



AGENDA
CITY OF GLENWOOD SPRINGS
Planning and Zoning Commission
Regular Meeting
SEPTEMBER 24, 2024
Council Chambers, First Floor
101 W. 8TH STREET
6:00 PM

1 Attendance Instructions

- A. This meeting is held in person as well as via Zoom.

Please click the link below to join the webinar:

<https://us02web.zoom.us/j/86382740802?pwd=KmA0aOySzDA4oA8pi9HACH1YOXalli.1>

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2 Roll Call

3 Conflicts of Interest

4 Receipt of the Minutes

- A. August 27, 2024 Draft Meeting Minutes

5 Comments from citizens appearing for items not on the agenda

6 New Items

- A. Strategic Housing Plan and Housing Goal Update
B. Energy Climate Action Plan 2024 Update
C. Design Standards Discussion

7 Commissioner Comments

8 Director Comments

9 Adjournment

MINUTES
CITY OF GLENWOOD SPRINGS
Planning and Zoning Commission

Regular Meeting
August 27, 2024
Council Chambers, First Floor
101 W. 8TH STREET 6:00 PM

1. Roll Call

Present: Commissioners: Carolyn Cipperly, Amy Connerton, Pete Waller, George Shaver, Matthew Simms, John Houghton, Gregory Cowan

Also Present: Community Development Director Hannah Klausman, Senior Planner Emery Ellingson, City Attorney Richard Cremer-Petterson, Deputy City Clerk Danyelle Rigli.

2. Conflicts of Interest

None

3. Receipt of Minutes

June 25th Planning and Zoning Commission special meeting minutes

Commissioner Connerton made a motion to approve the minutes, seconded by Commissioner Cipperly. Voice vote taken, passed unanimously.

4. Comments from citizens for items not appearing on the agenda

No public comment was offered.

5. New Items

a. Planning File 17-24 Design Variance 308 7th Street Juicy Lucy Awning

Planner Emery Ellingson presented Planning File 17-24 Design Variance 308 7th Street Juicy Lucy Awning with Action Item 1 requested relief from Code to allow an awning to extend more than 5' from the face of the building and Action Item 2 to allow use of a non-canvas material for the awning. Staff recommend approval of both action items with findings and conditions in the staff report.

Commissioner questions, comments, and staff responses included the following:

- Commission asked for more information on why Code limited awnings to five feet and why it required awning as a material. **Staff response:** Staff explained awning requirements were intended for simple awnings over a doorway or entrance and not for purpose of shading an outdoor dining area and that canvas was required since it is a durable material and to discourage installation of cheaper, less durable synthetic materials.
- Commission asked about the installation of outdoor dining areas, specifically areas that had been bolted. **Staff response:** Staff explained that outdoor dining areas are not allowed to

permanently affix fencing to the decorative pavers at that businesses which did that would be required to replace at their cost.

- Commission requested confirmation on dimensions of awning as compared to the outdoor dining area as well as color of the awning. **Staff response:** Staff provided confirmation with site drawings as well as confirmation that color would be a striped yellow and white pattern.
- Commission asked if any other businesses had submitted a variance request for a similar retractable awning and that if approval would establish a precedent for other businesses. **Staff response:** Staff stated that no other businesses had submitted a variance request and the if approval of this variance could encourage other businesses to also apply for a design variance.
- Commission asked if the awning would cause an issue with the tree planted in the sidewalk along 7th Street. **Staff response:** Staff explained that the outdoor dining leases operate on an annual basis which allows the City to re-evaluate outdoor dining leases, and that the City could address this issue at a future lease renewal date.
- Commission asked if a condition could be added that required the lease to be retracted during hours of business. **Staff response:** Staff stated that adding a condition to retract the awning would be a reasonable request.
- Commission requested more information on right-of-way encroachment licenses and how that process applies to the proposed awning. **Staff response:** Staff explained process for approval.

The applicant Rick Van Vleet, Western Slope Awning representing the applicant RMCO Restaurant Group (Juicy Lucy restaurant) made a short presentation providing details on proposed awning installation, awning material, and the proposed site area.

- Commissioner asked for applicant to further explain how the awnings would be installed and where they would be attached to the building. **Applicant response:** Applicant, utilizing a photo of the business, described that the awnings would be attached into the brick and that the awnings would be above the window area. Applicant also confirmed that the existing projecting sign above the doorway would have to be relocated. Applicant explained they would be mounted at

Commissioner Waller opened the item to public comment. No members of the public were present for comment. Commissioner Waller closed the item to public comment.

Commissioner Connerton made a motion to approve Action Item 1 with conditions as written in the packet with additional conditions as follows:

- Awning shall be retracted no later than 10:00 PM or close of business, whichever is later.
- No permanent or temporary signage shall be attached to the retractable awning.

Commissioner Simms seconded the motion.

Discussion after the motion included:

- Opinion that the awning does not provide a community benefit and did not meet the intent of the Downtown Design Standards.
- Discussion of history of awnings in the downtown and evaluation of how the proposed awning compares in terms of style, material, and color.

- Further discussion on the relationship between the variance application and the outdoor dining lease.

Commissioner Connerton made a motion to amend the original motion to add another condition that:

- If the awning were left in disarray or non-compliant that the awning shall be repaired upon 30 days of notice by the City or removed.

Commissioner Simms seconded the amended motion.

- Additional discussion by Commission regarding transferability and revocation for variances, outdoor dining leases, and right-of-way encroachment licenses.
- Additional comment by applicant that the awnings were customizable, and that the awning could be set to only 5'.

Commissioner Waller called the item to question. Motion carried 6-1 with Commissioners Cowan, Simms, Connerton, Waller, Cipperly, and Houghton in favor and Commissioner White opposed.

Commissioner Cipperly made a motion to approve Action Item 2 with findings and conditions in the staff report and the same conditions added for Action Item 1. Commissioner Connerton seconded the motion.

Commissioner Waller called the item to question. Motion carried 6-1 with Commissioners Cowan, Simms, Connerton, Waller, Cipperly, and Houghton in favor and Commissioner White opposed.

Commissioner Waller called for a five-minute recess.

b. Planning and Zoning Commission Training

City Attorney Richard Cremer-Petterson provided the Commission with training covering functions of Planning and Zoning Commission and their legal basis for reviewing authority of the Commission.

6. Commissioner Comments

- Commissioners expressed interest in reviewing the process for Planning and Zoning Commission to provide direction for staff to review.
- Commission discussed recent piece in Aspen Daily News regarding housing.

7. Director Comments

Community Development Director Hannah Klausman explained that the September meeting would include an update on affordable housing in the City and that the Community Housing Manager position had been filled.

8. Adjournment

Meeting adjourned at 8:06 PM.

Watkins Fulk-Gray, Senior Planner
(970) 384-6428 (o)

101 West 8th Street
Glenwood Springs, CO 81601

To: Planning & Zoning Commission
From: Watkins Fulk-Gray, Senior Planner
Date: September 24, 2024
RE: Report on progress toward Strategic Housing Plan Update goals

Background and purpose

The P&Z recommended approval of the 2023 Strategic Housing Plan Update in June of 2023. At that meeting, the P&Z requested yearly updates on progress toward meeting the goals contained in the plan. Staff is pleased to oblige. We begin with a recap of the Plan Update's findings, strategies, and recommendations.

The Plan Update found significant unmet housing need in Glenwood Springs. Around 38% of all households in the city were found to be cost-burdened, meaning these households spend more than 30% of their income on housing costs. The Plan Update also documented the significant uptick in average home sale costs and the related and increasing gap in affordability, which is the difference between what is calculated as the average affordable purchase price, based on incomes, and the actual average purchase price. Between 2015 and 2022, the Plan Update found that the average home sale price increased 93% and the affordability gap increased from \$49,000 to \$293,000. After calculating a percentage of the housing need from three primary drivers of need and adjusting for the targeted income range of households, the Plan Update ultimately found a current need of 1,346 new homes, which is projected to expand to a need of 1,858 new homes by 2043. For this assessment of housing need, the targeted income range is between 30% and 150% of area median income, or AMI. This means that higher-end market rate home construction would not count toward housing need; only new homes that are affordable to people making 30% to 150% AMI or existing homes in which the affordability is improved to fall within this range satisfy the identified housing need.

To make progress in this difficult situation, the Plan Update describes strategies for creating or preserving affordable housing that include strategic use of City-owned land, preservation of existing affordable housing assets like mobile home parks and rental housing, rehabilitation of existing housing stock, and the use of density bonuses in new development. These strategies can include programs directed by the City or other groups, partnerships between the City and others, or changes to the Municipal Code.

The Plan Update offers numerous recommendations to make progress toward the 1,346 homes needed to meet the policy goals in the Plan Update. Some of the recommendations require funding, to which the City now has access with the "2C" accommodations tax increase passed by voters in 2022. Other recommendations discuss the use of vacant, City-owned parcels for housing, which remains a possibility, but became more difficult with the passage this year of

ballot measure “A.” Other recommendations would involve changes to the Municipal Code and would require no funding. These recommendations are on pages 59-63 of the document.

Progress in 2023-2024

The Benedict Senior Housing

After the P&Z’s recommendation, City Council approved The Benedict senior affordable housing project in early 2024. The Benedict is currently under construction and is being developed by Catholic Charities Housing, with an estimated completion date of fall 2025. All 34 units are one-bed, one-bath, and all units will be deed restricted to 30% to 80% AMI. This project will satisfy an estimated 17% (11 units) of the City’s total commitment requirements for Proposition 123.

Habitat for Humanity

Habitat for Humanity’s project at 8th St. and Midland Ave., now known as The Confluence, was approved by the P&Z in June of 2023. It is currently in its final stage of review. All units will be deed restricted to 80% AMI. This project will contribute 9% of the City’s total commitment toward Proposition 123.

Incentives Through Housing Variety Requirements

Staff included incentives for deed restricted housing in a July 2023 update to the Municipal Code’s Residential Site and Building Design standards. This code change increased the housing typology variety requirements for larger multifamily projects and offered ways to satisfy or even be exempted from the housing variety requirements by offering deed restricted housing. The code now allows the deed restricting of 35% of a project to count as one approved variety type and entirely excludes 100% deed restricted projects from the housing variety requirements. This allowed The Benedict to be built more cost effectively and has been received positively by other affordable housing developers.

Zoning Reform

The City considered a suite of zoning reforms from 2023 into 2024, including changes to which zone districts duplexes and triplexes are allowed in, changes to minimum lot standards, and the density bonus provisions. Most of these proposals sprang from recommendations in the Plan Update. After six public hearings, an online survey, and an online listening session, and in the face of vocal community opposition and no visible champions for the reforms, City Council opted on May 16th of this year not to adopt any of the changes. These proposed zoning changes would have directed more growth into infill development patterns, meeting many of the recommendations in the Plan Update and also matching many of the best practices for modern urban planning. Despite the failure of the zoning reform, the work that Staff, Housing Commission, P&Z, City Council, and members of the community engaged in was worthwhile because of the education and conversations that were involved. Valuable lessons were learned too, such as the need for a coalition of champions outside city government, the importance of examples or graphics to explain some proposals, the importance of avoiding any potential actions that would erode trust, regardless of actual intentions; the importance of laying a solid foundation of unbiased reports and information; and, most of all, the importance of a thorough and clear public process.

Workforce Housing Fund

In perhaps the City's most promising front on tackling housing affordability, the Workforce Housing Fund (WHF), which was created by ballot measure "2C" in 2022, has begun to bear fruit. The City's first dedicated affordable housing fund, which collected \$1.7M in 2023, has allowed the City to leverage other funding sources for two important affordable projects, using funding collected from the tax on accommodations. The funding has been leveraged by receiving grants, specifically a Local Planning Capacity grant and downpayment assistance grant from the State, that required matching funds, allowing the tax dollars collected to go much further than they would on their own. The two affordable projects in which 2C dollars have been invested are Habitat for Humanity's planned conversion of an apartment building from free market to deed restricted and a proposed new affordable rental project at the Glenwood Gardens site. The Workforce Housing Fund is slated to fund a rental assistance and a down payment assistance program, which are actively being developed. The fund has also paid a portion of the City's new Housing Development Manager to run these programs and administer existing deed restrictions, which previously was managed by an outside agency.

Possible future directions:

The City will continue developing programs using the WHF and will continue leveraging these funds as other opportunities arise. The partial focus on "development neutral" housing solutions, meaning the conversion of existing free market housing to affordable housing, is a promising approach that may reduce public backlash to new affordable housing.

The Housing Commission is interested in creating a "pre-approved ADU" program to encourage the construction of more accessory dwelling units (ADUs). This program is still being developed, but it aims to reduce the financial barrier to building ADUs by offering free and pre-approved construction plans for ADUs. Housing Commission has also discussed potential code changes to allow a "junior" ADU in addition to the current ADU requirements.

Challenges

The passing of ballot measure "A" in April of this year marked a new challenge to the creation of more affordable housing. Measure "A" requires all proposals for building housing on City-owned land to be approved in a general election and also requires all annexations to be approved in a general election. All new development creating more than four units also must now be approved now by City Council, where previously City Council was the deciding body for projects of 25 or more dwelling units. While none of these barriers are insurmountable, and the changes may result in positive outcomes too, they are changes that make approval processes longer, more costly, and less certain for would-be developers, and are therefore barriers to new housing.

Housing prices, the competition to buy houses, and rents continue to be high. An encouraging sign is that sales data for the first half of the year shows single-family and condominium sale prices flat from 2023, at median prices of \$910,000 and \$535,000, respectively. However, as the Plan Update shows, there is a significant gap between what is affordable and what is available. Recent reporting by NBC News ranked Garfield County the most difficult county in the nation for home buyers, with the leading cause being competition among would-be home

buyers, rather than price. Clearly, renters and would-be homebuyers have a lot to contend with.

Conclusions

Since the approval of the Strategic Housing Plan Update in 2023, housing continues to be in the news as a challenge for many communities throughout the country. NBC News recently ranked Garfield County as the most difficult county in America in which to buy a home. While housing remains more difficult in Glenwood Springs than in other parts of the nation, Glenwood's experience trying to tackle its affordable housing problem is not unique. National trends such as the inflation of construction costs and high interest rates continue to make residential construction more expensive, consequently making sale and lease prices more expensive. To meet the goals of the Plan Update by the year 2043, 93 dwelling units would need to be constructed or converted to affordable units annually. Since the adoption of the Plan Update, 40 deed restricted units have been approved that will be affordable to households at 80% AMI or lower. These come in addition to 59 deed restricted units that have been approved since 2016, of which 53 were restricted to 100% AMI and all were restricted to resident occupancy; a total of 55 deed restricted units are approved or under construction. For reference a spreadsheet has been attached at the end of this document tracking multifamily development projects since 2011. While the number of approved units meeting the Plan Update goals is much lower than the annualized need, the two affordable projects that were approved have the potential to be transformative for Glenwood, and they accompanied a very active period of proposed code changes aimed at incentivizing affordable housing.

Below is a list of the recommendations from 2023's Strategic Housing Plan Update. Some recommendations show ☒ for actions that were completed and some show ☐ for actions that were attempted but not completed. Recommendations with no ☒ or ☐ next to them may or may not have seen some progress.

☐ Create or preserve 93 units per year. **Current progress since Plan Update adoption: 40 units.**

☒ For vacant City-owned parcels, identify those that are the highest near-term priority for housing development, and those that represent a long-term land reserve for affordable housing.

For each parcel that is a near-term priority, describe key characteristics and provide a summary of desired density, product type, affordability, and tenure of future residents. In addition, determine whether the development potential of each parcel is best achieved through a sale or a ground lease

Establish an RFP framework with transparent evaluation criteria for the proposed housing developments.

Cultivate relationships with prospective developers and contractors to establish a pool of potential RFP respondents.

☒ Identify additional incentives that the City would be willing to provide for housing on the City-owned parcels identified for development, as these may be needed to attract developer interest.

As appropriate, the City should develop and maintain some form of ownership of the housing built on city-owned vacant land.

☒ Prioritize preservation policy tools for near-term implementation.

Community land trusts: Determine whether to partner with a statewide/regional CLT or to form a CLT locally. Additionally, identify parcels for land acquisition/donation.

☒ Recognize the potential for other preservation approaches to be implemented at a later date, including, rental assistance, apartment acquisition fund, relocation assistance, and home repair loan program.

Estimate costs associated with the higher priority preservation actions.

☒ Update the zoning code to enable up to three units on lots currently zoned for single-unit housing, requiring deed restrictions for additional units.

☒ When major development occurs on commercial corridors, seek opportunities to increase development potential.

☒ Update code to define the affordability parameters required to receive a density bonus.

☒ Consider a density bonus policy that applies to residential projects below the 10-unit threshold set by the current inclusionary housing ordinance.

☒ Update the existing density bonus to clearly define policy parameters and how developments can achieve it.

☒ Estimate the annual revenue potential of the recently passed lodging tax increase dedicated for affordable housing (2C).

☒ Seek to leverage state funding sources for affordable housing, including funding recently allocated by the state legislature and upcoming funding that will be made available through proposition 123.

☒ Establish a five-year plan that projects revenues from local sources, leverages those against potential state and federal sources, and provides a targeted estimate of resources.

YEARLY HOUSING DEVELOPMENT SUMMARY

Planning Item	# of units by year	Year approved	Project Name	Unit type (Bedroom and type)	Inclusionary Zoning /Deed Restricted	Total Units	Square footage	Acres	Units per acre	Total # of Parking Spaces	Parking Ratio Spaces per unit	Status
21-2011	60	2011	Glenwood Green Affordable Housing			60						Completed.
21-2015	116	2015	Six Canyons	1-2 bedroom rentals	0	116	683-1064 sf	3.73	31.10	188	1.62	Completed.
21-2016	21	2016	Cardiff Mesa		Voluntary DR 17 units	21		3.96	5.30	48	2.29	Completed.
17 -2017	185	2017	Lofts at Red Mountain, phase 1	Studio-1-2 bedroom rentals in 2 buildings	0	88	555-1270 sf	2	44.00		0.00	Completed.
			Lofts at Red Mountain, phase 2	studio-1-2 bedroom rentals in 3 buildings	0	97	555-1270 sf	1.84	52.72		0.00	Completed.
15-2018	29	2018	Cardiff Glen Lot 95 & 96	For sale townhouse units	0	29		1.95	14.87	64	2.21	Completed.
45-2019	107	2019	Caverns Village Mixed Use	1-2 bedroom rental units	15 @ 100% AMI (voluntary)	19	565 - 980 sf	0.98	19.39	30	1.58	Completed.
48-2019			Lofts at Red Mountain, phase 3	studio & 1 bedroom rentals in 1 building	0	88	535-720 sf	0.52	169.23		0.00	Completed.
58-2020	136	2020	Lofts Phase IV	Efficiency - 3 bedroom	0	36	454-1270 sf	0.96	37.50		0.00	Approved.
50-2020			Bell Rippy, MultiFamily	1-2 bedroom rentals in 5 buildings and 1 duplex	0	100	630 - 910 sf	5.63	17.76	151	1.51	Completed.
60-2020	383	2021	BLD GW Meadows- Wulfsohn Rd	Multifamily	15 units at 100% AMI (Voluntary)	300		27.929	10.74	551	1.84	Under Construction
22-21			405 Laurel	Multifamily	0	5	675-720 sf	0.46	10.87	15	3.00	Completed.
06-22, 67-21			702 23rd Street	2 bedroom apartments	0	5	880-1320 sf	0.3	16.67	9	1.80	Completed.
			TB & SB LLC	1 bedroom condos	0	13	535-820 sf	0.47	27.66		0.00	Completed.
			2512 S Grand	1 - 2 bedroom units	4 RO, 2 @ 100%AMI	20	586-750 sf	0.67	29.85	34	1.70	Completed.
			Mountain View Flats	1-3 Bedroom	8 RO, 4 @ 100% AMI	40		1.29	31.01	63	1.58	Completed.
10-21, 20-2021	11	2022	Western Hotel	Multifamily	0	11		0.05	220.00		0.00	Completed.
27-2023	27	2023	WestLink, on CR 135	14 MF units, replacing 6 existing units		14		0.69	20.29	26	1.86	Approved.
			The Confluence (8th & Midland	2-3 bedroom FOR SALE	6 Units at 80% AMi	6		0.41	14.63	12	2.00	Approved.
			Oasis Creek duplexes-601 Traver Trail	for sale duplexes	0	4	2300-2400 sf	0.57	7.02	4	1.00	Approved subdivision. 4 units under construction.
			TBD S. Grand Ave	3 Townhomes	0	3	1,232-1,430 sf	0.21	14.29	6	2.00	Approved.
63-23	42		TBD CR 135, TB & SB	2 bedroom apartments		8		0.414	19.32			Under Construction
		2024	Benedict Senior Housing	1 bedroom apartments	34 from 30% to 80% AMI	34	540 sf	0.548	62.04	42	1.24	Under construction
TOTAL					99 Resident Occupied 93 @ 100% AMI or less	1117						
Annual average						80 units/year						

WITHDRAWN	2022	2525 S Grand. Rivers Project	17 Townhomes	3 RO, 1 @100% AMI	17		0.67	25.37	38.00	2.24	Approved. WITHDRAWN
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REPORT

Glenwood Springs Strategic Housing Plan Update



June 2023

EPS #223087

Prepared for:



Prepared by:

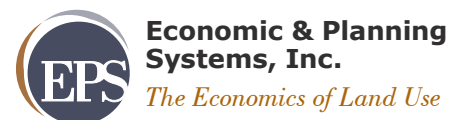


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1. Introduction

IN 2022, THE CITY OF GLENWOOD SPRINGS partnered with Economic & Planning Systems and RRC Associates to provide an update to the 2010 Strategic Housing Plan. Over the past decade, Glenwood Springs and the greater Roaring Fork Valley region have faced major housing market pressure, owing to an expanding economy, increasing levels of tourism and visitation, and a growing interest in local real estate from people outside of the region. As a result, housing has become increasingly unaffordable for local residents and especially the local workforce, presenting significant challenges for Glenwood Springs. A lack of affordable housing negatively affects the local economy, making workforce recruitment and retention harder and straining the ability of businesses to operate at full capacity. A lack of affordable housing and rising housing costs also leads to greater housing instability for residents, increasing the risk of displacement and undermining community health. Housing stability and affordability are critical goals for the immediate and long-term prosperity of Glenwood Springs, and the City is actively invested in seeking out solutions that advance these goals.

Throughout this effort, the consultant team, in partnership with City staff, have worked to create a detailed analysis of policy strategies that will both drive the development of affordable housing and preserve existing affordable housing.

This plan includes a housing needs assessment that documents total housing need in Glenwood Springs. The needs assessment is intended to illustrate current housing conditions and to guide and inform future policy efforts. While a 2005 needs assessment and a 2019 regional housing study documented local housing needs, this needs assessment presents an updated methodology and accounts for current housing conditions.

AT A GLANCE STRATEGIC PLAN UPDATE

4 Housing Policy Areas

- Use of vacant land for housing and public-private partnerships;
- Establishment of policies to preserve existing housing;
- Fine-tuning of density bonus program;
- Creation of dedicated funding sources for affordable housing;

The intention of this plan is to analyze these policy areas in detail and to deliver actionable recommendations on how the City can best implement these policies.

PREVIOUS STRATEGIC PLAN

In 2010, the City of Glenwood Springs, together with a consultant team, prepared a Strategic Housing Plan to guide future housing policy efforts. This plan was intended to implement the recommendations from the 2005 Housing Needs Assessment. This Strategic Housing Plan put forward key housing goals and objectives as well as seven priority strategies. These strategies include:

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

This plan involved extensive public engagement efforts, including a public open house and work sessions with the City's Housing Commission, Planning and Zoning Commission, and City Council. These public engagement efforts have been critical to the direction of the project and are documented in detail in their own chapter.

This Strategic Plan Update builds on and expands the initial Strategic Plan effort. This Update provides a more detailed analysis of housing policy tools as well as a housing needs assessment. Recognizing that the housing affordability and policy environment has changed since 2010 and although the recommendations in the 2010 plan remain applicable, this Strategic Plan Update provides the City with a clear set of policy actions that can affect change in the current context.

It is also important to note the actions that the City of Glenwood Springs has taken on housing affordability over the past several years. Since 2019, the City has:

- Implemented short-term rental program changes, including overall caps, setback requirements between short-term rentals, reinstating Building Department Inspections, and increasing fees to cover staff time on managing the vacation rental program;
- Established inclusionary zoning requirements for a percentage of larger housing developments to restrict maximum rents and sales price to 100 percent of area median income and for units to be resident occupied;
- Made changes to the regulations for Accessory Dwelling Units that make adding an ADU within the exiting footprint of a building easier in addition to changing other dimensional standards to make ADUs easier to permit;
- Approved two City-owned parcels for affordable housing development with Habitat for Humanity Roaring Fork;
- Enacted code changes that facilitate the conversion of motels/hotels to housing;
- Passed a 2.5% increase in local lodging tax, the revenue of which will be allocated to various programs and projects that support affordable housing.

This Strategic Plan Update expands on these efforts and gives policymakers critical information and recommendations to further advance policies and programs to advance affordable housing in Glenwood Springs.

2. Policy Tools

Central to this strategic plan update is an evaluation of policy tools that the City can use to advance housing affordability in Glenwood Springs. This chapter provides an analysis of four key policy tools that would be used to expand and/or preserve affordable housing in Glenwood Springs. These include the use of vacant land for housing, preservation, a density bonus, and funding sources. The analysis incorporated best policy practices from around the state on how these policy tools could be implemented in Glenwood Springs.

Use of Vacant Land for Housing

This outlines a process for the City to structure public-private partnerships for housing development on City-owned land. The memorandum discusses key components of such a process, including defining the development opportunity, establishing evaluation criteria, and evaluating sale or lease models. In addition, an inventory and analysis of City-owned parcels best suited for development is provided, to frame the immediate opportunities.



Development Process

City-owned land is a key asset for accommodating future housing development, especially affordable housing. With high land costs and a relatively limited amount of developable land in Glenwood Springs, City-owned parcels represent an important opportunity for the City to help create new housing and expand affordable housing options. In addition, the City can seek to establish P3s for redevelopment on privately held sites. Certain privately held properties may be suitable for housing development, and the City can work with the owners of these properties directly to set the terms for redevelopment.

A list of potential parcels will be shown later in this section. It is recommended that the City identify and prioritize two to four parcels that are most suited for housing development and that will be the soonest to enter the RFP process. Once identified, the City should pursue the development of housing on these parcels.

Establishing a formalized process is a critical step towards utilizing City-owned land for new housing development. In order to attract housing development to these parcels, the City needs to form a partnership with a developer, drawing up terms that address the needs of each. The public private partnership (P3) works best when both parties can achieve the needed returns to justify the investment. For the private side, this takes the form of financial returns. For the public side, it typically represents advancing community goals, which in this case surround expanding the affordable housing inventory.

The initial step is to seek out and select a developer. This is best accomplished through a formalized, structured Request For Proposal (RFP) process, in which the City issues an RFP outlining project details and evaluation criteria. To achieve the greatest level of clarity, it is best practice to issue one RFP per project. Implementing this policy tool will help the City achieve the following goals:

1. Expanding avenues for affordable housing development by leveraging City-owned land.
2. Building buy-in and support from elected officials and community members.
3. Creating clarity and transparency for prospective developers, making housing development on City-owned parcels attractive.

When seeking out a development partner, the City should include key project elements in its request for proposals. This creates transparency and sets expectations for both potential developers and for City staff and elected officials. Key project elements include:

- A range of units desired for the project
- Desired project density
- Desired development type(s) (i.e., townhomes, apartments, single family homes)
- Preferred mixture of for-sale or for-rent units
- Indication of whether the land will be sold or leased, and at what price
- Desired community benefits and/or amenities to be provided
- Type and degree of affordability restrictions required by the City
- Timeline for development

Evaluation Criteria

Effectively screening and selecting a development proposal requires establishing a clear and predictable set of criteria. The criteria below represent the most important considerations for a potential project, although City staff should be able to tailor a narrower set of evaluation standards for any specific project. Based on the attributes of a prospective project, City staff can apply specific weighting to each criterion that reflects the priorities of the City and the opportunities and constraints of a given site. Those in charge of selection may request more information and meet with the proposer as necessary.

AFFORDABILITY

As this process is aimed at expanding the availability of affordable housing in Glenwood Springs, a key consideration for selecting a developer is the affordability that a project proposes to deliver. Ideally, the affordable units delivered by a proposed project needs to exceed the affordability prescribed by the existing inclusionary housing ordinance in Glenwood Springs, which requires that 20 percent of rental units in residential projects with 10 or more units are affordable at an average of 100 percent of area median income.

To the extent that the City will commit additional funds, it can stipulate greater affordability. For some sites, it may seek a goal for 100 percent of the units to be sold/leased as affordable. As available, the City can provide the funds to cover the corresponding funding gap and increase the effectiveness of any given site to expanding the affordable housing supply.

The affordability of non-market rate, or deed restricted housing units is typically linked to area median income, or AMI, which is a measure of how much income households earn in a given area. Affordable units in a development are classified according to AMI level. For example, units at 80 percent AMI are required to charge a rental rate equivalent to 30 percent of the monthly income for a

household that earns 80 percent of the area median income. Correspondingly, lower AMI levels charge lower rents. As a result, it is more financially challenging for a developer to build units at lower levels of AMI, and achieving these lower AMI levels in residential development often requires additional incentives.

An additional consideration is the extent to which the project provides affordable units in a variety of sizes, including 2- and 3-bedroom units. Larger units typically better serve families and residents looking to live with roommates in order to save on housing costs, which are two important areas of housing need.

A project should seek to:

1. Deliver a significant number of affordable, deed-restricted units.
2. Price the units at relatively deep levels of affordability, based on the funding available, recognizing the importance of lower AMI units.
3. Provide units with a variety of bedroom types, including larger 2- and 3-bedroom units.

FINANCIAL FEASIBILITY

For a parcel of land to attract housing development interest, the development must be financially feasible for a prospective developer. A proposed project should credibly demonstrate financial viability without the need for additional subsidy from public sources. A goal of this process is to seek development that balances financial feasibility with affordability. A project should:

- a. Provide evidence that the project is supportable in the market and is financially feasible with a reasonable but not excessive return on investment to the development entity. The return should align with industry standards.
- b. Minimize commitment of City financial resources and investment risk.
- c. In some cases, P3 development can create a recurring source of revenue for the City. If this can be achieved on a given site, the City should pursue this opportunity and channel these funds into future affordable housing projects.

That said, if the City prioritizes the percentage of units to be set aside as affordable and/or a pursuit of lower AMI levels, there may not be surplus revenue for the City to realize.

COMMUNITY BENEFITS

An additional consideration for a proposed development is the provision of community benefits. While subject to the location and development constraints of a parcel, these benefits could include:

- a. Improvements to infrastructure in the public realm.
- b. High-quality green space or public space.
- c. Ground floor retail or community space, for sites near or within the urban fabric.

DEVELOPMENT TEAM EXPERIENCE

The qualifications and experience of the development team is another important selection factor. The developer should:

- a. Provide evidence of the developer's previous experience and financial capability to complete the project.
- b. Provide evidence of the development team's experience and technical capability to complete the project.
- c. Provide evidence of previous experience with Joint Development projects and/or experience working with public entities.

Models of Development

In formulating an effective RFP process for housing development on City-owned land, a key consideration is whether the City wants to sell or lease the property that will be developed. The sale model and the lease model each have particular advantages, disadvantages, and tradeoffs. The decision to sell or lease a parcel depends largely on the goals and priorities of the City in utilizing its land holdings for housing development. Considerations around attractiveness to developers, revenue generation, control of land, long-term enforcement of affordability restrictions, and capacity to manage land are particularly relevant to pursuing a sale or lease model. The following section provides an overview of each model, along with common advantages and disadvantages for each.

SALE MODEL

One model of utilizing vacant parcels for housing development is for the City to directly sell the property to a developer. For the sale model to work effectively, the City must establish restrictions for the development of the parcel related to the level of affordability and other project requirements that the City and the developer can agree upon. These function as binding requirements for the developer to follow in exchange for being sold the land. For the parcel to remain attractive for development, the agreed upon sale price would have to be lower than if sold outright without development restrictions. While the exact sale price would vary by parcel and circumstance, it would likely need to be below market value, reflecting the impact of the affordability component and other requirements.

Such a sale could be done such that the City would receive the purchase price as an interest-bearing long term revenue stream. The agreed upon sales price would be paid as an annuity paying the purchase price over an extended period of time, including interest.

There are a number of advantages for a landowner to enter into sale instead of leasing the property. These are:

- A sale is typically more attractive to prospective developers, as ownership of the land increases the long-term value of the property for the development, and positions the developer to receive more favorable financing terms from lenders.
- The City could generate revenue from the sale.
- The City would no longer be responsible for managing and maintaining the land, freeing it from using additional staff capacity or City resources.

There are, however, potential disadvantages to a landowner in a sale transaction. These are:

- The City would not retain ownership of the property and as a result would not have direct control over the property. Its ability to exert control over the property's uses would depend on how effectively it can enforce deed restrictions. The City would also lose its ability to exert control over a project's timeline.
- The City would have no opportunity to generate future revenues beyond the terms of the sale.
- The intended use of the property could change over the long term if the owner decides to redevelop or sell the property.

LEASE MODEL

A ground lease (or land lease) involves the leasing of ground to a developer or builder who then has the right to develop and use the land for the duration of the lease. During the term of the lease, the tenant owns any improvements made to the property including any buildings it constructs. Ground leases tend to have longer terms, typically 50 years or more, and often up to 99 years with options, in order to allow the developer to obtain financing and to have the ability to utilize the land for its purposes over the useful life of the project. All expenses related to the property are the obligation of the leaseholder (e.g., taxes, repair and maintenance expenses, insurance costs, and financing costs).

Land leases are most common with commercial properties but there are some applications where they are used for residential development. This includes some mobile home parks, multifamily housing on public agency lands (such as joint development of transit station properties and where the sale of land is restricted), as well as when the land ownership is being held to facilitate the development of affordable housing, which is potentially applicable here. There are a number of advantages for a landowner to enter into a ground lease instead of selling the property outright. These are:

- The landowner retains ownership of the property. This is an important consideration for the City, who has an interest in maintaining long-term ownership in order to ensure that the property has a socially and economically productive use over the long term.
- A landowner retains greater control over the type of development and permitted uses of the land that is leased. Many ground leases require a tenant to develop, construct and operate a specific type of project and not change the nature of the project without the landlord's prior approval. The landlord has more control over the deed restrictions on the land, which can be particularly important when reviewing transactions for future buyers of condominium-ized units that are developed and initially sold with affordability covenants.
- The total revenues from a ground lease (in nominal dollars) are usually higher over the term of the lease than if the property were sold upfront fee simple.

There are, however, potential disadvantages to a landowner in a ground lease transaction. These are:

- If a landowner permits its fee interest in the land to be security for the tenant's financing (a subordinated ground lease, which will almost certainly be the case), the landlord runs the risk of losing its property through foreclosure if the developer defaults under its financing and the lender will insist on having great flexibility as to uses.
- If a landowner does not include sufficient controls in the ground lease document, a landowner may have little or no control over the development and use of the land.
- The City may have limited capacity to manage the land as the long-term landlord.

Incentives

Typically, discounted land value is sufficient to generate interest from developers. However, given current market conditions in Glenwood Springs, high construction costs, and a persistent shortage of construction labor, additional incentives may be needed to encourage developers to seek out housing development opportunities on these sites. In addition, the affordability requirements that would likely be associated with development on City-owned sites and the corresponding limitations to future development revenues may further necessitate additional incentives. Providing additional incentives to developers could also be a way for the City to drive deeper levels of affordability in new projects that would otherwise not be feasible to achieve.

