



Community Plan

Crested Butte Community Plan Committee Meeting #7

Friday, December 20, 9 – 11 am

Town Hall (Meeting Room Junior) or Teams

Remote call-in information:

[Join the meeting now](#)

Meeting ID: 259 513 191 435

Passcode: HX2ga6pU

Meeting Objectives

1. Recap toolbox feedback on Areas of Change
2. Discuss toolbox dials for Areas of Stability

Meeting Agenda

9:00 – 9:05 am | Welcome

9:05 – 9:40 am | Areas of Change Recap

- Discuss takeaways from consolidation of committee members' toolbox activity sheets for Bellevue, Sixth, and Slate River Annexation
- Clarify any additional questions or comments
- Identify agreed to alternative

9:45 – 10:50 am | Areas of Stability Discussion

- Discuss neighborhood alley strategy charrette concept in context of toolbox
- Clarify and discuss any additional questions, comments, or ideas
- Identify agreed to alternative

10:50 – 11:00 am | 4: What's coming up next?

- Town Council Work Session: Monday, January 6, 5 – 7 pm
- Advisory Committee Meeting #8: Friday, January 31, 9 – 11 am
- Compass Navigation Committee Meeting #4: Wednesday, February 5, 9 – 11am

Packet Attachments

1. Staff report with revised toolbox (Land Use, Density, Fit)
2. Slide deck with charrette examples
3. Toolbox Worksheet
4. Design Charrette Report



Staff Report

December 20, 2024

To: Community Plan Advisory Committee
From: Mel Yemma, AICP, Long Range Planner
Subject: Community Plan Advisory Committee Meeting #7

Summary

This memo provides background info on the Community Plan, as well as a description of the revised toolbox and toolbox discussion activity.

About the Community Plan

Intended Outcomes: The Community Plan's charge is to identify a vision for the future of Crested Butte's build-out and identify the needed updates to the Town's development regulations to enable that vision. The Community Plan will also pave the way to begin developing the Town's updated housing strategy and resilient economy strategy, which will craft incentives and programs to support achieving that vision.

Why a Community Plan? The Town's development regulations guide private market investment, influencing the Town's look, feel, and function. Historically, these regulations have evolved to address new challenges, but Crested Butte is at a pivotal crossroads, facing a paradox of increasing economic investment and a deepening community affordability crisis for its current residents and workforce.

As Crested Butte and its surrounding region grows, high land values and high construction pricing combined with current development regulations are skewing investments toward luxury uses and amenities, overshadowing and underproducing land uses which serve essential community needs. This results in increasing reliance on significant public subsidies for community development and extended commutes to community serving goods and services. Despite substantial public investment in affordable housing, the challenge persists, eroding the community's livability, functionality, and tightknit social fabric. The consequences are compounding beyond community affordability into transportation challenges and environmental pressures, due to rising costs of living, increasing lengthening work commutes, and pushing essential goods and services down valley.

Addressing these challenges will require a regional approach, but it is crucial to identify ways to facilitate more affordable housing and essential community-serving goods and services within the Town itself. Bringing housing closer to jobs and services and promoting community investments where infrastructure and amenities already exist are key pieces of the puzzle that touch on several of the Town's strategic goals.

However, with limited resources, the Town cannot sustainably continue to subsidize community needs while the free-market favors investing in luxury serving amenities. A comprehensive review of the Town's development regulations is needed to realign market forces with the needs of a functional and livable community.

The Community Plan Goal: The goal of the Community Plan is to improve the livability, functionality, and sense of community in Crested Butte by leveraging the Town's development regulations and

community resources to stimulate free market investment in affordable housing and community-serving businesses and non-profits.

An Integrated Approach: The Community Plan is intentionally sequenced to be informed by the three other Compass Navigation plans: the Transportation Mobility Plan, the Historic Preservation Plan, and the Climate Action Plan. Together, with the Community Plan, these four plans are working to meet several of the Town's strategic goals with an integrated approach to identify opportunities and tradeoffs between these important topics valued by the community.

