recognizing that subsidies will be required, the Community Housing inventory should include some detached homes for households with incomes of up to 120%.

### III. Priority Strategies

To address existing and future community housing needs in Glenwood Springs, a comprehensive housing plan has been developed that calls for the implementation of seven distinct strategies by 2015. These strategies are aimed at simultaneously addressing both catch-up and keep-up needs while broadly sharing the responsibility for community housing. Each strategy addresses a distinct need – in combination they address both ownership and rental housing needs for low, moderate and middle-income households. The strategies can be approached as a total package or on an ala carte basis provided that the policy to broadly share responsibility for community housing is addressed.

The following pages contain a summary of each strategy recommended for implementation by 2015. The appendix includes a print out of an excel-based model used to estimate the number of affordable units that would be produced/preserved if the recommendations contained herein are enacted. The assumptions used to develop the model on the amount of commercial and residential development likely to occur by 2015 were generated using adjusted historic levels. The information used to generate these assumptions is also in the appendix. The assumptions can be changed as the future unfolds, with the model instantly adjusting the number of community housing units likely to be produced.

The Plan includes goals based on growth patterns from 2000 through 2008 but is designed to be responsive to changing economic conditions. Most of the units called for in this Plan will only be produced as additional demand is generated in the future. This Plan calls for catch-up or existing needs to be partially addressed through public-sector initiatives, Community Housing requirements for new development will only be produced when development resumes. Since no new units would be built through these methods until such time as growth occurs, waiting for market conditions to stabilize before enacting the requirements is not necessary. The current lull in development activity provides the time for staff and stakeholders to develop, and elected officials to consider and adopt, regulations aimed at keeping up with housing needs as growth occurs.

The specific strategies included in this Plan are as follows:

- Public/Private Development on City Land
- Rehabilitation and Weatherization
- Commercial Linkage
- Housing Funding Strategies
- Inclusionary Housing Amendments
- Development Incentives
- Annexation Policies

If adopted, this Plan will provide guidance but will not, in and of itself, put any of the recommended strategies into force. Most of the strategies will need to be enacted through changes to the City's code and/or allocation of City resources.

### **1) Public/Private Development on City Land**

Partnerships between local governments and the private sector can help communities develop Community Housing by bringing expertise, additional resources and project management skills to the development process. The City of Glenwood Springs owns an unusually large inventory of land, in excess of 1,000 acres of land. However, most of this land is dedicated to other uses, like parks and open space, has been purchased for future transportation/street improvements, or is on steep hillsides unsuitable for development. While the task will require multiple considerations and will be complicated by the number of parcels the City owns, it should be feasible at this time to identify one piece of property appropriate for Community Housing. Providing the land for a residential development represents a significant asset that the City can offer in trade for the development of Community Housing. Recommendations include:

- The City should immediately pursue the development of both a 50 to 75-unit tax credit rental project since recent private sector efforts to build affordable apartments have not been financially feasible, and 10 to 15 entry-level homeownership units targeted for essential employees, including City staff; the number of units recommended is based on the assumption that demand for rentals remains more than adequate and that smaller apartment projects are both more expensive to develop and operate on a per unit basis, making them often unfeasible.
- A parcel of land owned by the City should be identified and rezoned if necessary to accommodate the project. The land should be at least 5 to 10 acres, however a larger site is recommended to allow for future phases. If only smaller, scattered sites are available, development of homes for entry-level ownership should be considered. If appropriate City-owned parcels are not identified, a land trade or purchase could be considered;
- The City should contract with a project manager who is experienced in residential development and can take the project from concept through construction;
- Early on in the process, a Request for Qualification should be issued to evaluate a number of firms and to identify an appropriate partner for the development that will maximize the funds available for this community asset. The project manager should lead this process;
- Energy efficiency and other green building practices should be incorporated into the development, as well as all Community Housing units; the City should research

resources whereby energy efficiency improvements are incorporated into the design and construction of buildings and financed over time.

## 2) Rehabilitation and Weatherization

Providing assistance for weatherization and rehabilitation of units to address high utility costs, unsafe surroundings, overcrowding, needed repairs and substandard living conditions is a priority. Assistance for this work in the form of energy audits, weatherization grants and low-interest rehabilitation are often part of a comprehensive community housing strategy and should be a component in Glenwood Springs.

The housing rehabilitation services should primarily be under the auspices of the Garfield County Housing Authority, primarily since a county-wide effort could result in sufficient volume to be efficient and effective. While Northwest Colorado Council of Governments offers weatherization assistance, services are not provided to the level desired.

To make weatherization and rehabilitation funding more accessible to the community's residents, the following steps are recommended:

- Identify all existing related services provided in Glenwood Springs to determine if efforts could be enhanced or assumed by the GCHA;
- Develop a specific operations plan outlining the scope, initiation, implementation and monitoring of weatherization and rehabilitation programs;
- Obtain multiple sources of funding including assistance from the Colorado Division of Housing (Community Development Block Grants), CARHOF, the Garfield County Human Services Commission, the Garfield County Board of Commissioners, the Governor's Energy Office (American Recovery and Reinvestment Act monies), local utility providers and local lending institutions;
- Hire or contract for inspection services and field work; utilize existing staff for coordination, program administration and financial management;
- Identify or develop specific standards for home inspection, insulation, construction/rehabilitation and other services necessary for successful program implementation and solicit qualified providers for these services;
- Initially target efforts to low-income households given funding limitations but expand to serve moderate-income households as opportunities are identified;
- Rehab and/or weatherize an average of at least three units per year in Glenwood Springs for a total of 18 by 2015.

### 3) Commercial Linkage

Commercial linkage is a requirement for addressing keep-up needs – it is based on the jobs created by new development and the resulting demand generated for community housing. It requires developers of new commercial space (it does not apply to existing businesses or existing space) to provide or fund a portion of the community housing for which need is generated, usually by building it on site in mixed-use projects. Structuring the requirement as an impact fee also appears to be allowable based on the Gunnison County decision, a lawsuit in which the court upheld the County’s impact fee for affordable housing charged on both residential and commercial buildings. A Housing Support Study for commercial linkage has been completed that documents the link between commercial development and Community Housing demand.

Recommendations for commercial linkage are as follows:

- The Community Housing requirement (sometimes referred to as mitigation rate) should be based on 20% of the estimated housing demand or impact generated by development, which is in the middle of the range required by other mountain communities; a 20% requirement would not alone meet this plan’s policy to provide Community Housing for 25% of new employees but will need to be used in combination with incentives and subsidies.
- The program should encourage on-site development of units but allow fees in-lieu and off-site development of community housing as options for compliance, based on community benefits, incompatibility with adjacent commercial/industrial uses, opportunities to utilize and leverage revenue, location and site attributes;
- Community Housing provided on site should primarily be for moderate/middle income households ranging from 80% to 120% AMI with an average of 100% AMI, as addressed in the current Inclusionary Zoning ordinance. Lowering the targeted income level would increase the cost to the developer.