Land Inventory

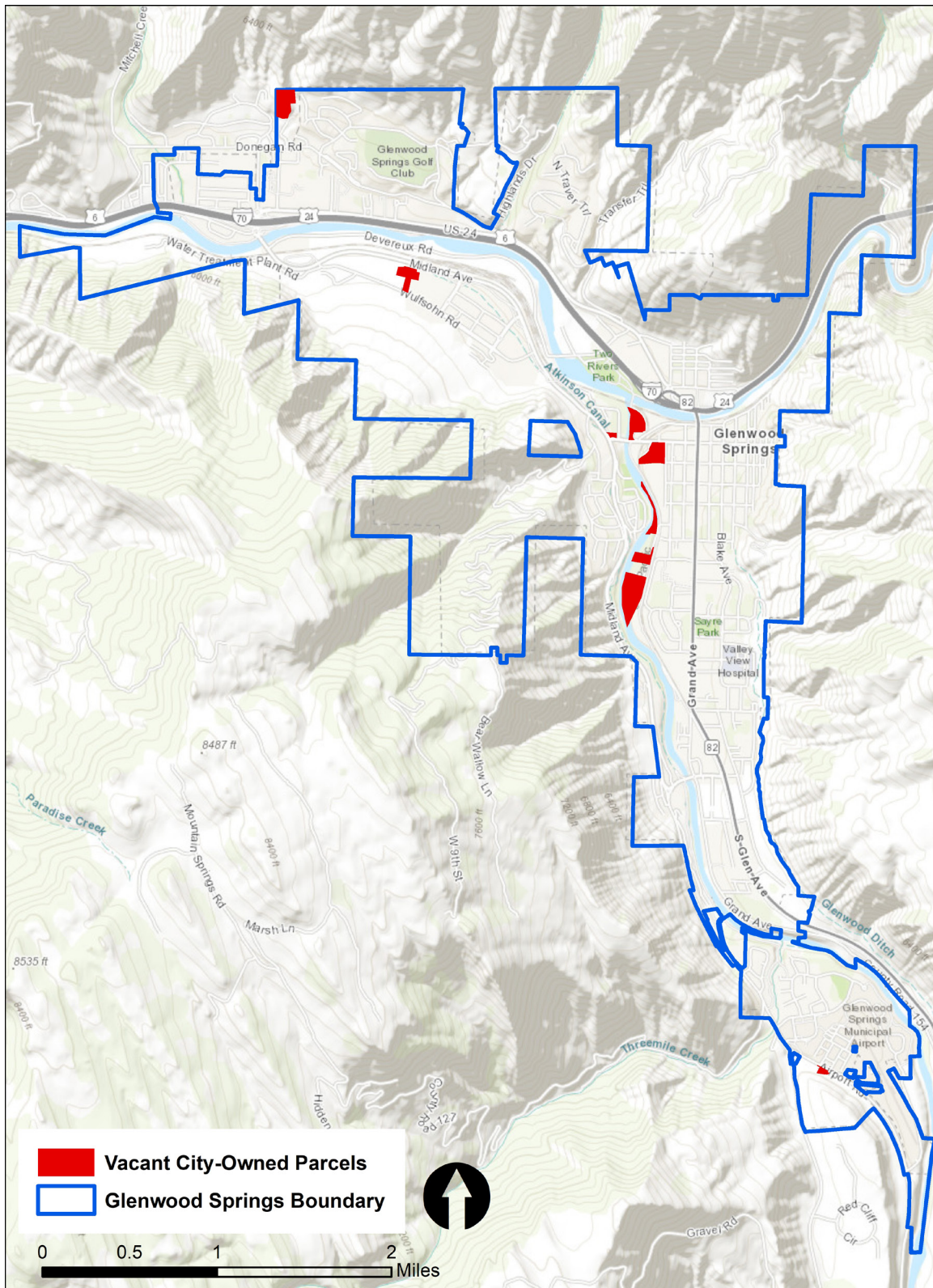
Currently, the City of Glenwood Springs owns nine parcels that can accommodate housing development. A summary of each parcel is shown below in **Table 1** and a map of each parcel is shown in **Figure 1** on the next page. The parcels vary in terms of size and context. In total, the inventory could accommodate 400 to 550 units of new housing. The parcels are located throughout Glenwood Springs, with a few located in the northwestern part of the City, a few located in the central part of the City along the Roaring Fork river, and one parcel located in the southern part of the City. Each parcel has particular constraints related to size, environmental barriers, and zoning. A key consideration for prioritizing parcels for housing development is location. In particular, the proximity of a parcel to transit is critical for connecting future residents to public transportation options and for limiting the potential traffic impacts of new housing development. City staff has also conducted an analysis of City-owned land, which should be used to guide future efforts.

Description	Acres	Unit Potential	Zoning	Public Vote?
No Public Vote				
8th and Midland	0.40	5 to 10	RH- High Density	No
Iddings Property	0.80	15 to 20	RH- High Density	No
Ballard Property	1.20	15 to 25	CO- Commercial	No
Raymond Property	2.96	20 to 30	RM1- Medium Density	No
Confluence	3.80	50 to 75	LI- Light Industrial	No
Vogelaar Site	5.00	50 to 75	CO- Commercial	No
Lone Pine Property	10.00	70 to 100	RM1- Medium Density	No
Total	24	225 to 340		
Public Vote				
West Glenwood Estates	5.75	10 to 20	HP- Hillside	Yes
Glenwood Meadows Tract D	3.90	10 to 30	HP- Hillside	Yes
	10	20 to 50		

**Table 1. Vacant City-Owned
Parcels, Glenwood Springs**

Source: City of Glenwood Springs; Economic & Planning Systems

Figure 1. Vacant, City-Owned Parcels, Glenwood Springs



Preservation Policies

This section describes policy approaches aimed at the preservation of housing stock in Glenwood Springs. This includes a discussion of key policy tools, the factors involved in establishing them, and ways to increase their effectiveness.

Role of Preservation

While the other policy tools presented in this strategic housing plan are intended to create new affordable housing, the tools described here are aimed at the preservation of existing housing stock. With rising home prices and rents, Glenwood Springs residents, and especially middle- and low-income residents, are vulnerable to market pressures and displacement. Preserving existing housing units and ensuring long-term affordability of these units is essential to improving housing stability and supporting the ability of residents to stay in Glenwood Springs. Moreover, preservation is an effective way to increase housing stability while investing fewer resources than is required by new development. The discussion around preservation is framed around the following questions:

- What are the most effective policy tools for preservation?
- How can the City best apply its resources to preserve existing housing stock?
- What groups or organizations can the City partner with to strengthen preservation efforts?
- What housing stock does the City want to prioritize in its preservation efforts?
Key housing types include:
 - Rental housing
 - Owner housing
 - Mobile homes
 - Hotel/Motel conversions
- What areas or neighborhoods, if any, are the highest priority for preservation?

Community Land Trusts

A community land trust (CLT) is a model of land stewardship intended to ensure community control of land and long-term housing affordability. A CLT functions by acquiring and maintaining permanent ownership of land. With its land holdings, CLTs develop product and 'go vertical' on the land they have acquired, by separating the ownership of land from the ownership of the home by selling the home itself to the buyer, but leasing the land beneath the home, often through a long-term (99-year lease is common) renewable lease. This approach keeps land under the permanent control of the CLT, which removes the land from the speculative market and ensures long-term affordability and a long-term use consistent with the mission of the CLT.

The CLT model creates several important benefits for housing affordability. By removing the cost of land from the price of a home, homes sold by a CLT are often sold at a below-market price that is more affordable to low- and middle-income households who would otherwise struggle to find housing options. As a result, prospective buyers of homes in a CLT are often income qualified. In addition, CLTs place deed restrictions on the future sale price of a home, preserving long-term affordability for future generations and insulating a home from excessive market inflation or speculation. While deed restrictions on appreciation limit the amount of equity homeowners can generate, this model expands access to the housing market, especially home ownership, to households that would otherwise be excluded from it. The CLT model is generally regarded as a more effective method of maintaining affordability, as lenders require the landowner to be engaged with any future transaction, and thus, the CLT is directly involved and can qualify prospective owners based on asset and income limits.

Establishing Land Holdings

A critical aspect of forming and running an effective CLT is establishing land holdings. Without land holdings, a CLT is limited in the impact it can make on creating and preserving affordable housing. The process of a CLT acquiring land is centered around a few key considerations:

- a. Generating funding for land acquisition.
- b. Establishing a decision-making process and criteria for acquiring land (deploying funds).
- c. Retaining (or contracting for) staff that can nimbly move in markets at the pace of traditional commercial brokers
- d. Locating and acquiring suitable parcels available at a low cost.

Given the financial constraints associated with forming and operating a CLT, low-cost land acquisition enable CLTs to be the most effective. Several possible avenues exist for a CLT in Glenwood Springs to create and grow land holdings, including:

- **Municipally-owned land** – The City could partner with a CLT to donate municipally-owned parcels, or sell them at a below-market cost, with the stipulation that the land is used for the desired purpose of affordable housing development. The City owns several parcels that are potentially suitable for a land trust. Prior to any transactions, it would need to prioritize particular parcels for CLT ownership and optimal development programs, following its process for land disposition.
- **Land from private citizens or nonprofits** – A CLT could work with philanthropically-minded landowners, nonprofits, or foundations to acquire land at a low cost. As CLTs are mission-driven nonprofits, they are well-positioned to receive land donations to further their goals of expanding and preserving affordable housing.
- **Land from other public entities** – Other public entities, including the school district, state or federal agencies, could partner with a CLT to provide land for affordable housing. However, there is a relatively limited amount of such land in Glenwood Springs and public agencies often have approval processes as well as financial motivations, which make providing land to CLTs at a low cost challenging.

CLT Formation and Governance

The most common way CLTs are organized is as a nonprofit organization. Nonprofit CLTs are governed by a board, which typically consists of a combination of community members, residents of CLT properties, and people involved in the housing field. The composition of the board and the decision-making processes implemented by CLTs vary, with some CLTs opting for a greater degree of grassroots community control through giving CLT residents more board representation, while other CLTs do not emphasize direct resident or community participation in governance.

In Glenwood Springs, a nonprofit organization would likely form and run a CLT. Alternatively, an existing CLT could expand its work to Glenwood Springs, ideally with local support. There is, for example, a CLT with a capability of serving at a statewide level and is currently serving multiple municipalities on the Front Range. It is currently unclear what organization would take on forming and running a CLT, and the City should engage with various groups in the community to gauge possible interest and capacity.

Management of a CLT

A CLT must be operated and managed, which requires full-time staff. This means that a CLT has to be able to find qualified staff and secure funding for staffing needs as well as other ongoing operational needs. Funding for these needs can come from several sources, including grants from local governments and grants from foundations and nonprofits. Most CLTs also charge a small monthly land rent on homeowners as part of the land lease agreement, which can generate additional funding for operations.

Deed Restrictions

Following their mission of long-term housing affordability, CLTs set deed restrictions on the homes that they sell as part of the land lease agreement. When a homeowner purchases a home in a CLT, the owner agrees to sell the home at a restricted price, which typically follows a set resale and appreciation formula. The purpose of this is to preserve long-term affordability and ensure that the home is affordable to a future low- or middle-income buyer. In addition, a CLT typically sets resale terms that require a home to be sold to an income-qualified buyer. CLTs can establish additional deed restrictions on homes, including deed restrictions that require local employment, or that require primary residency. In setting deed restrictions, a CLT has to balance long-term affordability with the ability of homeowners to build wealth. The level of deed restrictions also depends on the extent to which a CLT receives public investment or subsidy, with greater public investment typically warranting deeper affordability requirements and more restrictive deed restrictions.

The formation of a CLT will have many benefits, both in the short-term—related acquisition and production, and in the long-term—related to effective management. A CLT can be utilized for a range of activities. Examples are provided in the following sections.

Mobile Home Park Preservation

Currently, there are seven mobile home parks with a total of 246 units in Glenwood Springs. Mobile homes are a form of naturally occurring affordable housing, as they are available at a lower cost than traditional homes and typically serve as housing for lower-income residents. This position in the housing market also makes mobile home residents particularly vulnerable to displacement. Typically, mobile homes are located in mobile home parks in which residents own their individual mobile homes, but do not own the land beneath the mobile home. The park itself is most commonly owned by a landlord who maintains the park and collects lot rent from each individual mobile home resident.

Mobile home residents are especially vulnerable to displacement pressures. As land is increasingly valuable in Colorado communities such as Glenwood Springs, mobile home parks are often considered by speculative developers and are sometimes sold and redeveloped into another use, resulting in the displacement of residents. More commonly, landlords will raise lot rents to establish better land sale values and sell the mobile home park to a new landlord that, in turn, raises lot rents to prove out the investment metrics, creating additional economic strain for residents and pushing many out. Mobile homes, despite their name, are expensive and cumbersome to move to another location, further compounding the economic strain on residents and further limiting the options residents have when faced with redevelopment or increasing lot rents.

As a key source of naturally occurring affordable housing, mobile homes are an important element of housing preservation strategy. With recent State legislation that has expanded policy tools for mobile home park preservation, the City can apply both its own policy tools and can promote and utilize State policy tools to support mobile home park preservation and improve housing stability for residents. This section provides an overview of the different policy approaches for mobile home park preservation.

Summary of Recent Legislation

In 2020 and in 2022, the Colorado State Legislature passed laws that significantly expand protections for mobile home park residents and that expand opportunities for residents to purchase their park, as well as a law that provides State funding for mobile home park preservation. Key provisions of the legislation include:

- Mobile home park owners must inform residents of their intent to sell a park or change the use of the land. Written notice must be delivered to park residents within 14 days of showing intent to sell.
- If an owner intends to sell a mobile home park, park residents have 120 days to make an offer to purchase the mobile home park and arrange financing before the owner can close on a sale. Previously, residents were not guaranteed any amount of time to make a purchase offer. The law requires the landlord to negotiate in good faith.
- A public entity can purchase a mobile home park with the purpose of preserving the park as long-term affordable housing, and the public entity can exercise a right of first refusal on purchasing the park. For this to happen, a majority of residents in a mobile home park have to agree to assign their right to purchase to the public entity.
- Park owners who will displace mobile home park residents resulting from a change in use of the park have to compensate the resident with relocation assistance within thirty days of receiving a request from the homeowner.
- Park owners are prohibited from retaliating against residents on the basis of complaints about park habitability violations and are prohibited from coercing or influencing residents in their decision to purchase their park.
- Residents or a residents' association have the right to request a meeting with the landlord, which the landlord must attend within 30 days, up to twice per year. Landlords also cannot prohibit residents from convening resident meetings on park property or charge a fee for doing so.
- The State established a \$35 million revolving loan and grant fund designated for mobile home park residents seeking to purchase or improve their mobile home park. This funding can be used for a limited number of purposes, including as financing for residents seeking to purchase their park, as grants to residents seeking to stabilize lot rents, or as grants to nonprofits who provide technical assistance to park residents such as assessments of park condition or legal services.

Resident Purchase of Mobile Home Parks

An important avenue for mobile home park preservation is enabling residents to purchase their park. As mobile home park residents typically do not own the land where the park is located, a sale to an outside buyer can cause a park to be redeveloped, which displaces residents, or can lead to higher lot rents, which can also displace residents. If residents are able to purchase their park, it can lead to greater stability and long-term preservation, with residents gaining greater ownership and control over their housing situation and better insulating residents from market pressures.

The biggest barrier to residents purchasing their mobile home park is financial, as successfully purchasing a park is expensive. Enabling residents to purchase their park often requires direct financial support, typically in the form of low-cost financing. Currently, possible sources of financing for this include local nonprofits and the recent fund established by the State. While these resources exist and are growing, purchasing a mobile home park is a complicated, time-intensive, and resource-intensive process. It is critical for residents to have the ability to access these resources as well as guidance and technical assistance on the purchasing process and financing options, which requires outreach and organization. Various nonprofits can take an active role in this process, such as Resident Owned Communities USA, Thistle ROC, and Manaus, as can the City, which will be described in the next section.

Connecting Residents with Resources and Outreach

A major barrier to residents purchasing their mobile home park is a lack of awareness and understanding of the process to do so. Residents need to be aware of their rights and need to be able to effectively navigate the process of purchasing their park. Ideally, such efforts are resident-initiated. However, the City can also play a role in connecting mobile home park residents with resources through different approaches, including:

- **Creating a Resource Guide** – The City could create a guide to help residents navigate laws around landlord-tenant regulations in mobile home parks, including laws around the process of selling a park, retaliation, repairs, forming community associations, and mediation. The guide would be publicly accessible and promoted to mobile home residents.
- **Complaint portal** – The City could create a portal or hotline for mobile home park residents to submit complaints about violations of code in their park. This would enable the City to better regulate mobile home parks, to better mediate disputes, and to connect residents with available resources.

- **Community Legal Nights** – This would be a semi-regular event in which mobile home park residents would be invited to learn about their rights as tenants and about available resources for navigating maintenance, resident purchases of parks, and disputes with landlords. These events could be held by the City, or alternatively, by legal nonprofits or advocacy groups, such as the Colorado Poverty Law Project or Manaus, which would require the City to reach out and partner with these groups.

Land Use Overlays

Creating a zoning designation for mobile home communities allows for targeted regulations and standards for these areas. This strategy is also used by some communities as a way to preserve mobile homes as a component of the local housing stock; once an area is protected by a zoning designation, it is far more difficult for the owner to sell it for a different use or to change the use of the property and force the tenants to move. Currently, most mobile home parks in Glenwood Springs have a residential high density zoning designation, which is a zoning designation conducive to potential redevelopment. Adjusting the zoning to preclude redevelopment could prevent future redevelopment and displacement of residents.

Support for Maintenance and Infrastructure

A common issue for residents who purchase their mobile home park is the cost of deferred maintenance and site improvements. When these costs are high, it can push residents to raise lot rents to cover them, undermining some of the initial purpose and benefits of purchasing their park. To address this issue and ensure long-term stability, the City can work with residents to secure funding for site and infrastructure improvements. This assistance can take several forms, including direct loans or grants from the City, or grants from nonprofit or philanthropic sources. In the latter case, the City can work with residents to create clarity on necessary site improvements and to connect residents with available funding. Public assistance for mobile home park infrastructure and site improvements can carry requirements related to limiting lot rents, park uses, and deed restrictions.

Other Preservation Policy Tools

In addition to the policy tools described above, the City can implement and utilize other possible policy tools to preserve existing housing stock. The policy tools are organized according to whether they serve rental or owner housing and are summarized below.

Rental Housing

- **Rental assistance:** As rents rise, tenants often face a significant financial burden, potentially leading to eviction or the need to move to a less expensive housing situation. Under a tight rental market, a less expensive housing situation can mean moving out of a city altogether to a lower-cost market. A way to ensure that tenants are able to stay housed where they are is by providing rental assistance. To do this, the City can establish a rental assistance program using public funding. The program can be targeted for particular tenants based on income and current risk of displacement. Rental assistance payments can last for a set number of months and can carry conditions for the landlord, such as agreements to not raise rent or agreements to not evict the tenant for a certain amount of time.
- **Apartment acquisition fund:** A policy approach to preserve relatively lower-cost rental units and to make the units permanently affordable is by establishing an apartment acquisition fund. This fund would function by providing either low-interest loans or grants to land trusts, nonprofits, or tenants to acquire a rental building that goes up for sale. The program would target smaller, market-rate apartment buildings that house low-income renters, and the buyer of the building would commit to terms that permanently set the rents at levels affordable to low-income renters. Buildings like this often go up for sale, with the expectation that the buyer will either scrape the building and develop more expensive units, kicking the existing tenants out in the process, or that the buyer will sharply increase rents, pricing tenants out. It is important to prevent these units from being purchased by buyers who will not preserve their affordability and into the hands of organizations who are committed to long-term affordability.
- **Rental Rehab:** Older rental housing is often an important source of naturally occurring affordable housing for low- and middle-income populations. An approach to preserving older rental housing stock with habitability issues or with significant maintenance needs is a rental rehab program. Under such a program, the City would provide grants or low-interest loans to rental

property owners to make essential repairs and repairs that improve tenant quality of life. Specific standards can be established for property eligibility. In exchange for the receiving public funding for rehab, landlords would have to agree to particular terms, including limits on rental rates, lease priority for tenants below a certain income level, and lease guarantees for existing tenants. This type of program could improve housing conditions for existing renters and ensure their long-term housing stability by preserving critical rental housing stock.

- **Hotel Conversions:** A way to utilize existing buildings to grow the stock of affordable housing is through hotel conversions. With public funding, hotels can be converted into housing units and rented to local households. Converting an existing hotel into housing can be done at a significantly lower cost than creating a new housing unit, as it utilizes an existing building and infrastructure.

Owner Housing

- **Home Repair Loans and Grant Program:** Repair costs can often be a major financial burden for low- and middle-income homeowners. When costs become too high, owners can face pressure to sell their home and move elsewhere. A common way to prevent this from happening and to preserve housing stock for these homeowners is to provide access to low-interest home repair loans and grants. The City could establish a program with public funding and could set program parameters related to participant income, loan repayments, and sale restrictions, primarily targeting households at the greatest risk of displacement. Maintaining affordable housing that already exists and is owned by income-qualified residents is far more efficient than new construction.
- **Property Tax Abatements:** With rising housing prices in Glenwood Springs, the tax burden for homeowners has grown over the past several years. A growing tax burden can have a negative effect on low- and middle-income households, as well as seniors on fixed incomes, who face greater pressure to sell their home and move elsewhere. A property tax abatement program could lower the financial burden for homeowners and could help preserve this segment of the housing stock. Ideally, the program would be targeted at households that face the greatest displacement pressures, including low-income households and households on fixed incomes.

WHAT IS A DENSITY BONUS?

A density bonus is a land use tool that enables new residential developments to build a greater number of units than would otherwise be permitted by the underlying zoning. A density bonus can take several different forms depending on local zoning context, community character, or other development constraints. A density bonus provides an incentive for developers to build more housing units, better utilize existing land, and maximize the buildable area of a lot to enable infill development. Depending on context and policy intent, a density bonus can be achieved through various changes to land use regulations that enable the construction of more buildable finished floor area and therefore more units in a development, leading to greater density. The additional density expands the local housing supply and depending on the mechanism used to authorize the additional density, may include affordability restrictions.

Density Bonus

This section describes policy approaches related to a density bonus in Glenwood Springs. This includes a discussion of a density bonus and its variations, the factors involved in establishing a density bonus, and its relationship with affordable housing.

A density bonus is a valuable housing policy tool because it provides the market an avenue to deliver workforce/affordable housing units while requiring minimal additional investment from the City. Allowing greater density on existing parcels can reduce per-unit development costs, making housing development more attractive. As the city has a limited amount of developable land remaining, allowing greater density is an effective way to utilize existing land without growing outward. Residential density, when built near transit service, can also expand the use of public transportation, reducing potential traffic impacts.

Since 2021, Glenwood Springs has offered a density bonus as part of its inclusionary housing ordinance. The density bonus is general, stating that “as part of any new residential or mixed-use development, the City may offer a density bonus.” To date, the density bonus has not attracted developer interest, as no project has taken advantage of the policy. The limited interest in the density bonus highlights the need to modify the policy, raise awareness in the community related to the availability of this option, and more clearly define the parameters to be used by the City for a density bonus approval.

Structure of a Density Bonus

An effective density bonus will clearly define the parameters for developments seeking additional density. Generally, there are two approaches. The first involves larger developments that are typically multifamily/condominium buildings. The second involves an approach of increasing the unit count in low-density single-family neighborhoods, in the form of Accessory Dwelling Units (ADUs) which add one unit to a give lot, or can involve two or three additional units for lots that can accommodate the design parameters.

An important parameter and possible future code change is to specify how many additional units can be built by using a density bonus under each of these types of programs. For example, a density bonus can be set at a particular number of units on a given lot or can be set as a percentage of units permitted by underlying zoning.

Another important parameter is specifying how a density bonus can be achieved. While this can vary by the type of housing a density bonus applies to, a density bonus is often achieved by modifying development standards and land use regulations, such as:

- Allowing a greater number of units on a given lot or a greater number of units per acre of land
- Allowing additional height or stories
- Allowing a higher floor-to-area ratio
- Reducing the required minimum lot size
- Reducing setback requirements
- Reducing parking requirements

Neighborhood Context

A density bonus policy typically varies by zoning and neighborhood context. Given the wide range of neighborhood and housing types in Glenwood Springs, a density bonus is likely to take different forms in different areas of the city. The form a density bonus takes also depends on policy priorities and the type of housing that the City is seeking to incentivize, whether duplexes, fourplexes, townhomes, or apartments. Generally, a density bonus in Glenwood Springs would be targeted to the following contexts:

- **Residential Neighborhoods** – In the residential neighborhoods in Glenwood Springs that primarily consist of single-family homes, a density bonus could be used to promote the construction of smaller residential developments, including duplexes, triplexes, and fourplexes, often referred to as ‘missing middle’ housing. This would involve changing the land use code to allow more units to be built on existing lots, such as allowing duplexes, triplexes, or fourplexes in the RM1, RL, and/or RR zone districts.
- **Commercial and Transit Corridors** - In areas of Glenwood Springs with greater residential and commercial density, such as major corridors, a density bonus could be implemented to encourage the construction of multifamily housing. This would involve changes to the land use code such as increasing allowable height and reducing parking requirements, enabling more units to be built as part of particular multifamily projects. Using a density bonus to encourage transit-oriented development is also critical for connecting future residents of housing developments to public transportation options and in limiting the potential traffic impacts of new housing development. A density bonus could specifically permit greater density for residential projects close to existing transit stops or in transit corridors in Glenwood Springs.

Existing Glenwood Springs Land Use Regulations Context

- **Current Density Bonus Standards** - Glenwood Springs offers a density bonus as part of its inclusionary housing ordinance. The density bonus is general, stating that “as part of any new residential or mixed-use development, the City may offer a density bonus.”
- **Current Inclusionary Housing Standards** - Glenwood Springs has an inclusionary housing ordinance requiring 20 percent of new rental units and 10 percent of new for-sale units in projects with 10 or more units to be affordable at or below 100 percent of area median income.

Affordability and Relationship with Inclusionary Zoning Ordinance

As a policy tool aimed at expanding affordable housing, a density bonus should have transparent affordability parameters. A density bonus should specify how many units in a project need to be affordable and at what level of affordability.

Alternatively, a density bonus policy could be designed to require a greater level of affordability than required by the current inclusionary housing ordinance. If the goal of the density bonus is to achieve greater affordability than required by the inclusionary housing ordinance, the density bonus policy should provide specific parameters around the share of affordable units and average affordability level of units needed to receive the density bonus.

A density bonus has to balance the need for affordability with attractiveness to prospective developers. An effective density bonus would enable developments to deliver a greater level of affordability while maintaining financial feasibility. If affordability requirements are too high, there may be limited developer interest in using a density bonus.

Examples in Colorado

Currently, several municipalities in Colorado have density bonus programs, each with varying structures and standards. Three examples are shown below: Pagosa Springs, Denver, and Longmont.

Pagosa Springs

As of 2021, Pagosa Springs has a density bonus available for residential projects with two or more units. The density bonus specifies that the town can grant a density bonus of up to 50 percent of the number of allowable units permitted in an underlying zoning district for both rental and for-sale projects. The policy has an affordability requirement, as the additional units must be affordable to households at or below 120% of area median income. The density bonus can be achieved through various land use code modifications, including increasing allowable height, encroaching into setbacks, or reducing parking requirements.



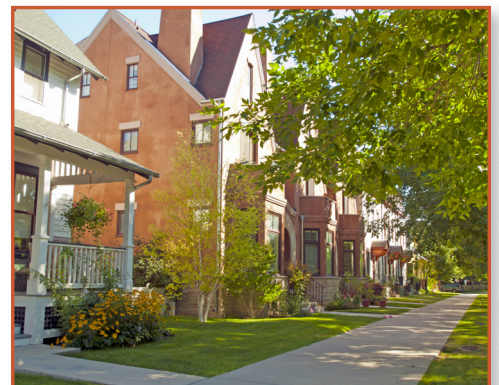
Denver

As of 2022, Denver has an inclusionary housing ordinance (IHO) for rental and for-sale projects, which requires a certain share of affordable units in all new residential projects with 10 or more units. The policy grants a density bonus to projects that provide greater affordability than required by the IHO. Specifically, projects that exceed the affordability requirements of the IHO are eligible for height increases, reductions of parking requirements, and exemption from parking requirements if the projects is located within a quarter mile of a transit station.



Longmont

Longmont has an inclusionary housing ordinance for for-sale and rental projects, which requires a certain share of affordable units in all new residential projects. In conjunction with the IHO, for projects that meet the set-aside requirements, the City has several density bonus-related incentives, including a 20 percent increase in allowable unit density, increased allowable height, reductions in setback and landscaping standards, minimum lot size reductions, and reduced parking requirements. In this case, the density allowances do not generate additional units above the minimum IHO threshold but do make it easier for developers to comply.



IMPORTANCE OF FUNDING SOURCES

Establishing dedicated funding sources is essential to developing a robust set of policy tools and interventions to expand affordable and workforce housing. A litany of possible funding sources exists, and the purpose of this report is to summarize the options available to the City of Glenwood Springs and provide an overview of the potential benefits and limitations of each funding source. Locally, a municipality can generate revenue for housing from fees and from taxes, which require different processes to implement and carry different requirements related to how revenue is used. The State of Colorado also has funding available for housing that municipalities can draw from. The State has made recent investments in affordable housing, including over \$450 million allocated in early 2022 from federal COVID-19 relief funds, as well as a 2022 law passed through ballot measure that will dedicate \$300 million annually to housing-related programs.

Funding Sources

This section summarizes possible funding sources that the City of Glenwood Springs can dedicate to affordable and workforce housing programs.

Current Funding for Housing

Until 2022, Glenwood Springs did not have any municipal funding sources dedicated to housing. In 2022, Glenwood Springs voters passed a 2.5 percent increase in the local lodging tax, which is expected to generate \$1.3 to \$1.5 million in revenue annually. The revenue will be placed into a Workforce Housing Fund that will be used to fund various housing programs and projects. The primary goal of the Workforce Housing Fund is to increase the supply of workforce housing for individuals and families living and working within the city. The Workforce Housing Fund would be focused on maintaining the City's existing workforce housing stock and providing new workforce housing for Glenwood workers through the following programs:

- Property Acquisition, including land banking, rehabilitation of existing buildings, hotel or motel conversions, maintaining mobile home parks and other expenses related to maintaining other existing workforce housing.
- Forming partnerships with private, nonprofit and other public entities to develop workforce housing, including filling financing gaps and leveraging additional resources to create affordable workforce housing.
- Buy-downs and incentives, including using funds to defray the cost of existing housing stock for the purpose of affordable workforce housing.
- Down Payment Assistance, including providing a secondary loan to help potential home buyers enter the homeownership market.

Local Funding Sources

This section describes the possible local funding sources that Glenwood Springs could use to fund affordable housing. The section includes a detailed explanation of each funding source with an assessment of revenue potential, barriers, and other examples from around Colorado. The funding sources are categorized into taxes and fees, which carry different implementation and spending requirements. The table below shows a summary of each potential funding source.

Table 2. Local Funding Sources

Program	Election?	Description	Revenue Potential
Fees			
Residential Linkage	No	Levied per square foot of new development	N/A
Commercial Linkage	No	Levied per square foot of new development	N/A
Real Estate Transfer Fee	No	Regulatory fee imposed on all real estate transfers.	A \$500 flat fee would generate \$170,000 annually.
Short-term rental fee	No	A per-bedroom fee on short-term rentals charged annually.	A \$500 per-bedroom fee would generate \$110,000 annually
Taxes			
Occupational Privilege Tax	Yes	Tax on employers for each employee per month	A \$2 per employee per month tax would generate \$750,000 annually
Attractions Tax	Yes	Tax charged on admission to places, events, and performances open to the public	N/A
Property Tax	Yes	Additional mill levy on property with revenue dedicated to housing	An increase of 2.00 mills would generate \$850,000 annually
Sales Tax	Yes	An increase of the municipal sales tax rate with revenue dedicated to housing	A 0.25% sales tax would generate \$1.5 million annually
Short-term rental tax	Yes	A tax levied on guest stays at short-term rentals	A 5% STR tax would generate \$340,000 annually
Vacancy Tax	Yes	New tax imposed annually on residential units that are not a primary residence.	A \$2,000 annual tax would generate \$700,000 annually

Source: Economic & Planning Systems

Fees

Fees can be a significant source of funding for affordable housing. Currently, the primary types of fees in Colorado are impact fees and regulatory fees, which carry different legal standards. Fees differ from taxes in that 1). Fees typically must have a reasonable relationship to the issue they seek to mitigate or offset, 2). Revenue collected from fees must be spent on costs related to their purpose, and 3). Fees can be implemented through an ordinance from the local governing body, rather than through a direct vote of the electorate. Given the constraints from TABOR and the political challenges associated with passing taxes through popular vote, fees are a viable avenue for generating additional funding. Additionally, recent court precedents, including the Aspen Bag Fee decision, have expanded the possible horizons of regulatory fees in Colorado.

Linkage Fees

An affordable housing linkage fee is a form of impact fee. Linkage fees function like capital impact fees (e.g., fire, police, transportation) or water and sewer tap fees in that they are levied on new residential and commercial development proportional to its impact on the public infrastructure and facilities funded with the fee. There must be a rational nexus and rough proportionality between the fee charged and the impact of the development on which it is levied. Implementing a linkage fee requires that a study be completed to determine this nexus. Linkage fees are typically charged on a per square foot basis at time of building permit. Like capital impact fees, linkage fees must be accounted for in a fund and spent on costs related to their purpose, affordable housing development in this case. These costs include construction, land acquisition, planning and design services, development fees, fee reimbursements or any cost related to the production or expansion of affordable housing.

REVENUE POTENTIAL

A limitation of a linkage fee is that its revenue potential is dependent on the level of construction activity within a market, which can fluctuate by stage in a market cycle and by the level of developer interest in a particular market. In addition, the revenue potential of linkage fees is dependent upon the amount of developable land available and the buildout potential for new residential and commercial over time. In Glenwood Springs, long-term buildout potential and therefore linkage fee revenue potential may be limited due to a relatively small number of developable sites and land constraints.

PROCESS FOR ADOPTION AND BARRIERS

As a fee, not a tax, linkage fees are adopted by ordinance by the local governing body. While the legal validity of implementing linkage fees is well-established, linkage fees may encounter political pushback and pushback from the development community more broadly. Linkage fees place the burden of raising revenue for affordable housing on new residential and commercial development, rather than distributing the burden across the community, which poses challenges for generating political support. Implementing a linkage fee also requires a nexus study to be conducted.

EXAMPLES ELSEWHERE IN COLORADO

Several municipalities have implemented affordable housing linkage fees, including Denver, Boulder, Aspen, Telluride, and Mountain Village. It is a commonly used tool to generate funding for affordable housing.

Short-term Rental Fee

A short-term rental fee is a regulatory fee levied on short-term guest rentals, typically on an annual per-bedroom basis. The fee applies to property owners with a short-term rental license. The fee is predicated on the existence of reasonable relationship between guest spending from short-term rentals and the demand for affordable housing that guest spending creates through generating employment. An STR fee also accounts for the possibility that a home used as a short-term rental could be occupied by a local resident, and the fee is further based on the difference between the impact of guest spending in the local economy and the baseline impact of local resident spending. In markets with a significant amount of visitation activity, a short-term rental fee is a viable way to generate funding for affordable housing from the tourism economy and in a way that is passed onto visitors rather than residents. As a regulatory fee, use of revenue is inflexible and must be allocated to costs related to its purpose. In the case of an STR fee, revenue would have to be placed in a fund restricted to implementing affordable and workforce housing-related programs.

REVENUE POTENTIAL

The revenue potential of a short-term rental is directly linked to the number of licensed short-term rentals within a municipality. In Glenwood Springs, the base of short-term rentals is relatively small, with a total of 110 licensed short-term rentals. Assuming an average of 2 bedrooms per short-term rental, an annual per-bedroom fee of \$500, which is comparable to existing fees in other towns, would generate approximately \$110,000 in annual revenue.

PROCESS FOR ADOPTION AND BARRIERS

In order to legally justify the fee, a city would need to provide a study that demonstrates the rationale of a short-term rental fee. The study would determine an annual fee level based on a reasonable relationship between guest spending from STRs and the demand for affordable housing. As a fee, not a tax, short-term rental fees are adopted by ordinance by the local governing body. Short-term rental fees have passed legal scrutiny in other municipalities. Generally, the biggest barrier would be political will, especially given the recent increase in lodging tax and the relatively small revenue potential.

EXAMPLES ELSEWHERE IN COLORADO

Breckenridge and Vail have implemented short-term rental fees, and several other municipalities and counties are currently exploring short-term rental fees as a way to generate funding for affordable housing.

Real Estate Transfer Fee

A real estate transfer fee is a possible type of regulatory fee on residential and commercial property sales. The fee would be charged at the time of closing on residential and commercial transactions within a given municipality, and it would be the responsibility of the buyers and sellers, realtors, title companies, and lenders to ensure that the fee is collected and remitted to the municipality. The municipality would place the fee revenue in a fund restricted to implementing a variety of workforce housing programs; the revenue would not be used for general operating purposes.