Process Overview: What have we been up to and where are we in the process?

The Community Plan is using a 4-step process to develop the plan of discovery, desire, design, and discussion. This process is consistent with the decision-making framework outlined in the Community Compass:

- **Phase 1 – Discovery** (*March – May 2024*): The first phase focused on data collection and analysis, including a [policy review](#), an [economic market study](#), and a [review of the housing needs assessment](#). Together, this research culminated in a better understanding the challenge before the community and defining the goal of the project.
- **Phase 2 – Desire and Continued Discovery** (*June – August 2024*): Phase two continued data analysis and added community outreach through the summer's Compass Navigation events, which included the [Navigation survey](#) (238 respondents) and four town-wide neighborhood [block parties](#) (approximately 300 participants). Town also sponsored a public policy forum related to the role of zoning in community affordability (approximately 250 people attended) Lastly, Town staff conducted targeted stakeholder and focus group interviews, connecting with over 30 individuals. Draft success measures were crafted at the end of this phase with the advisory committee by synthesizing community feedback with the discovery takeaways.
- **(CURRENT PHASE) Phase 3 – Design** (*September – December 2024*): The current design phase refines the success measures and creates design alternatives for community consideration. The design effort included a multi-day charrette to physically evaluate and design initial alternatives (approximately 200 people attended throughout the week). Post charrette, the Community Plan advisory committee is working through identifying and refining alternatives to consider in the plan.
- **Phase 4 – Discussion** (*January – March 2025*): In the final phase of the planning effort, community outreach will continue to refine the alternatives and inform a draft plan. The plan will depict a preferred vision for the community through a future land use map with specific recommendations to inform an update to the Town's zoning code and Design Standards and Guidelines and creation of the Town's housing and resilient economy strategies in 2025. The Community Plan will also include development concepts and a long-term plan prioritizing initiatives on Town properties consistent with the goals of the Community Plan and the Community Compass.

