



AGENDA  
CITY OF GLENWOOD SPRINGS  
Planning and Zoning Commission  
Regular Meeting  
MARCH 10, 2025  
Council Chambers, First Floor  
101 W. 8<sup>TH</sup> STREET  
6:00 PM

1 Attendance Instructions

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

Join from PC, Mac, iPad, or Android:

<https://us02web.zoom.us/j/84982472005>

Or Dial:

+1 719 359 4580 US

2 Roll Call

3 Conflicts of Interest

4 Comments from citizens appearing for items not on the agenda

5 New Items

- A. Title 070 Code Amendment, Allowed Uses for Duplex and Triplex Units

6 Commissioner Comments

7 Director Comments

8 Adjournment



## Planning and Zoning Commission Report

Date: March 10, 2025  
To: Planning and Zoning Commission  
From: Watkins Fulk-Gray, Senior Planner  
Subject: Planning Item 39-23

|           |                                                                                                                         |
|-----------|-------------------------------------------------------------------------------------------------------------------------|
| REQUEST   | Planning Case # 06-25; Consideration of code changes to Title 070 in regards to allowed uses in certain zone districts. |
| APPLICANT | City of Glenwood Springs                                                                                                |
| LOCATION  | Citywide                                                                                                                |

### ACTION ITEMS

Consideration of a Code Amendment to create an administrative permit process to allow duplexes in the RR, RL, and RM1 zone districts, and Triplexes in the RM1 zone district with specific criteria of approval for duplexes and for triplexes in the RM1 zone.

Staff is proposing a code amendment to the zone districts in which duplexes and triplexes are allowed, subject to limitations as described in this memo. The proposed changes include some of those discussed and recommended by Planning and Zoning Commission (P&Z) in 2023. The P&Z is asked to make a recommendation with findings to City Council (CC) about the proposed changes.

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### **Background & Project Summary**

The P&Z held a worksession in July of 2023 discussing several potential zoning changes aimed at allowing more housing development and made a recommendation to City Council in October of 2023. At that time Staff was recommending changes to which zone districts allow duplexes and triplexes, changes to minimum lot standards, and changes to the density bonus provisions. P&Z was supportive of these changes and recommended minor modifications to some of the Staff proposals. City Council was interested in these changes, but several members of the public were opposed, and City Council indefinitely tabled the changes in May of 2024.

In February 2025 City Council directed Staff to bring forward the concept of allowing duplexes and triplexes in more places with strict limitations on their number. Upon review and recommendation from the City's legal counsel, it was determined that allowing only a specific number of duplexes or triplexes per year would not be allowed by the State prohibition against growth caps with House Bill 23-1255. Staff has therefore brought forward a proposal that is intended to align with City Council's direction, with changes to comply with State law.

This proposal concerns one subset of the original proposal: which zone districts allow duplexes and triplexes. Currently, duplexes are allowed nearly everywhere single-family homes are allowed, but they are allowed only by Special Use Permit in the RL and RM1 zone districts, and duplexes are not allowed in the RR zone district. Triplexes, which are currently considered a form of multifamily housing, are not allowed in the RR, RL, or RM1 zone districts.

Zoning reform proposals have been under discussion since the adoption in 2023 of the Strategic Housing Plan Update. One of the Strategic Housing Plan's primary recommendations was specifically related to duplex and triplex zoning:

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 restrictions such as resident occupancy, local employment, and potentially income limits.

Below is a list of the major meetings or milestones from the Zoning Reform process:

- Open house for Strategic Housing Plan Update: February 9, 2023
- P&Z/CC joint meeting for Plan Update: June 27, 2023
- CC adoption of Strategic Housing Plan Update: July 20, 2023
- P&Z worksession about zoning reform code changes: July 25, 2023
- Community survey: 8/23 to 9/20, 2023
- P&Z recommendation: October 3, 2023
- CC worksession: October 26, 2023
- CC action item: November 16, 2023
- CC worksession: February 15, 2024
- CC worksession: March 21, 2024
- Public Listening and Education Session: April 29, 2024
- CC action item: May 16, 2024

At the City Council worksessions and action item meetings in which members of the public have attended, most comments received have been negative toward the proposed changes. Those who have spoken at the meetings have generally been concerned about the potential density and pace of change in Glenwood's neighborhoods.

In contrast to voiced and written opposition at public meetings, the community survey with over 500 responses, showed broader support for allowing duplexes and triplexes in the identified zone districts.

### **Changes to Where Duplexes and Triplexes Are Allowed**

Staff proposes creating a new Administrative Review process, similar to a Special Use review process, for duplexes in the RR, RL, and RM1 zone districts and for triplexes in the RM1 district with required buffers between duplexes and triplexes approved by Administrative Review. Staff proposes a required buffer of 250 feet between duplexes and triplexes in the RM1 zone and 350 feet in between duplexes in the RR and RL districts.