A commercial linkage program, as proposed, would generate 27 affordable units by 2015, preferably on site above or behind commercial space. If fees in lieu are allowed, they would equate to \$3.6 million in total by 2015, or roughly \$44 per square foot on the construction of new commercial/industrial space. These assumptions are based on historical conditions and can be easily updated in the model as conditions change.

While it is recognized that a 20% Community Housing requirement for commercial development falls far short of the housing demand created by the development, the desire is to broadly share the workforce housing among all sectors while supporting development activity.

### Commercial Linkage Projections

	City-Wide Total		Example
# sq ft built per year	13,590	Sq. Ft. Bldg	7000
Avg 4 jobs/1,000 SF)	4	Jobs per 1,000 sq ft	4
Jobs generated	54.4	Total jobs	28
Housing demand	22.5	Housing demand	11.6
<b>Mitigation Rate</b>	20%	<b>Mitigation rate</b>	<b>20%</b>
Units produced annually	4.51	Units Required	2.3
By 2015 (6 years)	27.04	Fee in Lieu	\$308,317
<b>OR Fees in Lieu</b>	<b>\$3,591,451</b>	Fee per Sq Ft	<b>\$44</b>

Although existing businesses would not contribute to the provision of community housing through commercial linkage since it can only be applied to new development, the Glenwood Springs Housing Commission could eventually serve as a catalyst for a coordinated Employer-Assisted Housing (EAH) effort. Individually, small businesses have little capacity to provide housing for their employees but, if pooled together, could participate in the financing and/or development of employee housing.

#### 4) Housing Funding Strategies

This strategy calls for the exploration of means for local, permanent revenue sources to support the development of Community Housing. Local funds are required since Federal and State grant/loan programs are limited both in terms of funding availability and in who they serve, only benefiting low income households and never providing 100% financing. Local sources would enable Community Housing programs in Glenwood Springs to :

- Serve households with incomes above 80% AMI;
- Leverage federal and state funding for low income households;
- Include efforts for which no other financing is available, like land banking.

Potential uses for the funds include buy downs or subsidies of free-market units in exchange for permanent affordability. Options for structuring the subsidies are wide ranging from down payment assistance and shared equity investments to direct partnership with private developers.

In accordance with the policy that responsibility for community housing is broadly shared, two revenue-generating tools are recommended:

1. Development of a real estate transfer assessment (RETA) voluntarily imposed on market-rate units in new developments in exchange for a reduction in the City's inclusionary zoning requirement and as a policy in all future annexations.
2. Issuance of tax-exempt bonds by the GCHA for development of units as may be needed.

The Housing Commission should also present a request every year for inclusion in the City's budget. Community Housing should have a permanent line item in the budget.

## 5) Inclusionary Zoning Amendments

Since 2000, the City has required that 15% of lots and units in new developments and subdivisions be permanently affordable for households with incomes averaging 100% AMI, a technique known as inclusionary zoning. This program has not, however, generated the number of affordable units desired, therefore, changes to the program as now structured and adoption of other strategies are appropriate. Inclusionary zoning is, however, one of the oldest and most tested methods for mandating community housing in new development, and one of the most effective ways of maintaining income diversity in communities as they grow.

Glenwood Springs's inclusionary zoning requirements should be amended to:

- Increase the percentage of mitigation required for units that are affordable from 15% to 25%;
- Allow developers to place a permanent 1% RETA on all sales after the initial purchase in exchange for a 5 percentage point reduction in the requirement, making the effective percentage the same as recommended for the commercial linkage program;
- Transfer responsibility for general oversight of the program from the City Council to the City's Housing Commission. Allow the Commission to approve changes to the program's Guidelines to improve effectiveness, clarify confusion, provide flexibility and create efficiencies.

## 6) Development Incentives

Development incentives lower the cost of construction and make community housing more feasible. Incentives such as density bonuses and fee waivers can be provided to developers at no cost to local jurisdictions, thus making community housing a win/win experience.

- The City currently has development incentives in place, however an analysis of their effectiveness should be completed and code amendments should be considered. The City should develop a system by which to measure the benefits of a proposed project

and to determine the minimum requirements for a project to qualify for each incentive. The policy of providing fee waivers when minimum requirements are met is a concession but not an incentive to provide more than the minimum;

- Zoning-related incentives should include code amendments for mixed-use developments in commercial/industrial zones to maintain allowable commercial density/FAR (floor area ratio); increased height limits; flexible development and design standards (lot size and coverage, street frontage, etc.) and shared parking;
- The impact fee waivers now offered should be evaluated to determine if deferrals or reductions could potentially be as effective as waivers;
- While application review and action typically takes only six weeks, expedited development and building permit review are often requested by developers of Community Housing; if construction levels are so high as to create significant delays in consideration of applications in the future, a process for giving priority consideration to applications that propose more than the minimum required number of Community Housing units should be considered;
- Stakeholders including developers and property owners should be involved in structuring incentive programs.

## **7) Annexation Policy**

The city should adopt an annexation policy to serve as a guide and reference for consideration of all annexations to the City and to establish baseline standards through which community housing would be included in both commercial and residential developments. Communities often require higher standards from developments in trade for providing the added amenities of city services through annexation. The annexation policy would be incorporated into the Comprehensive Plan, which will provide a framework for annexation and urban service provision. To do so, the following actions are recommended:

- Coordinate with the comprehensive planning effort to develop guidelines for evaluating proposed annexations. The guidelines should include goals and policies that will inform citizens and organized groups regarding the City's position and philosophy concerning annexation. Annexation policies should be considered apart from specific annexation requests;
- Set minimum standards for the inclusion of housing for low-income households as a requirement for annexation. The number of affordable units required should be higher than if imposed under Inclusionary Zoning and linkage requirements for in-town parcels.

## Projected Results – Strategies Combined

The strategies recommended herein should result in the development of about 125 to 160 Community Housing units, the rehabilitation of 18 units owned by low income households plus nearly \$1.3 million in revenues for use in the development of additional Community Housing units by 2015. Again, these assumptions are based on historical conditions and can be easily updated in the model as conditions change.