Design Charrette Recap

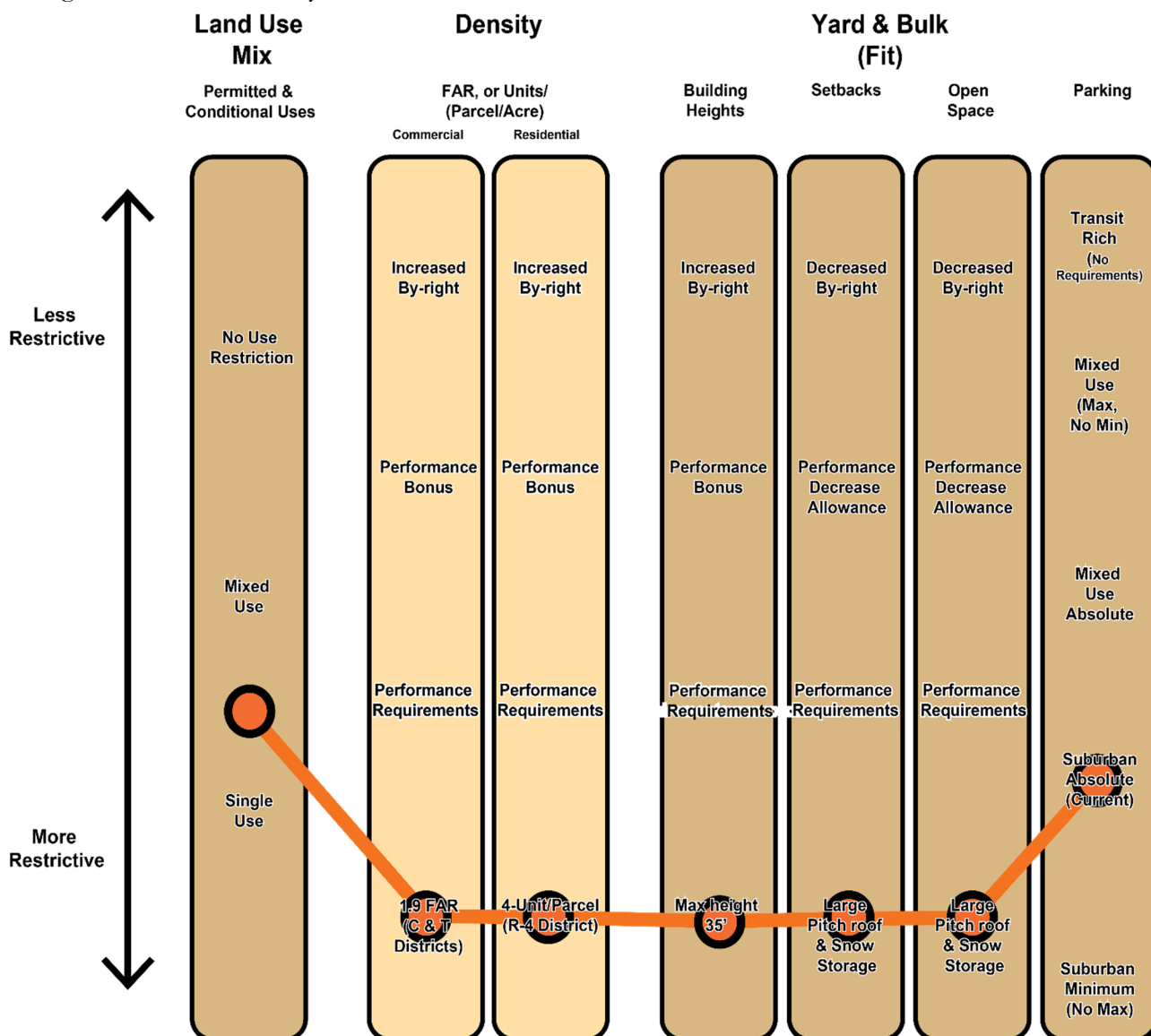
As part of the design phase, the Town hosted a 5-day design charrette with the Town's consultant Torti Gallas + Partners September 9 -13. A design charrette is an intensive, hands-on workshop that brings people together from different disciplines and backgrounds with members of the community to explore design options for a particular area. A recording of the Friday evening presentation summarizing the

charrette is available [at this link](#). Additionally, a report of the charrette was published to summarize the work from the week, [which can be viewed here](#).

Introducing the Community Plan Policy Toolbox

The focus of this work session is to review and discuss the Community Plan Policy Toolbox. Using the initial concepts from the charrette as a foundation, a toolbox was created for the Community Plan to understand the different zoning tools the Town could dial up or down. BOZAR members who participated in the Compass Navigation Committee previously worked through similar toolboxes for the Historic Preservation Plan and Climate Action Plan.

At the meeting, we'll introduce the toolbox and connect the concepts tested at the charrette as a visual representation of how these tools can impact potential future development. Then, we'll discuss opportunities and trade-offs to consider dialling up or down different policies within the context of areas of change and areas of stability.



Zoning is the framework towns and cities use to partition areas into different land uses and regulate where and how development occurs. The Town adopted its first zoning ordinance in 1961, now evolved into Chapter 16 of the Town's municipal code. The Town has 23 zoning districts, each with specific intents governing their look, feel, and function, contributing to the overall structure of the Town.

The zoning tools that will be discussed at this meeting include the following (please note the red dot demonstrates the Town's current policy in aggregate, not by individual zone district):

- **Land Use Mix (What types of uses are allowed?)** – The first responsibility of the Town's zoning code is to assign various land use allowances to the various zone districts. There are currently two categories of allowed land uses within each district: permitted and conditional. Permitted land uses means a use of land within any particular zoning district which is authorized as a matter of right so long as all other density and lot coverage requirements are met. Conditional use means a use of land within any particular zoning district which is authorized only when and if a conditional use permit is granted. Conditional use permits are granted by BOZAR if certain compatibility criteria are met.