In order to adopt a real estate transfer fee as a regulatory fee, a municipality would have to demonstrate the rationale for the fee under the City's powers to regulate health, safety, general welfare, and morals under its police powers and to show a reasonable relationship between the fee being paid and the benefits received by the fee payers. A study would have to identify the direct and indirect benefits to fee payers. Finally, the fee would have to be reasonably related to the direct and indirect costs to a municipality of providing affordable and workforce housing services or regulating the development of affordable and workforce housing, the purposes for which the fee is collected.

A benefit of a real estate transfer fee is that it captures revenue from property sales, which distributes the burden of funding affordable housing across a broad segment of the community. It is also a relatively progressive revenue source, as fee payers are those who sell real estate and are generally higher income.

It is important to note that a real estate transfer fee has not yet been implemented anywhere in Colorado. As such, this is a preliminary description of the fee, so please note that implementing such a fee is unproven and could face legal risks.

REVENUE POTENTIAL

Current analyses suggest that a real estate transfer fee would have to be set as a flat fee on transactions. At a fee level of \$500 per transaction, and with 350 annual property sales in Glenwood Springs, a real estate transfer fee would generate approximately \$175,000 in revenue annually.

Process for Adoption and Barriers

As a regulatory fee, a real estate transfer fee could be adopted by ordinance by the local governing body. Real estate transfer fees have not yet passed legal scrutiny in other municipalities and would likely face legal pushback if implemented. While a few legal opinions suggest that the Colorado Supreme Court may rule favorably on a real estate transfer fee, there is no guarantee of success. The risk of the fee not passing legal scrutiny is also substantial. If a municipality passes a real estate transfer fee, but the fee gets struck down by the State Supreme Court, the municipality is legally liable to return the fee revenue it has collected with 10% simple interest. While such a fee may have political support, the legal barriers and risks are currently high. However, it is worth noting that if other municipalities may pass a real estate transfer fee within the next few years, it could set a legal precedent and open the door for other municipalities to implement the fee.

EXAMPLES ELSEWHERE IN COLORADO

No municipalities currently have real estate transfer fees, but several have real estate transfer taxes, which were grandfathered in as they were implemented before TABOR. These include Aspen, Avon, Minturn, Telluride, Vail, Frisco, Ophir, and Crested Butte.

Taxes

Taxes are the most common funding source for affordable housing in Colorado. The primary challenge with taxes in Colorado is that passing a new tax or tax increase requires a vote and majority approval of the electorate through a ballot measure. The following taxes are the most commonly used taxes to fund affordable housing around the state.

Property Tax

Property tax revenue can serve as a dedicated funding source for housing, either by reallocating existing property tax revenues or establishing an additional property tax levy. Under Colorado law, a mill levy must be uniform on all taxable property. Property taxes are regarded as progressive, as property owners tend to be on the upper end of the income distribution. As property values have increased significantly over the past decade, a property tax levy is also a way to capture a portion of those gains for public purposes. Certain property owners, including low-income homeowners and seniors, can face a significant financial burden from increased property taxes, which can lead to housing instability. To address this, it is possible to establish a refund or abatement program for certain residents in order to reduce their property tax burden. Another advantage of property taxes is that it distributes the burden of generating revenue more broadly and evenly across the community.

REVENUE POTENTIAL

Under current valuations, a property tax levy of 2.00 mills in Glenwood Springs would generate approximately \$850,000 annually. This would increase the property tax burden of a median-priced home by \$10 per month.

PROCESS FOR ADOPTION AND BARRIERS

Property tax increases are legal and have been used in other communities to raise revenue for public investments. The largest barrier to using property taxes as a dedicated funding source for housing, however, is political. Under TABOR, property tax increases require approval of the electorate. As raising property taxes increases the financial burden on property owners, they are often politically unpopular and unsuccessful when on the ballot, especially given recent increases in property values.

EXAMPLES ELSEWHERE IN COLORADO

In 2022, voters in Grand County passed a ballot initiative to establish an additional property tax levy to be dedicated to housing. The proposed mill levy

is 2.00 mills and it is projected to generate approximately \$1.2 million in revenue annually and will be managed by the Fraser River Valley Housing Partnership. While property taxes often face political resistance, this is a successful example of a mountain community with the political appetite to fund workforce and affordable housing through property taxes.

Short-term Rental Tax

A short-term rental tax is an excise tax levied on guest stays in properties licensed as short-term rentals. Typically, a short-term rental tax is charged on visitor stays, on top of the existing sales and lodging taxes levied on visitor stays. In markets with a significant base of tourism, this tax can be an effective way to generate revenue from visitors rather than the local community. Moreover, as short-term rentals have proliferated as a lodging type over the past several years and have created negative impacts on housing markets, short-term rental taxes are increasingly seen as a viable, defensible revenue source for affordable housing.

REVENUE POTENTIAL

Glenwood Springs currently has 110 properties permitted as short-term rentals. Under current market conditions, a 5% short-term rental tax would generate approximately \$340,000 annually. Relative to other funding sources, the revenue potential is small, largely because of the limited number of licensed short-term rentals in Glenwood Springs.

PROCESS FOR ADOPTION AND BARRIERS

Implementing a short-term rental tax dedicated to affordable housing requires voter approval. Short-term rental taxes for housing have proven to be attractive for voters in recent elections around Colorado and have demonstrated political viability, although given the recent passage of a lodging tax increase in Glenwood Springs and limited revenue potential, a short-term rental tax may face political barriers, or indifference, in Glenwood Springs.

EXAMPLES ELSEWHERE IN COLORADO

Short-term rental taxes have recently emerged in mountain and resort communities as an important funding source for housing. In the past year, voters in several communities have passed short-term rental taxes to fund affordable and workforce housing, including:

- Aspen – 5% to 10% tax, depending on property classification.
- Carbondale – 6% tax

- Steamboat – 9% tax
- Salida – 4x increase on the nightly STR tax per bedroom
- Avon – 2% tax
- Frisco – 5% tax
- Dillon – 5% tax

Sales Tax

In markets where tourism or economic development is a strong driver of service-sector employment (and subsequently housing demand), such as Glenwood Springs, dedicating a portion of sales taxes towards housing can be an effective way to leverage a market driver without unduly burdening local households.

Sales taxes can generate a considerable amount of revenue. However, sales taxes are often regarded as regressive, as low-income households tend to spend a greater percentage of their income on local consumption than higher-income households, and therefore pay a higher share of their income to sales tax. While the burden of sales tax is distributed across the community and to visitors, the burden can be more significant for low-income households who consume locally.

REVENUE POTENTIAL

Glenwood Springs currently has a local sales tax of 3.70%, and a total sales tax rate of 8.60% with state, county, and transit authority sales taxes included. Given current levels of activity, a quarter-cent sales tax (0.25%) would generate approximately \$1.5 million annually, making the revenue potential of a sales tax significant.

PROCESS FOR ADOPTION AND BARRIERS

Sales taxes are a well-established and widely used way for municipalities to generate revenue. The biggest barrier for sales tax is political, as increasing the sales tax rate requires voter approval. With a current sales tax rate of 8.60% and an economic environment in which the cost of living has been going up, raising the sales tax rate could very well face substantial political pushback.

Examples elsewhere in Colorado

Practically every community in Colorado has a local sales tax, although relatively few use the revenue for housing. Communities in Colorado, including Aspen, Summit County, and Loveland use a portion of sales tax revenue to fund affordable and workforce housing goals.

Occupational Privilege Tax

An Occupational Privilege Tax, commonly known as a ‘Head Tax’, is a tax levied on employers for each employee they have working for their business establishment. An OPT is typically levied on a per employee per month basis. In Colorado, most places with an OPT levy the tax monthly on each employee, and levy an additional per month match on the employer for each employee they have. Under this structure, a \$2 monthly per employee OPT would generate \$4 per employee per month, with half paid by the employee and half paid by the employer. As this is a tax, revenue from an OPT can be dedicated to funding housing.

REVENUE POTENTIAL

With a current employment base of 16,000 in Glenwood Springs, a \$2 per employee per month OPT with an employer match would generate approximately \$770,000 annually. Over time, revenue would grow if employment were to grow.

PROCESS FOR ADOPTION AND BARRIERS

An OPT requires voter approval, so the main barrier is political. As this tax is not commonly used in Colorado, successfully passing one would require building buy-in and coalitions in the community, among both employees and employers.

EXAMPLES ELSEWHERE IN COLORADO

Currently, five jurisdictions in Colorado have an OPT: Denver, Greenwood Village, Aurora, Glendale, and Sheridan. OPT levels typically range from \$2 per employee per month to \$6 per employee per month.

VACANCY TAX

A vacancy tax is a tax levied on vacant homes. The definition of a vacant home can vary, but is generally considered a home that is not the owner’s primary residence, and is also not rented out to tenants for any significant amount of time over the course of a year. Vacant homes are also commonly referred to as second homes. In mountain and resort communities across Colorado, vacant homes are common and often comprise a significant share of the total housing stock. Generally, a tax on vacant homes would be considered a progressive tax, as the burden would be placed on owners of vacant homes who tend to be high-income.

REVENUE POTENTIAL

The revenue potential of a vacancy tax would likely fluctuate from year to year based on changes in the vacant housing stock. Assuming that there are 140 vacant housing units in Glenwood Springs, a \$2,000 annual tax would generate \$280,000 in revenue annually.

PROCESS FOR ADOPTION AND BARRIERS

Implementing a vacancy tax requires voter approval. Currently, no municipalities in Colorado have a vacancy tax, so no examples exist to show the legal barriers that a vacancy tax might encounter. The main barrier to a vacancy tax is gaining the support of the electorate.

A potential barrier for a vacancy tax is the need to establish a system to categorize vacant homes and collect and enforce the vacancy tax. Various models for this exist in other cities in North America. In most cases, a vacancy tax would require additional staff capacity and enforcement infrastructure.

EXAMPLES ELSEWHERE IN COLORADO

Currently, no municipalities in Colorado have a vacancy tax. In 2021, Crested Butte referred a vacancy tax (referred to as a community housing tax) to the municipal ballot that proposed to levy a \$2,500 annual tax on residential units that were not the primary residence of the owner and were not rented out for at least 6 months out of the year, and on undeveloped property that is zoned for residential use. The measure failed at the ballot, with 56% of voters rejecting the measure. No other communities in Colorado have attempted to pass a vacancy tax, although other cities in North America, including Vancouver and San Francisco, have implemented vacancy taxes.

Attractions/Admissions Tax

An admissions tax is a sales tax levied on any charge imposed to gain admission to any place, event, performance, or scheduled activity open to the public. Common examples of places that require such charges include concerts, theater performances, sports events, amusement parks, water parks, pools, and spas. As Glenwood Springs draws a high amount of visitors every year, many of whom visit the various paid attractions in the city, establishing an attractions tax would be a way to generate revenue from tourism without placing a significant additional burden on local households.

REVENUE POTENTIAL

Glenwood Springs has several attractions that require an admission charge, including Glenwood Hot Springs, Glenwood Caverns Adventure Park, and Iron Mountain Hot Springs. Given the high volume of visitors that these places attract, an admissions tax could generate a substantial amount of revenue for housing.

PROCESS FOR ADOPTION AND BARRIERS

This type of tax is applied in other municipalities in Colorado, so it is a relatively well-established revenue source. The primary barrier in Glenwood Springs would be political, as implementing this tax would have to gain majority approval of the electorate. This tax may draw pushback from various stakeholders in the community so it would likely require a concerted coalition-building to effort to convince the electorate.

EXAMPLES ELSEWHERE IN COLORADO

Several municipalities around Colorado levy taxes on admissions to events and places that are open to the public. These include Aurora, Boulder, Northglenn, Arvada, Mt. Crested Butte, and Wheat Ridge. The tax rates typically range between 3% and 5%.

State Funding Sources

2022 State Investment in Affordable Housing

In 2022, the Colorado State Legislature invested a significant amount of funding in programs aimed at affordable housing and housing stability. Using funds from the American Rescue Plan Act, the State Legislature has allocated over \$400 million to various affordable housing programs, including:

- \$150 million for a revolving loan fund to support affordable housing developments
- \$138 million for a grant program to fund affordable housing-related projects, including infrastructure, new construction, land banking, affordable housing conversions, and eviction defense.
- \$35 million for a loan, grant, and technical assistance program to support mobile home owners seeking to purchase their mobile home park.
- \$40 million for a program that supports modular housing development.
- \$25 million to expand CHFA's middle income access program, which provides financing to support workforce housing developments.

The funding was officially allocated by the legislature as of late 2022, so funds will be available in the coming year. The Department of Local Affairs (DOLA) is responsible for administering the programs. This represents a significant influx of funding that municipalities should seek to leverage.

Colorado Proposition 123

In November 2022, Colorado voters passed State Proposition 123. Proposition 123 expands state funding for affordable housing by setting aside a small portion of annual state income tax revenue, equivalent to 0.1 percent of taxable income. In the first year, the measure is expected to generate \$290 million in revenue. This represents a large state investment in affordable housing, significantly higher than previous levels of state investment in housing. It is a potentially major funding source for municipalities and an important opportunity for Glenwood Springs to expand its funding for affordable and workforce housing.

The funding generated by proposition 123 will be allocated to a defined set of programs, described below. The law defines affordable housing as at or below 60% of area median income for rental housing, and at or below 100% of area median income for ownership housing.

The first three programs will be managed by the Office of Economic Development and International Trade (OEDIT). The second three programs will be managed by the Division of Housing within the Department of Local Affairs (DOLA).

Land Banking: \$26-\$43 million annually

- This will provide grants to local governments or loans to housing nonprofits for the purpose of acquiring land for affordable housing development. Loans made by the program can be forgiven if the land is zoned for housing within 5 years and permitted and funded for housing within 10 years.
- Municipalities can effectively use this funding to expand their inventory of publicly owned parcels, and with an expanded inventory, drive affordable housing development. Alternatively, municipalities can work with housing nonprofits or land trusts to expand their land holdings intended for affordable housing development.

Equity for affordable housing projects: \$70-\$121 million annually

- This will provide equity investments in rental projects that commit to permanent affordability at an average of 90% of area median income. The investment can be made in new projects as well as existing projects that commit to preserving affordability.
- This program also creates a structure for a tenant equity vehicle, which provides tenants living in the project for at least one year a share of the project's equity growth, which the tenant can apply to a down payment for a home.

Concessionary Debt for Affordable Housing projects: \$26-\$61 million annually

- This will provide low-interest debt financing for rental projects that are permanently affordable at an average of 60% of AMI. The funds will be available to both new projects and existing projects that commit to preserving affordability.
- Funding priority will go to projects that are high-density and align with goals of environmental sustainability.

Affordable Homeownership: up to \$58 million annually

- This creates a down payment assistance program for homeowners below 120% of AMI.
- This offers grants and loans to housing nonprofits and land trusts to support affordable home ownership.
- This also creates a grant and loan program to associations of mobile home park owners to assist them with purchasing their park.

Homelessness Prevention: up to \$52 million annually

- This provides grants and loans to housing nonprofits and local governments to expand rental assistance, housing vouchers, and eviction defense for those at risk of homelessness.
- Also provides loans and grants to support the development of supportive housing.

Capacity Building for local governments: Up to \$5.8 million annually

- This will provide grants to local governments to increase the capacity of planning departments, with the intent of enabling planning departments to more effectively process land use, permitting, and zoning applications for housing development.

Requirements for Participation

In order for a municipality to be eligible to receive funding, or for affordable housing projects within a jurisdiction to be eligible for funding, the municipality must meet specific standards.

- A municipality must establish a plan to increase the inventory of affordable housing units within its boundaries by three percent annually, starting in 2027. Municipalities have to submit this plan by November 1, 2023. Part of this plan is to establish a baseline level of existing affordable housing units, which the municipality can do by referencing estimates from the American Community Survey, or estimates from the Department of Housing.
- A municipality must create a fast-track approval process for all housing development applications in which at least half of the units are affordable. The fast-track approval process requires that municipalities reach a decision on permit or zoning applications within 90 days of submittal, with certain exceptions.

3. Needs Assessment

While the previous chapter focuses on housing policy tools the City can implement to address housing needs, this chapter documents housing market conditions and overall housing need in Glenwood Springs, focusing on the scale of housing need and organizing housing need by income level. This needs assessment is intended to inform policy decisions around housing policy tools and funding for housing programs, and ultimately to serve as a reference point for policymakers and City staff looking to better understand overall housing need when implementing policies and programs.

Market Context

A snapshot of housing and demographic conditions in Glenwood Springs is shown below in **Table 3**. In total, Glenwood Springs has just over 10,000 residents and about 4,300 housing units.

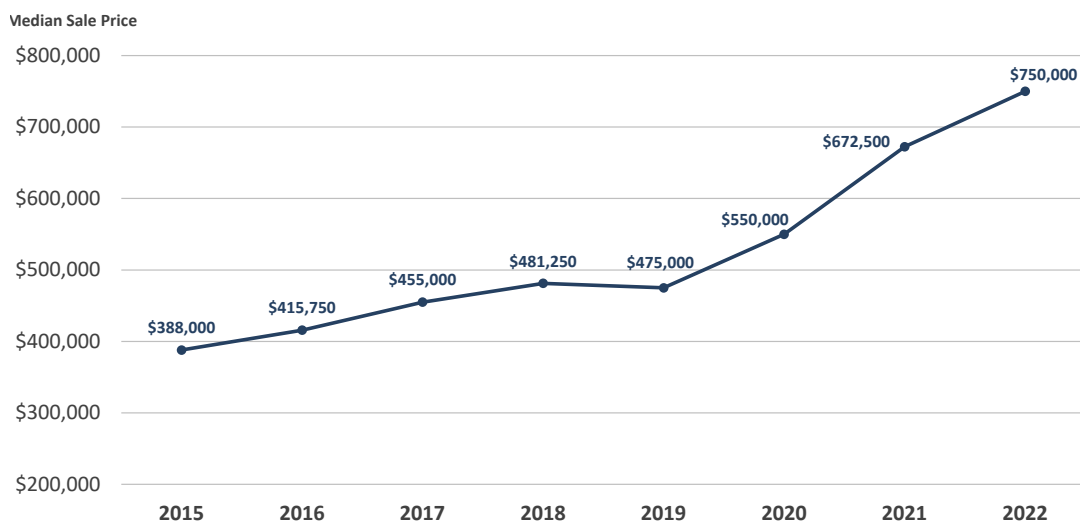
Housing prices in Glenwood Springs have risen significantly in recent years. From 2015 to 2022, the median home sale price increased from \$388,000 to \$750,000, which represents a total increase of 93 percent and a compound annual increase of 9.9 percent, as shown in **Figure 2**.

Table 3. Housing and Demographic Snapshot

Description	Most Recent Year
Population	10,085
Households	3,943
Housing Units	4,346
Second Homes	150
<i>As % of Total Housing Units</i>	3.5%
Short-term rentals	108
<i>As % of Total Housing Units</i>	2.5%
Cost Burdened HHs	1,491
<i>As % of Total HHs</i>	38%
In-Commuters	8,916
<i>As % of Total Employees</i>	78%

Source: DOLA; U.S. Census; Economic & Planning Systems

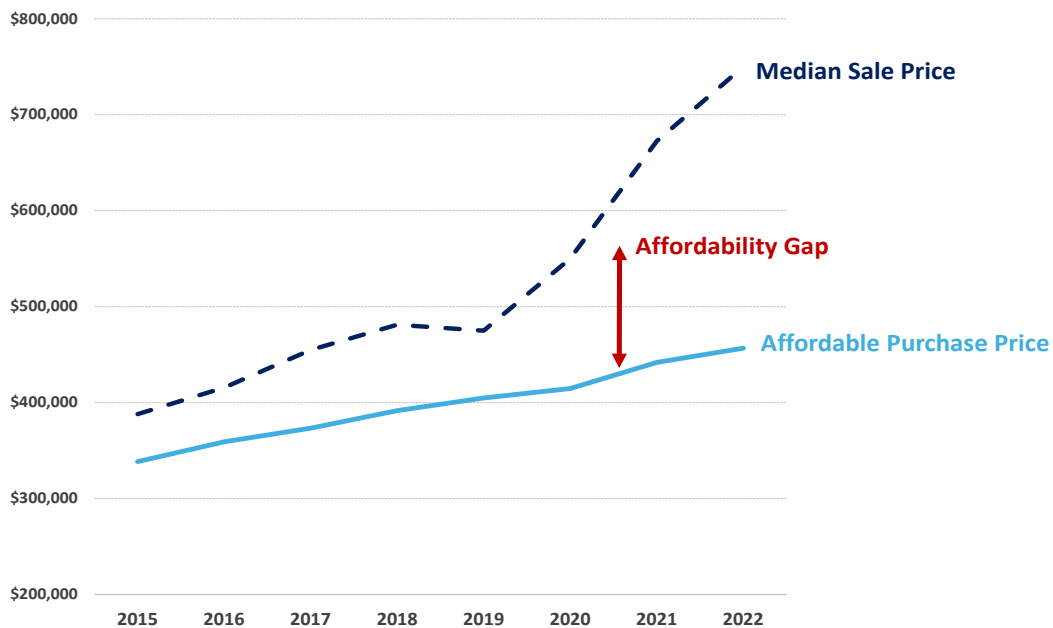
Figure 2. Median Home Sale Price (Inclusive of Single Family and Condo/Townhome Units), Glenwood Springs, 2015-2022



Source: MLS; Economic & Planning Systems

Incomes have not kept pace with housing prices in Glenwood Springs. The affordable purchase price, which represents the home purchase price at which a household earning the average wage pays 30 percent of its income on housing costs, increased at a much slower rate than the median home price. When the affordable purchase price is lower than the median home price, there is an ‘affordability gap.’ As shown in **Figure 3**, the affordability gap in Glenwood Springs increased from \$49,000 in 2015 to \$293,000 in 2022, indicating that housing has becoming even further out of reach financially for working households in Glenwood Springs over the past several years.

Figure 3. Affordability Gap for For-Sale Units, Glenwood Springs, 2015-2022



Source: MLS; Economic & Planning Systems

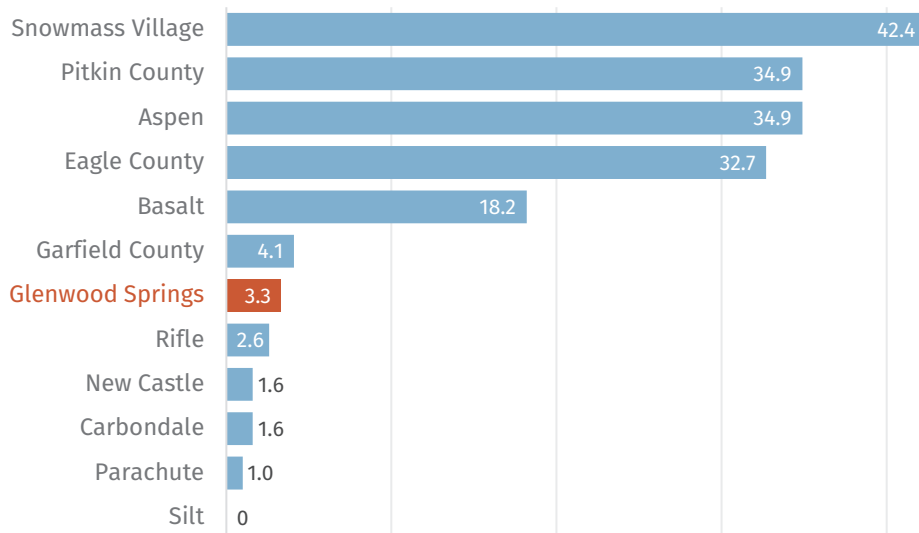
Second Homes

Second homes have accounted for a modest and generally stable share of Glenwood Springs’ housing supply over the past 15 years. Second homes are classified by the U.S. Census Bureau as vacant housing units for seasonal, recreational, or occasional use. The U.S. Census estimates that Glenwood Springs had an average of 140 such units over the 2017-2021 period, representing 3.3% of the City’s housing inventory. Estimates were generally similar for the 2012-2016 period (196 units, 4.5% of supply) and the 2007-2011 period (145 units, 3.3% of supply).

For context, a much higher share of the housing stock is vacant units for seasonal, recreational or occasional use in Snowmass Village, Aspen, and Basalt, as well as in Pitkin County and Eagle Counties. The share of housing units in Glenwood Springs that are second homes is more comparable to Garfield County, as well as Carbondale, New Castle, Silt, Rifle, and Parachute.

Second Homes

Based on percentage of housing inventory



Additional perspective is available by looking at the mailing address of Glenwood Springs homeowners. Communities with high levels of second homeownership tend to have a high share of homeowners with an out of region property tax mailing address. In Glenwood Springs, most single-family homes, condos/townhomes, and mobile homes are owned by people with a Glenwood Springs zip code (78.0%). An additional 9.5% are owned by persons with a mailing address in the broader Garfield / Pitkin / Eagle / Mesa County region, while 11.6% are owned by persons living elsewhere in Colorado or out of state.

Table 4. Owner Mailing Address of Single-Family, Condo, Townhome, and Mobile Home Units, Glenwood Springs, 2022

Owner Mailing Address	Units	% Total
Glenwood Springs	2,922	78%
Other Garfield County	214	6%
Pitkin, Eagle, and Mesa Counties	143	4%
Other Colorado	194	5%
Out of state	239	6%
Mailing address unavailable	33	1%
Total	3,745	100%

Source: Garfield County Assessor; Economic & Planning Systems

Homeowner mailing address is an imperfect indicator of vacation homeownership, since out-of-region owners may use their unit in a variety of ways (e.g., second home, rented long-term to a Glenwood resident, etc.). As such, the Census data discussed previously is likely to be a better measure of second homeownership than homeowner mailing address.

Short-term rentals

The City of Glenwood Springs licenses and regulates Short-Term Rentals (STRs), i.e., the rental of an entire dwelling unit for less than 30 days for monetary compensation. The City limits the supply STRs by capping them at 18% of the free-market housing stock in the City's General Improvement District (GID), and 5% of the free-market housing stock outside of the GID. Additionally, outside of the GID, an STR must be at least 250 feet away from another STR.

As of March 2023, Glenwood Springs had 108 licensed STRs, equivalent to approximately 2.5% of the City's housing stock. Interestingly, as of March 2023, most STRs were owned by persons living in a Glenwood Springs zip code (69%), and an additional 7% of owners lived elsewhere in Garfield County or in other nearby communities. Only 22% lived elsewhere in Colorado or out-of-state. Insofar as second homeowners tend to live a reasonable distance away from their second home, this may suggest that there is not too much overlap between Glenwood Springs' second home housing stock and STR housing stock.

Also of note, most STRs in Glenwood Springs are single-family dwellings (79 percent), as shown in **Table 3**. Insofar as single-family units tend to have higher sales prices and values than attached units, this may imply that STRs are primarily concentrated within a higher-cost segment of Glenwood Springs's housing supply.

Table 5. Glenwood Springs STRs by Property Type, March 2023

Description	Units	% Total
Single Family Detached	85	79%
Duplex	8	7%
Condo	4	4%
Mixes Use	4	4%
Townhome	4	4%
Apartment	3	3%
Total	108	100%

In addition to STRs, the City also licenses Accessory Tourist Rentals (ATRs), i.e., the rental of a single room in a residence. The City had 12 ATRs as of March 2023.

Source: City of Glenwood Springs STR Log;
Economic & Planning Systems

Needs Assessment

The purpose of this section is to provide an estimate of total housing need in Glenwood Springs. An estimate of total housing need is important because it demonstrates the scale of affordable housing challenges in Glenwood Springs and informs policy and planning efforts on what housing programs to establish and how much funding to allocate to them. The housing need estimate shown in this strategic plan reflects need as of 2023.

The estimate of total housing need can be categorized into current need and future need. Current need (or ‘catch-up’) is the additional housing that is needed to meet current demand. Future need (or ‘keep-up’) is the additional housing that is needed to meet new housing demand over the next 20 years.

The estimate of current housing need has three main components, as listed below. Each component has an associated policy goal that determines the degree of need.

- Cost burden: Reduce the number of cost burdened households in Glenwood Springs by 50 percent.
- Vacant jobs: Provide housing sufficient to fill 100 percent of vacant/unfilled jobs in Glenwood Springs.
- In-commuting: Increase the share of the workforce housed in the City from 22 percent to 30 percent – or equivalently, reduce the share of the Glenwood Springs workforce that commutes in from another place from 78 percent to 70 percent.

These three components of need make up the total current housing need in Glenwood Springs. In the next section, each of these components will be described in detail and estimates of need will be shown and organized by area median income (AMI) level.

In addition to current housing needs, this needs assessment incorporates an estimate of future housing demand. This represents the housing need that will be generated by employment growth in Glenwood Springs over the next 20 years.

EPS has established a target income range for housing need between 30 percent and 150 percent of AMI. This reflects the income range that can realistically be served by affordable housing programs established by the City. Housing affordable to households under 30 percent of AMI requires deep financial support that cannot feasibly be provided through local housing programs and

is typically served by federal subsidies, while housing affordable to households above 150 percent of AMI is generally market-rate and does not require financial support from local housing programs. While this needs assessment estimates housing need at all income levels, the addressable housing need target presented by this study reflects need between 30% and 150% of AMI.

Total housing need in Glenwood Springs can be met through a variety of policy tools, including those that produce new housing and those that preserve or improve the affordability of existing housing.

Cost Burden

A household is considered housing cost burdened if it spends more than 30 percent of its gross income on housing (including rent or mortgage, plus utilities, HOA fees, property taxes, and selected other housing costs). Cost burden is an important indicator for housing stability because it represents households in unaffordable living situations. For these households, cost burden creates financial strain and the potential for displacement. Cost burden is a relevant component of housing need because it accounts for current Glenwood Springs households who need more affordable housing situations.

The number of cost burdened households in Glenwood Springs was estimated for both owner and renter households by AMI level, using the most recent available data from the U.S. Census. As shown in **Table 4** on the following page, 898 renter households and 593 owner households are cost burdened, resulting in a total of 1,491 cost burdened households, which represents 33% of all households in Glenwood Springs. Renter households are more likely to be cost burdened (44%) than are owner households (24%). Among renters, a particularly high share of households below 60 percent of AMI are cost burdened (73%).

To estimate housing need, EPS did not include every cost burdened household. This needs assessment sets a policy goal of taking 50 percent of cost burdened households, or reducing cost burden by half. The reason for using 50 percent instead of all cost burdened households is that it is unrealistic and impractical from a policy perspective to change the housing situation of every cost burdened household, as many households may not want to move out or enter a different housing situation. Using this goal of reducing cost burden by 50 percent, the total housing need resulting from cost burden in Glenwood Springs is 746, and the housing need between 30% and 150% of AMI is 381.

Table 6. Cost Burden by AMI, Glenwood Springs, 2021

Cost Burden by AMI	Cost Burdened HHs	Share of total HHs	Cost Burdened HHs
Renter Households			
Under 30% AMI	373	72%	187
30% to 60% AMI	352	73%	176
60% to 80% AMI	68	25%	34
80% to 100% AMI	36	18%	18
100% to 120% AMI	7	12%	3
120% to 150% AMI	10	12%	5
Above 150% AMI	52	12%	26
All Renter Households	898	44%	449
Owner Households			
Under 30% AMI	126	67%	63
30% to 60% AMI	116	45%	58
60% to 80% AMI	63	31%	31
80% to 100% AMI	51	26%	25
100% to 120% AMI	24	14%	12
120% to 150% AMI	36	14%	18
Above 150% AMI	178	14%	89
All Owner Households	593	24%	297
Total Cost Burdened Households	1,491	33%	746
Total Cost Burdened HHs between 30% and 150% AMI	762	35%	381

Source: U.S. Census; Economic & Planning Systems

Vacant Jobs

The second component of current housing need is vacant or unfilled jobs. Unfilled jobs are a key source of housing need because they are directly tied to the functioning and well-being of the local economy in Glenwood Springs. When jobs are unfilled, businesses are unable to fully operate, which has negative effects on business owners and on quality of life for local residents who patronize and rely on businesses in their day-to-day lives. It is clear that a lack of affordable housing is a major cause of job vacancies, as many potential employees are unable to live near these vacant jobs in Glenwood Springs due to prohibitively high housing costs. To fill these jobs, more housing is needed.

EPS estimated housing need from vacant jobs using data from the Colorado Department of Labor and Employment, which tracks job listings in municipalities across the state. Data on vacant jobs in Glenwood Springs was taken at the beginning of 2023 and was organized by AMI level.

As shown in **Table 5**, there are a total of 988 vacant jobs in Glenwood Springs, most of which are at wage levels below 80 percent of AMI. Translating vacant jobs to housing demand required two additional adjustments. First, a jobs per person factor of 1.3 was applied to the number of vacant jobs, accounting for people who hold multiple jobs. This number was then divided by 1.6 to account for an average of 1.6 jobholders per household. The resulting number represents total housing demand from vacant jobs.

This needs assessment sets a policy goal of filling 100 percent of vacant jobs. As a result, filling vacant jobs generates a total housing need of 419 units in Glenwood Springs between 30% and 150% of AMI.

Table 7. Vacant Jobs by AMI, Glenwood Springs, 2023

AMI Category	Vacant Jobs	Jobs per Person	Jobholders per HH	Housing Need
Under 30% AMI	90	1.30	1.60	43
30% to 60% AMI	482	1.30	1.60	232
60% to 80% AMI	213	1.30	1.60	102
80% to 100% AMI	124	1.30	1.60	60
100% to 120% AMI	39	1.30	1.60	19
120% to 150% AMI	14	1.30	1.60	7
Above 150% AMI	<u>26</u>	1.30	1.60	<u>12</u>
Total	988			475
Total between 30% and 150% AMI	872			419

Source: CDLE; Economic & Planning Systems

Commuting

The final component of current housing need is a reduction of in-commuting. In-commuters, or people who commute from another place to work in Glenwood Springs, represent approximately 78 percent of the Glenwood Springs workforce. This is a relevant component of housing need because reducing in-commuting is beneficial for the City's economic health, for stability and quality of life for workers, and for the environment. Moreover, many Glenwood Springs workers who live elsewhere do so because of high housing costs and would prefer to live in Glenwood if affordable housing were available. To reduce in-commuting and enable a portion of the Glenwood workforce who commute in to live in Glenwood Springs, more housing is needed.

Currently, 78 percent of workers in Glenwood Springs commute in from other places. This means that only 22 percent of the workforce both works and lives in Glenwood Springs or is housed locally. To estimate housing need, we used data on commuting patterns from the U.S. Census (LEHD) and organized it by AMI level. As shown in **Table 6**, approximately 2,515 persons working in Glenwood Springs also live in Glenwood Springs. This needs assessment sets a policy goal of increasing the share of the workforce housed locally from 22 percent to 30 percent (or equivalently, reducing the share of in-commuters from 78 percent of the Glenwood Springs workforce to 70 percent). With this goal, an additional 914 workers would need to be housed locally. Accounting for an average of 1.6 jobholders per household, there is a need for 546 additional housing units between 30% and 150% of AMI in Glenwood Springs resulting from a reduction to in-commuting.

Table 8. In-Commuting, Glenwood Springs

Description	Current Status <i>a</i>	Goal <i>b</i>	Total <i>b-a</i>	Jobholders per HH	Units Needed <i>(b-a)/1.6</i>
Share Housed Locally	22%	30%			
Under 30% AMI	0	0	0	1.60	0
30% to 60% AMI	398	543	145	1.60	90
60% to 80% AMI	95	129	34	1.60	21
80% to 100% AMI	993	1,354	361	1.60	226
100% to 120% AMI	50	68	18	1.60	11
120% to 150% AMI	866	1,181	315	1.60	197
Over 150% AMI	<u>113</u>	<u>155</u>	<u>41</u>	<u>1.60</u>	<u>26</u>
Total	2,515	3,429	914	1.60	572
Total 30% to 150% AMI	2,401	3,275	873	1.60	546

Source: LEHD; U.S. Census; Economic & Planning Systems

Future Demand ('Keep-up')

While reducing cost burden, filling vacant jobs, and reducing in-commuting are focused on addressing current housing need, the last component of this needs assessment estimates future housing demand, or 'keep-up' needs. Future housing demand accounts for the housing demand generated by employment growth in Glenwood Springs over the next 20 years. For Glenwood Springs to sustain its workforce at current levels, it is important to accommodate this future housing demand from employment growth.

Estimates of future housing demand were based on employment growth projections for Garfield County from the Department of Local Affairs (DOLA) and are shown in **Table 7**. Using these projections, EPS estimated that Glenwood Springs will capture 45 percent of countywide employment growth, which is in line with historic trends. Because only a portion of these new employees will live in Glenwood Springs, EPS applied a commuting factor to local employment growth. Consistent with the proposed policy goal of housing 30 percent of the workforce locally, we have set a target that 30 percent of future new employees will also live in Glenwood Springs. After adjusting for multiple jobholders and an average of 1.6 earners per household, this results in new housing demand of 651 units over the next 20 years, or 33 units annually.