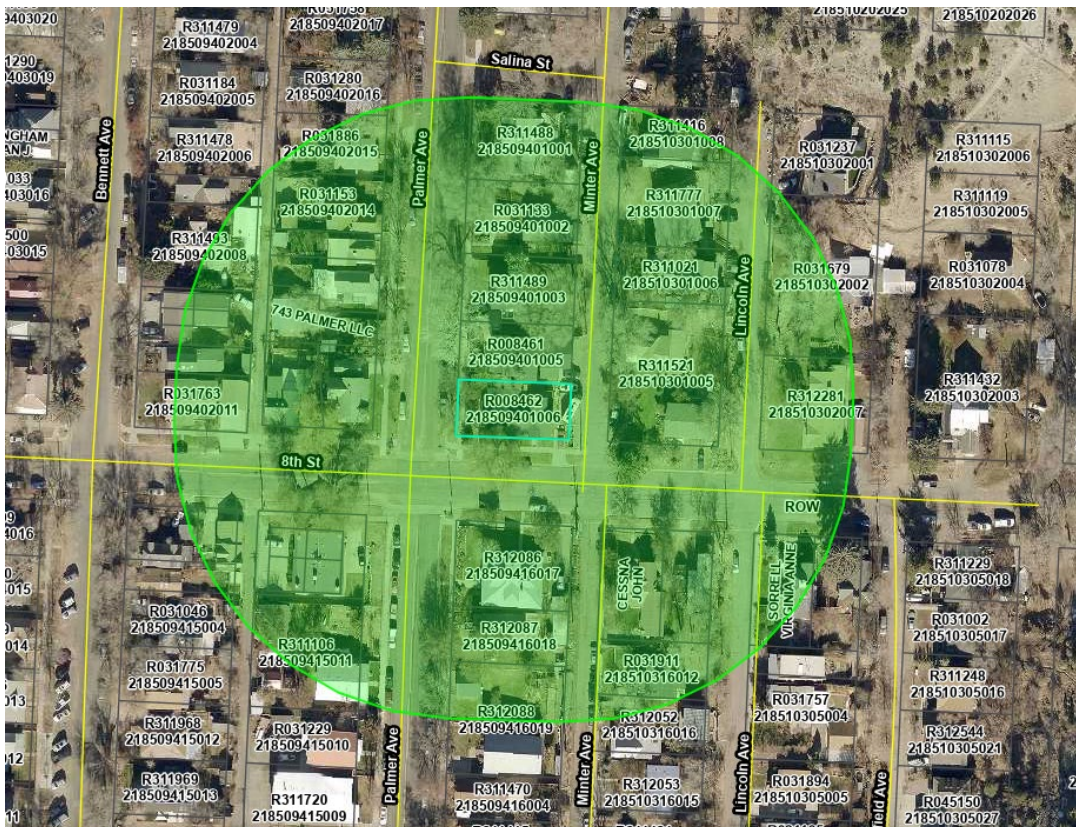
This administrative review will be conducted by the Community Development Director, with appeals going to P&Z. This new Administrative Review procedure will allow duplexes to be built in the RR, RL, and RM1 zones, and triplexes to be built in the RM1 zone, if the Director finds that a project meets the following criteria:

1. In the RR and RL zone district, Administrative Review Duplexes shall be located a minimum of two hundred fifty (250) feet from any other Administrative Review

Duplex. This two hundred fifty-foot limitation shall not apply to parcels whose boundaries are not entirely contained within the two hundred fifty-foot buffer distance.

2. In the RM1 district, Administrative Review Duplexes/Triplexes shall be located a minimum of two hundred fifty (250) feet from any other Administrative Review Duplex/Triplex. This two hundred fifty-foot limitation shall not apply to parcels whose boundaries are not entirely contained within the two hundred fifty-foot buffer distance.
3. The use will be consistent with the general purpose and intent of this Code;
4. The use will comply with all applicable standards of this Code;
5. The use is in conformance with the Comprehensive Plan and other City plans and policies; and
6. The use minimizes adverse impacts to the health, safety, and welfare of the inhabitants of the surrounding areas and the City.

Staff proposes that the buffers apply only to new duplexes/triplexes approved through the Administrative Review process with separate buffers by housing type. This means that (in the RM1 zone) a duplex could be built next to a triplex, each with its own buffer. In the downtown area, where blocks are around 430 feet long, this probably means that not more than two duplexes and two triplexes could be permitted on one block (including both sides of the street). An example of the buffer being applied to a theoretical property is below. The selected property in blue creates a buffer that encompasses most of the block but not all.



Furthermore, Staff proposes that the Special Use Permit (SUP) process that exists already for duplexes in RL and RM1 be maintained and extended to Triplexes in RM1 if the Administrative Review process is adopted, so that a duplex or triplex could be approved by SUP within the buffer area of the Administrative Review-approved duplex or triplex. The SUP process involves a public hearing and neighborhood notification, so the community will have a voice when additional density beyond what is allowed by the required buffer is proposed.

The proposed criteria of approval for duplexes and triplexes will be contained in new Use-Specific Standards. Once the Community Development Director approves an application based on the Use-Specific Standards, the approval will expire after 180 days without a building permit approval which can be extended upon request. The expiration is to ensure that a property actually moves forward with the proposed duplex or triplex and does not hold onto the use thereby preventing other potential properties in the buffer. This is similar to how the vacation rental permitting process works., Denials can be appealed to the P&Z through the standard process for other administration decisions, as described in 070.060.070(c).

#### Analysis of Proposed Changes

In addition to 250- or 350-foot buffer, there are other reasons that not all RR, RL, or RM1 lots would be eligible for increased density from duplexes or triplexes. One limitation is the minimum dimensional standards found in 070.020 of the Municipal Code. Changes to these standards were proposed previously but are not included in this set of changes. The dimensional standards allow attached dwelling units in RM1 only for lots with at least 7,500 square feet per lot. Currently there are 708 lots in the city zoned RM1 with at least 7,500 square feet. However, RR and RL-zoned lots do not currently have minimum lot sizes for attached dwellings. There are 41 RL-zoned lots and 16 RR-zoned lots in Glenwood, although many lots in both these zone districts are in steep areas that would be challenging in which to build at all.