It is important to note that if a land use is not listed in either the permitted or conditional use category of a zone district, it is not allowed. While the Crested Butte zoning code allows a mixture of retail, commercial, and residential in certain zone districts, over 60% of Town is single family. The Code is not allowing a variety of land uses when compared to other Cities and Towns.

- **Density (How much of that use is allowed?)** – In community planning, "density" refers to the concentration of people, jobs, housing units, or other development activity within a specific area. Density in Crested Butte is measured in two-ways:
 - For commercial land use, Floor Area Ratio (FAR) is the metric. FAR is a measurement that indicates the proportion of a building's total usable floor area compared to the total area of the land plot it occupies.
 - For residential properties, density is measured by the allowed number of units per parcel/acre.

Density should not be confused with intensity or building heights. In Crested Butte's residential districts, FAR measures the intensity of the residential uses, complementing the units per parcel/acre measure that is used for density. Building height allowances govern building intensity for both commercial and residential land uses.

Density in Crested Butte is on the lower end of the planning spectrum, aligned with that of a rural or suburban community. These "entitlements" have not been vetted against the rising land and building costs Crested Butte is experiencing.

Density is an important policy tool Crested Butte has available to address the affordability crisis. The supply of housing, governed by density allowance, versus the demand, governed by the free market, control the price of housing.

In Crested Butte, we need to be careful with these metrics to ensure any change to the density allowances produce what the Town needs. This is because density also directly impacts the character of the community. The Town should not increase the allowed density of any development without surety the market will produce what the Town needs in terms of workforce housing and affordability.

- **Fit (Yard & Bulk) (How does that use fit on a site?)** – In community planning, "yard" refers to the open space required around a building on a lot, usually specified as a minimum setback distance

from property lines, while "bulk" refers to the overall size and mass of a building on a lot, including footprint, fit on the site, and relationship to open spaces and neighbors. In Crested Butte, these are regulated through, building setbacks, open space requirements, snow storage and parking requirements.

An important aspect of fit also includes Building heights. Building heights impact the fit of a building on a site in context with its surrounding neighborhood, and how much "intensity" a building may have. Most of the Town today is currently limited to a 35 ft. height limit.

In Crested Butte, the yard and bulk requirements are in some ways very unique, as setbacks and snow storage requirements are larger compared to other communities because of high snow fall). Fortunately, there is some flexibility that could incentivize landowners to invest in more affordable options if the Town modifies allowed architectural roof types, which the Historic Preservation Plan recommends.

Alternatively, the Town's parking requirements are excessive and despite Crested Butte's walkability, the parking requirements resemble those of suburban, car-dependent areas. The lot coverage requirement of parking reduces a landowner's ability to build on their lots. The Transportation Mobility Plan (TMP) for the Town identified real opportunities for the Town to modify its parking requirements and leverage it abundantly available on-street parking and the Crested Butte's pedestrian-friendly nature to reduce parking requirements to incentivize landowners to build more affordable housing.

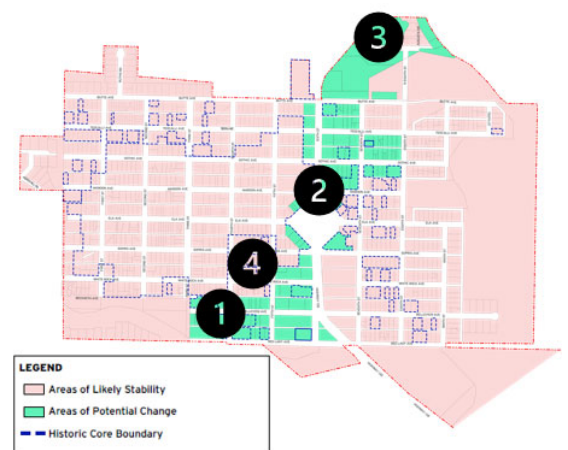
There are additional zoning concepts related to implementation of the Town's development regulations that will be introduced later in the process, including impact fees and development review. Please note, discussion regarding the Town's regulation of building architecture, which is a zoning issue, is being guided by the Historic Preservation Plan.