Table 9. Future Housing Demand, Glenwood Springs, 2023-2043

Description	Factor	2023	2033	2043	2023-2043	
					Total	Ann. #
Factors						
Earners per HH	1.60					
Jobs per Employee	1.30					
Jobs Projection						
Garfield County		33,827	38,490	43,797		
Glenwood Springs	45% capture	15,222	17,321	19,709	4,487	224
Glenwood Housing Demand						
1 - From Local Job Growth - Current Commuting Rates						
Glenwood Jobs		15,222	17,321	19,709	4,487	224
Live in Glenwood	22%	3,349	3,811	4,336	987	49
Employees	1.30	2,576	2,931	3,335	759	38
Households	1.60	1,610	1,832	2,085	475	24
Glenwood Housing Demand						
2 - From Local Job Growth - Target Commuting Rates						
Glenwood Jobs		15,222	17,321	19,709	4,487	224
Current Housed Locally	22%	3,349	3,811	4,336	987	49
Target Housed Locally	30%	4,567	5,196	5,913	1,346	67
Net Additional Housed Locally		1,218	1,386	1,577	359	18
Employees	1.30	937	1,066	1,213	276	14
Households	1.60	585	666	758	173	9
Total Housing Demand		2,195	2,498	2,843	650	33

Source: DOLA; BLS; Economic & Planning Systems

Summary

To meet current housing needs, Glenwood Springs needs an additional 1,792 housing units (with some of the need potentially addressable by making a portion of the existing housing stock more affordable). A need for 746 additional units is created by reducing cost burden by 50 percent, a need for 475 additional units is created by filling 100 percent of vacant jobs, and a need for 572 additional units is created by increasing the share of the workforce housed locally from 22 percent to 30 percent.

After accounting for income level, total target need between 30% and 150% of AMI equals to 1,346 new and/or more affordable units. These estimates are summarized in **Table 8**.

It is important to note that this housing need can be met through a combination of new affordable housing development and the preservation of existing housing stock. The need for 1,346 additional units does not necessarily require building 1,346 new units. Policies that preserve the long-term affordability of existing housing units, such as buy downs, land trusts, rental rehab, and mobile home preservation, can be used to meet a portion of this housing need. It is ultimately up to the City to determine the policy tools that will be implemented to meet housing need.

Table 10. Summary of Current Housing Needs

AMI Level	Cost Burden	Unfilled Jobs	In Commuters	Total
Under 30% AMI	249	43	0	293
30% to 60% AMI	234	232	90	556
60% to 80% AMI	65	102	21	189
80% to 100% AMI	44	60	226	329
100% to 120% AMI	15	19	11	45
120% to 150% AMI	23	7	197	227
Above 150% AMI	<u>115</u>	<u>12</u>	<u>26</u>	<u>153</u>
Total	746	475	572	1,792
Need between 30% and 150% AMI	381	419	546	1,346

Source: Economic & Planning Systems

Looking at both catch-up and keep-up demand, Glenwood Springs needs 1,792 housing units to meet current housing needs and 650 housing units to meet future housing demand over the next 20 years. Combined, Glenwood Springs needs 2,442 units of housing over the next 20 years or 122 units annually.

Within the target range of 30% to 150% AMI, there is a current housing need of 1,346 units and a future housing need of 512 units. Combined, Glenwood Springs needs 1,858 units of housing between 30% and 150% of AMI over the next 20 years, or 93 units annually. These estimates are summarized in **Table 9**.

Table 11. Total Housing Need by AMI, Glenwood Springs

AMI Level	Current Need	Future Need	Total Need	% of Total	Annual Need
Under 30% AMI	293	65	358	15%	18
30% to 60% AMI	556	145	701	29%	35
60% to 80% AMI	189	13	202	8%	10
80% to 100% AMI	329	188	517	21%	26
100% to 120% AMI	45	64	109	4%	5
120% to 150% AMI	227	102	328	13%	16
Above 150% AMI	153	73	226	9%	11
Total	1,639	650	2,442	100%	122
Total, 30% to 150% AMI	1,346	512	1,858	100%	93

Source: Economic & Planning Systems

4. Public Engagement

As part of this Strategic Plan Update, the EPS and RRC team, along with City staff, conducted public engagement and outreach. The goal of the public engagement was to gather feedback from members of the public on the specific housing policy tools presented in the plan, and to get a sense of public sentiment on housing issues in Glenwood and what the desired role of the City is in addressing these issues.

The centerpiece of public engagement for this project was a public open house. The consultant team, in cooperation with City staff, held a public open house on Monday, February 13th at the Glenwood Springs recreation center, offering an afternoon session and an evening session that in total drew over 50 people. At the open house, the team presented boards with information on each policy tool and project background, which attendees could leave comments on with sticky notes. In addition, the team provided a survey that over 40 attendees filled out. The materials presented at the open house as well as the survey were made available online for people who could not attend the open house.

The open house gave the consultant team a significant amount of feedback on the housing ideas in this plan. A summary of the open house is provided below.



Open House Summary

Overall, the open house was constructive and insightful. Many attendees had a positive attitude towards the City's efforts and were curious and willing to share their ideas on housing. There is a general sense of urgency around housing issues in Glenwood and the perception that the City has a major role to play in addressing them. At the same time, there is an appetite to see implementation and results – the public wants to see progress and housing programs/policies that work, and wants to hold the City accountable for their impact.

The team summarized the sentiments we heard from the public on each policy tool and sentiments on housing policy more generally. The summary is based on a combination of what people wrote in the survey, the comments people provided on the boards, and what we heard in conversations. We have also summarized the results from a few specific survey questions. The summary is shown below:

General Thoughts

- Encourage valley-wide collaboration on housing issues and form partnerships with other jurisdictions.
- New housing should be transit oriented and be integrated with multimodal transportation options. People want new housing but recognize that vehicle traffic is currently a problem and should be limited where possible.
- The free market is not going to deliver the housing that people need, and the City needs to prioritize affordable and deed-restricted housing.
- Housing tools should prioritize incentives over restrictions and requirements: carrots, not sticks.
- Infill and upzoning are useful approaches to encouraging more housing, especially given land constraints. Single-family homes can easily become duplexes, fourplexes, and have ADUs.
- We need to monitor progress on housing programs and see results. The community should be engaged in these efforts, not just elected officials.
- There is a need for a multifaceted approach to addressing housing needs that uses multiple policy tools.
- Protecting community character is a concern with new housing development and growth.
- There is some hesitation around additional rental housing, and a perceived need for more for-sale units so that households can build wealth.
- There is some skepticism towards density and growth, as this creates additional traffic and crowding.

Vacant Land and P3s

- Selling land to private developers has risks and can be seen as a giveaway. It is more advantageous for the City to retain ownership of its land.
- The City should engage Garfield County to donate/use land for housing development.
- Parcels near transit should be a priority for new development.
- The City should consider what the right mix of residential and commercial is in mixed-use projects so that financing for residential does not become too challenging.
- A leasing model can be effective with the right deed restrictions.

Density Bonus

- A density bonus should be codified by the City and easy to understand.
- Infill development is a priority. It could be a good policy idea to allow and incentivize ADUs, duplexes, and fourplexes in existing single-family neighborhoods.
- Integrating housing density with transit is important. Multiple people mentioned the importance of incentives for density near transit lines, such as lower parking requirements.
- Efforts at dense residential development should be paired with expanding multimodal transportation options. This reduces car dependency and traffic impacts.
- There is a need to have higher affordability requirements for projects that receive density bonuses.

Preservation

- The City needs to be even more active in limiting short-term rentals and ensuring residential neighborhoods do not become commercialized. Houses should not become hotels.
- Community land trusts are a priority and should be built up.
- It is important to upgrade mobile homes to become more energy efficient.
- There is a need to expand housing options for seniors and to enable people to age in place.
- Home repair loans are an effective policy, especially for homeowners who are lower income.
- The City should ensure that it preserves land for future housing needs.
- For the preservation of older homes, habitability, such as the presence of mold and radon, may be a major issue.

Funding

- There is significant positive sentiment towards a vacancy tax and short-term rental fees. This reflects frustration with second homes and absentee ownership.
- An attractions tax, targeted at the hot springs and Glenwood caverns, is also an attractive option for funding.
- General hesitancy towards an occupational privilege tax (head tax). There is a worry that this could discourage hiring and harm both businesses and employees.
- General hesitancy towards higher property taxes.
- The City should be careful with adding fees and taxes, as this may stifle development and economic activity.
- The City needs to have a clear plan on how funding will actually be used by the City. The public wants to see results and accountability.

Key Survey Questions

- On a scale of 1 to 5 (with 1 being the least and 5 being the most), how involved should the City be in addressing Glenwood's housing needs?
 - o Among 40 responses, there was an average score of 4.5.
 - o This shows that attendees see the involvement and role of the City as crucial.
 - o Only a few people assigned a low score, which means that only a few people see a limited role for the City.
- What do you think is a higher priority for Glenwood: preservation of existing housing stock or the production of new housing stock?
 - o 13 people said preservation, 10 said production, and 8 said both.
 - o Indicates that there is an appetite for an approach that uses both preservation and production policy tools.
- Out of all the policy tools you have seen tonight, which is the least appropriate for Glenwood?
 - o Many respondents indicated that all of the tools are appropriate, depending on the context. There is a general appetite to see all the tools utilized.
 - o Density bonus had the most responses, indicating that it is seen as the least appropriate.
 - o Vacant land/P3s and funding sources also had a handful of responses indicating it is not appropriate.

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5. Recommendations and Implementation

This section provides specific recommendations for each of the four policy areas addressed in this plan and for the needs assessment. These recommendations are intended to guide future efforts by the City to implement policy changes and new policy tools.

► **Development of Vacant Land and Public Private Partnership Opportunity**

1. **For vacant City-owned parcels, identify those that are the highest near-term priority for housing development, and those that represent a long-term land reserve for affordable housing.**

The existing analysis from City staff on City-owned land will help inform this. See Figure 1 and Table 1 of this report for an inventory of City-owned vacant parcels. The Vogelaar site has been identified by staff as a priority site.

2. **For each parcel that is a near-term priority, describe key characteristics and provide a summary of desired density, product type, affordability, and tenure of future residents. In addition, determine whether the development potential of each parcel is best achieved through a sale or a ground lease**
3. **Establish an RFP framework with transparent evaluation criteria for the proposed housing developments.**
4. **Cultivate relationships with prospective developers and contractors to establish a pool of potential RFP respondents.**
5. **Identify additional incentives that the City would be willing to provide for housing on the City-owned parcels identified for development, as these may be needed to attract developer interest.**

The use of these funds could be stipulated within the RFP solicitation, or could be introduced during project refinement after a developer has been selected.

6. **As appropriate, the City should develop and maintain some form of ownership of the housing built on city-owned vacant land.**

This removes a key barrier to development of these sites, as finding a suitable developer is a challenge. Moreover, this gives the city more control over the development and the long-term use of the land.

► **Preservation**

1. Prioritize preservation policy tools for near-term implementation.

Mobile Homes

- Prioritize the preservation of mobile home parks. Mobile homes are a key part of Glenwood's naturally occurring affordable housing inventory, while residents are vulnerable to displacement. With recent State legislation expanding policy tools and funding, the City should support mobile home park preservation and improve housing stability for residents.
 - Expand existing information on mobile home park inventory to include zoning and land use potentials, assessed valuation, infrastructure condition, and resident concerns.
 - Identify mobile home parks with the highest risk of resident displacement and with the greatest need for assistance.
 - Implement policies and programs to stabilize mobile home park residents. These can include land use overlays, supporting resident purchases of mobile home parks, support for park infrastructure and maintenance, and connecting park residents with legal and technical assistance.

Hotel conversions

- Continue efforts around identifying hotels for acquisition and conversion to housing.

2. Community land trusts

Determine whether to partner with a statewide/regional CLT or to form a CLT locally. Additionally, identify parcels for land acquisition/donation.

3. Recognize the potential for other preservation approaches to be implemented at a later date, including, rental assistance, apartment acquisition fund, relocation assistance, and home repair loan program.

4. Estimate costs associated with the higher priority preservation actions.

Develop a Sources and Uses analysis to test the depth of current funding available relative to the need. Commit funds and/or seek additional funds as needed.

► Density Bonus

1. **Update the zoning code to enable up to three units on lots currently zoned for single-unit housing, requiring deed restrictions for additional units.**

Ensure adequate parameters on new units related to parking, design, and other neighborhood compatibility factors that accommodate the additional density within established neighborhoods and minimize impacts. For new units, require deed restrictions such as resident occupancy, local employment, and potentially income limits.

2. **When major development occurs on commercial corridors, seek opportunities to increase development potential.**

This strategy should be employed as opportunities arise.

3. **Update code to define the affordability parameters required to receive a density bonus.**

Note that there may be various levels of affordability requirements, reflecting the level of public funds invested in the housing stock. Each should be presented in the context of the current inclusionary housing ordinance.

4. **Consider a density bonus policy that applies to residential projects below the 10-unit threshold set by the current inclusionary housing ordinance.**

5. **Update the existing density bonus to clearly define policy parameters and how developments can achieve it.**

Raise awareness of this tool in the community.

► Funding Sources

1. **Estimate the annual revenue potential of the recently passed lodging tax increase dedicated for affordable housing (2C).**
2. **Seek to leverage state funding sources for affordable housing, including funding recently allocated by the state legislature and upcoming funding that will be made available through proposition 123.**

Ensure that Glenwood Springs is eligible to receive this funding.

3. **Establish a five-year plan that projects revenues from local sources, leverages those against potential state and federal sources, and provides a targeted estimate of resources.**

Develop a working set of assumptions related to potential expenditures and develop plans to address gaps as needed. Consider ways to expand funding sources locally.

► Needs Assessment

- 1. Glenwood Springs has a total housing need of 1,858 units. This housing need is based on the following goals:**
 - Reduce the number of cost burdened households in Glenwood Springs by 50 percent, which leads to a need for 381 units.
 - Provide housing sufficient to fill 100 percent of vacant/unfilled jobs in Glenwood Springs, which leads to a need for 419 units.
 - Increase the share of the workforce housed in the City from 22 percent to 30 percent, which leads to a need for 546 units.
 - Accommodate future housing demand generated by employment growth over the next 20 years, which leads to a need for 512 units.
- 2. Categorize housing need into need served by production and need served by preservation.**
- 3. Update the housing needs assessment every five years to monitor and reflect changing economic and market conditions.**



Planning and Zoning Commission Report

Date: September 24, 2024
To: Planning and Zoning Commission
From: Jim Hardcastle, Long Range Principal Planner
Subject: Energy Climate Action Plan 2024 Update

City of Glenwood Springs

ACTION ITEMS

This is for informational purposes only, no action is required.

BACKGROUND

City Council approved the Energy and Climate Action Plan in August of this year. Staff is providing an update and information on that plan.

PROJECT SUMMARY

The City of Glenwood Springs worked over the last 12 months to update its Energy and Climate Action Plan from 2009. The Energy and Climate Action Plan 2024 (ECAP) supports the expansion of efforts to address climate actions taken by the City in the years since 2009. Through this updated ECAP, the City is setting a robust set of goals, targets, and strategies that will guide City leaders in actions and policies that will reduce greenhouse gas (GHG) emissions within municipal operations. This update will also inspire businesses, residents, and visitors to reduce their carbon footprints.

REVIEW CRITERIA AND STAFF ANALYSIS

Not applicable.

REVIEWING AGENCY COMMENTS

Not applicable.

ACTION ITEMS & STAFF RECOMMENDATIONS

No action items. Item is for discussion and update.

Suggested Findings:

Not applicable.



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ENERGY AND CLIMATE ACTION PLAN



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2024

EXECUTIVE SUMMARY



EXECUTIVE SUMMARY

The City of Glenwood Springs has long been dedicated to sustainability and climate action. In 2019, Glenwood Springs achieved a significant milestone by procuring 100% renewable energy through its contract with the Municipal Energy Agency of Nebraska (MEAN), making it one of only two utilities in the state to reach this goal. The 2024 Energy and Climate Action Plan (ECAP) marks a significant step in the ongoing efforts to reduce greenhouse gas (GHG) emissions and promote renewable energy, reflecting the City's commitment to creating a sustainable future for the community.

Work on the 2024 ECAP began with a Greenhouse Gas Inventory, based on emissions from City operations in calendar year 2022. The inventory showed that **2022 emissions totaled 33,702 metric tons of carbon dioxide equivalent (MT CO₂e)**. The majority source of these emissions, 90%, was the South Canyon Landfill.

The City has set a target to reduce emissions from municipal operations by 60% by 2035 compared to a 2022 baseline, in accordance with the latest scientific guidelines and the objectives of the Paris Agreement to limit global warming to 1.5°C above pre-industrial levels. The emission reduction target for the City currently excludes emissions associated with the South Canyon Landfill. Given the challenges that will come with addressing these emissions and the fact that a landfill expansion is being anticipated, this data was excluded from the City's target. The City will set a specific emission reduction target for the South Canyon Landfill after a methane emission study in 2026.

In an effort to meet this ambitious emission reduction target, the ECAP provides a strategic roadmap with five focus areas: **Energy, Buildings, Waste Management, Transportation, and Parks & Natural Systems**. The roadmap includes goals, strategies, and actions for each of the five focus areas. An associated implementation plan was also developed which outlines implementation and completion years for each strategy and a calculated priority score based on potential for emission reductions and cost of implementation.

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- FIGURE 10** Five-Point framework categories
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ACRONYMS

ABAU	Adjusted Business-As-Usual	kW	kilowatt
BAU	Business-As-Usual	kWh	kilowatt hour
CAFE	Corporate Average Fuel Economy	L1/2/3	Level 1, 2, or 3 charger
CH₄	Methane	MEAN	Municipal Energy Agency of Nebraska
CLEER	Clean Energy Economy for the Region	MT	metric ton
CO₂	Carbon dioxide	MT CO₂e	Metric Ton of Carbon Dioxide equivalent
CO₂e	Carbon dioxide equivalent	N	Nitrogen
ECAP	Energy & Climate Action Plan	N₂O	Nitrous oxide
eGRID	Emissions & Generation Resource Integrated Database	PFCs	Perfluorocarbons
EPA	Environmental Protection Agency	RFTA	Roaring Fork Transportation Authority
EV	Electric Vehicle	RMPA	Rocky Mountain Power Area
GHG	Greenhouse Gas	SBT	Science Based Target
GWP	Global Warming Potential	SF₆	Sulfur hexafluoride
HOA	Homeowner association	VMT	Vehicle Miles Traveled
ICE	Internal combustion engine	WECC	Western Electricity Coordinating Council
ICLEI	International Council for Local Environmental Initiatives	W/WW	Water and Wastewater



ACKNOWLEDGEMENTS

CITY OF GLENWOOD SPRINGS LEADERSHIP

Ingrid Wussow, Mayor
Marco Dehm, Mayor Pro Tem
Jonathan Godes, City Council Member
Shelley Kaup, City Council Member
Sumner Schachter, City Council Member
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Jim Hardcastle, Long Range Principal Planner

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Christina Matzl, Clean Energy Program Associate

GRATITUDE to the City staff and individuals in the City of Glenwood Springs who participated in our focus groups and workshops. We also extend our deep appreciation to all City staff for completing our ECAP survey, and to every individual who supplied data requests and offered their insights, expertise, and support in shaping this Energy and Climate Action Plan—**THANK YOU.**

INTRODUCTION





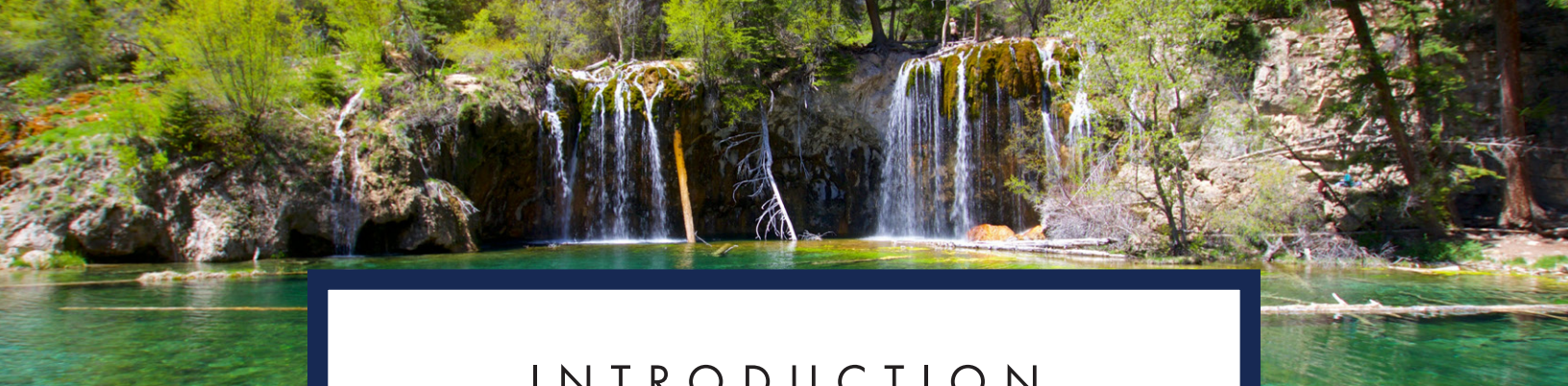
INTRODUCTION

BACKGROUND

The City of Glenwood Springs, Colorado, is a vibrant and forward-thinking community. Home for 10,264 residents and tourism destination for nearly 1.3 million others, the City is nestled at the mouth of western Colorado's Glenwood Canyon. It sits at the confluence of the Roaring Fork and Colorado rivers, which are popular for rafting, fishing, and boating. It boasts captivating mountain views and pristine natural landscapes. There are two hot springs resorts in town, a mountain-top theme park, and multiple ski resorts nearby.

The City has a long-standing commitment to climate action and resource conservation. Its first Climate Action Plan was developed in 2009, and the City has taken meaningful steps to reduce its greenhouse gas emissions since that time. As a key member of the Garfield Clean Energy Collaborative, the City has played an important role in improving energy efficiency for residential and commercial buildings, expanding renewable energy as part of the electricity supply, and promoting clean transportation practices. A variety of commissions and boards also foster the City's progress on environmental topics, including the River Commission, Parks and Recreation Commission, and Transportation Commission.

In 2022, City staff and engaged citizens determined that it was timely and valuable to create a new Energy and Climate Action Plan (ECAP) to further progress on its climate and environmental goals. One of the overarching goals identified in the 2023 Comprehensive Plan Update is for Glenwood Springs to "advance climate and resiliency goals as a core community value". Climate and resiliency planning is of critical importance as a changing climate will have profound impacts on our community, the environment, public safety, the economy, quality of life, and the infrastructure of Glenwood Springs. Recognizing that significant energy savings and emissions reductions could be achieved through changes to municipal operations, City leaders decided to focus primarily on programs and projects that are within their purview.



INTRODUCTION

OUR PROGRESS

Because Glenwood Springs owns a municipal electric utility, it can choose its sources for electricity and offer programs to the community to reduce energy use. It has offered energy efficiency and renewable energy rebates to residents and businesses since 2012, including for both income-qualified and non-income-qualified residents. Customers can also receive rebates for residential EV charging as well as e-bikes. In 2019, the City procured 100% renewable energy through its contract with the Municipal Energy Agency of Nebraska (MEAN), becoming one of only two utilities in Colorado to achieve this goal. In 2023, the City began offering rebates for water efficiency as well.

Through these programs and in longstanding partnership with Garfield Clean Energy and Clean Energy Economy for the Region (CLEER), the City has implemented about 1,050 energy savings measures in 529 households and 165 businesses, saving residents an estimated \$633,768 on their utility bills since 2014. The City has also actively participated in energy tracking of its own facilities, and made improvements to efficiency when issues are identified.



**"THE CITY HAS
IMPLEMENTED
ABOUT 1,050
ENERGY SAVINGS
MEASURES..."**



INTRODUCTION

ECAP DEVELOPMENT PROCESS

The 2024 Glenwood Springs ECAP is a culmination of work completed by the ECAP Operations Team, Steering Committee, and consulting teams between September 2023 and August 2024. The City hired Blue Strike Environmental and expanded its existing contract with CLEER to serve as consultants for the ECAP update. The process began with an online survey of City staff that generated 21 responses, followed by five focus groups attended by 31 staff and community members. Each of the focus groups was oriented around one of the five framework categories. Individuals from several City departments, including Administration, Community Development, Public Works, and Parks & Recreation, as well as members of several local organizations such as the Middle Colorado Watershed Council and Wright Water Engineers.

Meanwhile, Blue Strike and CLEER collected data to conduct a comprehensive municipal GHG inventory that would later inform the strategy development process for the ECAP. Once the Operations Team had established a GHG emission reduction target, Blue Strike presented the first draft of goals, strategies, and actions to complement the ambitious target. This roadmap went through a vigorous review process incorporating the City Council and subject experts from the City, CLEER, and Blue Strike. A final ECAP document was drafted and reviewed by the Operations Team and Steering Committee, and presented to the Glenwood Springs City Council on August 15, 2024.



**"THIS ROADMAP WENT
THROUGH A VIGOROUS
REVIEW PROCESS"**

2024

MUNICIPAL GREENHOUSE GAS INVENTORY





MUNICIPAL GREENHOUSE GAS INVENTORY

The Municipal Greenhouse Gas Inventory for the City of Glenwood Springs provides an assessment of greenhouse gas (GHG) emissions from municipal activities in 2022. This inventory identifies primary emission sources, evaluating both direct emissions from activities like natural gas combustion and indirect emissions from purchased electricity. This inventory gathered data from primary sources within the City of Glenwood Springs, and used emission factors from the EPA, US Local Government Operations Protocol and others gathered directly from the City.

The inventory was conducted using the ICLEI ClearPath tool and follows the US Local Government Operation Protocols for Greenhouse Gas Accounting. This methodology ensures accurate emission measurements, aiding Glenwood Springs in making informed decisions to reduce its emissions. The GHG inventory covers emissions from various sectors, including buildings & facilities, street lights & traffic signals, vehicle fleet, employee commute, solid waste facilities, water & wastewater treatment facilities, and process & fugitive emissions.¹ Calculates are made using municipal usage data **(Figure 1)** and emissions factors provided by the EPA.

¹ **Fugitive emissions** refer to the unintentional release of greenhouse gasses (GHGs) into the atmosphere primarily during the transportation and distribution of natural gas and other industrial activities. More information regarding fugitive emissions can be found in Appendix A.

MUNICIPAL GREENHOUSE GAS INVENTORY

FIGURE 1: MUNICIPAL USAGE DATA FOR 2022

SECTOR	SOURCE	USAGE	UNIT
Buildings and Facilities	Natural Gas Combustion	200,423	Therms
	Electricity Consumption	2,559,101	kWh
Streetlights and Traffic Signals	Electricity Consumption	106,735	kWh
Vehicle Fleet	Off Road Gasoline	2,665	Gallons
	Off Road Diesel	42,667	Gallons
	Gasoline Consumption	54,951	Gallons
	Diesel Consumption	26,176	Gallons
Employee Commute	Annual VMT	1,560,000	Miles
Solid Waste Facilities	Composting Facilities	6,555	Tons
	Electricity Consumption	54,194	kWh
	Methane Emissions	1,066	Metric Tons CH ₄
Water and Wastewater Treatment Facilities	Wastewater Electricity Consumption	1,304,894	kWh
	Daily Nitrogen	20	Kg N/day
	Potable Water Electricity Consumption	417,765	kWh
Processes and Fugitive Emissions	Natural Gas Distribution	0.02	Leakage



MUNICIPAL GREENHOUSE GAS INVENTORY

In 2022, Glenwood Springs' municipal operations emitted a total of 33,702 metric tons of carbon dioxide equivalent (MT CO₂e).² The sector breakdown is as follows:

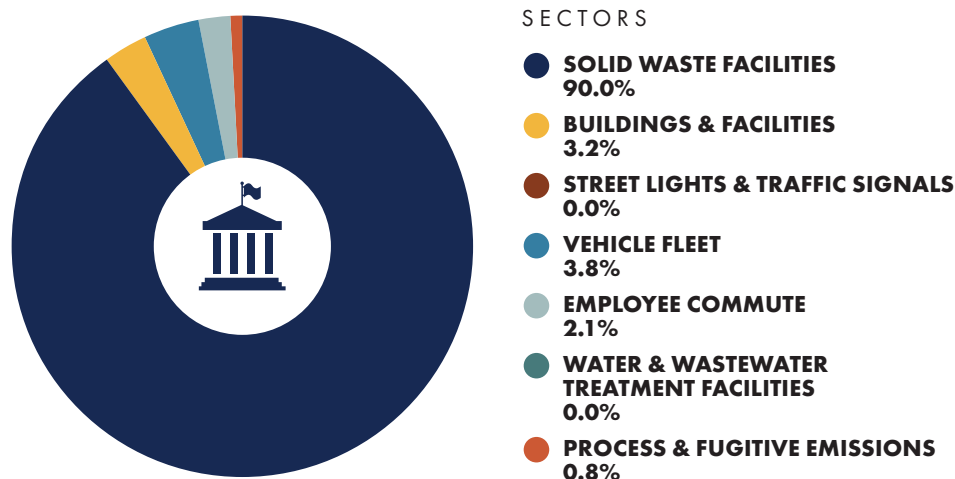
FIGURE 1: MUNICIPAL USAGE DATA FOR 2022

SECTOR	METRIC TONS OF CO ₂ e	% OF TOTAL EMISSIONS
Vehicle Fleet	1,291	3.83%
Buildings & Facilities	1,065	3.16%
Employee Commute	726	2.15%
Process & Fugitive Emissions	272	0.81%
Water & Wastewater Treatment Facilities	15	0.04%
Street Lights & Traffic Signals	0	0%
SUBTOTAL	3,369	9.99%
Solid Waste Facility	30,333	90%
TOTAL	33,702	99.99%

² CO₂e, or carbon dioxide equivalent, is a metric used to compare the emissions of various greenhouse gasses based on their global warming potential (GWP), expressed in terms of the amount of CO₂ that would have the same warming effect over a specific period. More information can be found in Appendix A.

MUNICIPAL GREENHOUSE GAS INVENTORY

FIGURE 3: COMPARISON OF CITY MUNICIPAL EMISSIONS



The City's Solid Waste Facility,³ due to methane emissions from the South Canyon Landfill, is the most significant emission source. Methane's global warming potential is 28 times greater than that of carbon dioxide, which accounts for the significant influence of emissions that occur at the municipal landfill.

Because methane emissions from solid waste at the South Canyon Landfill account for such a large percentage of overall emissions from City operations, and because an intensive methane study of the landfill is to be completed in 2026, the ECAP planning team opted to separate solid waste emissions from the remainder of emissions from city operations. This provides a clearer look at other city operations.

Figures 4 and 5 show the emission breakdown excluding emissions from mixed solid waste at the municipal landfill. While Figures 4 and 5 exclude methane emissions from solid waste, emissions from other sources still occur at the facility. These are attributed to heavy equipment used for all solid waste and recycling operations and electricity use.

³ Solid Waste Facilities is a scope 1 category as defined by the U.S. Greenhouse Gas Protocol. In the case of Glenwood Springs, the South Canyon Landfill is the only solid waste facility under operational control of the City.

MUNICIPAL GREENHOUSE GAS INVENTORY

FIGURE 4: CITY MUNICIPAL EMISSIONS EXCLUDING LANDFILLED WASTE METHANE EMISSIONS BY MTCO₂e

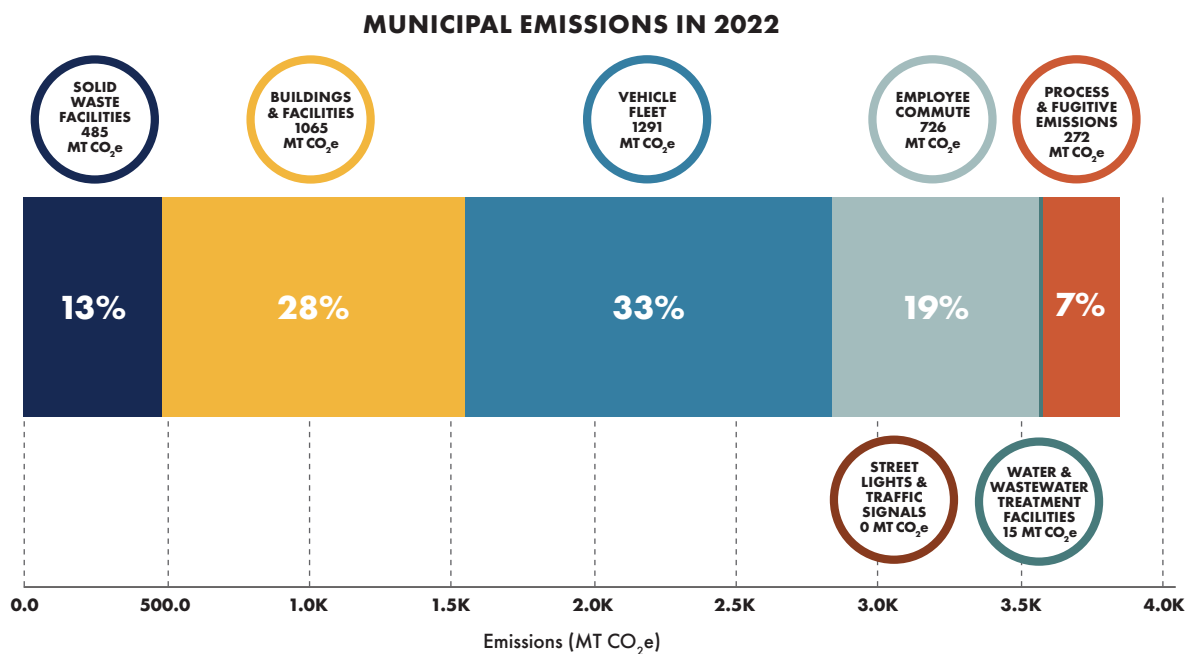
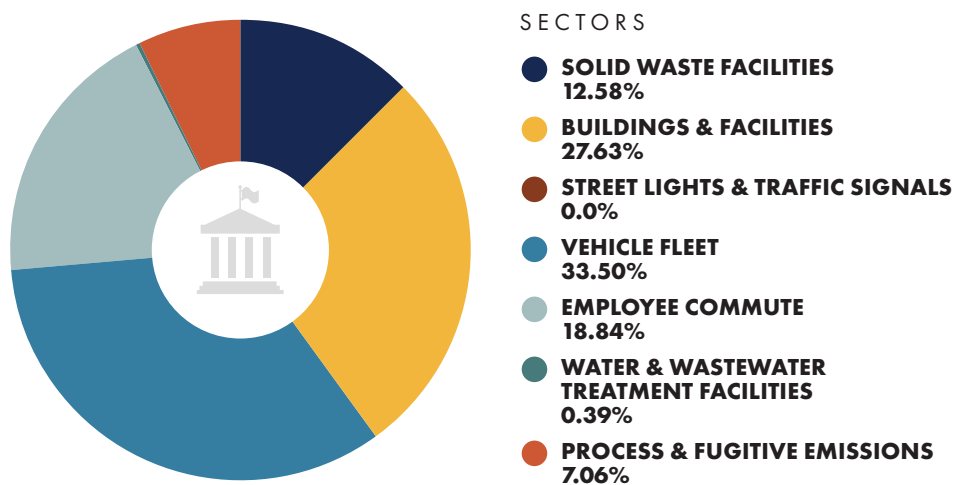


FIGURE 5: CITY MUNICIPAL EMISSIONS EXCLUDING LANDFILLED WASTE METHANE EMISSIONS BY PERCENTAGE



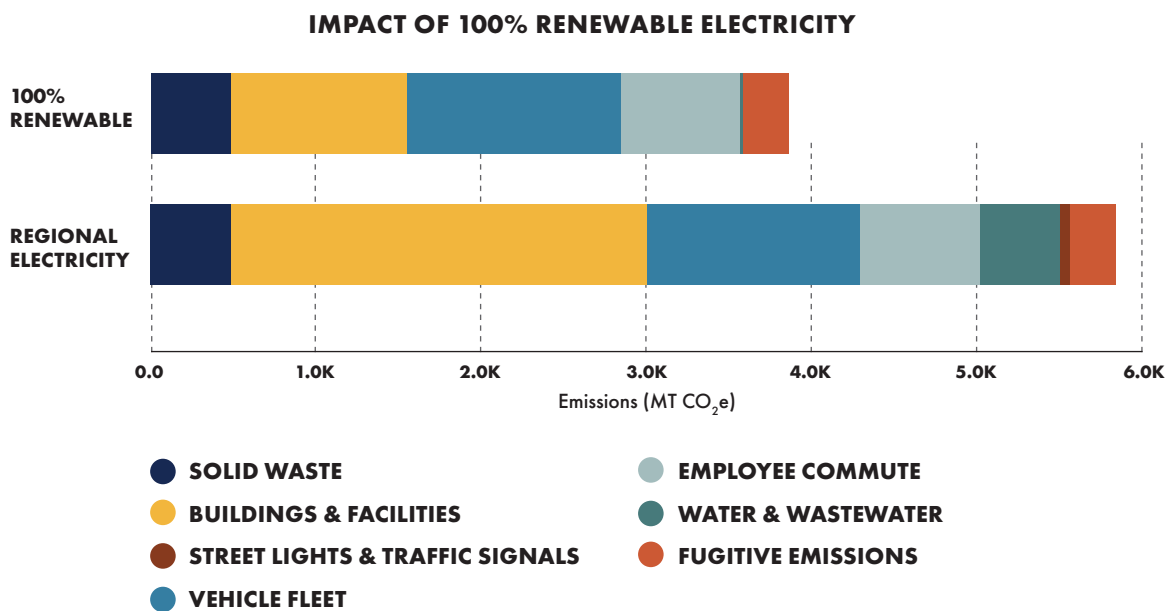


MUNICIPAL GREENHOUSE GAS INVENTORY

RENEWABLE ENERGY

Renewable energy plays a major role in keeping the emissions for Glenwood Springs to a minimum. Since 2019, the City of Glenwood Springs has procured 100% renewable energy primarily from wind power. The City purchases its wholesale electricity from the Municipal Energy Agency of Nebraska (MEAN). This renewable energy contract saved 2,100 MT CO₂e in 2022, as compared to a regional emission factor for electricity in the WECC Rockies area (RMPA).⁴ Figure 6 compares the City's emissions with and without this 100% renewable energy procurement contract.