Strategy Summary	Total Units or Revenue	Income Target
Commercial Linkage @ 20%	27	Mod/Mid
Inclusionary Zoning @ 25%	40	Mod/Mid
Rehabilitation/Weatherization	18	Low
City Land		
Tax Credit Apt.	50 to 75	Low
Ownership - Essential Employees	10 to 15	Mod/Mid

## IV. Implementation and Timing

Multi-disciplined expertise and extensive time will be needed to implement the tasks called for in this Strategic Plan. Additional resources will need to be committed and responsibilities clearly defined. In the past, insufficient resources have been dedicated to developing the capacity to design, implement and manage/operate housing programs. As has been the case in other Colorado mountain communities, responsibilities were assigned to the Planning Department without acquiring additional staff and skills, and without clear delineation of duties. This lack of capacity was the primary shortfall of the City's 1997 Community Housing Attainability Strategy – not the lack of good ideas or opportunities. Unless the hours and expertise required are provided, this Plan will likely meet a similar fate.

A combination of three approaches for obtaining the time and expertise needed to carry out this plan is recommended:

1. Contract with the Garfield County Housing Authority for additional services. The annual contract with the City should be increased to call for:
  - Drafting revisions to the Guidelines to improve operations of the City's inclusionary zoning program and to cover the recommended commercial linkage requirements;
  - Reviewing development proposals to insure compliance with housing requirements;

- 
- Initiating and operating a housing rehabilitation and weatherization program that serves Glenwood Springs;
  - Administering existing deed restrictions and drafting future restrictions/covenants;
  - Partnering on the development of Community Housing on City-owned land;
  - Providing access to tax exempt financing if needed for development projects.
2. Hire consultants to manage specific, clearly defined projects and/or undertake short-term tasks. Opportunities for utilization of consultants include:
- Initiating and managing the development of both rental and for-sale housing on a City-owned parcel;
  - Drafting code language for new linkage requirements and inclusionary zoning amendments;
  - Writing grant applications;
3. Increase the responsibilities and authorities of the Housing Commission. Duties could include:
- Recommending the allocation of revenues received from fees in lieu and linkage requirements;
  - Considering and recommending annual/periodic changes to the City's Community Housing Guidelines including routine fee-in-lieu updates;
  - Reporting to the City Council on goals and progress in meeting them;
  - Taking the lead on public relations – press releases, web site content, meetings with community groups;
  - Preparing annual budget requests for the City Council's consideration.

With the recent decline in sales tax revenue, the City's financial condition at present precludes hiring of additional employees or increasing long-term operational costs. As such, adding to the housing-related work load placed upon City staff is not recommended at this time. Over time, however, annual budget appropriations, special allocations during budget surplus years and

revenue from fees in lieu should be used to develop permanent, local capacity to administer a comprehensive housing program. The Housing Commission desires that a full-time staff person be eventually hired to implement and oversee these programs will overall administration and funding reviewed annually. Pursuing state and federal funding opportunities are especially important during the near term as stimulus funds become available and traditional housing subsidies receive increased allocations.

## **Administrative Tasks**

The following lists of tasks associated with putting the strategies contained herein into place and operating them over time is divided into two sections. The first section covers the initial growth phase lasting through 2010 when extensive efforts are made on getting new initiatives designed, adopted and operational. The second section lists tasks associated with long-term sustaining operations. Currently, most tasks are being performed by the City or Housing Authority while others have not yet been undertaken.

### **Growth Phase (2009 – 2010)**

- Draft of code language for inclusionary zoning, linkage requirements and incentives.
- Establish a fee collection system; set up separate accounts for each fee-generating program.
- Support Housing Commission meetings – packets, public notices, minutes.
- Create and take lead on public relations.
- Maintain web site.
- Develop 2010 budget request for submission to City Council.
- Draft deed restrictions and restrictive covenants including mechanism for keeping rents affordable and for controlling occupancy.
- Write and administer grant applications.
- Write guidelines for developers and administrative procedures for the sale and rental of affordable units.
- Establish unit tracking system – address, date approved, CO date, # bedrooms, sq ft, initial sales price, resale prices, AMI target, # occupants.

- Support rehab/weatherization with coordination among funding agencies, public outreach and home inspections
- Provide counseling to residents in need of housing assistance; serve as a clearinghouse for all housing services
- Annually update incomes and fee in lieu amounts.

### **Additional Tasks – Long-Term Operations**

- Review development applications to determine compliance with IZ and linkage requirements
- Negotiate compliance alternatives – on site, off site, fees-in-lieu, land-in-lieu
- Qualify applicants
- Conduct lotteries if needed
- Administer deed restrictions; calculate resale prices
- Manage revenues, report to funding agencies
- Form partnerships for tax credit apartment projects on public land
- Periodically update Action Plan; prioritize allocation of funds
- Develop senior housing
- Monitor IZ/linkage/incentive effectiveness; make modifications as needed
- Comply with quarterly and annual reporting requirements from various funding agencies – HUD, Colorado Div. of Housing, CHFA
- Monitor key community/housing metrics on regular basis; update housing needs assessment as appropriate
- Manage/maintain properties
- Negotiate for the purchase of land as opportunities become available

## Timing

The seven strategies outlined herein cannot all be implemented simultaneously due to funding and administrative capacity limitations. The following sequence is recommended:

<b>Strategy</b>	<b>Year to Design/Adopt</b>
Public/Private Partnership on City Land	2010 - 11
Rehabilitation/Weatherization	2009 - 10
Commercial Linkage	2009 - 10
Housing Funding Strategies	2010 - 2013
Inclusionary Zoning Amendments	2010
Development Incentives	2010
Annexation Policy	2011

A combination of factors led to the recommended sequence for implementation shown above including:

- Financial - Private developers are now finding it very difficult to obtain financing for residential development and it is uncertain as to when this will change, thus rendering strategies that depend on private development and funding (inclusionary zoning, linkage, housing fund) largely ineffective for the foreseeable future. The availability of funding has increased, however, for rehabilitation/weatherization through stimulus legislation, and there is potential that Federal and State subsidies could be available for the construction of rental housing for low-income households by 2011.
- Community Acceptance – With inclusionary zoning in place, residential developers and other stakeholders in the community will likely want to see the responsibility for Community Housing more broadly shared before additional mandates to provide housing are placed on new development. Pursuit of public-sector initiatives utilizing available resources (City-owned land, Federal and State subsidies) would likely receive greater community support in the near term especially given economic conditions and the near halt in private development.
- Comprehensive Plan Schedule – Development of a policy for future annexations should follow completion of the City's Comprehensive Plan by the end of 2010.