Other important factors that can limit additional density include required site elements such as landscaping, common open space, and parking. Duplexes require three off-street parking spaces and triplexes require six; not all lots have the space to fit six off-street parking spaces in addition to the triplex structure itself and associated site elements like a driveway and landscaping. Therefore, not all sites would have the capacity to be redeveloped for additional density.

This expansion of where duplexes and triplexes are allowed would support infill redevelopment, which has benefits and some drawbacks for the City. As a method of growth, infill development in established neighborhoods is a more efficient use of space and infrastructure than greenfield development of vacant land outside City boundaries, because established neighborhoods are already served by sidewalks, water and sewer, roads, transportation systems, schools, and parks. Infill development with duplexes and triplexes is also an alternative form of growth to the kinds of large apartment buildings that some residents have voiced opposition towards in the past.

However, allowing infill redevelopment of duplexes and triplexes does raise the possibility of more teardowns of older structures. When this happens to renter-occupied homes, renters may be displaced. Teardowns of homes may cause residents to feel that the character of their neighborhoods is changing. To combat the possible teardown of homes, the City has incentives for owners to voluntarily pursue historic designation on their property, which would prevent teardowns and exterior changes to buildings in most circumstances. All new development will also need to meet the

City's design standards. While new development can bring changes to neighborhoods, new duplexes and triplexes also bring new housing, which is essential to the current housing supply shortage. The proposal to require one unit in triplexes to be deed restricted for Resident Occupancy is intended to ensure that new housing created will at least in part be lived in by the local workforce.

**070.030.020 Table of Allowed Uses.**

(e) *Table of Allowed Uses.*

| Table 030.1: Table of Allowed Uses                                                  |                                     |                   |                   |                      |     |    |    |    |    |    |    |    |    |    |    |    |                                                                  |                                                                     |
|-------------------------------------------------------------------------------------|-------------------------------------|-------------------|-------------------|----------------------|-----|----|----|----|----|----|----|----|----|----|----|----|------------------------------------------------------------------|---------------------------------------------------------------------|
| P = permitted by right    S = special use permit required    Blank = use prohibited |                                     |                   |                   |                      |     |    |    |    |    |    |    |    |    |    |    |    |                                                                  |                                                                     |
| Districts →                                                                         |                                     |                   |                   |                      |     |    |    |    |    |    |    |    |    |    |    |    |                                                                  |                                                                     |
| Use Category                                                                        | Use Type                            | RR                | RL                | RM1                  | RM2 | RH | RT | M1 | M2 | M3 | CO | RE | I1 | I2 | IN | HP | Use-Specific Standards                                           | Required Minimum Parking                                            |
| RESIDENTIAL USES                                                                    |                                     |                   |                   |                      |     |    |    |    |    |    |    |    |    |    |    |    |                                                                  |                                                                     |
| Household Living                                                                    | Dwelling, <a href="#">live-work</a> |                   |                   |                      |     |    | P  | P  | P  | P  | P  | P  | P  | P  |    |    | 070.030.030(c)(2)                                                | 1 per dwelling unit                                                 |
|                                                                                     | Dwelling, multifamily               |                   |                   |                      | P   | P  | P  | P  | P  | P  | P  | P  |    |    |    |    | 070.030.030(c)(1)                                                | 1.5 per dwelling unit, plus 1 guest space per each 5 dwelling units |
|                                                                                     | Dwelling, townhouse                 |                   |                   |                      | P   | P  | P  | P  | P  | P  | P  | P  |    |    |    | S  | 070.030.030(c)(1)                                                | 1.5 per dwelling unit, plus 1 guest space per each 5 dwelling units |
|                                                                                     | Dwelling, single-family detached    | P                 | P                 | P                    | P   | P  | P  | P  | P  |    | P  | P  |    |    |    | S  | 070.030.030(c)(1)                                                | 1 per dwelling unit                                                 |
|                                                                                     | Dwelling, three-family              |                   |                   | <a href="#">P[1]</a> | P   | P  | P  | P  | P  | P  | P  | P  |    |    |    | S  | <a href="#">CREATE USE SPECIFIC STANDARDS AND REFERENCE HERE</a> | 1.5 per dwelling unit, plus 1 guest space                           |
|                                                                                     | Dwelling, two-family                | <a href="#">P</a> | <a href="#">P</a> | <a href="#">P</a>    | P   | P  | P  | P  | P  |    | P  |    |    |    |    | S  | 070.030.030(c)(1)                                                | 1.5 per dwelling unit                                               |
|                                                                                     | Mobile home park                    |                   |                   |                      |     | S  | S  | S  |    |    | P  |    |    |    |    |    | 070.030.030(c)(3)                                                | 1 per dwelling unit                                                 |
|                                                                                     | Accessory dwelling unit             | P                 | P                 | P                    | P   | P  | P  | P  | P  |    | P  | P  |    |    |    | S  | 070.030.040(d)(1)                                                | 1 per unit                                                          |
| Group Living                                                                        | Convalescent or nursing home        |                   |                   |                      |     | S  | S  | P  | P  |    | P  | P  |    |    | P  |    |                                                                  | <a href="#">1 per</a> 3 beds                                        |

[1] Triplexes allowed only when one unit is deed restricted for Resident Occupancy in accordance with the City's Community Housing Standards and Guidelines.