FIGURE 6: TOTAL EMISSIONS COMPARISON BETWEEN 100% RENEWABLE ENERGY PROCUREMENT TO REGIONAL RMPA ELECTRICITY EMISSION FACTOR.



⁴ More information on the EPA egrid subregions can be found in the EPA's [technical methodology](#).



MUNICIPAL GREENHOUSE GAS INVENTORY

GREENHOUSE GAS PROJECTIONS

As Glenwood Springs looks to the future, understanding its potential trajectory in municipal greenhouse gas emissions is crucial for informed decision-making and sustainable development. Two key forecasts have been developed to guide the city's planning: the Business-As-Usual (BAU) forecast and the Adjusted Business-As-Usual (ABAU) forecast.⁵ The BAU forecast offers a projection based on the assumption that no additional measures are taken to reduce greenhouse gas emissions, relying on existing policies, economic trends, and demographic patterns, primarily focusing on a 0.363% annual population growth observed from 2010 to 2020. In contrast, the ABAU forecast accounts for specific measures such as the Corporate Average Fuel Economy (CAFE) standards, projected to decrease vehicle emissions by 1.8% annually, and the city's 100% renewable energy purchasing policy. By excluding emissions from landfilled solid waste, these forecasts provide a more nuanced view of potential emission reductions in the other sectors of city operations between 2022 and 2050. Together, these forecasts provide a detailed understanding of the future of the Municipal Operations emissions and inform the strategies on where the most significant actions need to take place.

⁵ The Business-as-Usual (BAU) forecast and methodology details can be found in Appendix A.

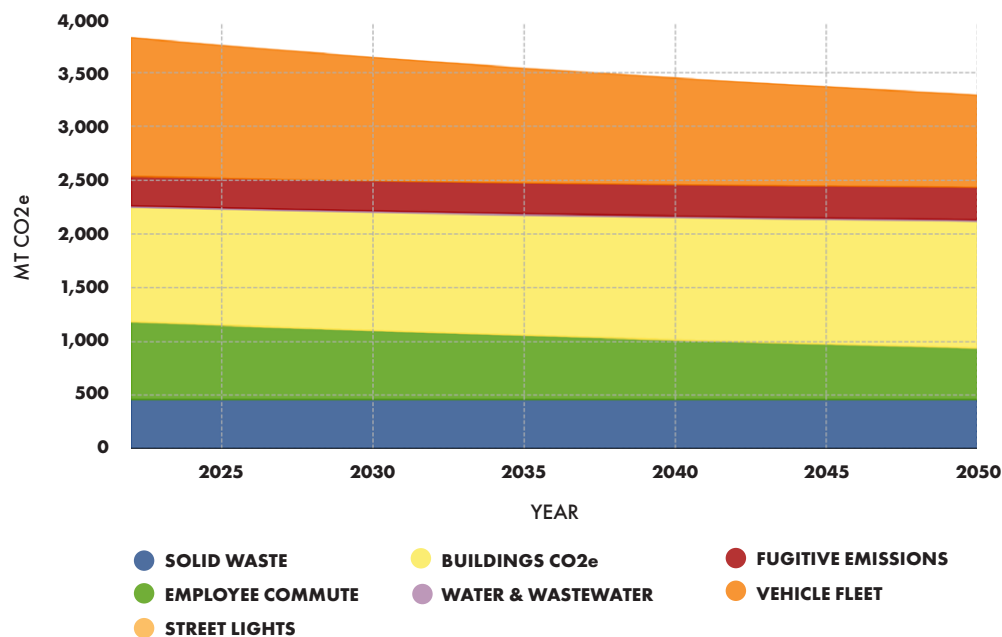
MUNICIPAL GREENHOUSE GAS INVENTORY

ADJUSTED BUSINESS-AS-USUAL

An Adjusted Business-as-Usual (ABAU) forecast attempts to identify the most likely pattern of emissions change that occur outside of the City's control, such as electricity grid shift, EV adoption percentages, and internal combustion engine (ICE) vehicle emission standards. This specific emission forecast accounted exclusively for the reduction in emissions from vehicle standards, as many other typical factors do not apply to the municipal operations of Glenwood Springs. The updating of the Corporate Average Fuel Economy standards is estimated to reduce transportation emissions by approximately 1.8% per year according to the ICLEI ClearPath tool. Other cities see a more substantial decrease in ABAU emissions due to the projected shift of grid electricity to include more renewable energy, where the City of Glenwood Springs has already incorporated a 100% renewable energy purchasing policy into government and community operations.

FIGURE 7: CITY ADJUSTED BUSINESS-AS-USUAL (ABAU) FORECAST (2022-2050)
EXCLUDING LANDFILLED WASTE EMISSIONS

ABAU FORECAST FOR GLENWOOD SPRINGS EXCLUDING LANDFILL EMISSIONS



2024

GREENHOUSE GAS REDUCTION TARGET





GREENHOUSE GAS REDUCTION TARGET

The City of Glenwood Springs has committed to ambitious Science Based Targets (SBTs) for reducing greenhouse gas emissions, aligning with global and statewide efforts to mitigate climate change. These targets aim to reduce municipal emissions by 60% by 2035 compared to a 2022 baseline and achieve net-zero municipal emissions by 2050, in accordance with the latest scientific guidelines and the objectives of the Paris Agreement to limit global warming to 1.5°C above pre-industrial levels. The state of Colorado in its 2022 Pollution Roadmap has committed to ambitious emission reduction targets, shown in comparison to Glenwood Springs’ targets in Figure 8.⁶ The City of Glenwood Springs municipal operations would be aligned with the reductions at the state level, although targets have not yet been set for community-wide emissions.

FIGURE 8: COMPARISON OF STATE OF COLORADO AND GLENWOOD SPRINGS EMISSIONS REDUCTION TARGETS

TARGET YEAR	COLORADO EMISSIONS REDUCTION TARGETS	GLENWOOD SPRINGS EMISSIONS REDUCTION TARGETS
2035	65% reduction from 2005	60% reduction from 2022
2040	75% reduction from 2005	-
2045	90% reduction from 2005	-
2055	100% reduction	Net-zero municipal emissions

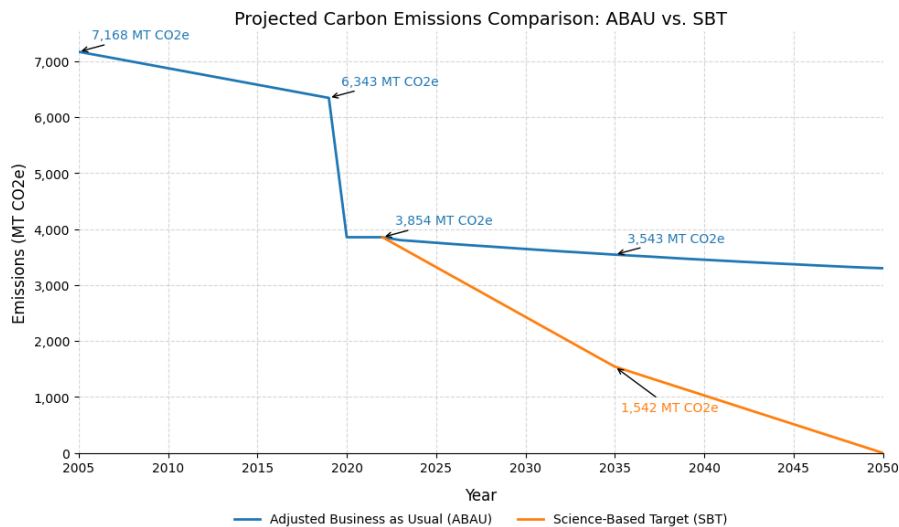
⁶ More information can be found on the State of Colorado’s Pollution Roadmap 2.0 [website](#).

GREENHOUSE GAS REDUCTION TARGET

By adopting these science based targets for municipal operations, Glenwood Springs ensures that its climate action plan is both measurable and actionable, paving the way for significant emission reductions. This commitment not only supports immediate climate action but also facilitates long-term sustainability, with a goal of achieving net-zero municipal emissions by 2050. It is important to note that these targets exclude emissions from the municipal landfill. Specific targets for the landfill are to be determined after a comprehensive methane study is completed in 2026. This approach underscores the city's dedication to environmental stewardship and its proactive role in addressing the global climate crisis, while being pragmatic in the feasibility of reducing emissions for the municipal landfill that serves the surrounding region.

Below is an image depicting the emissions target for Glenwood Springs from 2005 to 2050. The image illustrates two scenarios: the Adjusted Business as Usual (ABAU) forecast and the Science Based Targets from 2024 to 2050, as compared to a 2022 baseline. The sharp 39% drop in emissions that occurred in 2019 is due to the city shifting its wholesale electricity contract to 100% renewable energy.

FIGURE 9: ESTIMATED 2005-2050 EMISSION FORECAST COMPARISON BETWEEN THE ADJUSTED BUSINESS-AS-USUAL (ABAU) AND A SCIENCE BASED TARGET (SBT) WHILE EXCLUDING THE EMISSIONS FROM THE LANDFILL



STRATEGIC ROADMAP FOR EMISSIONS REDUCTION



STRATEGIC ROADMAP FOR EMISSIONS REDUCTION

Throughout the ECAP planning process, the City has developed a comprehensive strategy list to significantly reduce municipal greenhouse gas emissions by 2050. This strategic roadmap outlines a series of targeted goals, strategies, and action steps across multiple categories, as outlined in Figure 10. Each category-specific strategic plan is designed to enhance sustainability, reduce greenhouse gas emissions, and increase overall efficiency.

FIGURE 10: FIVE-POINT FRAMEWORK CATEGORIES

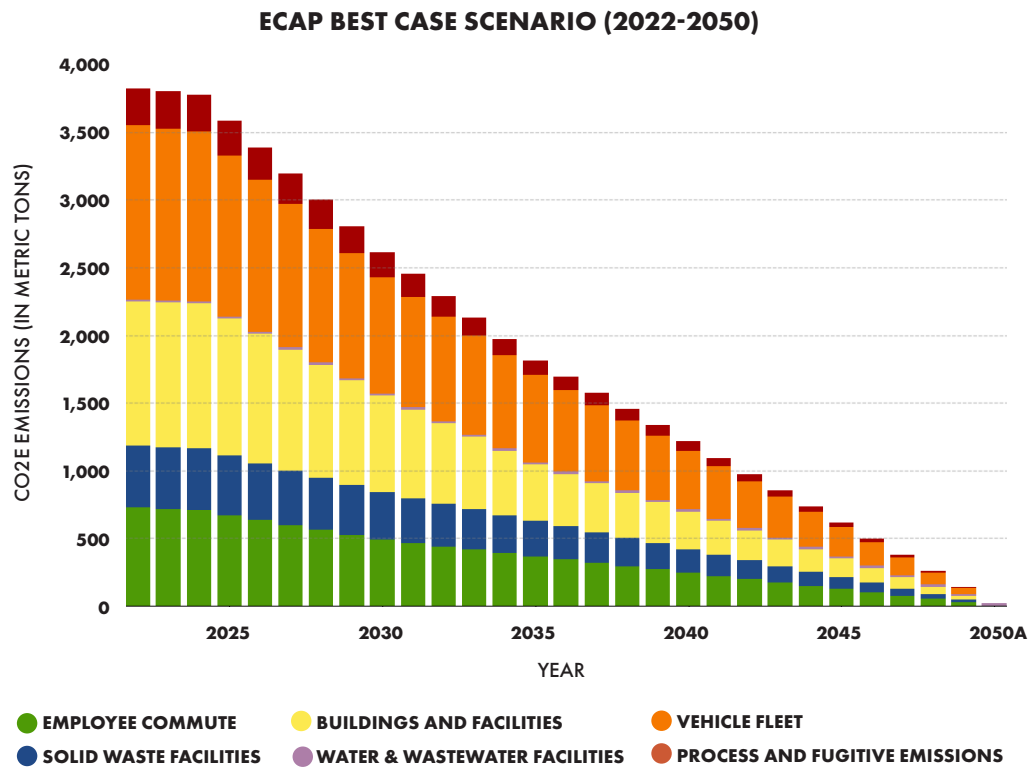
CATEGORY	TOPICS ADDRESSED
ENERGY 	Onsite renewable energy, peak shaving, electricity demand management
BUILDINGS 	Energy efficiency, electrification, adjustment of Building and Planning Municipal Codes
TRANSPORTATION 	Fleet electrification, charging stations, employee commute, public transportation
WASTE MANAGEMENT 	Landfill emissions from stored and incoming waste, overall waste reduction
PARKS & NATURAL SYSTEMS 	Irrigation/water use, tools and equipment, green space, landscaping

STRATEGIC ROADMAP FOR EMISSIONS REDUCTION

Figure 11 illustrates the projected emission reductions achievable through the successful implementation of these strategies, underscoring the City's commitment to a sustainable and resilient future. This figure depicts the potential outcomes in a "best case scenario" for the City of Glenwood Springs' municipal operations emissions through 2050. As the City has not set a target for reducing landfilled mixed solid waste methane emissions, those have not been included in the model.

With an average annual emission reduction of approximately 1,756 MT CO₂e, the total emissions reduction between 2025 and 2050 is projected to be 49,146 MT CO₂e.

FIGURE 11: BEST CASE SCENARIO FOR ECAP





STRATEGIC ROADMAP FOR EMISSIONS REDUCTION

ECAP UPDATES AND REVIEWS

The following goal, strategy and action steps address the future of the ECAP, in order to maximize its effectiveness over time. Regular reviews of the ECAP compared to actual progress, by conducting data updates and tracking implementation, will impact each of the framework categories and their associated goals, strategies, and actions steps.

GOAL U1. MAKE THE GLENWOOD SPRINGS ECAP A LIVING DOCUMENT BY CONDUCTING UPDATES AT A MINIMUM OF EVERY TWO YEARS. EVALUATE PROGRESS AGAINST THE 2024 ECAP.

STRATEGY

CU 1.1

Use the results of each periodic update to measure success against the 2024 ECAP.

ACTION

U 1.1.1 Conduct annual updates to the GHG inventory in ICLEI to be completed by June 15th, starting in 2025 for the calendar year 2024.

U 1.1.2 Maintain the existing annual municipal energy and carbon inventory system with automated data collection and monthly updating, to provide data for timely and effective energy management decisions.

U 1.1.3 Conduct annual reviews of the ECAP implementation plan and update status of each action item.

ENERGY



In 2019, the City of Glenwood Springs became the seventh city in the United States and second in Colorado to use 100% renewable energy. This transition eliminated the community's emissions coming from electricity, although there are still many opportunities for economic and efficiency gains in municipal energy use. The City continues to look for opportunities to improve its energy procurement strategy by sourcing energy locally, utilizing solar energy potentials, and managing the community's peak demands for electricity. The City continues to analyze and monitor the newest technologies and consider their viability for the Glenwood Springs community and municipal operations.

GOAL E1. INCREASE RENEWABLE ENERGY PRODUCTION FOR THE CITY.

STRATEGY

E 1.1

Install 10 MW solar capacity by 2030 and at least an additional 5 MW by 2040.

ACTION

E 1.1.1 Identify land, rooftops, parking lots, etc. to install solar.

E 1.1.2 Install rooftop PV solar and storage systems on qualified City facilities including parking areas, and municipal rooftops.

E 1.1.3 Install community scale solar that meets the requirements of MEAN and satisfies the City's needs.

E 1.1.4 Incentivize owners of privately-owned industrial facilities and commercial properties to install rooftop solar and storage where feasible.

E 1.1.5 Require pre-wiring for solar capability in all new self-storage unit developments.

E 1.1.6 Work with CLEER to incentivize the City's home owners and multifamily owners to install rooftop solar and storage where feasible.

E 1.1.7 Forecast increased electricity consumption over time to better estimate solar capacity needs.

E 1.1.8 Budget funds to cover investment costs for purchase and installation of solar generation capacity.



ENERGY

GOAL E2. REDUCE CITY'S PEAK DEMAND BY 10% BY 2030 TO ACHIEVE PEAK SHAVING AND ELECTRICITY COST SAVINGS.

STRATEGY

E 2.1 Implement a minimum of 16 MWh battery storage capacity for peak shaving by 2030.

ACTION

E 2.1.1 Conduct a survey to determine optimal locations for battery storage and install storage at city facilities by 2030.

E 2.1.2 Coordinate with MEAN to introduce utility-scale battery storage systems.

E 2.1.3 Budget funds to cover investment costs for purchase and installation of battery storage.

STRATEGY

E 2.2 Implement a Distributed Energy Resources (DER) program to reduce peak demand.

ACTION

E 2.2.1 Implement energy management and energy storage systems at municipal locations to charge during low-use and release energy during peak demand hours.

E 2.2.2 Charge EV bus fleet (RFTA or Ride Glenwood) during off-peak hours.

GOAL E3. CONTINUE ENERGY CONSERVATION AND ENERGY EFFICIENCY EFFORTS AMONG ELECTRIC CUSTOMERS.

STRATEGY

E 3.1 Work across customer sectors to promote conservation (to use less) and efficiency (to use wisely).

ACTION

E 3.1.1 Continue to provide annual funding for rebates to Glenwood Springs Electric customers to incentivize desired energy efficiency upgrades. Work with CLEER to further publicize rebate opportunities. Expand Spanish-language outreach and outreach to lower income households.

E 3.1.2 Implement demand charge into electricity fees by 2026.

E 3.1.3 Emphasize enforcement of building codes to ensure energy efficiency and resource efficiency practices.

BUILDINGS



The City of Glenwood Springs is working to prioritize the efficiency of its buildings to improve both operations and financial performance. This approach addresses the energy efficiency of City-owned buildings in the form of natural gas and electricity, and offers opportunities for the City to encourage city-wide adoption of energy efficient practices. Many factors contribute to the feasibility of energy efficiency projects including the age of the building, construction materials and design, location in relation to existing infrastructure, and the primary use of the building. These factors have been considered and will remain topics of discussion as the implementation of these action steps are carried out.

These strategies also address growth of energy efficiency rebate programs available for residential and commercial buildings served by the municipal utility as well as energy code requirements to improve efficiency.

GOAL B1. DECREASE NATURAL GAS USE AT MUNICIPAL BUILDINGS.

STRATEGY

B 1.1

Assess heating equipment to maintain maximum efficiency of existing NG units and prepare for full replacement as costs for new technology declines for electrification, heat pumps, and ground-source geothermal.

ACTION

B 1.1.1 Carry out regular maintenance of natural gas building equipment and track preventative maintenance and upgrades on a master schedule.

B 1.1.2 Conduct a cost-benefit analysis for natural gas or electric equipment replacement as equipment approaches end of useful life and prioritize electrification.

B 1.1.3 Conduct a feasibility study for developing a geothermal energy district that would support energy reductions within City Hall, and consider partnership with the County for their buildings to offset the costs. A geo-district could have the potential to expand to residential areas with less infrastructure requirements and result in greater efficiency (reference Colorado Mesa University's Geo-Grid geo-exchange system).



BUILDINGS

GOAL B2. INCREASE ENERGY EFFICIENCY IN MUNICIPAL BUILDINGS BY 12% BY 2030 AND 25% BY 2050. THIS ALIGNS WITH THE GCE ENERGY ACTION PLAN.

STRATEGY

B 2.1

Continue upgrading lighting, heating, cooling, and water heating infrastructure in municipal facilities.

ACTION

B 2.1.1 Upgrade lighting, furnaces, coolers, and space/water heaters to higher efficiency models in municipal buildings by 2035.

STRATEGY

B 2.2

Actively monitor building energy use through the advanced energy management (AEM) program provided through GCE membership.

ACTION

B 2.2.1 Create an action plan with CLEER to actively monitor untracked buildings with 15-minute interval data. Note that CLEER is already tracking City Hall, Community Center, and Water Treatment Plant.

B 2.2.2 Perform thorough after-hours building walkthroughs to determine if buildings are fully shut down, to determine a best practice baseline. Utilize CLEER's platinum level service, called "AEM Shutdown with ENERGY STAR."

B 2.2.3 Develop an energy-conservation culture program for staff, to encourage energy saving. Consider incentives as feasible.

B 2.2.4 Provide staff training on energy efficiency best practices, specialized for each City department.



BUILDINGS

GOAL B3. SUPPORT ENERGY EFFICIENCY CITY-WIDE FOR NEW DEVELOPMENT AND EXISTING BUILT ENVIRONMENT.

STRATEGY

B 3.1

Regularly update programs that support equitable customer adoption of energy efficiency, beneficial electrification, and battery storage for peak shaving when feasible.

ACTION

B 3.1.1 Encourage more energy-efficiency projects by annually evaluating specific programs, their cost, and funding opportunities.

B 3.1.2 Ensure that low-income residents, seniors, renters, and mobile home residents have access to energy efficiency programs, like ReEnergize. Include Spanish-language information and outreach.

B 3.1.3 Review IECC Development Code to ensure proactive requirements that foster energy saving technologies, such as solar arrays, battery storage, heating districts, building and roof color. Ensure that staff are trained in IECC standards and management is dedicated to enforcing the IECC standards.

B 3.1.4 Provide on-bill financing for carbon reducing, higher cost initiatives such as air source heat pumps or geothermal/ground source heat pumps. Work with CLEER on program design.

WASTE MANAGEMENT



The South Canyon Landfill provides a critical service for the residents of Glenwood Springs and many other surrounding communities. Landfill emissions are associated with two categories: emissions from incoming waste (including haulers and equipment emissions) and legacy emissions created by the pre-existing layers of waste in the landfill. Since the landfill is under the operational control of the City, despite serving other communities in the region, the landfill's significant emissions are accounted for in the City's greenhouse gas inventory. The emission reduction target for the City currently excludes emissions associated with the South Canyon Landfill. Given the challenges that will come with addressing these emissions and the fact that a landfill expansion is being anticipated, this data was excluded from the City's target. The City will set a specific emission reduction target for the South Canyon Landfill after a methane emission study in 2026.

The City has identified the following goals and strategies as top priorities to address this significant source of City emissions. In addition to the following, the City will comply with all current state and federal regulations regarding landfill management and emissions including any subsequent updates to those requirements.



WASTE MANAGEMENT

GOAL WM.1 REDUCE EMISSIONS ASSOCIATED WITH SOLID WASTE AND THE SOUTH CANYON LANDFILL. SET A SPECIFIC AND TIMEBOUND TARGET BY THE END OF Q1 2026 USING DATA AND RESOURCES EXPECTED BY THE END OF 2024. (SEE COLORADO POLLUTION REDUCTION ROADMAP FOR TIMELINE.)

STRATEGY

WM 1.1

Reduce emissions associated with maintaining the South Canyon Landfill, and from haul trucks servicing the City.

ACTION

WM 1.1.1 Continue to follow State requirements for emissions monitoring/reporting and implement methane capture if deemed necessary and viable by CDPHE.

WM 1.1.2 Explore new technology to transition heavy machinery to machines with lower emissions including electric equipment. Investigate funds available through Colorado's Diesel Emissions Reduction Act. Consider opportunities to run machinery less or make processes more efficient. Consider the implication of increased electricity demands on existing infrastructure at the landfill.

WM 1.1.3 Require City-contracted waste hauler(s) to upgrade haul trucks to CNG fueling, and make CNG fueling accessible. Designate specific and time bound targets for this transition. Consider applying this to non-contracted haulers as well.



WASTE MANAGEMENT

STRATEGY

WM 1.2

[Increase diversion rates by 35% by 2026 and 45% by 2036, against a 2021 baseline, matching state goals.](#)

ACTION

WM 1.2.1 Make food waste diversion mandatory for restaurant. Implement the regulation in phases and consider partnerships with private haulers.

WM 1.2.2 Enact a ban on organics (paper, cardboard, wood, yard waste, food, etc) in the landfill in 2025.

WM 1.2.3 Make recycling mandatory for commercial properties including apartment complexes. Note that this is currently in-progress and can be completed in 2024 by City Council. Consider further landfill bans on recyclable materials such as glass.

WM 1.2.4 Require on-site aggregate recycling for commercial and industrial construction and roadwork projects.

WM 1.2.5 Complete Waste Composition Study by 2026. Note that this is currently in-progress.

WM 1.2.6 Educate the public on recycling by reporting on recycling rates and where recycled materials end up. Post this information to existing web pages and consider engagement avenues such as a dashboard.

WM 1.2.7 Evaluate and monitor the Pay as You Throw program - year over year diversion rates and total waste yields. Publicize the success and impacts of the program in terms of money saved, waste avoided, and/or emissions avoided.

STRATEGY

WM 1.3

Promote overall waste reduction.

ACTION

WM 1.3.1 Consider bans on the retail sale and commercial use of select single-use plastics and styrofoam including plastic drinking straws, utensils, bottled water/drinks, and cups. Model this after the statewide bans on styrofoam food containers and plastic grocery bags.

WM 1.3.2 Provide public recognition for local shops that repair and reuse items. Consider providing incentives and rebates when feasible.



WASTE MANAGEMENT

STRATEGY

WM 1.4

Reduce waste associated with City facilities and functions hosted at City facilities.

ACTION

WM 1.4.1 Phase out single use plastics and/or non-compostables within City facilities.

WM 1.4.2 Install water refill station(s) to replace water bottle vending machines.

WM 1.4.3 Require City sponsored events to be "single-use plastic free" (i.e. plastic utensils, cups, bottles, etc. will not be permitted). Provide support in funding, coordinating, and enforcing these efforts.

WM 1.4.4 Provide adequate composting and recycling bins within City facilities and at other heavily used public access locations such as City parks and downtown. Ensure signage about proper disposal of waste is clear and available in English and Spanish. Consider a partnership with Evergreen Zero Waste to accomplish this.

WM 1.4.5 Encourage functions hosted at City facilities to eliminate single-use and/or non-compostable items. Incorporate this policy into facility reservation request forms.



DISPOSAL OF INFRASTRUCTURE AND EQUIPMENT

Following guidelines and regulations set by the State of Colorado, the City will inevitably encounter additional costs and scope 3 emissions associated with the disposal of outdated equipment and infrastructure. Examples of such waste include but are not limited to solar panels, batteries and gasoline- and diesel-powered tools, off-road equipment, and vehicles. The City will take care to minimize the impacts of this disposal by leveraging local resources for recycling and repurposing used materials. It is recommended that the City leverage Colorado-based solar and battery recycling organizations as needed and discard gasoline- and diesel-powered equipment as scrap metal.



TRANSPORTATION



The City is committed to improving Glenwood Springs' transportation network into a more sustainable and efficient system. By prioritizing the continued growth of sustainable public transit options, the expansion of infrastructure for active transportation for City employees such as biking and walking, and promoting the adoption of electric and low-emission City vehicles and its charging infrastructure, we aim to reduce greenhouse gas emissions produced by municipal transit. It is acknowledged that the technology needed to reliably electrify certain vehicles (such as emergency response vehicles) is not yet fully developed and it is recommended that the City defer the replacement of these vehicles until the market is better understood.

The Roaring Fork Transportation Authority (RFTA) is a key partner in achieving transit-related goals. RFTA provides intercity bus services to the community through the Ride Glenwood program, as well as regional bus services from Rifle to Aspen. They also maintain the Rio Grande Trail that runs through town.



TRANSPORTATION

GOAL T1. REDUCE EMPLOYEE COMMUTE EMISSIONS BY 25% BY 2030 AND 100% BY 2050.

STRATEGY

T 1.1

Create and incentivize opportunities for employees to use alternative transportation to and from City facilities.

ACTION

T 1.1.1 Install new and covered bike racks at City facilities.

T 1.1.2 Advertise and expand e-bike rebate and incentive programs for City employees to include those who live outside City limits.

T 1.1.3 Investigate options to install street lighting in high-traffic pedestrian and bike paths. Consider solar street lighting options modeled after projects completed in [Beaumont, CA](#), and [Los Angeles, CA](#).

T 1.1.4 Organize a carpooling program for City employees and offer incentives for those who participate. Provide education on the benefits of alternative transportation such as cost savings and health benefits.

T 1.1.5 Promote the existing vanpooling program; gauge interest for expansion. Consider additional incentives to promote increased participation.

T 1.1.6 Expand employee awareness of RFTA discounts for City employees.

T 1.1.7 Implement incentives and acknowledgement methods for employees who consistently ride transit, bike, walk, vanpool, or carpool to work. Incentives could include additional wellness benefits, extra vacation or PTO, gift certificates, or financial bonuses.



TRANSPORTATION

STRATEGY

T 1.2

Improve City infrastructure for electric vehicles, making adoption by City employees and the larger community more convenient.

ACTION

T 1.2.1 Install L2 charging stations at City facilities for employees, as well as at City Hall, Community Center, and City parks for residents, and L3 stations along the interstate.

T 1.2.2 Offer rebates from the City for businesses to install additional L2 charging infrastructure. The City can provide additional funding to recipients of the Charge Ahead Colorado grant, which currently requires a 20% match from the applicant. If the City were to provide funding that would reduce the match to 15% or 10%, that would be an incentive that could be used alongside the Property Tax Credit and the Alternative Fuel and Refueling tax credit. Model after programs in Eagle County and Aspen.

T 2.2.3 Secure new revenue to fund new EV infrastructure. Options include the Fleet-ZERO program (fleet), Charge Ahead Colorado, Consolidated Call for Capital Projects (public transit), and DERA funds (ending this year).

STRATEGY

T 1.3

Adopt policies to expand availability of EV charging while reducing impacts of L3 charging on the City electric grid.

ACTION

T 1.3.1 Create policies that require L2 charging in new multi-family residential and commercial buildings, in compliance with IECC EV Readiness codes.

T 1.3.2 Implement time-of-use pricing for all L3 EV charging on the City electric grid.



TRANSPORTATION

GOAL T2. REDUCE EMISSIONS FROM THE CITY VEHICLE FLEET AND RIDE GLENWOOD BUS FLEET BY 25% BY 2030 AND 100% BY 2050.

STRATEGY

T 2.1

Reduce emissions associated with the Ride Glenwood bus fleet and consider opportunities to utilize electric buses as energy storage.

ACTION

T 2.1.1 Perform Lifecycle Cost Analysis for the electrification of the Ride Glenwood for impacts on City infrastructure maintenance, impact of battery disposal, potential for battery re-use, mining, wear on roads, and electricity load.

T 2.1.2 Utilize services for non-customers from Xcel Energy to conduct a study for a cost benefit analysis of EV bus fleet for Ride Glenwood.

T 2.1.3 Develop a 5-8 year plan for phased electrification of the City fleet and Ride Glenwood buses that includes tracking emerging technologies.

T 2.1.4 Transition Ride Glenwood fleet to all electric by 2035. Support RFTA in the implementation of their [Climate Action Plan](#), including the electrification of the RFTA fleet.



TRANSPORTATION

STRATEGY

T 2.2

Reduce emissions associated with City fleet vehicles by 25% by 2030 and 100% by 2050 (parks & recreation, electric, water/wastewater, etc.). Consider electric police and fire vehicles based on availability.

ACTION

T 2.2.1 Evaluate the increased use of police officer bicycle and e-bike patrols.

T 2.2.2 Develop education materials and employ further enforcement of the City's vehicle idling policy.

T 2.2.3 Secure new revenue to fund new EV infrastructure. Options include the Fleet-ZERO program (fleet), Charge Ahead Colorado, Consolidated Call for Capital Projects (public transit), and DERA funds (ending this year).

T 2.2.4 Secure new revenue to fund the transition of non-emergency City vehicles to electric by 2035. Options include the Fleet-ZERO program (City fleet), Charge Ahead Colorado (City fleet), and the Consolidated Call for Capital Projects (City fleet and/or transit - could apply to RFTA).

T 2.2.5 Provide each department with a monthly list of its fuel consumption to encourage departments to make efficient use of vehicle miles and fuel.

T 2.2.6 Evaluate the feasibility of partially electrifying the City's emergency vehicle fleet. Consider successes from [Aspen, CO](#) and [Pueblo, CO](#).

T 2.2.7 Replace off-road equipment with electric or low-emission alternatives, such as municipal skid steers and other non-plated equipment used by the City for snow removal, construction, or landscaping operations. Look to the Colorado Clean Diesel Program for grants to aid in funding this transition



PARKS AND NATURAL SYSTEMS



Given the significance of Glenwood Springs' parks and green spaces, the following goals have been identified as key priorities. With an emphasis on water conservation and equipment electrification, the City will leverage City-managed natural spaces to demonstrate best practices and provide educational resources to the community. By prioritizing initiatives such as native plant restoration, water-efficient landscaping, and the development of green corridors, this effort will bolster biodiversity, improve water efficiency, and create more resilient natural habitats. These efforts will not only mitigate the impacts of climate change but also enhance the well-being and quality of life for Glenwood Springs residents.



PARKS AND NATURAL SYSTEMS

GOAL PNS 1. REDUCE WATER USAGE FOR IRRIGATION OF CITY LAND AND GREEN SPACE BY 60% BY 2035.

STRATEGY

PNS 1.1

Continue implementing xeriscaping practices to remove irrigated turf such as Kentucky Blue Grass from City property wherever possible.

ACTION

PNS 1.1.1 Using the designated line item in the annual budget and State funding options to build on and expand existing fixture replacement program, irrigation clock replacement program, and landscaping removal program.

GOAL PNS 2. REDUCE EMISSIONS ASSOCIATED WITH MAINTAINING THE CITY'S GREEN SPACE BY 25% BY 2030 AND 100% BY 2050.

STRATEGY

PNS 2.1

Cut down gasoline usage for maintaining City parks and green space by 100% by 2025.

ACTION

PNS 2.1.1 Transition small engine tools and lawn equipment to electric alternatives as the budget allows. This is in line with the State's recent regulation that limits the use of gas powered landscape equipment on government property between the months of June and August starting in 2025. Utilize state incentives such as the Colorado Clean Diesel Program to support the cost of large electric landscaping machinery.



PARKS AND NATURAL SYSTEMS

GOAL PNS 3. REDUCE NON-FUNCTIONAL TURF GRASS AND EXPAND CITY TREE CANOPY AND DROUGHT-RESISTANT NATIVE PLANTS, FOR DUAL BENEFITS OF REDUCED EMISSIONS FROM MAINTENANCE AND REDUCED WATER CONSUMPTION.

STRATEGY

PNS 3.1

Reduce non-functional turf by 30% by 2030, in alignment with the [Alliance for Water Efficiency's](#) target.

ACTION

PNS 3.1.1 Transition turf in City green spaces with native, water-smart plants that require less maintenance.

STRATEGY

PNS 3.2

Increase the City's urban tree canopy from 28% in 2024 to 50% by 2050, in alignment with [American Forest's Tree Equity Score tool](#).

ACTION

PNS 3.2.1 Use the American Forest's [Tree Equity Score tool](#) to make wise long-term decisions about tree replacements and new tree plantings.