**Appendix**

**Model - Glenwood Springs Housing Strategy**

<b>Strategy Summary</b>	<b>Total Units</b>	<b>Income</b>
Commercial Linkage @ 20%	27.04	Mod/Mid
Inclusionary Zoning @ 25%	40.5	Mod/Mid
Rehabilitation	18	Low
City Land		
Tax Credit Apt.	50-75	Low
Ownership - Essential Employees	10 to 15	Mod/Mid

<b>Commercial Linkage</b>	<b>Total Sq Ft</b>	<b>Examples</b>			
# sq ft built per year	13,590	<b>Sq. Ft. Bldg</b>	7000	7000	7000
Avg 4 jobs/1,000 SF)	4	Jobs per 1,000 sq ft	4	4	4
Jobs generated	54.4	Total jobs	28	28	28
Housing demand	22.5	Housing demand	11.6	11.6	11.6
<b>Mitigation Rate</b>	20%	<b>Mitigation rate</b>	<b>10%</b>	<b>20%</b>	<b>30%</b>
Units produced annually	4.51	Units Required	1.2	2.3	3.5
By 2015 (6 years)	27.04	Fee in Lieu	\$154,158	\$308,317	\$462,475
<b>OR Fees in Lieu</b>	\$3,591,451	Fee per Sq Ft	\$22	\$44	\$66

<b>Inclusionary Zoning</b>	<b>Existing Rate</b>	<b>Sensitivity Analysis - Inclusionary Rate</b>			
# subdivisions/developments per year	1	1	1	1	1
Average # of units	27	27	27	27	27
Inclusionary rate	25%	10%	20%	30%	
Units produced annually	6.75	2.7	5.4	8.1	
By 2015 (6 years)	40.5	16.2	32.4	48.6	

**Assumptions**

Fee in lieu - 60% AMI	\$223,294		
Fee in lieu - 100% AMI	\$132,824		
Jobs per employee	1.25	Employees per household	1.93

## Model Assumptions

- New Commercial Square Footage per Year: 13,590 square feet

### New Commercial Square Feet

2004	18,086
2005	13,101
2006	12,281
2007	17,856
2008	6,618

### Average Sq ft/Year 13,590

- Average commercial job generation rate: 4 jobs/1,000 square feet
- Jobs per employee: 1.25
- Employees per household: 1.93
- New Residential Units per Year: 48

### New Residential      New Units

2004	63
2005	48
2006	65
2007	56
2008 est*	26
2009 est*	29

### Average Units per Year 48

\*2008 and 2009 estimates use building permit data from the Planning Department and assume residential units are occupied the year after issuance of permit

- Average Residential Unit Size: 2,200 square feet

### Residential Sizes Estimate (average 2004 thru 2007)

1,000 or less	5.2%
1,000 to 2,000	47.8%
2,000 to 3,000	22.8%
3,000 to 4,000	14.2%
4,000 or more	9.9%
Total	100.0%
<b>Average Square Feet</b>	<b>2,200</b>

- Average residential job generation rate (FTE): .19 jobs/unit

• Pipeline Projects

<b>Pipeline Projects</b>	<b>Residential Units</b>	<b>Commercial Square Footage</b>	<b>Hotel Rooms</b>
Approved	202	63,769	235
Pending	96		106
Under Construction	18	4,634	0

\*Note: does not include all of Glenwood Meadows

- Fee in lieu 60% AMI: \$223,294
- Fee in lieu 100% AMI: \$132,824

## Strategies Considered

### *Listed in alphabetical order*

1. Allow development projects which guarantee “attainability” to be placed first on the agenda at reviews and public hearings.
2. Allow housing density bonuses in community and regional oriented districts.
3. Amend IZ program to allow a voluntary real estate transfer assessment to be imposed upon future sales in exchange for partial reduction in the requirement.
4. Assist developers who want to use state and federal housing programs.
5. Commercial Linkage – a requirement that new commercial/industrial development provide housing for a portion of the demand generated by the development.
6. Continue to assist developers in constructing low, moderate and middle income housing, especially for families, through land banking and other methods.
7. Continue using minimum lot-size standards for single-family neighborhoods to analyze splitting of larger lots where appropriate.
8. Create an impact and improvement fee system based on size and characteristics of the housing unit, rather than simply by number of units under common ownership.
9. Designate a portion of all revenue received each year in excess of the annual budget projections to the Land Bank Program.
10. Develop annexation policy requiring a large percentage of any new development to be community housing.
11. Encourage development of free-market housing with amenities to entice retirement Households.
12. Encourage energy efficiency and water conservation to reduce long-term operating costs for low, moderate and middle income households.
13. Encourage housing rehabilitation in single-family areas by providing City code inspection
14. Encourage rehabilitation assistance to low-income homeowners and private rental owners in Glenwood Springs.
15. Encourage use of unconventional housing financing techniques to make more housing

- affordable for person employed in Glenwood Springs.
16. Establish a “Buyers Bank” of current renters who would qualify to buy attainable housing if it were produced.
  17. Expand the present level of housing code enforcement to include existing structures
  18. Explore the possibility of encouraging developers to provide more than the minimum number of below-market rate units.
  19. In core areas, encourage high-density multi-family housing mixed with shops and offices.
  20. In the original townsite, allow single-family units on 2,500 sq. ft. lots
  21. Increase IZ requirement.
  22. Initiate/encourage development of a low-income housing tax credit apartment property.
  23. Institute a Land Bank Program to provide land for attainable housing development
  24. Link efforts in historic preservation with efforts to produce attainable housing.
  25. Preserve older single-family homes and small apartment buildings in neighborhoods.
  26. Provide a cottage-duplex zone which allows two detached single-family houses on one lot in areas where such development already exists or will fit with existing single-family properties.
  27. Provide a piece of City-owned land for housing development in near future.
  28. Provide incentives for industrial, retail and office development to provide all or some residential on the same site or on another non-residentially zoned site.
  29. Pursue development of residential units on air space over selected public and private parking lots in commercial and industrial districts.
  30. Require deed restrictions with regard to resale price in conjunction with receiving City housing assistance.
  31. Require variety of lot sizes and types in major subdivisions.
  32. Residential Linkage – a fee charged on the construction of free market homes
  33. Support a program such as “Christmas in April” to rehabilitate and preserve older homes owned by elderly and low-income families.
  34. Support the creation and activities of a local, non-profit housing development corporation.
  35. Support the Garfield County Housing Authority to develop assisted housing in Glenwood Springs.
  36. The City of Glenwood Springs should lead by example and provide some attainable housing for its employees.
  37. Use tax-exempt revenue bonds and other innovative methods to finance low and moderate income housing.
  38. Work to achieve a statewide policy to overturn Amendment One to allow cities to impose a real estate transfer tax to provide revenue for attainable housing programs.
  39. Work with local employers to encourage occupancy of housing by households in which at least one person works in Glenwood Springs.

## DEFINITIONS

The following definitions are applicable to terms used in the Glenwood Springs strategic plan:

**Mean** – the average of a group of numbers, which is the sum of all the data values divided by the number of items.

**Median** – the middle point in a data set.

**Catch-Up Housing** – Housing needed to “catch-up” to current deficient housing conditions.

In

this Process, catch-up housing needs are defined by current resident households reporting housing problems (overcrowded, cost-burdened and/or living in substandard housing conditions), current renters and owners looking to purchase a home and in-commuters that would like to move to Glenwood. Catch-up housing is generally addressed through local town development initiatives, non-profits and housing groups and public/private partnerships.