Using the Community Plan Policy Toolbox: Advisory Committee Activities

During Advisory Committee meetings #6 and #7, the committee is working through four areas to consider adjusting the dials on the toolbox, using a concept from the design charrette to demonstrate changes on the toolbox.

The four areas include:

- **Areas of Change (Meeting #6 discussion, Meeting #7 recap)**
 - 1. Bellevue Avenue (Alpine Lumber Test Concept)
 - 2. Sixth Street (Sixth Street Station and 4-Way Test Concepts)
 - 3. Slate River Annexation (TP 1 and 2 Test Concept)
- **Areas of Stability (Meeting #7 discussion)**
 - 4. Neighborhoods (ADU Incentive Alley Strategy Test Concept)



To inform the discussion, consider the following tools to support this activity:

1. Community Feedback Takeaways
2. Community Plan Goal and how it translates to hopeful outcomes
3. Toolbox prompt questions
 - a. Market opportunities and constraints
 - b. Community needs
 - c. Tools to leverage (with compatibility in mind)

1. Community Feedback Takeaways:

The feedback from the charrette was summarized into the following key takeaways for areas of change and stability. Specific, transcribed feedback on each charrette concept can be viewed in the [charrette report](#).

Areas of Change	Areas of Stability
<ul style="list-style-type: none"> • Openness to Change: The community expressed a willingness to embrace changes in specific areas. • Increase Mixed-Use Buildings: There is support for increasing mixed-use buildings and incorporating more residential units into these zones. • Diverse Housing Types: Introducing a wider variety of housing types is a priority. • Height and Density Incentives: Experiment with height and density incentives in certain areas to promote development. • Small Business Support: Encourage creative solutions to support small businesses. • Parking Requirements: Leverage on-street parking and the town's pedestrian-friendly nature to reduce parking requirements. • Public Spaces: Retain and enhance public spaces to foster community connectivity and vitality. 	<ul style="list-style-type: none"> • Refine Existing Regulations: Focus on targeted adjustments or tweaks to current zoning. • Incentivize ADUs: Further encourage the development of accessory dwelling units. • Explore Micro-Lots: Consider the feasibility of micro-lot development. • Parking Requirements: Leverage on-street parking and the town's pedestrian-friendly nature to reduce parking requirements. • Re-evaluate Land Uses: Review and update permitted and conditional uses to align with community needs. • Rethink Community Facilities: Identify opportunities to rethink and improve community facilities.

2. Community Plan Goal and how it translates to hopeful outcomes

Next, remember the Community Plan goal to guide identifying hopeful outcome for each area.

The Goal: “To improve the livability, functionality, and sense of community in Crested Butte by leveraging the Town’s development regulations and community resources to stimulate free market investment in **affordable housing and community-serving businesses and non-profits.**”

As each area is thought about, think about breaking the goal down more specifically and how the different areas can support the goal in different ways, such as:

- How can the Town retain trades and commercial businesses? Is Belleview the most appropriate place to focus on preserving this?
- How can the Town achieve more affordable restaurants and retail businesses? Is Sixth Street a potential area to focus on?
- Where can affordable housing best be distributed throughout the Town with different building types?
- How can we increase opportunities for community gathering spaces? Can Town facilities and parcels be leveraged to meet this need?
- What else are important outcomes to improve livability, functionality, and sense of community?