STRATEGY

PNS 3.3

Expand use of drought-resistant native plants and regenerative landscaping practices in city landscaping.

ACTION

PNS 3.3.1 Transition shrubs and trees in City green spaces with native, water-smart plants that require less maintenance.

PNS 3.3.2 Transition from use of chemicals in City green spaces to regenerative practices.



PARKS AND NATURAL SYSTEMS

GOAL PNS 4. LEVERAGE THE CITY'S SUSTAINABILITY WORK AS A DEMONSTRATION OF BEST PRACTICES FOR RESIDENTS.

STRATEGY

PNS 4.1

Cut down gasoline usage for maintaining City parks and green space by 100% by 2025.

ACTION

PNS 4.1.1 Complete the City "story walk" garden in Veltus Park to act as a demonstration of best practices. Plan for expansion and/or replication in other City-owned locations.

PNS 4.1.2 Provide permanence for existing community garden acreage through council resolution or other means.

PNS 4.1.3 Identify more locations on city land and/or explore options with private landowners and HOAs to establish community gardens of all sizes in more neighborhoods.

PNS 4.1.4 Use fund from the general fund to offer compost and topsoil with delivery from City landfill operations to establish new community gardens.

STRATEGY

PNS 4.2

Build gardening skills among residents.

ACTION

PNS 4.2.1 Designate a City flowering plant that can be grown in parks and yards (such as Black-eyed Susan, Blanket Flower, Yarrow, Coneflower, or Penstemon), and to establish a City-wide theme for xeriscaping.

PNS 4.2.2 Continue the City's "learn-to-garden" education program using city staff and Master Gardener volunteers.

PNS 4.2.3 Develop a Natural and Working Lands Strategic Plan that identifies priority actions to increase carbon sequestration, improve resiliency, and monitor co-benefits. Model the Plan after the State of Colorado's [Strategic Plan for Climate-Smart Natural and Working Lands](#).

STRATEGY

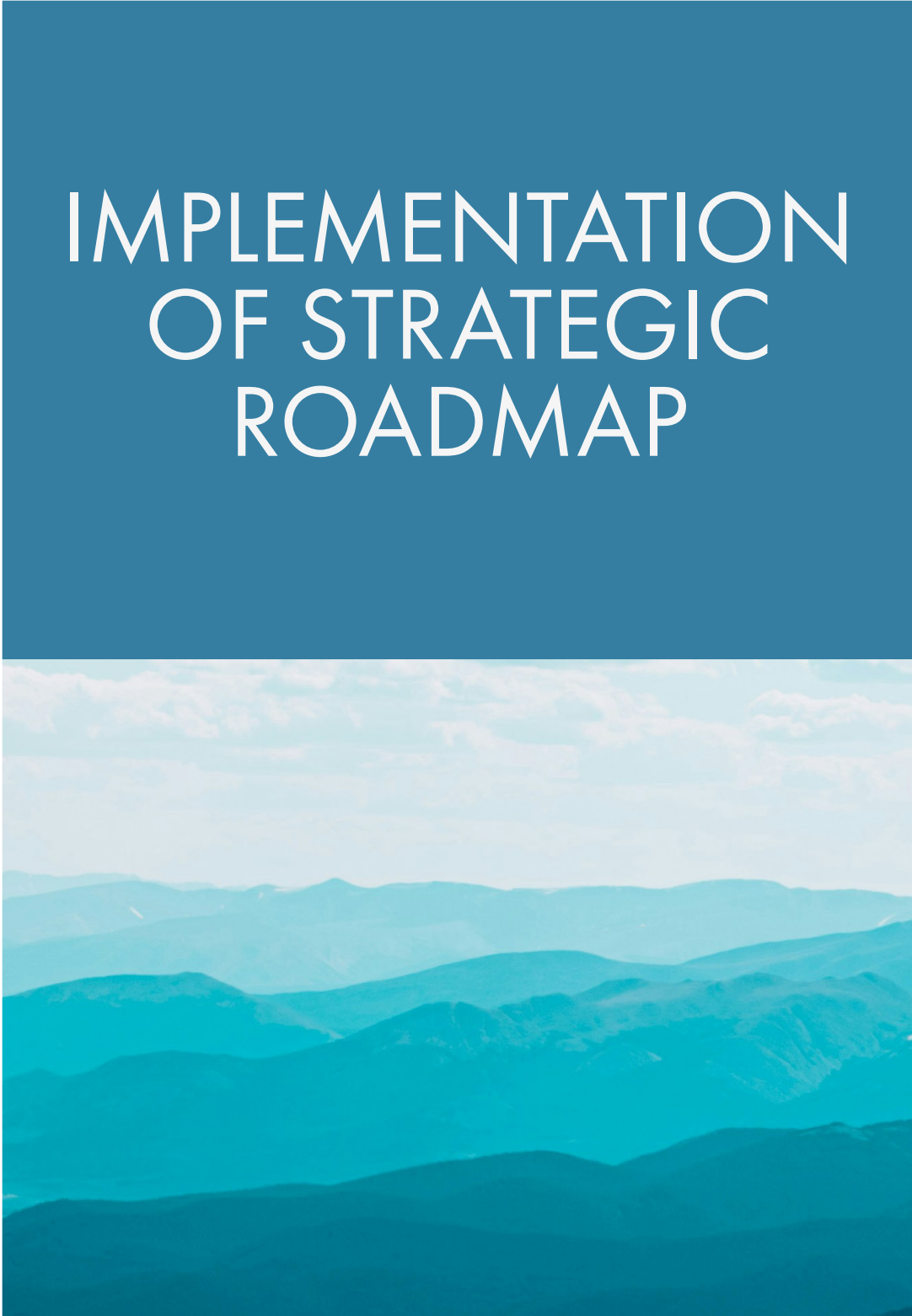
PNS 4.3

Tie water pricing to seasonal supply and demand.

ACTION

PNS 4.3.1 Assess seasonal water use and update rates to reflect supply and demand realities.

IMPLEMENTATION OF STRATEGIC ROADMAP





IMPLEMENTATION OF STRATEGIC ROADMAP

To ensure continued implementation of these efforts in the coming years, the following implementation plan has been developed. Assigning both a target year and priority score to each strategy is done in an effort to guide the City in the use of this plan for the coming years.

PRIORITY SCORE: A priority score was determined for each strategy based on the associated emission reduction and the estimated cost for implementing the strategy and its action items. By implementing the highest priority strategies first, the City will maximize their emissions reduction potential while minimizing financial demands. The priority scores were assigned using the following criteria:

- Priority 1: Low cost and high impact
- Priority 2: High cost and high impact
- Priority 3: Low cost and low impact

RECOMMENDED IMPLEMENTATION YEAR: A recommended implementation year was assigned for each strategy based on the priority score (summarizing the associated emission reduction and cost) and effort required for implementation. Additionally, annual workloads were considered to avoid overloading individual years with high-effort or costly projects. These recommendations are intended to be a benchmark for City use when assessing annual progress of the ECAP's implementation and impacts.

By utilizing the following implementation plan, Glenwood Springs will be on a path to significantly reduce municipal emissions. Reducing emissions, and therefore minimizing environmental impacts will ensure a future that is safer and more enjoyable for future generations.

IMPLEMENTATION OF STRATEGIC ROADMAP



STRATEGY	ACTION STEP	PRIORITY SCORE	RECOMMENDED IMPLEMENTATION YEAR	RECOMMENDED COMPLETION YEAR
2025				
E 1.1 Install 10 MW solar capacity by 2030 and at least an additional 5 MW by 2040.	E 1.1.1 Identify land, rooftops, parking lots, etc. to install solar.	2	2025	2030
	E 1.1.2 Install rooftop PV solar and storage systems on qualified City facilities including parking areas, and municipal rooftops.			
	E 1.1.3 Install community scale solar that meets the requirements of MEAN and satisfies the City's needs.			
	E 1.1.4 Incentivize owners of privately-owned industrial facilities and commercial properties to install rooftop solar and storage where feasible.			
	E 1.1.5 Require pre-wiring for solar capability in all new self-storage unit developments.			
	E 1.1.6 Work with CLEER to incentivize the City's home owners and multifamily owners to install rooftop solar and storage where feasible.			
	E 1.1.7 Forecast increased electricity consumption over time to better estimate solar capacity needs.			
	E 1.1.8 Budget funds to cover investment costs for purchase and installation of solar generation capacity.			
E 2.1 Implement a minimum of 16 MWh battery storage capacity for peak shaving by 2030.	E 2.1.1 Conduct a survey to determine optimal locations for battery storage and install storage at city facilities by 2030.	2	2025	2030
	E 2.1.2 Coordinate with MEAN to introduce utility-scale battery storage systems.			
	E 2.1.3 Budget funds to cover investment costs for purchase and installation of battery storage.			
B 2.1 Continue upgrading lighting, heating, cooling, and water heating infrastructure in municipal facilities.	B 2.1.1 Upgrade lighting, furnaces, coolers, and space/water heaters to higher efficiency models in municipal buildings by 2035.	1	2025	2027

IMPLEMENTATION OF STRATEGIC ROADMAP



STRATEGY	ACTION STEP	PRIORITY SCORE	RECOMMENDED IMPLEMENTATION YEAR	RECOMMENDED COMPLETION YEAR
WM 1.2 Increase diversion rates by 35% by 2026 and 45% by 2036, against a 2021 baseline, matching state goals.	WM 1.2.1 Make food waste diversion mandatory for restaurant. Implement the regulation in phases and consider partnerships with private haulers.	1	2025	2026
	WM 1.2.2 Enact a ban on organics (paper, cardboard, wood, yard waste, food, etc) in the landfill in 2025.			
	WM 1.2.3 Make recycling mandatory for commercial properties including apartment complexes. Note that this is currently in-progress and can be completed in 2024 by City Council. Consider further landfill bans on recyclable materials such as glass.			
	WM 1.2.4 Require on-site aggregate recycling for commercial and industrial construction and roadwork projects.			
	WM 1.2.5 Complete Waste Composition Study by 2026. Note that this is currently in-progress.			
	WM 1.2.6 Educate the public on recycling by reporting on recycling rates and where recycled materials end up. Post this information to existing web pages and consider engagement avenues such as a dashboard.			
	WM 1.2.7 Evaluate and monitor the Pay as You Throw program - year over year diversion rates and total waste yields. Publicize the success and impacts of the program in terms of money saved, waste avoided, and/or emissions avoided.			
WM 1.3 Promote overall waste reduction.	WM 1.3.1 Consider bans on the retail sale and commercial use of select single-use plastics and styrofoam including plastic drinking straws, utensils, bottled water/drinks, and cups. Model this after the statewide bans on styrofoam food containers and plastic grocery bags.	2	2025	2031
	WM 1.3.2 Provide public recognition for local shops that repair and reuse items. Consider providing incentives and rebates when feasible.			

IMPLEMENTATION OF STRATEGIC ROADMAP



STRATEGY	ACTION STEP	PRIORITY SCORE	RECOMMENDED IMPLEMENTATION YEAR	RECOMMENDED COMPLETION YEAR
T 2.1 Reduce emissions associated with the Ride Glenwood bus fleet and consider opportunities to utilize electric buses as energy storage.	T 2.1.1 Perform Lifecycle Cost Analysis for the electrification of the Ride Glenwood for impacts on City infrastructure maintenance, impact of battery disposal, potential for battery re-use, mining, wear on roads, and electricity load.	1	2025	2028
	T 2.1.2 Utilize services for non-customers from Xcel Energy to conduct a study for a cost benefit analysis of EV bus fleet for Ride Glenwood.			
	T 2.1.3 Develop a 5-8 year plan for phased electrification of the City fleet and Ride Glenwood buses that includes tracking emerging technologies.			
	T 2.1.4 Transition Ride Glenwood fleet to all electric by 2035. Support RFTA in the implementation of their Climate Action Plan , including the electrification of the RFTA fleet.			
T 2.2 Reduce emissions associated with City fleet vehicles by 25% by 2030 and 100% by 2050 (parks & recreation, electric, water/wastewater, etc.). Consider electric police and fire vehicles based on availability.	T 2.2.1 Evaluate the increased use of police officer bicycle and e-bike patrols.	2	2025	2030
	T 2.2.2 Develop education materials and employ further enforcement of the City's vehicle idling policy.			
	T 2.2.3 Secure new revenue to fund new EV infrastructure. Options include the Fleet-ZERO program (fleet), Charge Ahead Colorado, Consolidated Call for Capital Projects (public transit), and DERA funds (ending this year).			
	T 2.2.4 Secure new revenue to fund the transition of non-emergency City vehicles to electric by 2035. Options include the Fleet-ZERO program (City fleet), Charge Ahead Colorado (City fleet), and the Consolidated Call for Capital Projects (City fleet and/or transit - could apply to RFTA).			
	T 2.2.5 Provide each department with a monthly list of its fuel consumption to encourage departments to make efficient use of vehicle miles and fuel.			
	T 2.2.6 Evaluate the feasibility of partially electrifying the City's emergency vehicle fleet. Consider successes from Aspen, CO and Pueblo, CO.			
	T 2.2.7 Replace off-road equipment with electric or low-emission alternatives, such as municipal skid steers and other non-plated equipment used by the City for snow removal, construction, or landscaping operations. Look to the Colorado Clean Diesel Program for grants to aid in funding this transition			

IMPLEMENTATION OF STRATEGIC ROADMAP



STRATEGY	ACTION STEP	PRIORITY SCORE	RECOMMENDED IMPLEMENTATION YEAR	RECOMMENDED COMPLETION YEAR
PNS 1.1 Continue implementing xeriscaping practices to remove irrigated turf such as Kentucky Blue Grass from City property wherever possible.	PNS 1.1.1 Using the designated line item in the annual budget and State funding options to build on and expand existing fixture replacement program, irrigation clock replacement program, and landscaping removal program.	2	2025	2028
PNS 2.1 Cut down gasoline usage for maintaining City parks and green space by 100% by 2025.	PNS 2.1.1 Transition small engine tools and lawn equipment to electric alternatives as the budget allows. This is in line with the State's recent regulation that limits the use of gas powered landscape equipment on government property between the months of June and August starting in 2025 . Utilize state incentives such as the Colorado Clean Diesel Program to support the cost of large electric landscaping machinery.	2	2025	2025
PNS 3.2 Increase the City's urban tree canopy from 28% in 2024 to 50% by 2050, in alignment with American Forest's Tree Equity Score tool .	PNS 3.2.1 Use the American Forest's Tree Equity Score tool to make wise long-term decisions about tree replacements and new tree plantings.	2	2025	2050
PNS 4.2 Build gardening skills among residents.	PNS 4.2.1 Designate a City flowering plant that can be grown in parks and yards (such as Black-eyed Susan, Blanket Flower, Yarrow, Coneflower, or Penstemon), and to establish a City-wide theme for xeriscaping.	2	2025	2027
	PNS 4.2.2 Continue the City's "learn-to-garden" education program using city staff and Master Gardener volunteers.			
	PNS 4.2.3 Develop a Natural and Working Lands Strategic Plan that identifies priority actions to increase carbon sequestration, improve resiliency, and monitor co-benefits. Model the Plan after the State of Colorado's Strategic Plan for Climate-Smart Natural and Working Lands.			

IMPLEMENTATION OF STRATEGIC ROADMAP



STRATEGY	ACTION STEP	PRIORITY SCORE	RECOMMENDED IMPLEMENTATION YEAR	RECOMMENDED COMPLETION YEAR
2026				
E 2.2 Implement a Distributed Energy Resources (DER) program to reduce peak demand.	E 2.2.1 Implement energy management and energy storage systems at municipal locations to charge during low-use and release energy during peak demand hours.	2	2026	2028
	E 2.2.2 Charge EV bus fleet (RFTA or Ride Glenwood) during off-peak hours.			
E 3.1 Work across customer sectors to promote conservation (to use less) and efficiency (to use wisely).	E 3.1.1 Continue to provide annual funding for rebates to Glenwood Springs Electric customers to incentivize desired energy efficiency upgrades. Work with CLEER to further publicize rebate opportunities. Expand Spanish-language outreach and outreach to lower income households.	2	2026	2026
	E 3.1.2 Implement demand charge into electricity fees by 2026 .			
	E 3.1.3 Emphasize enforcement of building codes to ensure energy efficiency and resource efficiency practices.			
B 1.1 Assess heating equipment to maintain maximum efficiency of existing NG units and prepare for full replacement as costs for new technology declines for electrification, heat pumps, and ground-source geothermal.	B 1.1.1 Carry out regular maintenance of natural gas building equipment and track preventative maintenance and upgrades on a master schedule.	1	2026	2026
	B 1.1.2 Conduct a cost-benefit analysis for natural gas or electric equipment replacement as equipment approaches end of useful life and prioritize electrification.			
	B 1.1.3 Conduct a feasibility study for developing a geothermal energy district that would support energy reductions within City Hall, and consider partnership with the County for their buildings to offset the costs. A geo-district could have the potential to expand to residential areas with less infrastructure requirements and result in greater efficiency (reference Colorado Mesa University's Geo-Grid geo-exchange system).			
B 2.2 Actively monitor building energy use through the advanced energy management (AEM) program provided through GCE membership.	B 2.2.1 Create an action plan with CLEER to actively monitor untracked buildings with 15-minute interval data. Note that CLEER is already tracking City Hall, Community Center, and Water Treatment Plant.	2	2026	2026
	B 2.2.2 Perform thorough after-hours building walkthroughs to determine if buildings are fully shut down, to determine a best practice baseline. Utilize CLEER's platinum level service, called "AEM Shutdown with ENERGY STAR."			
	B 2.2.3 Develop an energy-conservation culture program for staff, to encourage energy saving. Consider incentives as feasible.			
	B 2.2.4 Provide staff training on energy efficiency best practices, specialized for each City department.			

IMPLEMENTATION OF STRATEGIC ROADMAP



STRATEGY	ACTION STEP	PRIORITY SCORE	RECOMMENDED IMPLEMENTATION YEAR	RECOMMENDED COMPLETION YEAR
B 3.1 Regularly update programs that support equitable customer adoption of energy efficiency, beneficial electrification, and battery storage for peak shaving when feasible.	B 3.1.1 Encourage more energy-efficiency projects by annually evaluating specific programs, their cost, and funding opportunities.	1	2026	2026
	B 3.1.2 Ensure that low-income residents, seniors, renters, and mobile home residents have access to energy efficiency programs, like ReEnergize. Include Spanish-language information and outreach.			
	B 3.1.3 Review IECC Development Code to ensure proactive requirements that foster energy saving technologies, such as solar arrays, battery storage, heating districts, building and roof color. Ensure that staff are trained in IECC standards and management is dedicated to enforcing the IECC standards.			
	B 3.1.4 Provide on-bill financing for carbon reducing, higher cost initiatives such as air source heat pumps or geothermal/ground source heat pumps. Work with CLEER on program design.			
WM 1.1 Reduce emissions associated with maintaining the South Canyon Landfill, and from haul trucks servicing the City.	WM 1.1.1 Continue to follow State requirements for emissions monitoring/reporting and implement methane capture if deemed necessary and viable by CDPHE.	2	2026	2026
	WM 1.1.2 Explore new technology to transition heavy machinery to machines with lower emissions including electric equipment. Investigate funds available through Colorado's Diesel Emissions Reduction Act. Consider opportunities to run machinery less or make processes more efficient. Consider the implication of increased electricity demands on existing infrastructure at the landfill.			
	WM 1.1.3 Require City-contracted waste hauler(s) to upgrade haul trucks to CNG fueling, and make CNG fueling accessible. Designate specific and time bound targets for this transition. Consider applying this to non-contracted haulers as well.			
PNS 4.3 Tie water pricing to seasonal supply and demand.	PNS 4.3.1 Assess seasonal water use and update rates to reflect supply and demand realities.	2	2026	2028

IMPLEMENTATION OF STRATEGIC ROADMAP



STRATEGY	ACTION STEP	PRIORITY SCORE	RECOMMENDED IMPLEMENTATION YEAR	RECOMMENDED COMPLETION YEAR
2027				
WM 1.4 Reduce waste associated with City facilities and functions hosted at City facilities.	WM 1.4.1 Phase out single use plastics and/or non-compostables within City facilities.	2	2027	2029
	WM 1.4.2 Install water refill station(s) to replace water bottle vending machines.			
	WM 1.4.3 Require City sponsored events to be "single-use plastic free" (i.e. plastic utensils, cups, bottles, etc. will not be permitted). Provide support in funding, coordinating, and enforcing these efforts.			
	WM 1.4.4 Provide adequate composting and recycling bins within City facilities and at other heavily used public access locations such as City parks and downtown. Ensure signage about proper disposal of waste is clear and available in English and Spanish. Consider a partnership with Evergreen Zero Waste to accomplish this.			
	WM 1.4.5 Encourage functions hosted at City facilities to eliminate single-use and/or non-compostable items. Incorporate this policy into facility reservation request forms.			
T 1.1 Create and incentivize opportunities for employees to use alternative transportation to and from City facilities.	T 1.1.1 Install new and covered bike racks at City facilities.	1	2027	2027
	T 1.1.2 Advertise and expand e-bike rebate and incentive programs for City employees to include those who live outside City limits.			
	T 1.1.3 Investigate options to install street lighting in high-traffic pedestrian and bike paths. Consider solar street lighting options modeled after projects completed in Beaumont, CA, and Los Angeles, CA.			
	T 1.1.4 Organize a carpooling program for City employees and offer incentives for those who participate. Provide education on the benefits of alternative transportation such as cost savings and health benefits.			
	T 1.1.5 Promote the existing vanpooling program; gauge interest for expansion. Consider additional incentives to promote increased participation.			
	T 1.1.6 Expand employee awareness of RFTA discounts for City employees.			
	T 1.1.7 Implement incentives and acknowledgement methods for employees who consistently ride transit, bike, walk, vanpool, or carpool to work. Incentives could include additional wellness benefits, extra vacation or PTO, gift certificates, or financial bonuses.			

IMPLEMENTATION OF STRATEGIC ROADMAP



STRATEGY	ACTION STEP	PRIORITY SCORE	RECOMMENDED IMPLEMENTATION YEAR	RECOMMENDED COMPLETION YEAR
T 1.2 Improve City infrastructure for electric vehicles, making adoption by City employees and the larger community more convenient.	T 1.2.1 Install L2 charging stations at City facilities for employees, as well as at City Hall, Community Center, and City parks for residents, and L3 stations along the interstate.	3	2027	2031
	T 1.2.2 Offer rebates from the City for businesses to install additional L2 charging infrastructure. The City can provide additional funding to recipients of the Charge Ahead Colorado grant, which currently requires a 20% match from the applicant. If the City were to provide funding that would reduce the match to 15% or 10%, that would be an incentive that could be used alongside the Property Tax Credit and the Alternative Fuel and Refueling tax credit. Model after programs in Eagle County and Aspen.			
	T 2.2.3 Secure new revenue to fund new EV infrastructure. Options include the Fleet-ZERO program (fleet), Charge Ahead Colorado, Consolidated Call for Capital Projects (public transit), and DERA funds (ending this year).			
T 1.3 Adopt policies to expand availability of EV charging while reducing impacts of L3 charging on the city electric grid.	T 1.3.1 Create policies that require L2 charging in new multi-family residential and commercial buildings, in compliance with IECC EV Readiness codes.	3	2027	2032
	T 1.3.2 Implement time-of-use pricing for all L3 EV charging on the City electric grid.			
PNS 3.1 Reduce non-functional turf by 30% by 2030, in alignment with the Alliance for Water Efficiency's target.	PNS 3.1.1 Transition turf in City green spaces with native, water-smart plants that require less maintenance.	1	2027	2030
PNS 3.3 Expand use of drought-resistant native plants and regenerative landscaping practices in city landscaping.	PNS 3.3.1 Transition shrubs and trees in City green spaces with native, water-smart plants that require less maintenance.	2	2027	2028
	PNS 3.3.2 Transition from use of chemicals in City green spaces to regenerative practices.			

IMPLEMENTATION OF STRATEGIC ROADMAP



STRATEGY	ACTION STEP	PRIORITY SCORE	RECOMMENDED IMPLEMENTATION YEAR	RECOMMENDED COMPLETION YEAR
PNS 4.1 Expand community garden acreage in the City by 100% by 2030.	PNS 4.1.1 Complete the City "story walk" garden in Veltus Park to act as a demonstration of best practices. Plan for expansion and/or replication in other City-owned locations.	2	2027	2030
	PNS 4.1.2 Provide permanence for existing community garden acreage through council resolution or other means.			
	PNS 4.1.3 Identify more locations on city land and/or explore options with private landowners and HOAs to establish community gardens of all sizes in more neighborhoods.			
	PNS 4.1.4 Use fund from the general fund to offer compost and topsoil with delivery from City landfill operations to establish new community gardens.			

APPENDICES

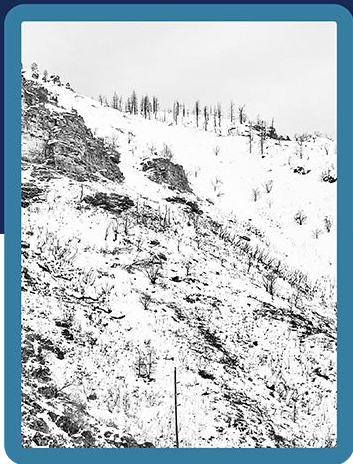




ENERGY & CLIMATE ACTION PLAN

CITY COUNCIL PRESENTATION





INTRODUCTIONS



Rich Swanson
Project Manager



Sol Shepherd
GHG Inventory Lead



Brennen Jensen
Senior Advisor



Morgan Hill
Associate Director



Andrea Green
Project Assistant

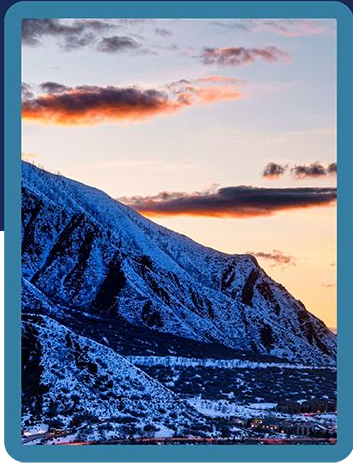


Anna Bugankova
Energy Lead



Christina Matzl
Clean Energy Program Associate





ECAP UPDATE

PROJECT GOALS

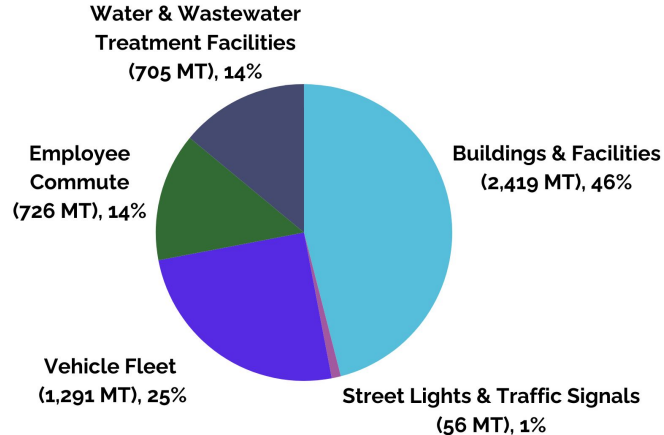
- Build on significant City achievements
- Create an ambitious and impactful plan for reducing emissions across City operations.
- Identify cost savings opportunities for the City - both short- and long-term.
- Develop a detailed and comprehensive implementation plan for the ECAP strategies.
- Align the updated ECAP with existing plans at the City, regional, and state levels.

EMISSIONS INVENTORY

without Landfill Emissions

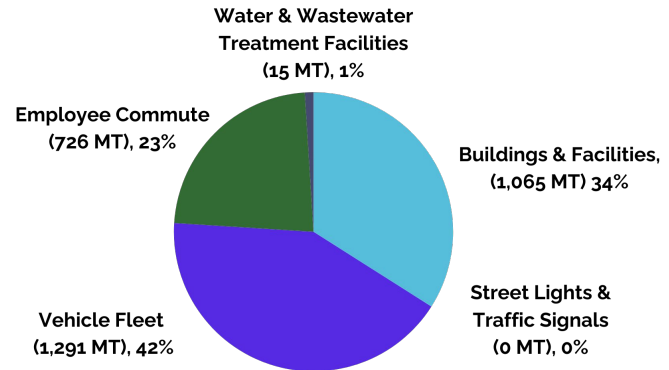
BEFORE 100% RENEWABLE ENERGY

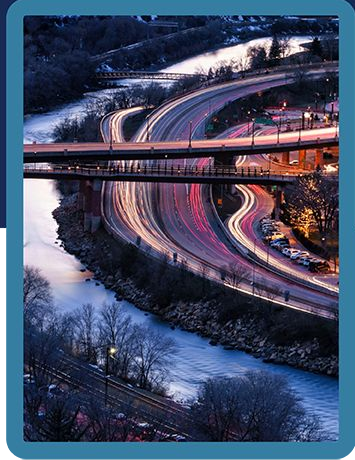
Total Emissions:
5,197 MT CO₂e



AFTER 100% RENEWABLE ENERGY

Total Emissions: 3,097 MT CO₂e
Emissions Saved from RE: 2,100 MT CO₂e



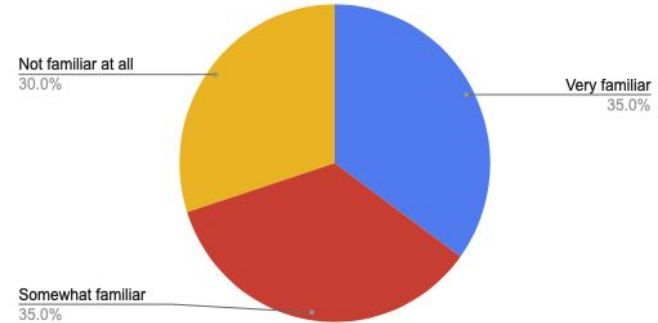


STAKEHOLDER ENGAGEMENT ACTIVITIES

- **Staff survey**
 - 21 responses
- **Five focus groups**
 - 31 responses from various City departments and community organizations
- **Steering committee involvement**
 - Review of ECAP draft

1. How familiar are you with the City's current climate action efforts and goals?

Very familiar	7
Somewhat familiar	7
Not familiar at all	6



Question from staff survey



ECAP UPDATE FRAMEWORK



The City has set a target to reduce emissions from municipal operations by

60% by 2035 compared to a 2022 baseline,

in accordance with the latest scientific guidelines and the objectives of the Paris Agreement to limit global warming to 1.5°C above pre-industrial levels.



ENERGY & CLIMATE ACTION PLAN

STRATEGY DEVELOPMENT

- Tour of City facilities
- Quantitative and qualitative from stakeholder engagement activities
- Best practices observed from regional peers and nationwide climate action leaders
- Vetting with City staff
 - Voting system - Yes / No / Maybe
 - Comment integration and discussion
- Final review by the Steering Committee

SAMPLE GOAL - TRANSPORTATION

Goal	Strategy	Actions
T1. Reduce employee commute emissions by 25% by 2030 and 100% by 2050.	T 1.1 Create and incentivize opportunities for employees to use alternative transportation to and from City facilities.	T 1.1.1 Install new and covered bike racks at City facilities.
		T 1.1.2 Advertise and expand e-bike rebate and incentive programs for City employees to include those who live outside City limits.
		T 1.1.3 Investigate options to install street lighting in high-traffic pedestrian and bike paths. Consider solar street lighting options modeled after projects completed in Beaumont, CA , and Los Angeles, CA .
		T 1.1.4 Organize a carpooling program for City employees and offer incentives for those who participate. Provide education on the benefits of alternative transportation such as cost savings and health benefits.
		T 1.1.5 Promote the existing vanpooling program; gauge interest for expansion. Consider additional incentives to promote increased participation.
		T 1.1.6 Expand employee awareness of RFTA discounts for City employees.

SAMPLE GOAL - ENERGY

Goal	Strategies	Actions
E2. Reduce City's peak demand by 10% by 2030 to achieve peak shaving and electricity cost savings.	E 2.1 Implement a minimum of 16 MWh battery storage capacity for peak shaving by 2030.	E 2.1.1 Conduct a survey to determine optimal locations for battery storage and install storage at city facilities by 2030.
		E 2.1.2 Coordinate with MEAN to introduce utility-scale battery storage systems.
		E 2.1.3 Budget funds to cover investment costs for purchase and installation of battery storage.
	E 2.2 Implement a Distributed Energy Resources (DER) program to reduce peak demand.	E 2.2.1 Implement energy management and energy storage systems at municipal locations to charge during low-use and release energy during peak demand hours.
		E 2.2.2 Charge EV bus fleet (RFTA or Ride Glenwood) during off-peak hours.

SAMPLE GOAL - BUILDINGS

Goal	Strategies	Actions
B2. Increase energy efficiency in municipal buildings by 12% by 2030 and 25% by 2050. This aligns with the GCE Energy Action Plan.	B 2.1 Continue upgrading lighting, heating, cooling, and water heating infrastructure in municipal facilities.	B 2.1.1 Upgrade lighting, furnaces, coolers, and space/water heaters to higher efficiency models in municipal buildings by 2035.
	B 2.2 Actively monitor building energy use through the advanced energy management (AEM) program provided through GCE membership.	B 2.2.1 Create an action plan with CLEER to actively monitor untracked buildings with 15-minute interval data. Note that CLEER is already tracking City Hall, Community Center, and Water Treatment Plant.
		B 2.2.2 Perform thorough after-hours building walkthroughs to determine if buildings are fully shut down, to determine a best practice baseline. Utilize CLEER's platinum level service, called "AEM Shutdown with ENERGY STAR."
		B 2.2.3 Develop an energy-conservation culture program for staff, to encourage energy saving. Consider incentives as feasible.
		B 2.2.4 Provide staff training on energy efficiency best practices, specialized for each City department.

ENERGY & CLIMATE ACTION PLAN

IMPLEMENTATION PLAN

Focus Area	Strategy	Lead Department	Emissions Impact	Priority Score	Performance Metric	Recommended Implementation Year	Recommended Completion Year	Status
Waste Management	WM 1.2 Increase diversion rates by 35% by 2026 and 45% by 2036, against a 2021 baseline, matching state goals.	Public Works	Potential reduction of approximately 30,000 MT per year	1	% increase in waste diversion rates	2025	2026	Not started
Waste Management	WM 1.3 Promote overall waste reduction.	Public Works		2	% reduction in overall community waste	2025	2031	Not started
Waste Management	WM 1.1 Reduce emissions associated with maintaining the South Canyon Landfill, and from haul trucks servicing the City.	Public Works		2	% reduction in emissions	2026	2029	Not started
Waste Management	WM 1.4 Reduce waste associated with City facilities and functions hosted at City facilities.	Public Works/Parks & Recreation		2	% reduction in municipal waste	2027	2029	Not started

ENERGY & CLIMATE ACTION PLAN FINAL REPORT

MUNICIPAL GREENHOUSE GAS INVENTORY

FIGURE 4: CITY MUNICIPAL EMISSIONS EXCLUDING
LANDFILLED WASTE METHANE EMISSIONS BY MT CO₂e

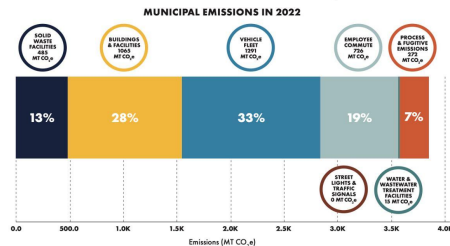
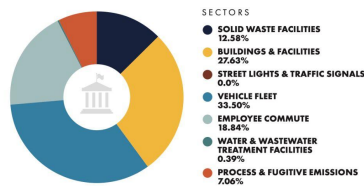


FIGURE 5: CITY MUNICIPAL EMISSIONS EXCLUDING
LANDFILLED WASTE METHANE EMISSIONS BY PERCENTAGE



BUILDINGS

GOAL B2. INCREASE ENERGY EFFICIENCY IN MUNICIPAL BUILDINGS BY 12% BY 2030 AND 25% BY 2050. THIS ALIGNS WITH THE GCE ENERGY ACTION PLAN.

STRATEGY

B 2.1
Continue upgrading lighting, heating, cooling, and water heating infrastructure in municipal facilities.

ACTION

B 2.1.1 Upgrade lighting, furnaces, coolers, and space/water heaters to higher efficiency models in municipal buildings by 2035.

STRATEGY

B 2.2
Actively monitor building energy use through the advanced energy management (AEM) program provided through GCE membership.