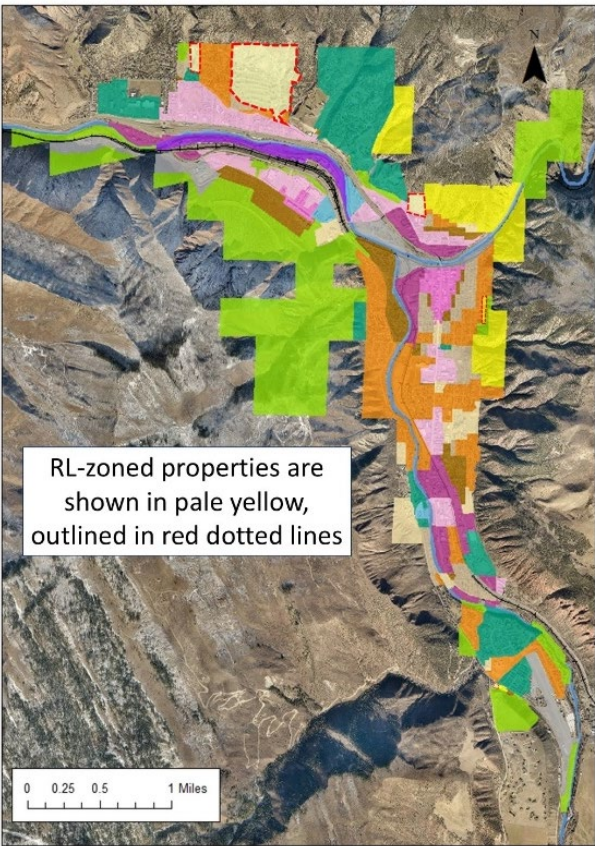
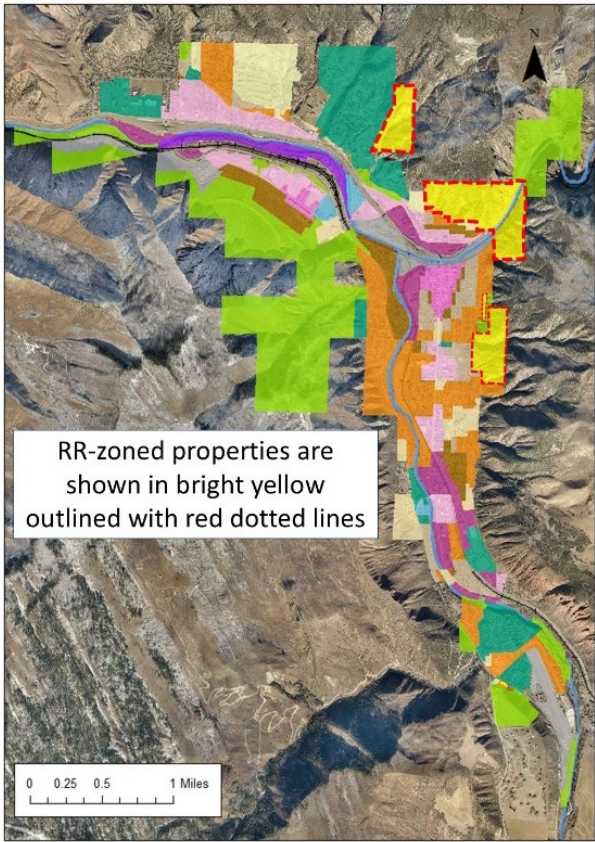
Above: The portion of the Municipal Code showing allowed residential uses by zone district with proposed changes in red.

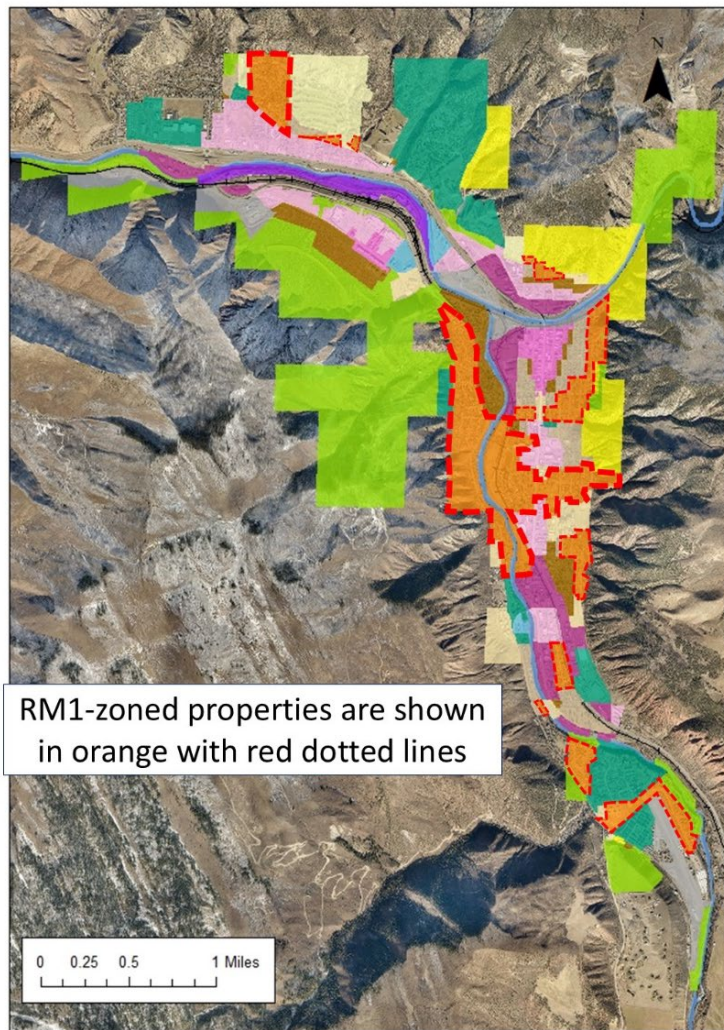
If directed to make the changes discussed in this memo, several changes to the Municipal Code will need to be made to implement these changes:

- Changes to the use chart (section 070.30.020(e)): A “dwelling, three-family” category will be created with associated requirements, such as parking minimums.
- Duplexes will be listed as a permitted use in the use chart in the RR, RL, and RM1 zone districts
- Triplexes will be listed as a permitted use in the use chart in the RM1 district, as well as the other zone districts in which they are already allowed. A footnote will be included explaining that triplexes are only allowed with a deed restriction for at least one of the units.
- Associated changes, such as requiring minimum landscaped areas for triplexes to match current multifamily requirements, will be inserted into the appropriate sections.
- A new section in Use-Specific Standards will be created to establish the duplex/triplex limitations in the aforementioned zone districts.

These changes, if approved, will be shown in exhibits to the ordinance that would be adopted by City Council.

Below: An overall map of the City’s zone districts with RR shown in bright yellow with dotted red outline and RL in pale yellow with dotted red outline.





Above: RM1-zoned land shown in orange with dotted red outlines. A public interactive map of the city's zoning is available at: <https://gwsco.maps.arcgis.com/apps/webappviewer/index.html?id=4ddd04a3ec904da8a3bec0c357c7a7d4>

### **Connections to adopted City plans**

Staff's recommendation is supported by the following planning documents:

- The Strategic Housing Plan Update recommends allowing up to a triplex on lots that are currently restricted to single-family homes in conjunction with deed restrictions. To place a check on the possibility that redevelopment could drive up housing costs, the Plan Update recommends that the second unit of duplexes and the second and third units of a triplex be allowed only with deed restrictions. Staff has elected to recommend only one triplex unit be deed restricted for Resident Occupancy.
- Williford LLC, a consultant contracted to perform policy work for the West Mountain Regional Housing Coalition (WMRHC), created a document with recommended changes to the City's code after reviewing it from the lens of affordable housing. One recommendation was this:  
 "... [W]e recommend allowing duplexes as a use by right in all residential zoning districts, and allowing townhomes and small multifamily development in the RM1 zoning district. These changes can be implemented alone to increase opportunities for

housing supply overall, or they can be used as a density bonus for 100% community housing development. This strategy is in alignment with the direction to incorporate a variety of housing types discussed in the Residential Site and Building Design section of the code.”

- Housing is an important goal stated in the Comprehensive Plan. These goals and action relate closely to the proposed code changes:
  - Increase housing density
  - Provide diversity in housing type
  - Create a policy or program to preserve existing missing middle housing and explore ways to develop new missing middle housing.

The recommended code changes would allow density to increase by providing a greater diversity of housing types that are types of “missing middle” housing.

- The 2020-2025 Strategic Vision Plan contains strategies nested within the goals of “Protect and preserve our quality of life” and “Generate sustainable economic development” that relate to these changes:
  - Develop affordable housing with strategic partners so more people who work in the city can live in the city.
  - Creation of diverse and inclusionary housing.

This proposal would allow the free market to increase the supply of housing, creating opportunities for employers to engage in this task. These recommendations would ensure at least the possibility of diverse and inclusionary housing.

#### **Review Criteria and Staff Analysis**

A code amendment is a legislative decision by the City Council. Prior to recommending approval or denial of a proposed code amendment, the P&Z must consider whether and to what extent the proposed amendment meets the following criteria. Staff analysis is in italics.

- I. Is consistent with the Comprehensive Plan and other City policies;  
*The proposed changes are consistent with the Comprehensive Plan and supports several goals or actions described in the Comprehensive Plan, as described in this memo.*
- II. Does not conflict with other provisions of this Code or other provisions in the Glenwood Springs Municipal Code;  
*The proposed changes to the Code’s mitigation requirements do not conflict with the Municipal code.*
- III. Is necessary to address a demonstrated community need;  
*Housing is an important community need. According to the 2023 Strategic Housing Plan Update, Glenwood Springs faces a current shortage of approximately 1,300 dwelling units. The proposed changes would make development of new housing possible. Though the specific code changes do not mandate affordability, they incentivize new housing creation and missing middle housing creation, and will contribute to an environment that can produce greater affordability.*
- IV. Is necessary to respond to substantial changes in conditions and/or policy; and  
*The 2023 Strategic Housing Plan Update found an overall shortfall of around 1,300 dwelling units, a condition that was most likely not present when the existing density limits and minimum lot sizes were created.*

- V. Is consistent with the general purpose and intent of this Code.  
*The proposed amendment is in line with the purpose and intent of the Code.*

### **Action Item and Staff Recommendation**

Consideration of code text changes to 070.020 and 070.030 of the Municipal Code, involving changes to allowed uses and Use-Specific Standards.