3. Toolbox Prompt Questions

Lastly, to work through the toolbox, for each area, BOZAR is asked to discuss the toolbox within the context of understanding different opportunities, constraints, community needs, and compatibility for the different areas. Specifically, we will discuss the following questions for each area and concept:

1. **What are the market opportunities and constraints and why?**
 - a. Retail/restaurant
 - b. Commercial/employment
 - c. Housing
 - d. Other?
2. **What are the community's needs and why?**
 - a. Retail/restaurant
 - b. Commercial/employment
 - c. Housing
 - d. Other?
3. **What should be leveraged on the Toolbox to support those needs in ways that are compatible with the area?**
 - a. Land Use Mix
 - b. Density
 - c. Fit

The attached slides work through these questions for a charrette concept in each of the four areas, resulting in an example adjusted toolbox for each area.

As a reminder, the advisory committee is tasked with sending Mel their toolbox worksheets for the three area of change locations by Monday, December 16, which will then be consolidated and discussed at the meeting. Then, the focus of Meeting #7 will be to discuss the areas of stability.

What's coming up next?

After this committee meeting, the draft alternatives will be refined with Town Council at a work session on January 6 from 5 – 7 pm. Additionally, a draft prioritization list of Town-owned opportunities will be drafted.

Then, using these discussions, a Draft Community Plan document will be drafted and circulated first to the advisory committee to discuss at meeting #8 on January 31, and then to the Navigation committee (meeting on February 5), with the anticipation of publication for broader community feedback in mid-February. The draft plan will include alternative tools from the toolbox for community feedback, as well as a draft prioritization timeline for Town-owned opportunities.

Attachments:

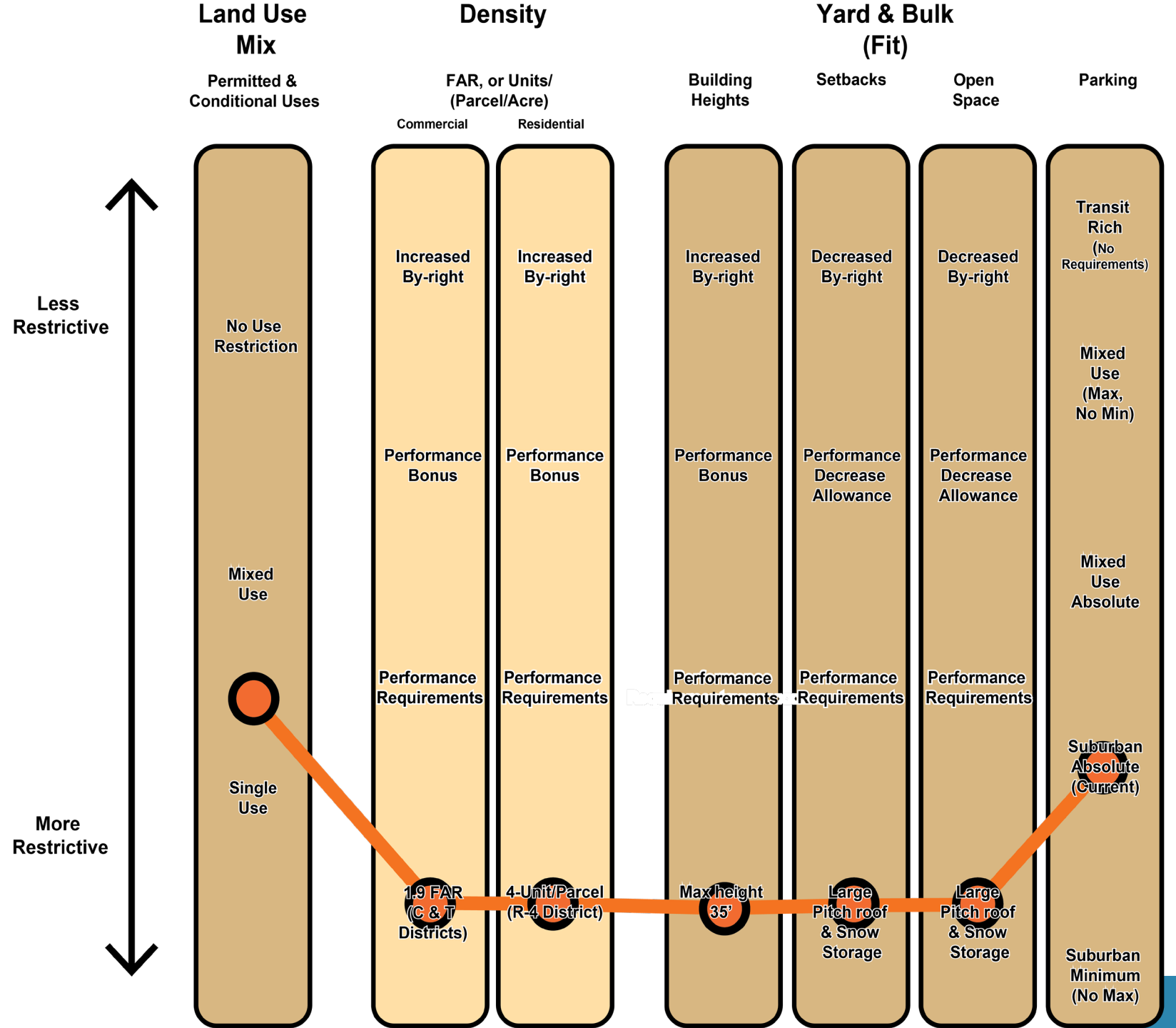
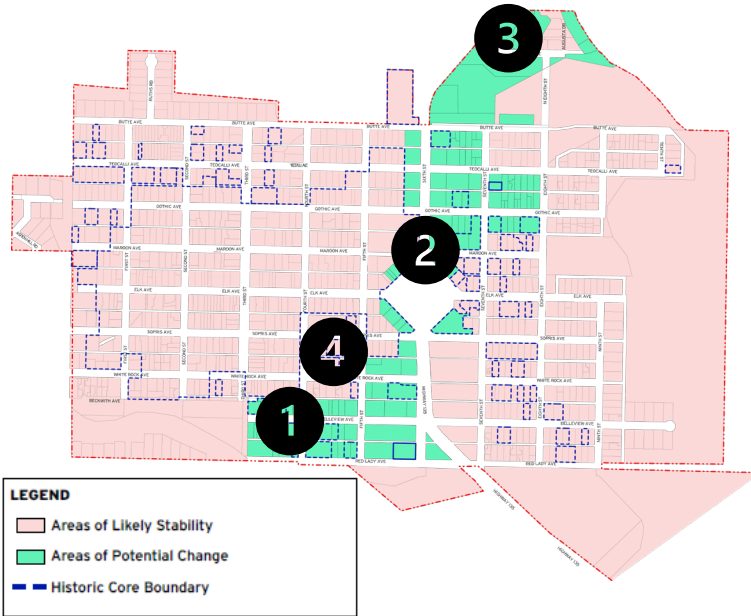
- Use of Community Plan Toolbox with Charrette Concepts Slide Deck
- Community Plan Toolbox Worksheet
- [Design Charrette Report \(available via link\)](#)

Policy Toolbox

Work Session Goal:

Where should we adjust the dials for...?

- **Areas of Change**
 1. Bellevue
 2. Sixth
 3. Slate River Annexation
- **Areas of Stability**
 4. Neighborhoods



Policy Toolbox

To do so...

What are the market opportunities and constraints and why?