**Keep-Up Housing** – Housing units needed to keep-up with future demand for housing. In this

Plan, keep-up housing needs focuses on new housing units needed as a result of job growth in Glenwood and new employees filling those jobs. Keep-up housing is often addressed by the existing free-market, as well as regulatory requirements or incentives to produce housing that is needed and priced below the current market.

**Area Median Income (AMI) Limits** – most communities establish income limits for the programs they administer based on the area median income (AMI) for the area according to household size, which are adjusted annually by the Department of Housing and Urban Development (HUD). Four different income categories are defined for various programs and policies:

1. *Extremely low income*, which is less than or equal to 30% AMI;
2. *Very low income*, which is between 30 and 50% AMI;
3. *Low income*, which is between 50 and 80% AMI;
4. *Moderate/Middle income*, which is between 80 and 140% AMI; and
5. *Upper income*, which is over 140% AMI.

**Levels of Homeownership** – When discussing affordability of properties by Area Median Income (AMI) level (defined above) and the types of homes households among different AMI groups are seeking, reference is made to a couple different stages of homeownership. This includes:

1. **Entry-level ownership/first-time homebuyers:** These are households typically earning in the lower to middle income range. In Glenwood, these are households earning 60 to 100 percent of the AMI. These include households that

currently rent (or otherwise do not own a home) and are looking to purchase their first home.

2. **Move-up buyers:** These are households earning in the middle to upper income range (about 100 to 120 percent AMI or higher) that may currently own a home and are looking to purchase a new or different home for a variety of reasons (relocating, growing family (e.g., having children), shrinking family (e.g., empty-nesters), etc.).

**Inclusionary Zoning (IZ)** – requires a minimum percentage of residential development be provided at below-market rates to serve lower income households as part of new residential developments. Inclusionary zoning is a housing production obligation based on the community’s need for affordable housing as related to many factors, including a decreasing developable supply of land, rising home values, insufficient provision of housing affordable to residents by the market, etc., in addition to any direct employee generation impacts of development.

**Commercial Linkage** - A linkage program requires that developers of commercial space contribute to the provision of affordable housing in proportion to the affordable housing need that they generate by generating new jobs.

**Strategic Housing Plans prepared by Rees Consulting/RRC Associates:**

- City of Steamboat Springs
- Ouray County with Town of Ridgway and City of Ouray
- Town of Breckenridge
- Town of Mt. Crested Butte
- Town of Basalt
- Town of Vail
- Town of Silverthorne

070.040.120 - Affordable and Workforce Housing.

(a) *In General.* Reserved.

(b) *Voluntary Provisions.*

(1) *Deed-Restricted Development.*

a. *Applicability.* Any new development of for-rent residential units in the City may voluntarily with the City enter into an affordable housing deed-restriction agreement consistent with the terms and conditions of this Subsection 070.040.120(b)(1).

b. *Deed Restriction.* The deed restriction provided for in this Subsection shall be recorded by the owner of the property burdened thereby and remain a covenant and restriction running with the property for a period of thirty (30) years unless otherwise terminated.

c. *Affordability.*

1. The gross rental price, including utility allowance and non-optional fees, of any deed-restricted unit shall not, at the time of leasing, exceed the maximum rents established according to Colorado Housing and Finance Authority, Colorado County Income and Rent Table, for one hundred twenty (120) percent of the Garfield County Area Median Income.

2. The average of all deed-restricted units in a development shall not exceed one hundred (100) percent of the maximum rents established according to the Colorado Housing and Finance Authority, Colorado County Income and Rent Table, as determined at the time each individual unit was leased.

d. *Impact Fees.* The deed restriction shall provide for a waiver of the following impact and improvement fees required by this Code according to the percentage of new for-rent units restricted thereby:

1. Any water or sewer tap fee required under 080.040.010(c) or 080.030.010(c), respectively.

2. Any water or sewer system improvement fee required under Article 080.060.

3. Any school land dedication required under Subsection 070.040.030(g)(4), School Land Dedication.

4. Any fire and emergency service impact fees required under Subsection 070.040.030(g)(5), Fire and Emergency Services Impact Fee.

5. Any parkland dedication fees required under 070.040.030(g)(2), Parkland Dedication.

Said fees shall be calculated and determined prior to development and remain unpaid, in abeyance, to be depreciated over a period of thirty (30) years from the issuance of a certificate of occupancy for the unit(s). Straight line depreciation shall be used. Any restricted party that knowingly fails to adhere to the requirements of the deed restriction or this Subsection 070.040.120(b)(1) for any portion of a year shall be required to immediately pay the remaining un-depreciated impact and improvement fees upon thirty (30) days' written notice from the City. The restricted party's failure to pay such amount upon notice shall result in an automatic lien upon the property plus a penalty of ten (10) percent of the amount owed, plus the reasonable costs of fees, including attorney fees, spent in collection. Said lien shall thereafter be collected as provided in Section 080.010.100 of the Code.

e. *Occupancy Requirement.*

1. Primary occupants shall sign an affidavit of qualification and be qualified to rent a deed-restricted unit under this Subsection 070.040.120(b)(1) according to any of the following criteria:

- i. Employed to primarily work at a physical location within the 81601 postal zip code;
- ii. Directly employed by a company that has its principal office located within the 81601 postal zip code;
- iii. Enrolled as a full-time student at a local educational institution;
- iv. Being sixty-five (65) years of age or greater; or
- v. Receiving social security disability benefits.

Qualifying occupants may have roommates not employed within the 81601 postal zip code or by a company not having its principal office within the 81601 postal zip code.