Staff recommends approval of the code amendments.

### **Suggested Findings:**

The proposed code amendment:

- I. Is consistent with the Comprehensive Plan and other City policies;
- II. Does not conflict with other provisions of this Code or other provisions in the Glenwood Springs Municipal Code;
- III. Is necessary to address a demonstrated community need;
- IV. Is necessary to respond to substantial changes in conditions and/or policy; and
- V. Is consistent with the general purpose and intent of this Code.

### Suggested Motion:

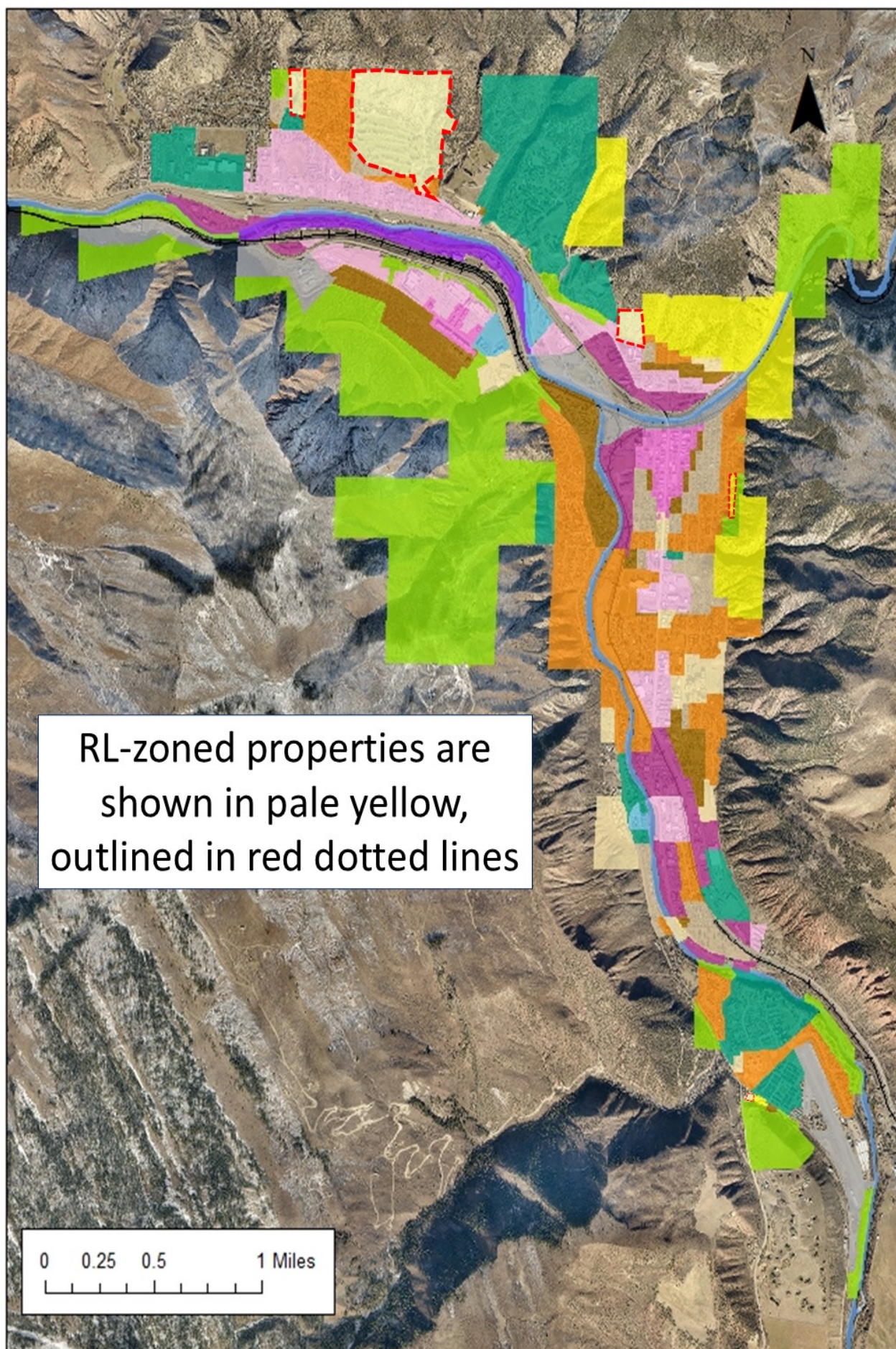
I recommend approval of the text changes to the Municipal Code sections 070.020 and 070.030 as described in the Staff memo with the findings as written in the Staff memo.