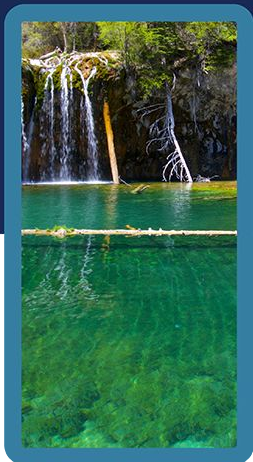
ACTION

B 2.2.1 Create an action plan with CLEER to actively monitor untracked buildings with 15-minute interval data. Note that CLEER is already tracking City Hall, Community Center, and Water Treatment Plant.

B 2.2.2 Perform thorough after-hours building walkthroughs to determine if buildings are fully shut down, to determine a best practice baseline. Utilize CLEER's platinum level service, called "AEM Shutdown with ENERGY STAR."

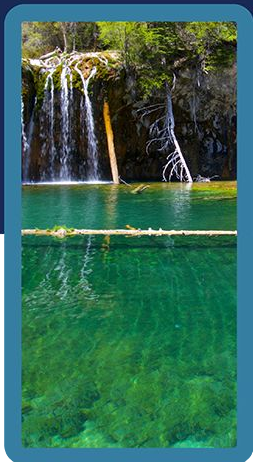
B 2.2.3 Develop an energy-conservation culture program for staff, to encourage energy saving. Consider incentives as feasible.

B 2.2.4 Provide staff training on energy efficiency best practices, specialized for each City department.



ENERGY & CLIMATE ACTION PLAN **EDITS**

- Purchased cover image
- Updated figure colors / font
- Replaced image on page 13 and 14
- Removed Appendix page and appendix page numbers from Table of Contents page
- Increased font weight from Light to Book throughout ECAP
- Increased font size for the "Action Steps" column on pages 49-60
- Added infographics to pages: 4, 10, 11
- Updated footnotes throughout



ENERGY & CLIMATE ACTION PLAN

LOOKING TO THE FUTURE

- Staff to complete updates of inventory
 - Blue Strike to provide ICLEI training
- Staff to update the implementation plan annually

Goal	Strategy	Actions
U1. Make the Glenwood Springs ECAP a living document by conducting updates at a minimum of every two years. Evaluate progress against the 2024 ECAP.	U 1.1 Use the results of each periodic update to measure success against the 2024 ECAP.	U 1.1.1 Conduct annual updates to the GHG inventory in ICLEI to be completed by June 15th, starting in 2025 for the calendar year 2024.
		U 1.1.2 Maintain the existing annual municipal energy and carbon inventory system with automated data collection and monthly updating, to provide data for timely and effective energy management decisions.
		U 1.1.3 Conduct annual reviews of the ECAP implementation plan and update status of each action item.





Planning and Zoning Commission Report

Date: September 24, 2024
To: Planning and Zoning Commission
From: Hannah Klausman, Director, Economic & Community Development
Subject: Design Standards Discussion

Not applicable

ACTION ITEMS

Not applicable

BACKGROUND

Staff would like to have a discussion with Planning and Zoning Commission to receive feedback and direction on a variety of design standards in code. Through implementing code standards, occasionally reoccurring issues or points needing clarification are illustrated.

PROJECT SUMMARY

Staff has included the Residential and Non Residential Design standards section of code as an attachment to this report.

REVIEW CRITERIA AND STAFF ANALYSIS

REVIEWING AGENCY COMMENTS

Not applicable

ACTION ITEMS & STAFF RECOMMENDATIONS

No recommendations at this point.

Suggested Findings:

Not Applicable

070.040.080 Residential Site and Building Design.

(a) *Purpose.* This Section is intended to:

- (1) Promote high-quality residential development and construction;
- (2) Protect the character of Glenwood Springs' established residential neighborhoods;
- (3) Promote new residential developments that are distinctive, have character, and relate and connect to established neighborhoods;
- (4) Encourage a variety of housing choices at varying affordability levels for Glenwood Springs residents;
- (5) Provide variety and visual interest in the exterior design of residential buildings;
- (6) Protect and enhance property values; and
- (7) Enhance the residential streetscape and diminish the prominence of garages and parking areas.

(b) *Applicability.*

(1) *General.*

a. This Section shall apply to:

1. Development, addition, or renovation, of any structure that will contain only residential uses, including single-family detached dwellings, two-family dwellings, single-family townhouse dwellings, and multi-family dwellings;
2. An addition or renovation to an existing structure that will contain a residential use where the total gross floor area of the proposed addition is twenty (20) percent or more than that of the total gross floor area of the existing structure before addition or renovation; and
3. Structures that are exclusively residential and are included as part of a multi-building mixed-use development.

b. In cases where building modifications are subject to these standards, only the modification shall be subject to compliance with this Section. For purposes of this standard, "modifications" shall not include routine maintenance and repair of a building, changes to signage, or general repairs to a surface parking area, changes to landscaping, or other features on the parcel. The Director shall determine if a modification shall be subject to these standards.

c. All standards in this Section 070.040.080 that apply to "multi-family" shall apply to multi-family dwellings and single-family townhouse dwellings.

(2) *Exceptions.* This Section shall not apply to the following:

- a. Development of any structure that will contain a mix of nonresidential and residential uses (which are subject instead to Section 070.040.090, Nonresidential and Mixed-Use Site and Building Design), including live-work dwellings;
- b. An addition or renovation project, where the total gross floor area of the proposed addition is less than twenty (20) percent of the total gross floor area of the existing structure before addition or renovation except for Subsections 070.040.080(d)(3), Surface Parking Configuration Locations, 070.040.080(d)(4), Refuse Containers, 070.040.080(e)(5), Four-sided Design, [and] 070.040.080(e)(6), Building Materials;
- c. Properties subject to the Hillside Development standards (Standards in Subsection 070.040.020(b), Hillside Development);

-
- d. Subdivision or condominiumization of existing structures;
 - e. Properties subject to the Glenwood Meadows Annexation and Development Agreement except for Subsection 070.040.080(e)(3), Variety of Housing Types, for un-entitled residential projects as of the adoption of this Code; or
 - f. Accessory dwelling units (which are subject to the standards in Subsection 070.030.040(d)(1), Accessory Dwelling Units).
- (3) *Planned Unit Developments.*
- a. Development of a residential structure within any new Planned Unit Development established after the effective date of this Code shall be subject to this Section 070.040.080, unless alternative residential site and building design standards are adopted as part of the PUD approval that, in the determination of the Director, are at least equal to the standards set forth in this Section.
 - b. Development of a residential structure within an existing Planned Unit Development established prior to the effective date of this Code is exempt from this Section 070.040.080.
- (c) *Administration.*
- (1) *Alternative Equivalent Compliance.*
- a. *Purpose and Scope.* To encourage creative and unique design, "alternative equivalent compliance" allows development to occur in a manner that meets the intent of this Section, yet through an alternative design that does not strictly adhere to the Section's standards. This is not a general waiver of regulations. Rather, this authorizes a site-specific plan that is equal to or better than the strict application of the standard.
 - b. *Applicability.* The alternative equivalent compliance procedure is available only for the standards in Subsection 070.040.080(e), Residential Building Design and Character, and Subsection 070.040.080(e)(10), Supplemental Architectural Design Standards: Downtown Core.
 - c. *Alternative Equivalent Compliance Meeting Required.* An applicant proposing alternative equivalent compliance shall request and attend an alternative equivalent compliance meeting prior to submitting application materials for the applicable permit(s), to determine the preliminary response from the Director. Based on the response, the application shall include sufficient explanation and justification, in both written and graphic form, for the requested alternative compliance. The Director may require that the applicant provide additional drawings and/or material samples in order to better understand the need for the proposed alternative.
 - d. *Decision-Making Responsibility.* Final approval of any proposed alternative compliance shall be the responsibility of the decision-making body responsible for deciding upon the application. Administratively approved projects proposing alternative compliance shall receive written approval of the alternative compliance from the Director.
 - e. *Criteria.* Alternative equivalent compliance may be approved if the applicant demonstrates that following criteria have been met by the proposed alternative:
 - 1. Achieves the intent of the subject standard to the same or better degree than the subject standard;
 - 2. Advances the goals and policies of this Code to the same or better degree than the subject standard;
 - 3. Results in benefits to the community that are equivalent to or exceed benefits associated with the subject standard; and

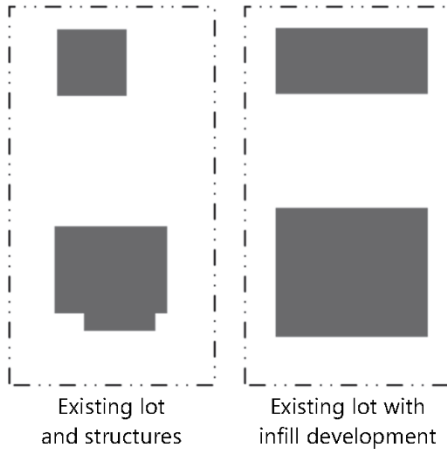
-
- 4. Imposes no greater impacts on adjacent properties than would occur through compliance with the specific requirements of this Code.
 - f. *Effect of Approval.* Alternative equivalent compliance shall apply only to the specific site for which it is requested and shall not establish a precedent for approval of other requests.
- (2) *Site/Architectural Plan Review Process.*
- a. Review for compliance with these standards shall occur at the time of site/architectural plan review. Where site/architectural plan review is not required, review for compliance with these standards shall occur prior to issuance of a building permit.
 - b. Interpretations as to applicability or design requirements contained within this Section shall be the responsibility of the Director. Appeals of the Director's interpretations shall be heard according to the process set forth in Subsection 070.060.070(c), Appeals.
- (d) *Residential Site Design Standards.*
- (1) *General Intent.* These residential site design standards are generally intended to:
- a. Encourage the use of creative site planning and design techniques that complement Glenwood Springs' unique topographic features;
 - b. Protect the established character of the City's residential neighborhoods while allowing for the natural evolution of the City's neighborhoods through renovations, infill, and redevelopment;
 - c. Reinforce and continue to allow the variation in streetscape character found in Glenwood Springs' neighborhoods;
 - d. Protect the privacy and solar access of neighboring residents in areas where infill and redevelopment and higher-density development are likely to occur over time;
 - e. Promote a more compact and pedestrian-friendly pattern of residential development, especially in mixed-use areas and along travel corridors that have traditionally been occupied by auto-oriented commercial development; and
 - f. Reduce the visual impacts of surface parking on the City's street frontages.
- (2) *Dimensional Standards.*
- a. *Front Yard Setbacks.* For all residential development, front yard setbacks are based on the applicable zoning district and are set forth in Article 070.020: Zoning Districts.
 - b. *Side Yard Setbacks.*
 - 1. For all residential development, side yard setbacks for primary structures are based on the applicable zoning district and are set forth in Article 070.020: Zoning Districts.
 - 2. Side yard setbacks for garages and other buildings accessory to residential uses shall be a minimum of five (5) feet, provided the garage does not exceed one (1) story in height. A zero-foot side setback may be used to accommodate a common garage that is shared across a side lot line. Garages that exceed one (1) story in height shall comply with the setback applicable to primary structures.
 - c. *Rear Yard Setbacks.*
 - 1. For all residential development, rear yard setbacks are based on the applicable zoning district and are set forth in Article 070.020: Zoning Districts.
 - 2. An accessory structure may be located in a required rear yard setback, provided that not more than forty (40) percent of the rear yard setback area is covered. Such building shall

observe a minimum ten-foot setback from the rear lot line when such line abuts an alley, or a seven and one-half-foot setback where there is no alley.

d. *Lot Coverage.*

1. *Maximum Lot Coverage.* For infill residential development, maximum lot coverage shall be fifty (50) percent of the total lot area, or twenty-five (25) percent above the existing lot coverage, whichever is less. For vacant lots, maximum lot coverage shall be fifty (50) percent of the total lot area.

Example A



Lot size: 6,000 sf

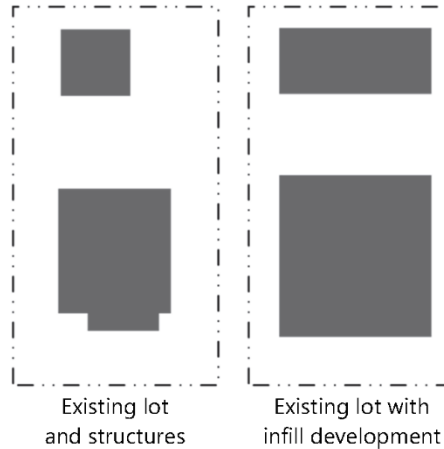
Existing lot coverage: $(1,250/6,000) = 21\%$

Allowable lot coverage: $21\% + 25\% = 46\%$

Allowable lot coverage in square feet:

$46\% \times 6,000\text{sf} = 2,800\text{ sf}$

Example B



Lot size: 6,000 sf

Existing lot coverage: $(1,850/6,000) = 30\%$

Allowable lot coverage: 50%

Allowable lot coverage in square feet:

$50\% \times 6,000\text{sf} = 3,000\text{sf}$

Figure 040-11: Maximum Lot Coverage Example Calculations

2. *Lot Coverage in Sensitive Areas.* In areas subject to Section 070.040.020, Sensitive Area Protection, lot coverage may be further limited by the establishment of limits of disturbance as required by Subsection 070.040.020(a)(4), Limits of Disturbance.

(3) *Surface Parking Configuration and Location.*

a. *Generally.*

1. For all residential development, off-street parking within the front yard setback (not including parking within a driveway) is prohibited.
2. For multi-building developments, surface parking lots shall be internalized in building groupings and located away from street frontages.

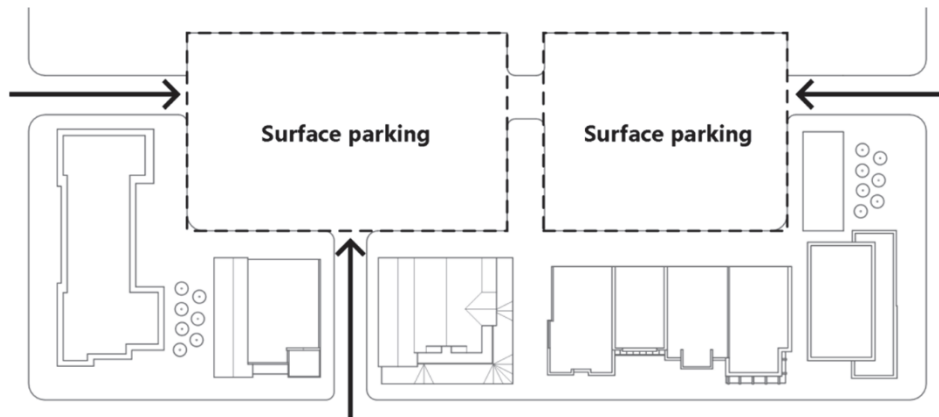


Figure 040-12: Surface Parking in Multi-Building Developments

3. No parking space shall be located closer than five (5) feet from a window or door of a habitable structure.
- b. *Additional Standards in the Downtown Core.*
 1. Established parallel or diagonal parking configurations along downtown residential streets, along with associated tree lawns, shall be maintained in new developments to help buffer automobile traffic and provide a safe environment for pedestrians on the sidewalk.
 2. Off-street parking areas that do not connect to an alley are prohibited within residential neighborhoods, in order to minimize disruption to the single-family character of the neighborhood.
 - i. If providing off-street parking is unavoidable for multi-family residential located in a residential neighborhood, it shall be located behind or to the side of the building.
 - ii. New curb cuts and off-street parking and driveways located in front yard setbacks compromise the residential character of the street frontage and are prohibited.
 3. Front-loading garages are inconsistent with the historic character of downtown residential neighborhoods and are prohibited. New garages shall be set back from the primary structure and accessed from an alley.
- (4) *Refuse Containers.*
 - a. *General.* Refuse containers shall comply with Article 100.010 of the Municipal Code.
 - b. *Design and Materials: Multi-family.* Dumpsters and refuse containers shall be located within the footprint of a building, or shall meet the following standards:
 1. Dumpsters and refuse containers shall be located on a non-porous surface and within a four-sided, opaque enclosure that completely screens the dumpster or container and accumulated trash.
 2. Enclosures shall be a maximum of six (6) feet in height and shall have gated access for the collection of waste materials.

-
3. Dumpster and refuse container enclosures shall incorporate compatible materials, colors, and architectural details that are compatible with the primary associated residential buildings.
 4. The use of chain-link fencing as screening is prohibited.
 - c. *Location: Multi-family.* Enclosures shall be located to minimize visual and impacts and odors on the primary street frontage and neighboring residents to the maximum extent feasible.
- (e) *Residential Building Design and Character.*
- (1) *General Intent.* These residential building design standards are generally intended to:
 - a. Promote context-sensitive infill and redevelopment that complements, rather than detracts, from the City's small-town character;
 - b. Avoid repetitive patterns of residential development;
 - c. Reinforce the diversity of architectural styles that exists within Glenwood Springs;
 - d. Increase the predictability of infill and redevelopment requirements and resulting development for residents and the development community;
 - e. Maximize the quality, value, and longevity of Glenwood Springs' neighborhoods through the use of durable materials that will minimize maintenance costs and improve the overall appearance of the development;
 - f. Ensure that the massing and height of infill and redevelopment are compatible with neighboring residential development; and
 - g. Reduce the visual impacts of street-oriented garages and promote a more pedestrian-friendly environment in Glenwood Springs' residential neighborhoods.
 - (2) *Building Orientation.*
 - a. *Single-Family and Duplex Residential.*
 1. The orientation of the primary entrance and façade of single-family and duplex residential dwellings shall be consistent with the established pattern along the block face.
 2. No single-family residential structure shall be sited diagonally or otherwise skewed on the lot.
 - b. *Multi-Family Residential.*
 1. All units with frontage along the primary street shall have an entrance that faces the street. Multi-family buildings located with multiple street frontages, as would be typical on a corner lot or with larger developments on corner lots, shall provide entrances to units along each street frontage.
 2. To the maximum extent feasible, the primary entrance and façade of individual buildings within a multi-family development shall be oriented towards:
 - i. Primary, internal or perimeter streets; or
 - ii. Common open space, such as interior courtyards, parks, or on-site natural areas or features with a clearly defined and easily accessible pedestrian circulation system. (Figure 040-13)

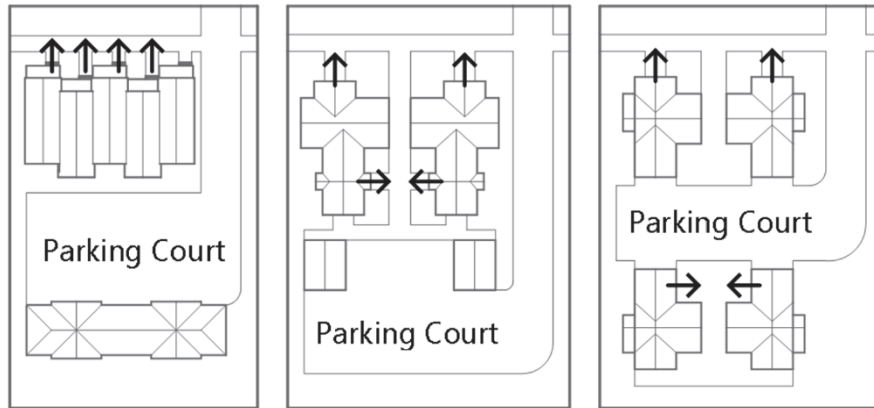


Figure 040-13: Building Orientation: Multi-Family

(3) *Variety of Housing Types.*

- a. Development projects including twenty-five (25) or more units shall incorporate a minimum of two (2) housing types. Development projects with forty (40) or more units shall incorporate a minimum of three (3) housing types. Development projects with eighty (80) or more units shall incorporate a minimum of four (4) housing types. Each type must represent a minimum of twenty-five (25) percent of the total dwelling units provided unless otherwise indicated in the category below. Where a fractional number results, the number shall round up at 0.5 or higher. The following housing types may be used to satisfy these standards:
 1. Detached singly-family dwellings;
 2. Accessory dwelling units;
 3. Two-family dwellings;
 4. Single-family townhouse dwellings; or
 5. Multi-family dwellings other than two-family or townhouse dwellings.
 6. Live-work units.
 7. Inclusion of three (3) different bedroom count configurations. Each bedroom type shall be a minimum of ten (10) percent of the total dwelling units.
 8. One hundred (100) percent of units deed restricted for resident occupancy. Resident occupancy is defined in Glenwood Springs Community Housing Guidelines as adopted by City Council.
 9. Thirty-five (35) percent of the total number of units deed restricted to an average of one hundred (100) percent area median income.
- b. *Inclusionary Zoning.* Developments required to provide deed restricted units in compliance with Subsection 070.045, Community and Workforce Housing, may count those units to meet the housing type percentages. Housing type units are also applicable for incentives identified in Subsection 070.045.080, Incentives for Residential Developments.
- c. *Exceptions.* Projects with twenty-five (25) to forty (40) units where one hundred (100) percent of the units are restricted at or below one hundred (100) percent area median income shall be exempt from Subparagraph (3)a. Projects with more than forty (40) units where one hundred

(100) percent of the units are restricted at or below one hundred (100) percent area median income shall only be required to provide two (2) housing types.

d. *Fee in-Lieu of Providing Housing Variety.*

1. In lieu of providing the required housing variety in accordance with Subsection 070.040.080(e)(3), the developer may, with the approval of the City Council make a payment to the City in lieu of providing all or a portion of the required housing variety types.
2. The amount of such in-lieu payment shall be set by City Council resolution.
3. The City shall deposit any in-lieu fee into a special fund that shall be used only for the acquisition or development of affordable, or workforce housing, including buy-down acquisitions of market-rate units. These fees shall not be used for the general expenses of the City.



Figure 040-14: Variety of Housing Types

- (4) *Architectural Variety.* A continuous row of identical homes or multi-family buildings along a block is prohibited. Individual structures shall be differentiated through distinctions in the architectural features required in Subsection (5)c. below in combination with requirements for varied garage orientation in Subsection (9) below, Garages. (Figure 040-15) This provision is not intended to prohibit a row of attached townhouses, provided that each individual unit is architecturally distinguished from adjacent units through distinctions in the architectural features required in Subsection (5)c. below.



Figure 040-15: Architectural Variety

(5) *Four-Sided Design.*

- a. Although the front facade of a building is expected to be the primary focal point in terms of level of architectural character and features, all sides of a residential building shall incorporate architectural detailing that complements the front facade and provides visual interest. Blank walls void of architectural detailing are prohibited except where required by the fire code. (Figure 040-16)



Figure 040-16: Four-Sided Design

- b. For the purposes of satisfying this standard, a minimum number of the architectural features listed below shall be incorporated into the overall design on each side of the building.
 1. For each single-family residential structure, a minimum of three (3) different architectural features; and
 2. For each multi-family residential structure, a minimum of five (5) different architectural features.
- c. Architectural features appropriate for achieving the standard in Paragraph b. above may include:
 1. Covered porches;
 2. Balconies,

-
3. Prominent entry features;
 4. Windows;
 5. Door openings,
 6. Distinct variations in color (not a slight variation of a similar hue, such as beige or pastel);
 7. Variations in materials;
 8. Variations in building height;
 9. Variation in roof form;
 10. Dormers;
 11. Projected or recessed building walls; or
 12. Another architectural feature as approved by the Director.

(6) *Building Materials.*

a. *Primary Materials.*

1. Primary building materials shall be selected for their ability to withstand Glenwood Springs' variable mountain climate. Materials with demonstrated durability include, but are not limited to:
 - i. Brick;
 - ii. Stone;
 - iii. Cementitious siding products;
 - iv. Wood and log construction;
 - v. Cast concrete; or
 - vi. Other comparable materials as approved by the Director.
2. Exterior Insulation and Finish Systems (EIFS) shall not be utilized in high-traffic areas, such as at primary building entrances, where it may be easily damaged.

- b. *Accent Materials.* The creative use of accent building materials to provide variety and visual interest is encouraged.

(7) *Building Colors (Multi-Family Only).*

- a. The predominant exterior colors on multi-family buildings shall be earth tones to minimize the visual impact of these buildings.
- b. Darker accent colors shall be utilized on garage door surfaces to minimize their visual prominence.
- c. White or other highly reflective colors are prohibited.
- d. The use of bright or highly reflective metal finishes shall be limited to accent materials.

(8) *Transitions to Existing Residential.* Any new residential structure that will be located adjacent to an existing residential dwelling or residential zoning district shall comply with the standards in this Subsection, in addition to complying with all other general residential design standards above.

- a. *Minimization of Use Impacts.* New residential development shall be designed to minimize impacts on existing homes and the privacy of residents to the maximum extent feasible by:

1. Locating off-street surface parking lots, loading, and service areas away from a shared property line and screening them from neighboring residences;
 2. Locating sources of audible noise (e.g., heating and air conditioning units) away from building facades that face lower intensity uses;
 3. Placing windows on the new development so as to maintain privacy by avoiding direct lines of sight into neighboring homes; and
 4. Orienting porches, balconies, and other outdoor living spaces away from neighboring homes.
- b. *Height Transitions.* A new building with a height that exceeds that of an adjacent existing dwelling by one (1) story or more shall provide a transition using at least three (3) of the following techniques: (Figure 040-17)
1. "Stepping down" building height and mass along the shared property line to meet the height of the existing neighboring home along a minimum of fifty (50) percent of the new building's length. The "stepped-down" portion of the new building shall be a minimum of ten (10) feet in width and depth. This option is available only where the existing residential building is located along the property line adjacent to the new building;
 2. Providing variations in the side building wall and/or roof form so that new structures have a comparable scale as neighboring homes along the shared property line;
 3. Utilizing a roof pitch and overhang similar to that of the neighboring structures; and
 4. Utilizing dormers and sloping roofs to accommodate upper stories.



Figure 040-17: Height Transitions

- c. *Massing and Form: (Multi-Family Only).* Multi-family development located on a block face where more than seventy-five (75) percent of existing homes are single family shall employ one (1) or more of the following techniques to help reduce the overall bulk and mass of individual buildings and help maintain a lower-intensity residential character along the street frontage: (Figure 040-18)
1. Breaking up the mass of the multi-family building by stepping back the façade (minimum two (2) feet deep and one (1) foot feet wide) for every thirty (30) feet of building frontage, so that the building appears from the street to be separate homes;
 2. Organizing units around a central courtyard that maintains the impression of the traditional side yard setback between units along the street frontage; or
 3. Designing the multi-family building so that the massing, arrangement of architectural elements, and use of exterior materials gives the appearance of a large single-family home.



Figure 040-18: Massing and Form (Multi-Family Only)

(9) *Garages, Storage and Accessory Structures.*

- a. *Alley-oriented Garages.* Where an alley exists, new garages serving new residential development shall be located at the rear of the lot and accessed from the alley.
- b. *Street-oriented Garages.*
 1. For single-family residential dwellings, street-oriented garages shall not comprise more than fifty (50) percent of the front width of the front façade.
 2. For all residential development, garages that protrude towards the street in front of the primary façade of the structure are prohibited. All street-oriented garages shall be either: (Figure 040-19)
 - i. Recessed a minimum of ten (10) feet behind the front façade of the dwelling portion of the structure (including side-oriented garages) or a front porch or porte-cochere that is a minimum of five (5) feet deep by eight (8) feet long, or
 - ii. Recessed a minimum of two (2) feet beneath a second floor bay or balcony that extends the length of the garage door(s), roof overhang, or decorative roof element.
 3. Where attached garages are provided for multi-family dwellings, landscaped islands or peninsulas shall be provided between every two (2) units' garage doors unless the soils or geotechnical report does not permit landscaping near the foundation. Such islands or peninsulas shall have minimum dimensions of four (4) feet wide by ten (10) feet in length.
 4. Other garage configurations may be warranted by site constraints, such as topographic features and/or access limitations, and may be administratively approved as determined by the Director.



Figure 040-19: Street-Oriented Garages

c. *Additional Garage Standards for Multi-Family.*

1. *Garage Variety and Location.*

- i. Residential developments with five (5) or more units shall incorporate a variety of garage configurations (e.g., street-oriented, side-loaded, alley-loaded, tandem) to minimize the visual impact resulting from long, uninterrupted rows of garages.
- ii. For multi-building developments, garage entries shall be internalized in building groupings and located away from street frontages or accessed using an alley.

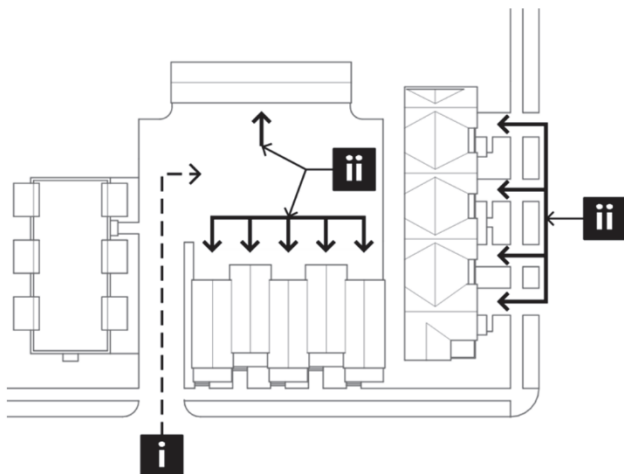


Figure 040-20: Garage Variety and Orientation

2. *Tuck-Under Garages.* Tuck-under garages for multi-family residential buildings shall be recessed a minimum of one (1) foot beneath a second floor bay or balcony that extends the length of the garage door(s).
3. *Free-standing Garage Structures.* Free-standing garage structures that have four (4) or more two-car garage bays and/or exceed ninety (90) feet in length shall incorporate one (1) or more of the following to break up their appearance and increase their functionality: (Figure 040-21)
 - i. Dwelling units above designated garage spaces;
 - ii. Storage facilities above designated garage spaces; or
 - iii. A 'green' or living roof on sites with varied topography, where:
 - a. Free-standing garage structures may be "tucked" into or are adjacent to a slope; or
 - b. Where roof surfaces are clearly visible from residences or a public right-of-way above.

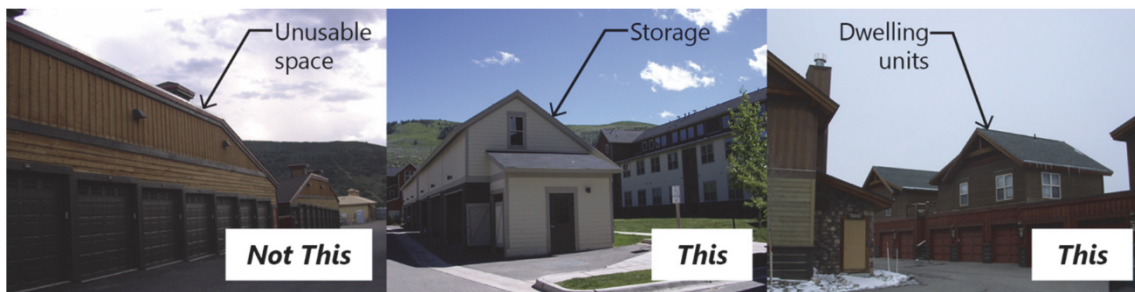


Figure 040-21: Free-Standing Garage Structures - Multi-Family

- d. *Other Accessory Buildings.* For multi-family development, free-standing garages and other accessory structures (including but not limited to grouped mailboxes, storage and maintenance facilities, recreational facilities, picnic shelters, and gazebos) shall incorporate materials, scale, colors, architectural details, and roof slopes that are compatible with the primary multi-family buildings, except that flat and shed roofs are prohibited.
 - e. *Storage Space.* Multi-family developments shall provide a minimum of one (1) cubic foot of enclosed storage space per three (3) square feet gross floor area per unit. Storage may be provided through one (1) or more of the following:
 1. Increased garage dimensions that allow for storage in front of parked vehicles;
 2. Storage units incorporated above detached garage structures or within the multi-family building;
 3. Storage closets within units, not including bedroom closets, kitchen cabinets, and food storage areas; or
 4. Detached storage buildings or sheds.
- (10) *Supplemental Architectural Design Standards: Downtown Core.* In addition to complying with the above standards that are generally applicable to all residential development, development of any residential structure in the Downtown Core shall comply with the following standards. For the purposes of evaluating the surrounding neighborhood context for these standards, consideration shall be given to

predominant characteristics of existing structures along the same block face of the subject application. Where any standards in this Subsection conflict with the standards generally applicable to all residential development, the standards in this Subsection shall control.

- a. *Building Height, Scale, Massing, and Form.* New structures and additions shall be simple rectangular forms similar to those found historically. A similarity of building forms contributes to the visual continuity of downtown residential neighborhoods. New structures shall maintain a similar lot coverage and width of existing homes along the same block face to respect the traditional single-family scale of downtown neighborhoods.
- b. *Building Additions.*
 1. Additions shall be distinguishable from the original building through subtle changes in material or construction techniques.
 2. Additions shall appear visually subordinate to the original building.
 3. When additions taller than the main building are necessary, they shall be set back from the front façade.
- c. *Architectural Details.*
 1. Projects shall incorporate architectural details compatible with the existing historic buildings in the surrounding neighborhoods.
 2. All elevations on new buildings shall be articulated with windows, insets and other architectural details compatible with the character of surrounding development.



Figure 040-22: Architectural Details

3. Solid walls without windows on any side of a structure are prohibited, except where required by the fire code.
4. Multi-family dwellings in the Downtown Core shall have the appearance of being a single-family dwelling, with similar structural proportions, window spacing, and decorative elements. Building fronts of new multi-family developments shall include articulations such as bays, insets and porches traditionally found on historic homes in the Downtown Core. For purposes of this Section, "historic homes" includes individual landmarks, contributing properties to designated historic districts, and properties that are eligible for listing in the National Register of Historic Places.
5. Roof forms shall appear similar to those seen traditionally in downtown neighborhoods (Figure 040-23).
 - i. Sloping roofs such as shed, gabled, and hipped roofs with a minimum roof pitch of 6:12 are appropriate roof forms.

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- ii. Flat or mansard rooflines as a primary roof form detract from the neighborhood's visual continuity and shall not be used. The Director may consider exceptions for proposed new structures that will replicate historic styles such as Art Deco or Moderne, which have flat roofs.

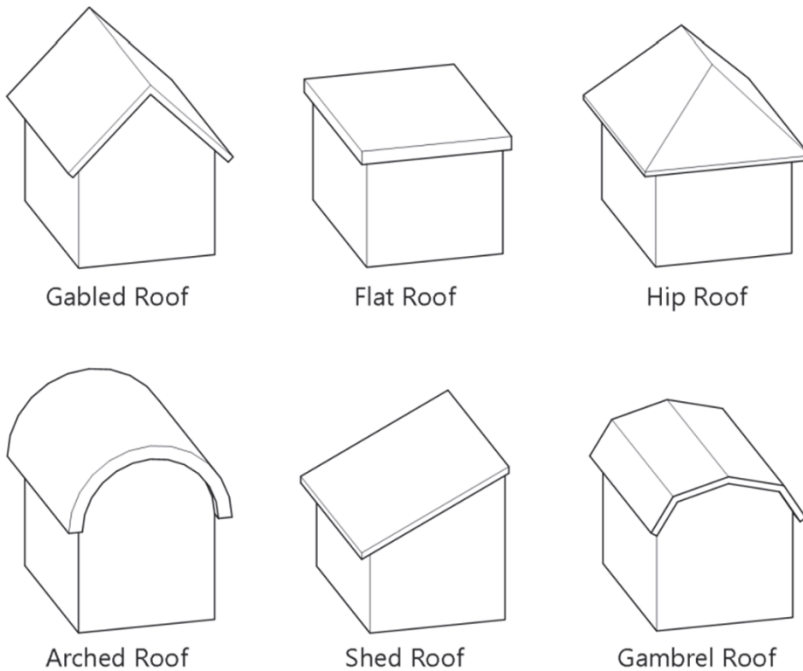


Figure 040-23: Roof Forms

d. *Building Materials.*

1. Exterior wall finishes for new buildings shall utilize building materials similar in scale, texture, and finish to those found on historic homes within the Downtown Core. New materials of similar scale, texture, and finish are also appropriate.
2. Horizontal clapboard siding or brick is appropriate for use in residential infill projects.
3. The use of decorative shingles shall be limited to use on dormers or in gables.

e. *Color.*

1. White, off-white, fluorescent, metallic, or other high-intensity colors are prohibited.
2. The use of bright or highly reflective metal finishes shall be limited to accent materials.