- 2. No occupant of a deed-restricted unit shall engage in any business activity on or in the unit, except as allowed under Subsection 070.030.040(d)(3), Home Occupations, of this Code.
  - 3. In the rental and occupancy of the units, there shall be no discrimination on the basis of age, race, creed, color, sex, sexual orientation, disability, religion, national origin, marital status, gender identity, or affiliation.
  - 4. When a unit becomes vacant, the owner shall promptly make it available and actively market said unit for lease to another qualified occupant in accordance with the deed restriction and any rental guidelines adopted by the City.
  - 5. Each unit shall only be leased and occupied by residents who will utilize the unit as his or her principal place of residence. A "principal place of residence" shall mean the dwelling in which one's habitation is fixed and to which a person, whenever he or she is absent, has a present intention of returning after a departure or absence there from.
  - 6. In the event the employment or student enrollment status of the occupant of any unit is altered so as to no longer meet the qualifications of this Subsection, said occupant shall be permitted to reside in the unit under the same terms and conditions of the unit lease, except that no extension of the lease term shall be granted.
- f. *Market Conversion.* The owner of a deed-restricted unit may convert a unit to rent or sale at market rate upon written notice to the City. Upon market conversion, the owner shall record an amendment to the deed restriction for the termination thereof. Upon the first rental or sale of any such converted unit, the owner shall pay to the City the amount of any and all proportional, amortized, and depreciated impact and improvement fees then outstanding.
- g. *Reporting Requirement.* The owner of a deed-restricted unit shall annually, between December 1 and December 15, provide a report and proof to the City or its designated representative agency of its compliance with the rental requirements set forth in this Subsection for the prior twelve-month period. Said report shall contain, at a minimum:
- 1. The number of deed-restricted units rented pursuant to this Subsection;
  - 2. The period each unit was rented and the status by which the were occupant(s) qualified under the deed restriction;
  - 3. The monthly rental price; and
  - 4. The taxes, special assessments, and homeowners' association and management fees, and any other fees or charges, including common utilities, assessed to each unit.
- (c) *Housing Units Developed Under Prior Inclusionary Housing Program.* All housing units developed under the provisions of the inclusionary housing program repealed by Ordinance 21, Series of 2017, shall remain subject to the terms and conditions of approval previously agreed upon, including the applicability of the Glenwood Springs Community Housing Guidelines as administered by the Garfield County Housing Authority.

(d) *Repealer.* Any ordinance or resolutions or parts thereof in conflict with Ordinance 21, Series of 2017, are hereby repealed to the extent of such conflict only.

(Ord. No. [19-2018](#), § 2(Exh. A), 8-2-2018; Ord. No. [16-2019](#), § 2(Exh. A), 9-5-2019)

# Density Bonus, and Accessory Dwelling Unit Programs

Joint Work Session, Planning and Zoning Commission

Wednesday, October 16 2019



# City of Glenwood Springs Program Background

## Inclusionary Housing Requirement:

- ☞ Required residential development to provide at least 15% of units to be affordable to households earning up to 120% of the area median income.
- ☞ Created 10 affordable deed restricted housing units.
- ☞ Removed as a requirement in 2018.

## Voluntary Deed Restriction Program:

- ☞ System Improvement Fees are waived in return for rent control limited to 100% AMI.
- ☞ 28 units currently enrolled in program.
- ☞ School District utilizing for teacher housing.

## Accessory Dwelling Unit:

- ☞ ADU's allowed in all res. zones and most commercial zones, as a use by right. (2000)
- ☞ ADU's have reduced system improvement fees, to make building them more affordable. (\$5,000 versus \$12,500 for a two bedroom 850 square foot duplex unit.)
- ☞ Glenwood implemented an ADU Amnesty program in 2017 to encourage the legalization of units in Glenwood Springs. Included reduced fee.
- ☞ Glenwood has approximately **121** permitted ADU's.

## Housing Attainability Element of Comp Plan:

- ☞ Outlines recommended policies and programs.



# Background

## What is a Density Bonus:

Density bonuses are a type of housing production incentive program where projects are granted additional residential density over and above the maximum limit allowed by existing zoning, with the condition that the housing (or a portion thereof) be deed restricted to occupancy by a target group. The density increase results in a decrease in the land cost per unit.

## Examples of Density Bonuses:

- Height increase
- Unit per acre increase
- Lot Standard reductions
  - Less parking
  - Smaller setbacks
  - Smaller lot size



# Basic Components of Density Bonus

## Height limit increase

Example: 40 feet height limit increased to 60 foot limit with certain % of dedicated affordable housing.

## GWS Code Integration

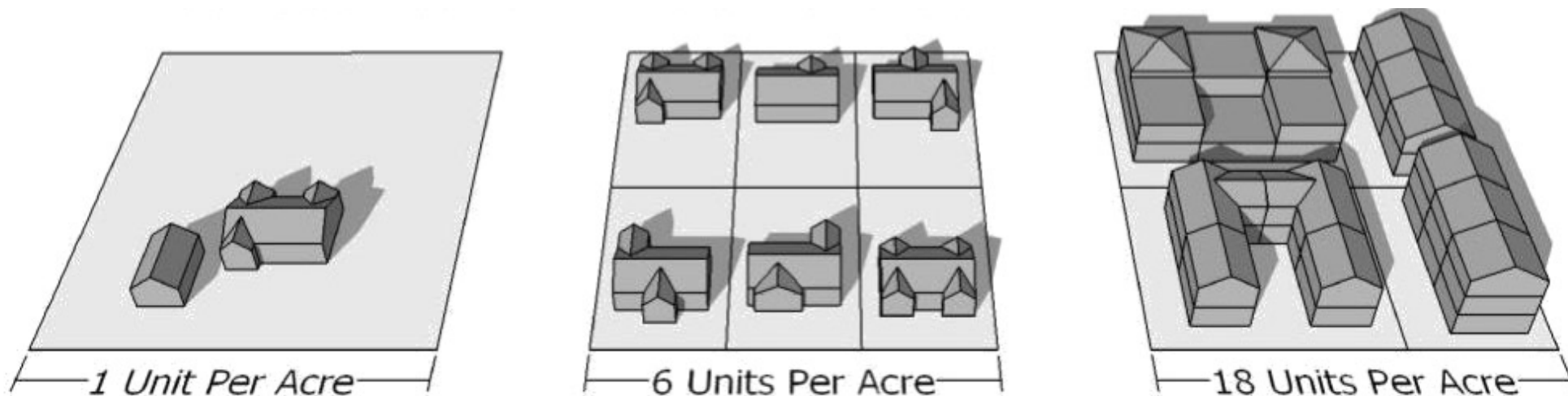
Height increase bonus may work best in commercial districts, can be incorporated into any zone.



# Basic Components of Density Bonus

## Units per acre increase

Example: 12 units/acre increased to 18 units/acre



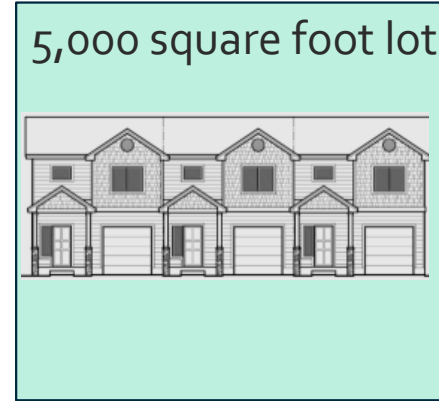
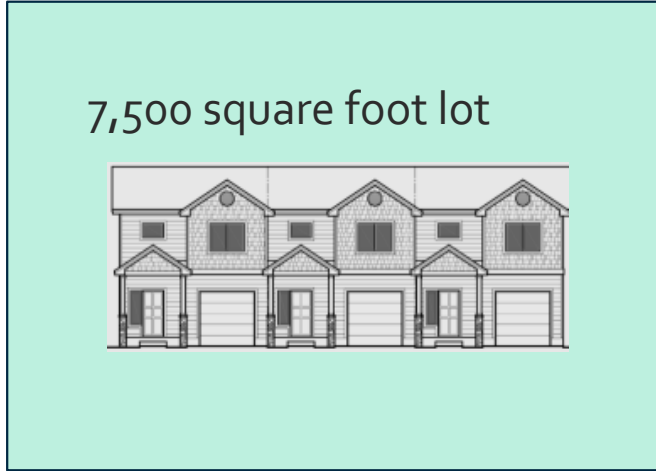
## GWS Code Integration

Code does not identify units/acre. Instead relies on lot size standards. Units/acre does not integrate well with code. Glenwood's single family neighborhoods range from 7-9 units/acre. Glenwood's high density residential neighborhoods range from 17-19/units an acre.