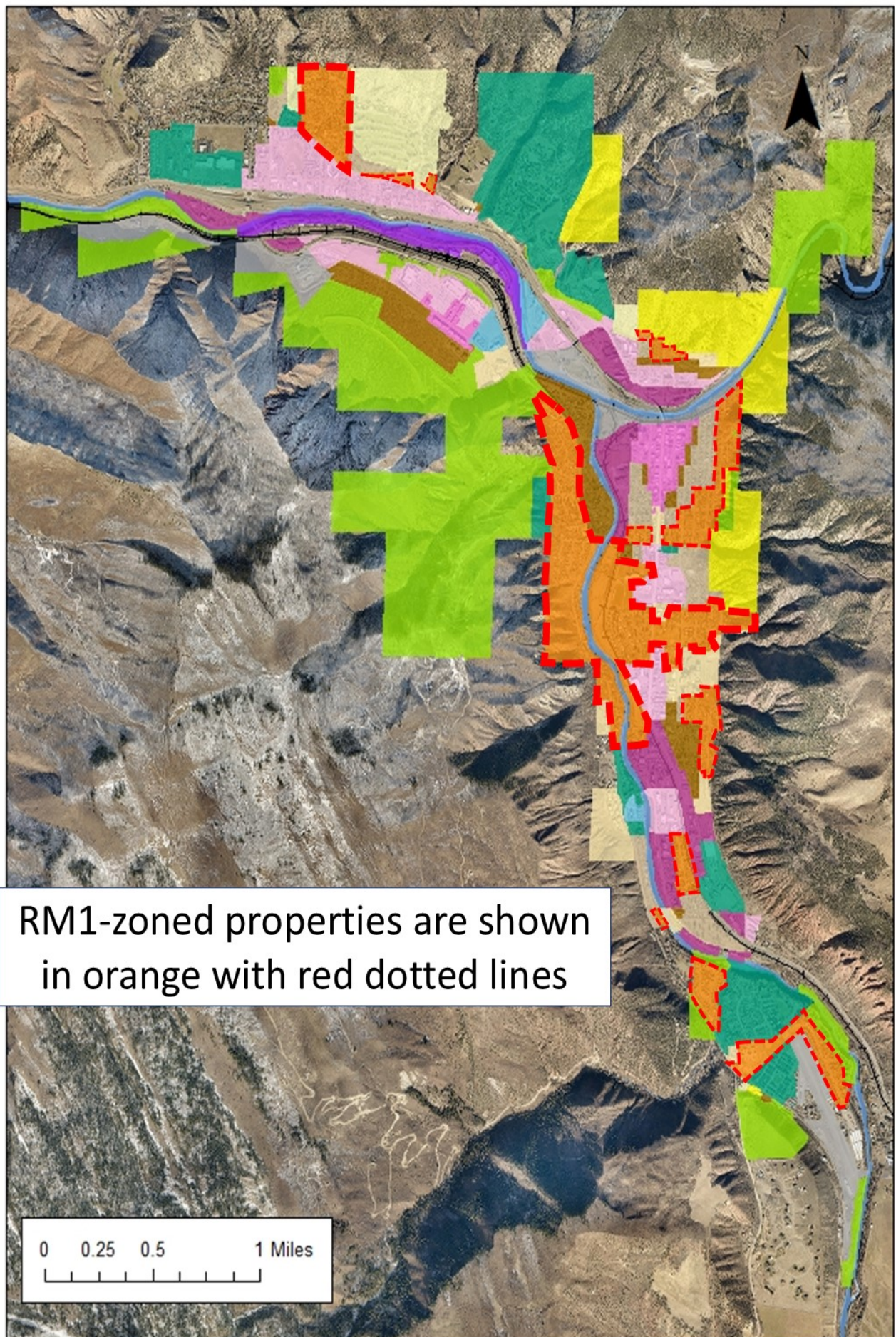
### Alternative Motions:

I recommend approval of the text changes to the Municipal Code sections 070.020 and 070.030 as described in the Staff memo with the following changes: [describe changes], and with the following findings: [make findings for how proposed changes meets the five criteria for approval].