(Ord. No. 19-2018, § 2(Exh. A), 8-2-2018; Ord. No. 8-2020, § 2(Exh. A), 5-7-2020; Ord. No. 15-2020, § 2(Exh. A), 7-2-2020; Ord. No. 3-2021, § 2(Exh. A), 5-20-2021; Ord. No. 10-2023, § 2(Exh. A), 7-6-2023)

070.040.090 Nonresidential and Mixed-Use Site and Building Design.

(a) *Purpose.* This Section is intended to promote high-quality building design and is intended to:

- (1) Protect and enhance the visual interest, character, and quality of nonresidential and mixed-use areas;

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- (2) Ensure compatibility between residential neighborhoods and adjacent commercial and mixed-use areas;
 - (3) Mitigate negative impacts created by the scale and bulk of large buildings;
 - (4) Promote an environment that is friendly toward multiple modes of transportation and accommodates varying ages and abilities; and
 - (5) Protect and enhance property values and encourage further investment and reinvestment.
- (b) *Applicability.*
- (1) *General Applicability.* This Section shall apply to the following:
 - a. Development of any structure that will contain a nonresidential use or a mix of nonresidential and residential uses; and
 - b. An addition or renovation to an existing structure that will contain a nonresidential use where the total gross floor area of the proposed addition is twenty (20) percent or more than that of the total gross floor area of the existing structure before addition or renovation. In cases where modifications are subject to these standards, only the modification shall be subject to compliance with this Section. For purposes of this standard, "modifications" shall not include routine maintenance and repair of a building, changes to signage, or general repairs to a surface parking area, changes to landscaping, or other features on the parcel. The Director shall determine if a modification shall be subject to these standards.
 - (2) *Exemptions.* This Section shall not apply to the following:
 - a. An addition or renovation project to an existing structure that will contain a nonresidential use where the total gross floor area of the proposed addition is less than twenty (20) percent of the total gross floor area of the existing structure before addition or renovation; and
 - b. Properties subject to the Glenwood Meadows Annexation and Development Agreement.
 - (3) *Special Review Uses.* All nonresidential special review uses located within the zone districts enumerated in Article 070.030: Use Regulations, shall comply with this Section 070.040.090, in addition to any special review use performance standards of the applicable zone district, and the general special review approval criteria in Subsection 070.060.050(e)(3)e.2.
 - (4) *Planned Unit Developments.*
 - a. Development of a nonresidential or mixed-use structure within any new Planned Unit Development established after the effective date of this Code shall be subject to this Section, unless alternative nonresidential/mixed-use site and building design standards are adopted as part of the PUD approval that, in the determination of the Director, are at least equal to the standards set forth in this Section.
 - b. Development of a residential structure within an existing Planned Unit Development established prior to the effective date of this Code is exempt from this Section.
- (c) *Administration.*
- (1) *Site/Architectural Plan Review Process.*
 - a. Review for compliance with these standards shall occur at the time of site/architectural plan review. Where site/architectural plan review is not required, review for compliance with these standards shall occur prior to issuance of a building permit.

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- b. Interpretations as to applicability or design requirements contained within this Section shall be the responsibility of the Director. Appeals of the Director's interpretations shall be heard according to the process set forth in Subsection 070.060.070(c), Appeals.
- (2) *Alternative Equivalent Compliance.*
- a. *Purpose and Scope.* To encourage creative and unique design, "alternative equivalent compliance" allows development to occur in a manner that meets the intent of this Section, yet through an alternative design that does not strictly adhere to the Section's standards. This is not a general waiver of regulations. Rather, this authorizes a site-specific plan that is equal to or better than the strict application of the standard.
 - b. *Applicability.* The alternative equivalent compliance procedure is available only for the standards in Section 070.040.090, Nonresidential and Mixed-Use Site and Building Design.
 - c. *Alternative Equivalent Compliance Meeting Required.* An applicant proposing alternative equivalent compliance shall request and attend an alternative equivalent compliance meeting prior to submitting application materials for the applicable permit(s), to determine the preliminary response from the Director. Based on the response, the application shall include sufficient explanation and justification, in both written and graphic form, for the requested alternative compliance. The Director may require that the applicant provide additional drawings and/or material samples in order to better understand the need for the proposed alternative.
 - d. *Decision-Making Responsibility.* Final approval of any proposed alternative compliance shall be the responsibility of the decision-making body responsible for deciding upon the application. Administratively approved projects proposing alternative compliance shall receive written approval of the alternative compliance from the Director.
 - e. *Criteria.* Alternative equivalent compliance may be approved if the applicant demonstrates that following criteria have been met by the proposed alternative:
 - 1. Achieves the intent of the subject standard to the same or better degree than the subject standard;
 - 2. Advances the goals and policies of this Code to the same or better degree than the subject standard;
 - 3. Results in benefits to the community that are equivalent to or exceed benefits associated with the subject standard; and
 - 4. Imposes no greater impacts on adjacent properties than would occur through compliance with the specific requirements of this Code.
 - f. *Effect of Approval.* Alternative equivalent compliance shall apply only to the specific site for which it is requested and shall not establish a precedent for approval of other requests.
- (d) *Nonresidential and Mixed-Use Site Design Standards.*
- (1) *General Intent.* The general intent of these site design standards is to:
- a. Ensure development relates to the physical characteristics of the site;
 - b. Ensure building scale, orientation, and design relates to the surrounding uses and streets, and creates a cohesive visual identity and an attractive street scene;
 - c. Ensure site design for efficient pedestrian, bicycle, transit, and vehicular circulation patterns, and create a high-quality pedestrian environment;

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- d. Promote design environments built to "human scale," which means that buildings and objects are designed in size and shape to be optimized for pedestrian use;
 - e. Ensure delivery, trash, and loading facilities are located so as not to impede regular vehicular and pedestrian circulation and access routes; and
 - f. Ensure safe and efficient access between buildings and parking areas.
- (2) *Building Organization and Location.*
- a. *Building Orientation.* Buildings shall be sited parallel to public rights-of-way, to the maximum extent practicable.
 - b. *Climatic Conditions.* Local climatic conditions shall be considered when designing the orientation of new buildings. For example, north-facing facades are especially susceptible to winter snow and ice accumulation, and entries may require special treatment. Snow shed from roofs and snowpiling zones along streets shall be considered in arranging building elements on the site. Adequate solar access shall be considered when planning outdoor spaces, with shade and relief from glare provided by landscaping and overhead structures.
 - c. *Primary Entrance.*
 - 1. The primary entrances to a building shall be clearly identified.
 - 2. Buildings shall be oriented so that the principal building entrance faces the principal street or the street providing main access to the site.
 - 3. Where there are multiple buildings on a development parcel, at least one (1) building shall be oriented with an entrance facing the principal street or the street providing main access to the site.
 - 4. A corner site may orient its primary entry towards the corner for emphasis.
 - d. *Corner Lots.*
 - 1. *Scale and Massing.* Structures shall relate to the scale and massing of the buildings on each of the respective streets.
 - 2. *Building Entries.* When a structure is located on a corner lot, prominent entries shall be designed for both façades along the street edge or a single prominent entry shall be turned forty-five (45) degrees to face the corner. The primary entrance shall not be oriented to an interior court.
 - 3. *Courtyards.* When designing interior courtyards for buildings on corner lots, a minimal amount of street frontage shall be utilized. Courtyards shall not extend across the entire front of the property. Instead, a building shall be located flush with the property line on the street side.
 - 4. *Focal Points.*
 - i. To visually and physically anchor street intersections, buildings located on corner lots shall provide a focal point within a box formed from lines extending thirty (30) feet away from intersecting property lines. The focal point shall include one (1) or more of the following elements:
 - a. A primary building. In the case where a primary building includes drive-in and/or drive-through lanes, or gasoline pumping bays, the bays and/or queuing lanes shall not be located within the focal point.

- b. Decorative architectural wall that is between thirty (30) and thirty-six (36) inches tall and complies with any other sight distance triangle restrictions in Subsection 070.020.200(c)(5), Sight Distance Triangle Requirement.
 - c. An architectural feature that is a minimum of the height of the building and a maximum of the height restriction for the zoning district (for example, a clock tower, spire, or other decorative roof form). These architectural features shall not contain signs or logos in any form.
 - d. Public art or sculpture within a landscaped area.
 - e. Fountains or other water feature within a landscaped area.
 - f. Public plaza or open space with landscaping, a low decorative wall to visually and physically separate the space from nearby traffic lanes, and other pedestrian-oriented amenities such as benches. The low decorative wall shall match or complement the building exterior in materials and colors.
- ii. Signs may be located within this focal point area provided that they are incorporated with another focal point element enumerated above. Signs shall comply with Section 070.040.110, Signs.
 - iii. For all focal point options, the sufficiency of proposed pedestrian-oriented amenities and landscaping shall be determined by the Director. All such features shall meet all applicable requirements of this Code, including but not limited to the general landscaping, building materials and color, and signage standards.
 - iv. The Alternative Equivalent Compliance process in Subsection 070.040.090(c)(2) may be used to consider alternatives from this requirement where strict compliance would result in unsafe or inadequate access, where the lot has less than fifty (50) linear feet of frontage, and/or where the site has unique topographical characteristics that make it infeasible to locate at least one (1) of the listed focal point elements. (Figure 040-24)

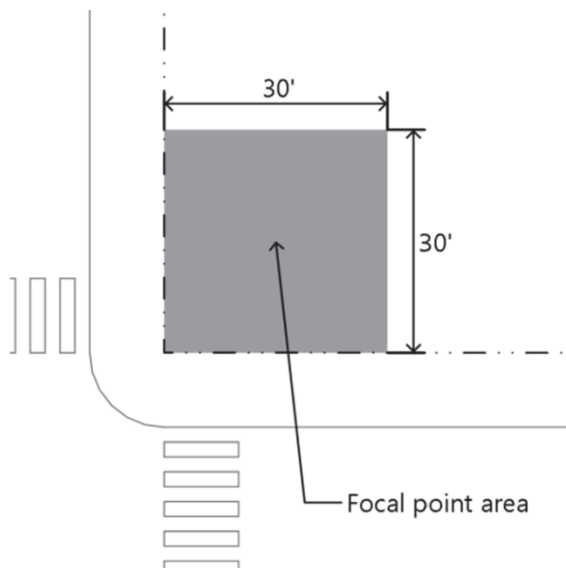


Figure 040-24: Focal Points

- (3) *Surface Parking Configuration and Location.*
 - a. In the mixed-use and other nonresidential districts, except in the Downtown Core, no more than thirty (30) percent of the total number of off-street parking spaces provided shall be located between the principal building and the front property line.
 - b. No parking space shall be located closer than five (5) feet from a window or door of a habitable structure.
 - c. No portion of a parking space, loading space, or maneuvering area shall be provided in any required landscape area, sidewalk, or other pedestrian or bicycle path.
 - d. Surface parking shall not be located in a focal point area.
- (4) *Parking Structures.* The visual impacts of a parking structure shall be minimized through compliance with the standards in Subsection 070.040.060(h)(8), Parking Structures.
- (5) *Refuse Containers.*
 - a. *General.* Refuse containers shall comply with Article 100.010 of the Municipal Code.
 - b. *Design and Materials.* Dumpsters and refuse containers shall be located within the footprint of a building, or shall meet the following standards:
 - 1. Dumpsters and refuse containers shall be located on a non-porous surface and within a four-sided, opaque enclosure that completely screens the dumpster or container and accumulated trash.
 - 2. Enclosures shall be a maximum of six (6) feet in height and shall have gated access for the collection of waste materials.
 - 3. Dumpster and refuse container enclosures shall incorporate compatible materials, colors, and architectural details that are compatible with the primary associated residential buildings.
 - 4. The use of chain-link fencing as screening is prohibited.
 - c. *Location.* Enclosures shall be located to minimize visual and impacts and odors on the primary street frontage and neighboring properties and uses to the maximum extent feasible.
- (6) *Supplemental Site Design Standards: Downtown Core.* Development of any nonresidential or mixed-use structure in the Downtown Core shall comply with the general site layout and building design standards set forth above, plus the standards of this Subsection.
 - a. *Building Edge to Sidewalk.* A minimum of seventy-five (75) percent of the building edge shall be located adjacent to the sidewalk edge (e.g., zero setback). (Figure 040-25)

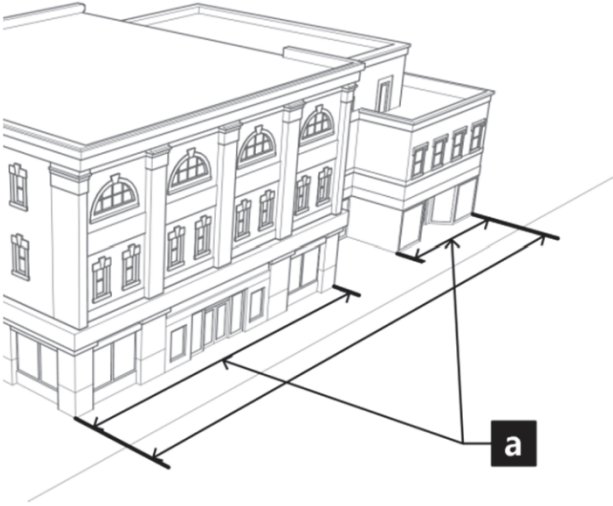


Figure 040-25: Zero Setback

- b. *Building Entrances.* The building entrance shall appear similar in scale and character to those used historically, both in the location of the building entrance and also in how the entrance area is distinguished from the rest of building by materials, size, projections or recessions, and other techniques.
- (e) *Nonresidential and Mixed-Use Building Design Standards.*
 - (1) *General Intent.*
 - a. The general intent of these building design standards is to encourage creative design that:
 - 1. Preserves Glenwood Springs' small-town atmosphere;
 - 2. Enhances the visual and physical qualities of Glenwood Springs;
 - 3. Considers how the building relates to the site, neighboring properties, and the community;
 - 4. Provides strong pedestrian orientation by visually connecting the building's interior with the public exterior;
 - 5. Creates prominent, well-proportioned customer entrances;
 - 6. Uses high quality, long lasting materials with a proven ability to withstand Glenwood Springs' environment;
 - 7. Promote building designs and construction practices that are sustainable and adaptable to multiple uses for extended building lifecycles; and
 - 8. Incorporates a palette of colors that adds visual interest to the development parcel and that is compatible with the surrounding natural environment.
 - b. The general intent of these building design standards is to discourage:
 - 1. Buildings that are out of scale or have little physical or visual connection to the street, neighboring properties, or the community;

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2. Building elements, materials, and colors that are out of character with the community, that are inherently associated with brand identification, or that are designed to function as signs;
 3. Minimal or no physical pedestrian connections between the building and public street; and/or
 4. Large expanses of blank, flat wall surfaces.

(2) *Building Elevations.*

- a. *Horizontal and Vertical Articulation Required.* No building elevation, regardless of exterior wall plane setback or the location of interior walls, shall exceed thirty (30) feet in length without incorporating at least three (3) of the following elements:
 1. Projections, recessions, or reveals such as, but not limited to, columns, pilasters, cornices, and bays, and having a change of wall plane that is a minimum of twenty-four (24) inches in depth and that has the effect of casting shadows;
 2. Glazed windows and doors, if used to comply with this standard shall comprise not less than thirty (30) percent of the elevation of which they are a part. See also Subsection 070.040.090(e)(3), Windows, Doors, and Customer Entrances, for additional requirements;
 3. Change in texture and/or masonry pattern;
 4. Change in building, parapet, or roofline height. If used to comply with this standard, the minimum change in roofline shall be two (2) feet; and/or
 5. Awnings, canopies, or marquees extending at least four (4) feet beyond the building face.

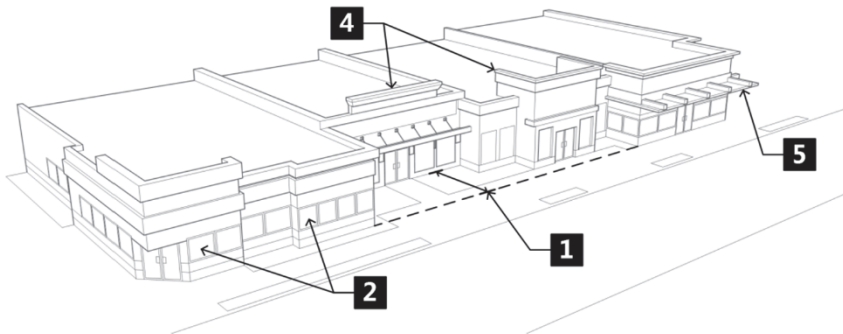


Figure 040-26: Horizontal and Vertical Articulation

Annotations correspond with paragraph numbers in the preceding text.

- b. *Alternative Designs.* An equivalent design that provides pedestrian interest by dividing the façade into horizontal and vertical planes and is in proportion to the height and width of the entire building may be approved through the Alternative Equivalent Compliance process. However, design elements used to fulfill this standard shall not consist solely of color variations.
- c. *Building Design as Signage.* Building elevations and/or elements used to comply with these standards shall not function as signs. The incorporation of certain design elements that are unique or symbolic of a particular business shall be unobtrusive and secondary to the overall architectural design.

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- d. *Building Elevations Facing Public Rights-of-Way.* Building elevations that face public rights-of-way, parking lots, or adjacent residential land uses shall include glazed windows and doors as one (1) of the required elements enumerated in Paragraph a. above. See also Subsection 070.040.090(e)(3), Windows, Doors, and Customer Entrances, for additional requirements.
 - e. *False Windows and Doors.* Building elevations not adjacent to residential land uses, public rights-of-way, or parking lots, or that do not have a customer entrance, may use false windows and/or doors to fulfill the requirement in Paragraph a. above. The windows and/or doors, whether functional, false, or a combination of functional and false windows and/or doors, shall make up a minimum of thirty (30) percent of the elevation of which they are a part and shall have a minimum six-inch change of wall plane from the primary wall in order to provide shadow or sense of depth.
- (3) *Windows, Doors, and Customer Entrances.*
- a. In order to create a sense of transparency and to visually connect the building's interior with the public exterior, primary and secondary customer entrances shall be clearly defined, highly visible and feature a minimum of two (2) of the following treatments:
 - 1. Recessions and/or projections with a minimum change in wall plane of twenty-four (24) inches;
 - 2. Display windows that are located immediately adjacent to the customer entrance and that are in proportion to the overall façade of which they are a part;
 - 3. Canopies, porticos, overhangs, awnings, or marquees with a minimum projection of four (4) feet and of a width that at minimum spans the customer entrance;
 - 4. Raised, corniced parapets located over the customer entrance with a minimum projection of four (4) feet and that span at least the width of the customer entrance door; or
 - 5. Outdoor patios with customer seating and landscaping that at a minimum includes perennials, shrub plantings, and/or ornamental trees. Landscaping provided to meet this standard shall be credited towards the general minimum landscaping requirements as set forth in Section 070.040.050, Landscaping, Screening, and Fencing.
 - b. To preserve views and to provide a clear sense of connection into and out of the building, window and door glazing shall be transparent or have a low-reflectivity. Mirror-like windows are prohibited.
- (4) *Roofs.*
- a. To reduce the visual impact of roof mass, no roofline along any building elevation shall exceed fifty (50) feet in length without a visual variation that incorporates:
 - 1. Projections, recessions, dormers that alter the vertical or horizontal plane of the roof by at least two (2) feet; or
 - 2. Change in roof height of at least two (2) feet; or
 - 3. Another architectural feature approved through the Alternative Equivalent Compliance process.
 - b. Mansard roofs, or roofs having a mansard-like appearance, are prohibited.
 - c. Flat roofs shall be concealed by parapets that are in proportion to the overall building design and that are generally of sufficient height to conceal rooftop mechanical systems that are in view from public rights-of-way, residential land uses, public parking areas, and/or adjacent properties. Parapets shall not exceed the maximum building height as established in Article 070.020: Zoning

Districts, except where allowed by Subsection 070.020.200(d)(2), Exceptions to Height Requirements.

(5) *Building Materials.*

- a. *Primary Exterior Wall Materials.* Building materials shall be high-quality and long-lasting and shall have a proven ability to withstand Glenwood Springs' intense sunlight and temperature extremes. The primary exterior building wall material, consisting of at least seventy (70) percent of the elevation to which it is applied, shall be one (1) or more of the following:
 1. Brick;
 2. Natural and cultured stone;
 3. Wood;
 4. Stucco, including synthetic stucco;
 5. Metal, excluding metal with exposed rivets, seams or fasteners, ribs and batons; or
 6. Concrete, excluding smooth-faced gray concrete block, painted concrete block and pre-cast ribbed concrete panels.
 7. Another material that meets the intent of this standard if approved through the Alternative Equivalent Compliance process.
- b. *Accent Exterior Wall Materials.* Exterior building walls shall consist of one (1) or more of the following materials provided that the sum total of the materials enumerated below comprise no more than thirty (30) percent of the elevation to which it is applied:
 1. Smooth-faced gray concrete block, painted concrete block, or pre-cast ribbed concrete panels. However, when used in combination with the allowance above for concrete as a primary exterior wall material, the concrete in its entirety may not exceed seventy (70) percent of the elevation to which it is applied.
 2. Metal with exposed seams, rivets or fasteners, ribs and batons. However, when used in combination with the allowance above for metal as a primary exterior wall material, the metal in its entirety may not exceed seventy (70) percent of the elevation to which it is applied.
 3. Glass, when used as a curtain wall or when designed to span multiple floors.
- c. *Exterior Wall Materials Generally.*
 1. All sides of the building shall be constructed using materials that are compatible with, or of equal or greater quality, as those used on elevations with customer entrances, facing public rights-of-way, or surface parking areas.
 2. Highly reflective building materials shall not be used.
- d. *Roofing Materials.*
 1. Acceptable roofing material includes the following:
 - i. Rubber membrane or EPDM (ethylene propylene diene monomer).
 - ii. Built up or modified bitumen roofing systems.
 - iii. Asphalt shingles.
 - iv. Metal, standing seam.

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- v. Clay tile.
 - vi. Another material approved through the Alternative Equivalent Compliance process.
 - 2. Roofing materials shall not include corrugated metal panels.
- (6) *Building and Roofing Colors.*
- a. Color and intensity of color proposed for all exterior building and roofing materials, including exposed rooftop mechanical systems such as HVAC equipment, roof vents, air handling/exchange units, shall be warm or dark earth-toned colors with low reflectivity.
 - b. Exterior building and roofing colors shall not include white, off-white, high-intensity primary colors, and/or fluorescent colors.
- (7) *Variety of Housing Types (Mixed-Use Only).*
- a. Development projects including twenty-five (25) or more residential units within a mixed-use development shall incorporate a minimum of two (2) housing types. Development projects with forty (40) or more units shall incorporate a minimum of three (3) housing types. Development projects with eighty (80) or more units shall incorporate a minimum of four (4) housing types. Each type must represent a minimum of twenty-five (25) percent of the total dwelling units provided unless otherwise indicated in the category below. Where a fractional number results the number shall round up at 0.5 or higher. The following housing types may be used to satisfy these standards:
 - 1. Detached single-family dwellings;
 - 2. Two-family dwellings;
 - 3. Single-family townhouse dwellings; or
 - 4. Multi-family dwellings other than two-family or townhouse dwellings;
 - 5. Live-work units;
 - 6. Inclusion of three (3) different bedroom count configurations. Each bedroom type shall be a minimum of ten (10) percent of the total dwelling units;
 - 7. One hundred (100) percent of units deed restricted for resident occupancy. Resident occupancy is defined in Glenwood Springs Community Housing Guidelines as adopted by City Council; or
 - 8. Thirty-five (35) percent of the total number of units deed restricted to an average of one hundred (100) percent area median income.
 - b. *Inclusionary Zoning.* Developments required to provide deed restricted units in compliance with Subsection 070.045, Community and Workforce Housing, may count those units to meet the housing type percentages. Housing-type units are also applicable for incentives identified in Subsection 070.045.080, Incentives for Residential Developments.
 - c. *Exceptions.* Projects with twenty-five (25) to forty (40) units where one hundred (100) percent of the units are restricted at or below one hundred (100) percent area median income shall be exempt from Subsection (3)a. Projects with more than forty (40) units where one hundred (100) percent of the units are restricted at or below one hundred (100) percent area median income shall only be required to provide two (2) housing types.
 - d. *Fee-in-Lieu of Providing Housing Variety.*

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1. In lieu of providing the required housing variety in accordance with Subsection 070.040.080(e)(3), the developer may, with the approval of the City Council make a payment to the City in lieu of providing all or a portion of the required housing variety types.
 2. The amount of such in-lieu payment shall be set by City Council resolution.
 3. The City shall deposit any in-lieu fee into a special fund that shall be used only for the acquisition or development of affordable, or workforce housing, including buy-down acquisitions of market-rate units. These fees shall not be used for the general expenses of the City.
- (8) *Supplemental Building Design Standards: Downtown Core.* Setbacks, orientation, and heights of new buildings in the Downtown Core shall be similar to those found on the same block face and shall comply with the following additional standards:
- a. *Building Scale and Massing.*
 1. Building scale and massing shall respect the scale and massing of existing buildings along the block face.
 2. The height of new buildings shall vary as follows:
 - i. Variation shall be used in building roof and parapet heights to add visual interest and reduce boxy or monolithic building masses.
 - ii. Upper floors of a large building mass shall be stepped back from the street or an adjacent residential zone to reduce looming effect.
 - iii. Step back distances and proportions shall be varied to avoid monotonous, uniform, tiered "wedding cake" appearance.
 3. Featureless backs of buildings shall not be located adjacent to the Roaring Fork or Colorado River. To encourage active uses in this area, all design standards applicable to street frontage structures shall also be applicable to the back of a building in this area.
 - b. *Building Height.*
 1. Floor heights in new buildings shall be similar to those of existing historic buildings in the downtown commercial core. (Figure 040-27)
 - i. The level of the first floor shall be at or near grade level at the entrance.
 - ii. The first floor shall appear to be a full floor in height.

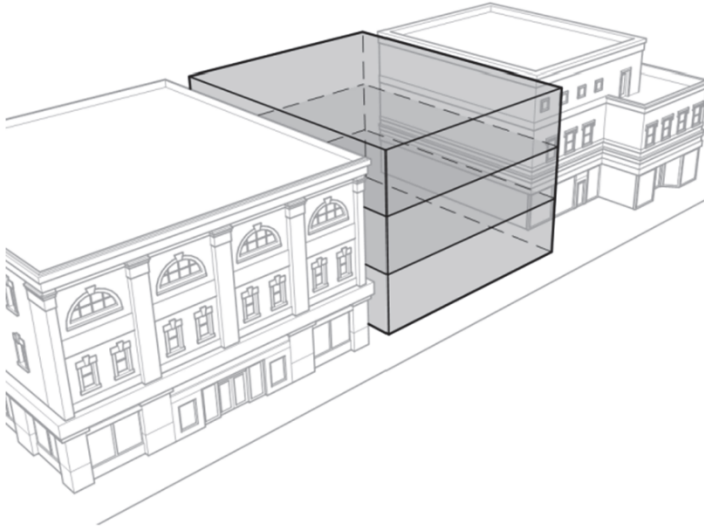


Figure 040-27: Building Floor Heights

2. Structures directly adjacent to residential buildings shall "step-down" in height on the abutting edge to match the height of the adjacent structure.
- c. *Roof Design.*
1. The alignment of horizontal elements along the block face, including parapets and cornices, shall be maintained along the entire façade to provide a continuous visual line along the block.
 - i. This alignment occurs most successfully when buildings are similar in height.
 - ii. Window sills and moldings are examples of other building elements that shall be aligned.
 2. The primary roof form shall appear to be flat, as traditionally found on the City's downtown commercial structures. A parapet shall conceal roofs.
 3. Roof design shall be consistent with those of historic buildings in the commercial Downtown Core.
 4. Roofs are encouraged to be activated with decks or vegetation. Roof decks are appropriate to take advantage of views. Green roofs, or "living roofs," are appropriate to bring visual interest to highly visible roofs, as well as contribute to sustainability principles.
 5. Roofs shall be designed to manage snowfall, using methods that appropriately prevent injuries from snow or ice falling from buildings.
 6. Monolithic roof design is not appropriate. See also requirements under Building Articulation.
- d. *Building Articulation.*
1. Vertical and horizontal articulation techniques shall be used to establish a sense of scale in the design of a larger building. Articulation techniques include, but are not limited to:
 - i. Wall offsets;

- ii. Step backs;
- iii. Base, middle, and cap design; and
- iv. Variation in material (Figure 040-28).

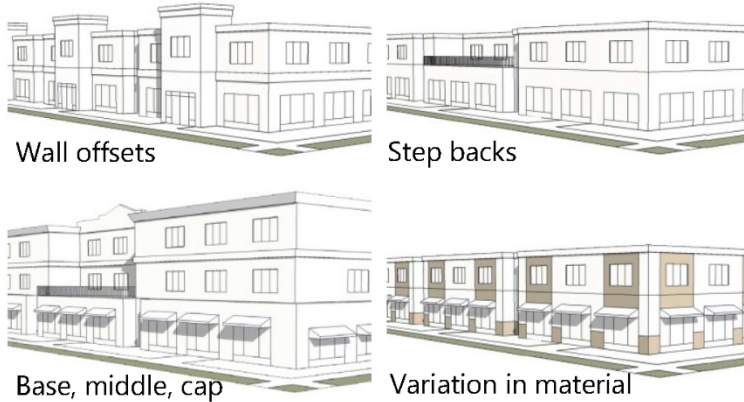


Figure 040-28: Building Articulation Techniques

- 2. Vertical articulation shall be used to express traditional façade widths where a new larger building is adjacent to existing, smaller-scale buildings.
- 3. To minimize apparent mass, new buildings shall be divided into bays through projections and/or recesses (minimum two (2) feet deep and one (1) foot wide) at a minimum of every twenty-five (25) feet in order to be compatible with the character of historic building frontages. Civic structures may vary in front width and shall be reviewed on an individual basis for compatibility.
- 4. Buildings shall have a clearly articulated architectural distinction between the street level and upper floors, expressed through detailing, changes in materials, and fenestration. One (1) or more belt courses shall be used to help distinguish between floors.
- e. *Floor Distinctions.* Buildings shall have a clearly articulated architectural distinction between the street level and upper floors, expressed through detailing, changes in materials, and fenestration. One (1) or more belt courses shall be used to help distinguish between floors.
- f. *Commercial-Oriented Building Design.*
 - 1. The ground-level street frontage of every nonresidential and mixed-use building in the Downtown Core shall be primarily dedicated to commercial uses.
 - 2. New commercial storefront buildings shall incorporate the following character-defining elements: (Figure 040-29)
 - i. Display windows: The main portion of glass on the storefront.
 - ii. Glass transom: The upper portion of the display, separated from the main display window by a frame.
 - iii. Kickplate: Found beneath the display window. Sometimes called a bulk-head panel.

- iv. Upper-story windows: Windows located above the street level. These usually have a vertical orientation, and appear to be less transparent than the large expanse of glass in the storefront below.

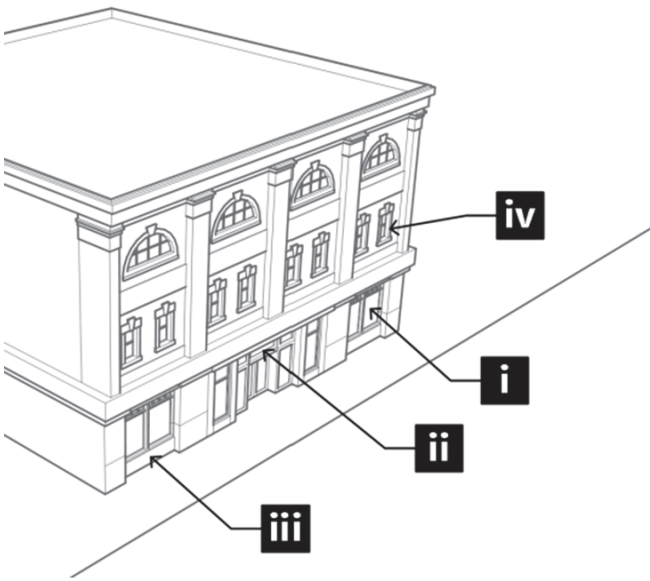


Figure 040-29: Commercial-Oriented Building Design

Annotations correspond with paragraph numbers in the preceding text.

g. Windows and Transparency.

1. Windows shall be located and spaced to express the rhythm and visual continuity found in historic buildings in the Downtown Core.
 - i. Horizontal spacing shall be consistent between windows on a floor.
 - ii. Windows shall be vertically aligned on upper and lower floors.
2. The size and proportion of windows shall be in the range of heights and width as found in historic buildings in the Downtown Core.
3. The first floor of the primary façade shall be sixty-five (65) to eighty (80) percent transparent glass.
4. Windows shall be designed windows to create depth and shadow on a façade.
 - i. Upper floors shall be perceived as being more opaque than the lower floor.
 - ii. Highly reflective or darkly tinted glass is prohibited.

h. Building Entry.

1. The primary building entrance shall be recessed; doors that are flush with the sidewalk are prohibited.
2. Doors shall be made of at least forty (40) percent glass.
3. Accent colors shall be used on the door(s) to encourage pedestrian activity.

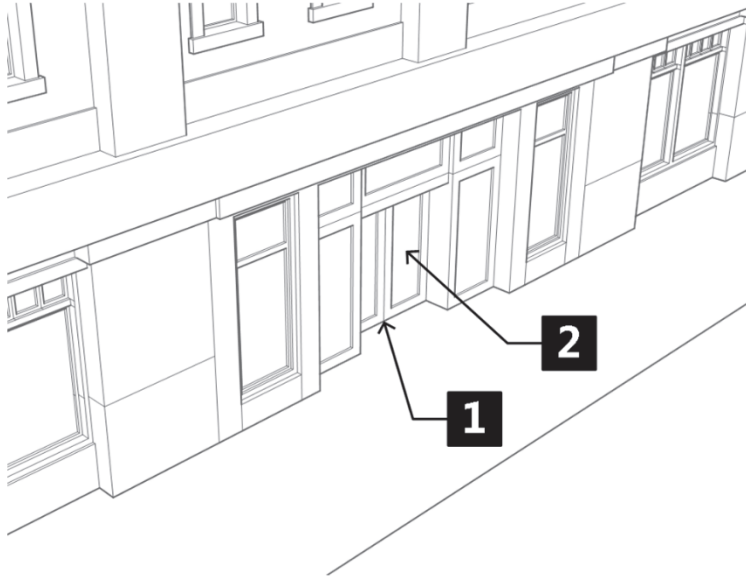


Figure 040-30: Commercial-Oriented Building Design

Annotations correspond with paragraph numbers in the preceding text.

i. *Awnings, Canopies, and Marquees.*

1. Awnings and canopies shall be canvas with a matte finish. Awnings with high gloss finishes are prohibited. Marquees may be constructed in metal but shall be painted or shall have a matte finish.
2. Rigid frame awnings and canopies may be used, but shall stop at the top section and shall not be included in the valance.
3. Illuminated, plastic awnings and canopies are prohibited.
4. Awning and canopy colors shall be compatible with the overall color scheme of the façade. Solid colors or subtle striped patterns shall be used.
5. Awnings and canopies for rectangular openings shall be simple shed shapes. Rounded or bull-nose awnings and canopies shall only be allowed over arched openings.
6. Marquees shall be located only over the primary public entrance into a building.
7. Awnings, canopies, or marquees that span continuously across more than one (1) structural bay or storefront shall not be allowed.
8. Poles or posts supporting awnings, canopies, or marquees shall not be allowed.
9. Awnings, canopies, or marquees shall not project more than five (5) feet from the building façade to which they are attached.
10. Awnings, canopies, or marquees shall maintain an eight-foot height clearance above a public sidewalk, or other publically owned space. Additional height clearance may be required if an awning, canopy, or marquee is located over a public right-of-way, including an alley way.

j. *Building Materials and Colors.*

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1. Primary materials shall be similar in character to those used traditionally on downtown commercial structures by complying with the following standards:
 - i. Brick and masonry, known for their durability, were traditionally found on historic commercial structures in downtown. New materials shall demonstrate similar durability and compatibility. The use of split face concrete block is prohibited, but may be approved through the Alternative Equivalent Compliance procedure.
 - ii. Diagonal wood siding shall not be used.
 - iii. Cinder block is acceptable for interior walls, but shall not be used as an exposed material on building façades facing streets, alleys, or undeveloped lots.
 2. Accent materials shall be similar to those used historically. Wood was traditionally used for trim elements on commercial storefronts while stone, painted metal, terra cotta, ceramic tile, and rounded plaster were used in detailing.

(Ord. No. 19-2018, § 2(Exh. A), 8-2-2018; Ord. No. 3-2021, § 2(Exh. A), 5-20-2021; Ord. No. 9-2023, § 2, 10-26-2023; Ord. No. 10-2023, § 2(Exh. A), 7-6-2023)