# Basic Components of Density Bonus

## Lot Size Standard decrease

☞ Reduced lot size requirements



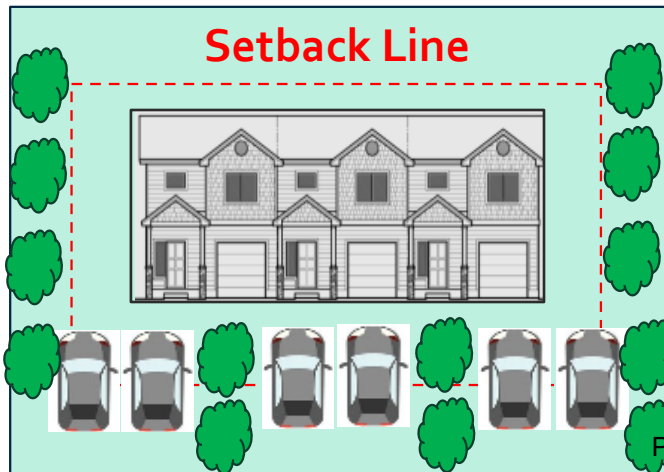
## GWS Code Integration

☞ Lot standard reductions can be incorporated into any zone.

☞ Reduced parking requirements

☞ Reduced setback standards

\* Reduced Landscape area



# Zoning Lot Standards

	RR	RL	RM1	RM2	RH	RT
	Rural	Low Density	Medium Density	Multifamily Limited	High Density	Transitional
<b>Lot Standards, Minimum</b>						
Lot area	40,000 sf	20,000 sf	6,000 sf	—	—	—
Lot area, lots created prior to March 1, 1965			5,000 sf			
Lot area, single-family detached	—	—	—	5,000 sf	4,500 sf	5,000 sf
Lot area, attached dwellings sharing common wall	—	—	7,500 sf	2,500 sf/unit	2,250 sf/unit	2,500 sf/unit
Landscaped area (for multifamily dwellings)	—	—	—	20 percent	20 percent	20 percent
<b>Setbacks, Minimum</b>						
Front (arterial streets)	50 feet	50 feet	30 feet	30 feet	15 feet	15 feet
Front (other streets)	25 feet	25 feet	20 feet	20 feet	10 feet	10 feet
Side	10 feet	10 feet [1]	5 feet	5 feet [2]	5 feet [2]	5 feet [2]
Rear	25 feet	25 feet	15 feet	10 feet	10 feet	10 feet
<b>Building Standards, Maximum</b>						
Building height	27 feet	27 feet	27 feet	27 feet	40 feet	40 feet
Notes:						
[1] Or one-half the height of the principal building, whichever is greater.						
[2] For attached dwellings sharing a common wall, interior side setbacks may be permitted at zero feet.						



# Zoning Lot Standards



	RR	RL	RM1	RM2	RH	RT
<b>Lot Standards, Minimum</b>						
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Side	10 feet	10 feet [1]	5 feet	5 feet [2]	5 feet [2]	5 feet [2]
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<b>Building Standards, Maximum</b>						
Building height	27 feet	27 feet	27 feet	27 feet	40 feet	40 feet

Notes:

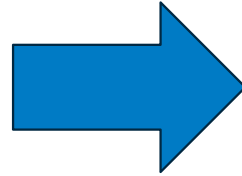
[1] Or one-half the height of the principal building, whichever is greater.

[2] For attached dwellings sharing a common wall, interior side setbacks may be permitted at zero feet.

# Density Bonus Example

## Current Process

- ❧ RH Res. High Density zone
- ❧ 6,000 square foot lot.
- ❧ 2 units are allowed per current lot standards.





