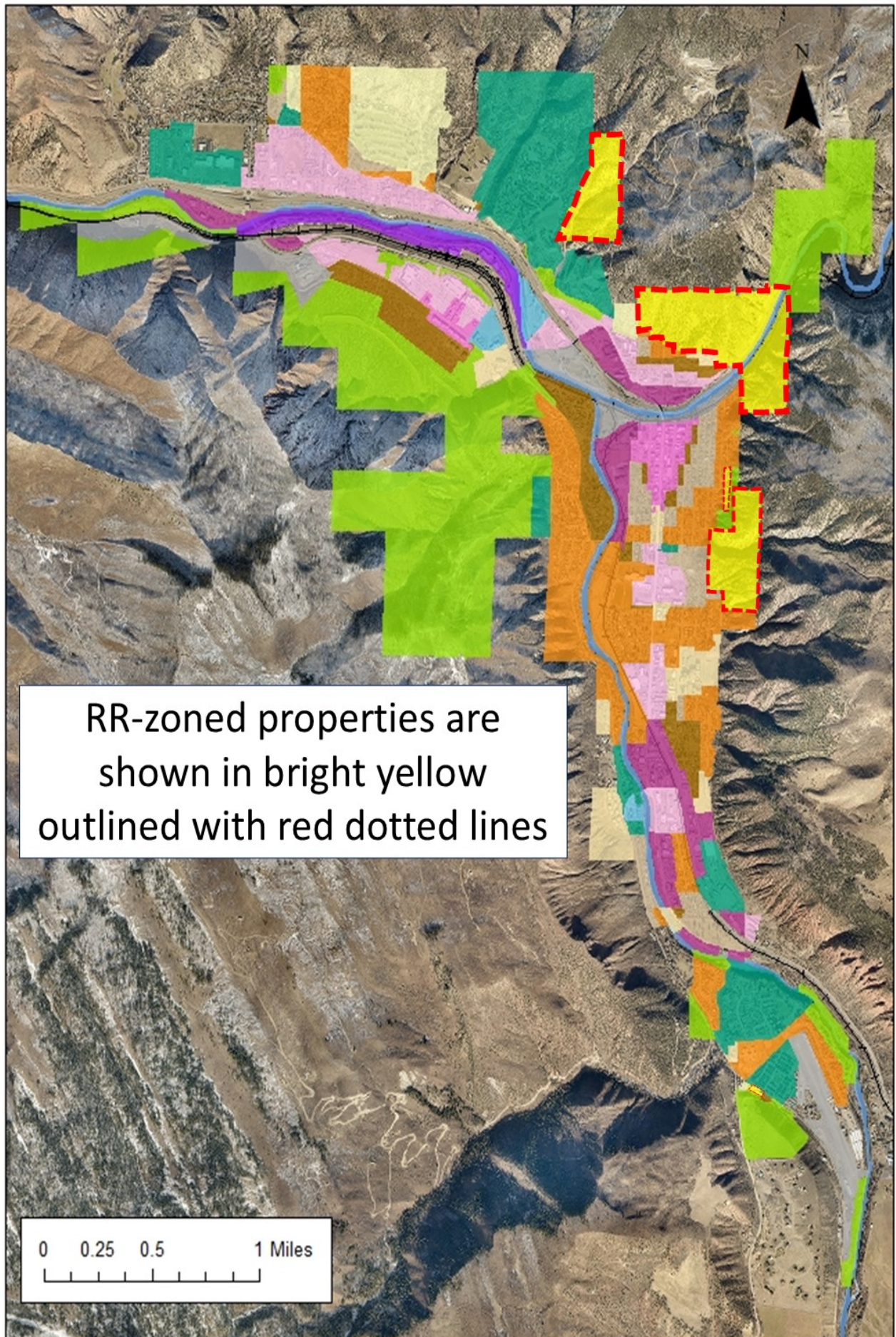
Or

I recommend denial of the text changes to the Municipal Code as described in the Staff memo.





RM1-zoned properties are shown  
in orange with red dotted lines



## 070.030.020 Table of Allowed Uses.

(e) Table of Allowed Uses.

| Table 030.1: Table of Allowed Uses                                            |                                  |    |    |      |     |    |    |    |    |    |    |    |    |    |    |    |                                                  |                                                                     |
|-------------------------------------------------------------------------------|----------------------------------|----|----|------|-----|----|----|----|----|----|----|----|----|----|----|----|--------------------------------------------------|---------------------------------------------------------------------|
| P = permitted by right S = special use permit required Blank = use prohibited |                                  |    |    |      |     |    |    |    |    |    |    |    |    |    |    |    |                                                  |                                                                     |
|                                                                               | Districts →                      |    |    |      |     |    |    |    |    |    |    |    |    |    |    |    |                                                  |                                                                     |
| Use Category                                                                  | Use Type                         | RR | RL | RM1  | RM2 | RH | RT | M1 | M2 | M3 | CO | RE | I1 | I2 | IN | HP | Use-Specific Standards                           | Required Minimum Parking                                            |
| <b>RESIDENTIAL USES</b>                                                       |                                  |    |    |      |     |    |    |    |    |    |    |    |    |    |    |    |                                                  |                                                                     |
| Household Living                                                              | Dwelling, live-work              |    |    |      |     |    | P  | P  | P  | P  | P  | P  | P  | P  |    |    | 070.030.030(c)(2)                                | 1 per dwelling unit                                                 |
|                                                                               | Dwelling, multifamily            |    |    |      | P   | P  | P  | P  | P  | P  | P  | P  |    |    |    |    | 070.030.030(c)(1)                                | 1.5 per dwelling unit, plus 1 guest space per each 5 dwelling units |
|                                                                               | Dwelling, townhouse              |    |    |      | P   | P  | P  | P  | P  | P  | P  | P  |    |    |    | S  | 070.030.030(c)(1)                                | 1.5 per dwelling unit, plus 1 guest space per each 5 dwelling units |
|                                                                               | Dwelling, single-family detached | P  | P  | P    | P   | P  | P  | P  | P  |    | P  | P  |    |    |    | S  | 070.030.030(c)(1)                                | 1 per dwelling unit                                                 |
|                                                                               | Dwelling, three-family           |    |    | P[1] | P   | P  | P  | P  | P  | P  | P  | P  |    |    |    | S  | CREATE USE SPECIFIC STANDARDS AND REFERENCE HERE | 1.5 per dwelling unit, plus 1 guest space                           |
|                                                                               | Dwelling, two-family             | P  | P  | P    | P   | P  | P  | P  | P  |    | P  |    |    |    |    | S  | 070.030.030(c)(1)                                | 1.5 per dwelling unit                                               |
|                                                                               | Mobile home park                 |    |    |      |     | S  | S  | S  |    |    | P  |    |    |    |    |    | 070.030.030(c)(3)                                | 1 per dwelling unit                                                 |
|                                                                               | Accessory dwelling unit          | P  | P  | P    | P   | P  | P  | P  | P  |    | P  | P  |    |    |    | S  | 070.030.040(d)(1)                                | 1 per unit                                                          |
| Group Living                                                                  | Convalescent or nursing home     |    |    |      |     | S  | S  | P  | P  |    | P  | P  |    |    | P  |    |                                                  | 1 per 3 beds                                                        |

[1] Triplexes allowed only when one unit is deed restricted for Resident Occupancy in accordance with the City's Community Housing Standards and Guidelines.

Created: 2023-08-17 08:24:55 [EST]

(Supp. No. 30)