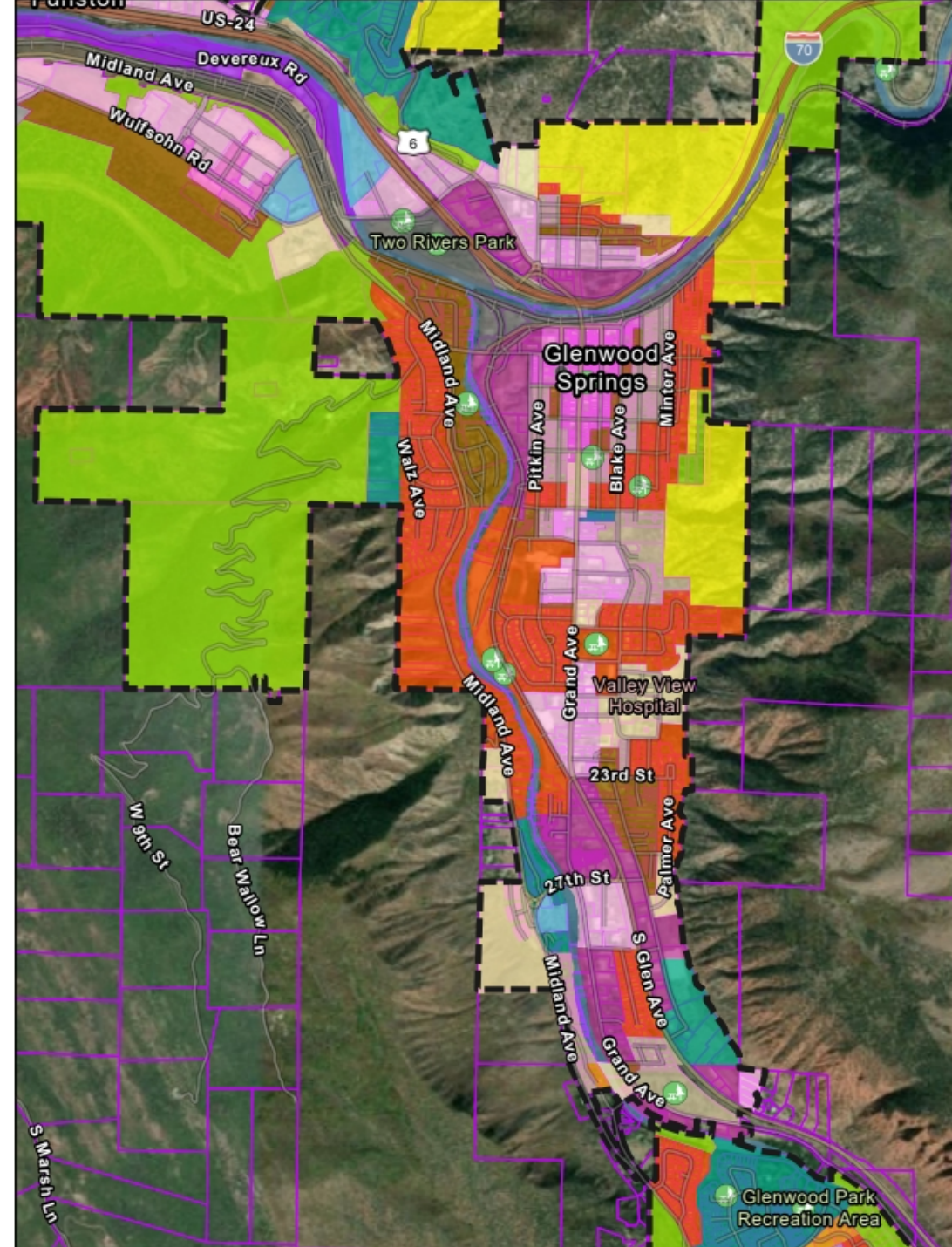
## Proposed Density Bonus

- ❧ RH Res. High Density zone
- ❧ 6,000 square foot lot.
- ❧ 2 units are allowed.
- ❧ 50% affordable project = no lot size standards.
- ❧ Density bonus allows for 2 units.
- ❧ Project is 4 units with 2 deed restricted.



# Zoning Map

-  RR - Rural Residential (formerly R/1/40)
-  RL - Rural Residential (formerly R/1/20)
-  RM1 - Residential Medium Density (formerly R/1/7.5)
-  RM1 - Residential Medium Density (formerly R/1/6)
-  RM2 - Residential Multifamily Limited (formerly R/2)
-  RH - Residential High Density (formerly R/3)
-  RT - Residential Transitional (formerly R/4)
-  M1 - Mixed Use Corridor (formerly C/1)
-  M2 - Mixed Use Central Core (formerly C/2)
-  M3 - Mixed Use Regional
-  CO - Commercial (formerly C/3)
-  RE - Resort (formerly C/4)
-  HP - Hillside Preservation
-  I1 - Light Industrial (formerly I/L)
-  I1 - Light Industrial (formerly I/1)
-  I2 - River Industrial (formerly I/2)
-  IN - Institutional
-  PUD - Planned Unit Development (no change)



# Allowed Residential Uses by Zone

## Opportunities for increased density

Table 030.1: Table of Allowed Uses

P = permitted by right    S = special use permit required    Blank = use prohibited

Use Category	Districts →																	Required Minimum Parking
	Use Type	RR	RL	RM1	RM2	RH	RT	M1	M2	M3	CO	RE	I1	I2	IN	HP		
RESIDENTIAL USES																		
Household Living	Dwelling, live-work						P	P	P	P	P	P	P	P			1 per dwelling unit	
	Dwelling, multifamily				P	P	P	P	P	P	P						1.5 per dwelling unit, plus 1 guest space per each 5 dwelling units	
	Dwelling, townhouse				P	P	P	P	P	P	P				S		1.5 per dwelling unit, plus 1 guest space per each 5 dwelling units	
	Dwelling, single-family detached	P	P	P	P	P	P	P	P		P	P				S	1 per dwelling unit	
	Dwelling, two-family		S	S	P	P	P	P	P		P					S	1.5 per dwelling unit	
	Mobile home park						S	S	S			P					1 per dwelling unit	
	Accessory dwelling unit				P	P	P	P	P		P	P				S	1 per unit	



# Density Bonus Program Decisions

- ☞ Define the purpose for providing density bonuses
- ☞ Identify the area where the bonuses are allowed.
- ☞ Develop specific policy for allowing bonuses.
  - ☞ Identify allowable density increases (i.e. total number of units or maximum square footage)
  - ☞ Criteria must designate the number or percentage of affordable units needed for bonus eligibility.
  - ☞ Type of housing (single family, duplex, multi-family), income limits, sale price, or rent limits, should also be considered.





# Accessory Dwelling Units

Evaluating program changes to make ADU's more permissive.

# Accessory Dwelling Unit Background

*Accessory Dwelling Units Purpose and Intent.*  
Sec. 070.030.040:

- ❧ Promote small rental housing units
- ❧ Increase the stock of attainable rental housing in the community
- ❧ Use available land more efficiently
- ❧ Minimize the additional infrastructure
- ❧ Minimize impacts to the surrounding residential neighborhoods and the community.



# Accessory Dwelling Unit (ADU) Standards

1. ADU's shall not be sold independently.
2. ADU's are allowed in **ALL** residential zoning districts.
3. Only allowed where a detached single-family dwelling exists or will be constructed concurrently.
4. Colors, materials, and design comparable to principal dwelling.
5. One (1) ADU per parcel.
6. Size: minimum **300 sq. feet, maximum 850 sq. feet.**
7. The area shall not exceed **49** percent of the area of the principal dwelling.
8. Must comply with the applicable zoning district requirements.
9. A detached ADU shall be located in the rear yard or side yard of the principal building.
10. Detached ADU's shall not exceed twenty-seven (27) feet.



# ADU Size Limitations



Size of Primary Dwelling (Square feet)	ADU Size Limit (Square Feet)				
	49%	60%	65%	70%	75%
850	417	510	553	595	638
1000	490	600	650	700	750
1100	539	660	715	770	825
1200	588	720	780	840	<div style="background-color: orange; padding: 20px; text-align: center;"> <p><b>850 square feet Maximum Allowance</b></p> </div>
1300	637	780	845		
1400	686	840			
1500	735				
1600	784				
1700	833				
1800					
2000					
2500					
3000					

# Accessory Dwelling Unit Program Decisions

Staff is seeking direction from Planning and Zoning Commission on amendments to existing ADU standards. Specifically the following aspects:

- ☞ Proposing lot standard incentives to property owners who build deed restricted ADU's; or
- ☞ Revise the existing program to be more permissive for any property owner to build an ADU through reduced lot standard incentives.



# Questions for Discussion

1. What is the goal of the density bonus?
2. What type of Housing is the program aimed at encouraging?
3. Is this a rental program, a for sale program, or both?
4. What is the threshold for receiving the bonus?
5. What zones should the density bonus apply to?
6. Which regulations are lifted or eased?