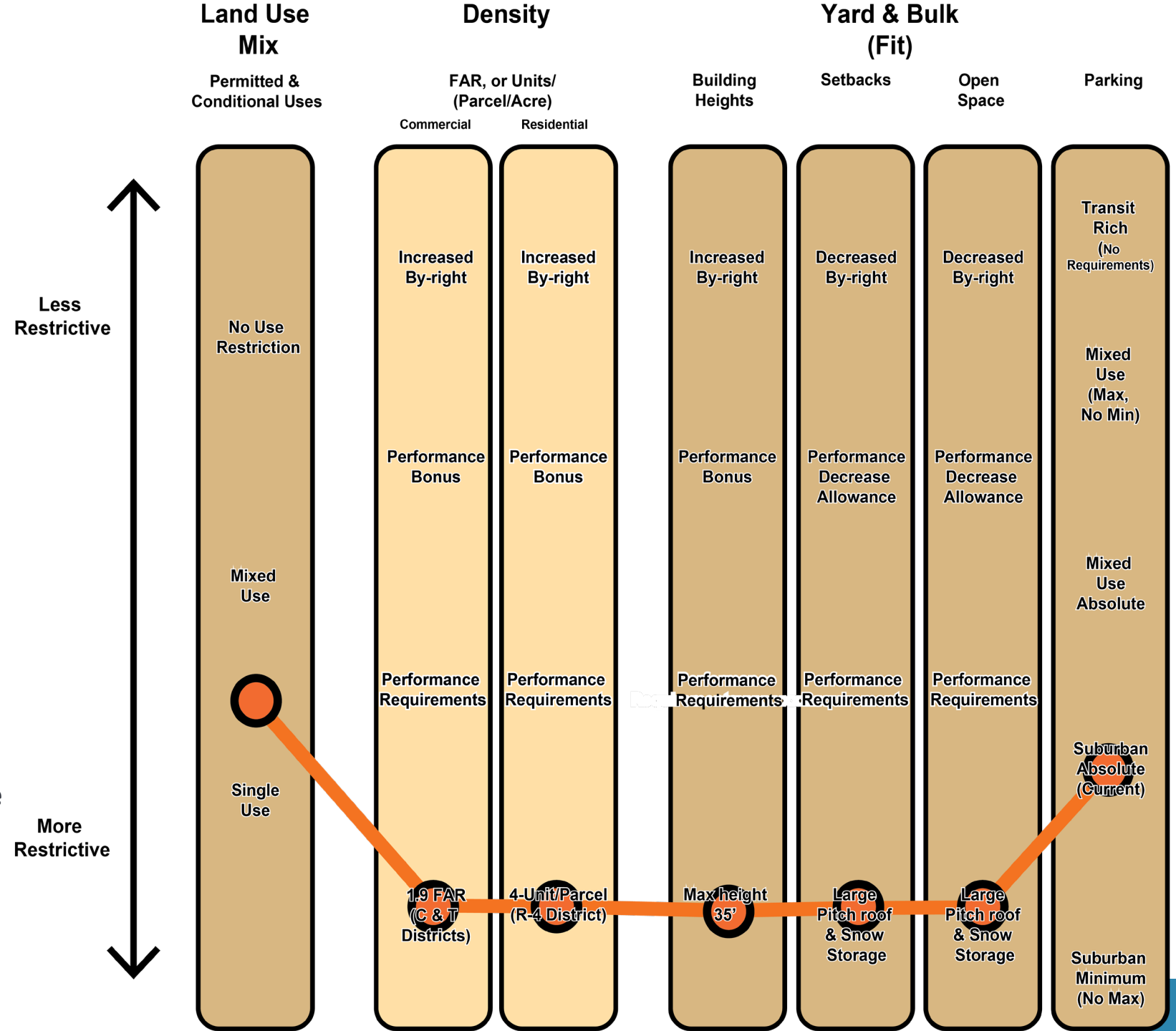
- Retail/restaurant
- Commercial/employment
- Housing
- Other?

What are the community's needs and why?

- Retail/restaurant
- Commercial/employment
- Housing
- Other?

What should be leveraged to support those needs in ways that are compatible with the area?

- Land Use Mix
- Density
- Fit





■ Example 1: Bellevue *Areas of Change*

Areas of Change - Bellevue

Market opportunities and constraints

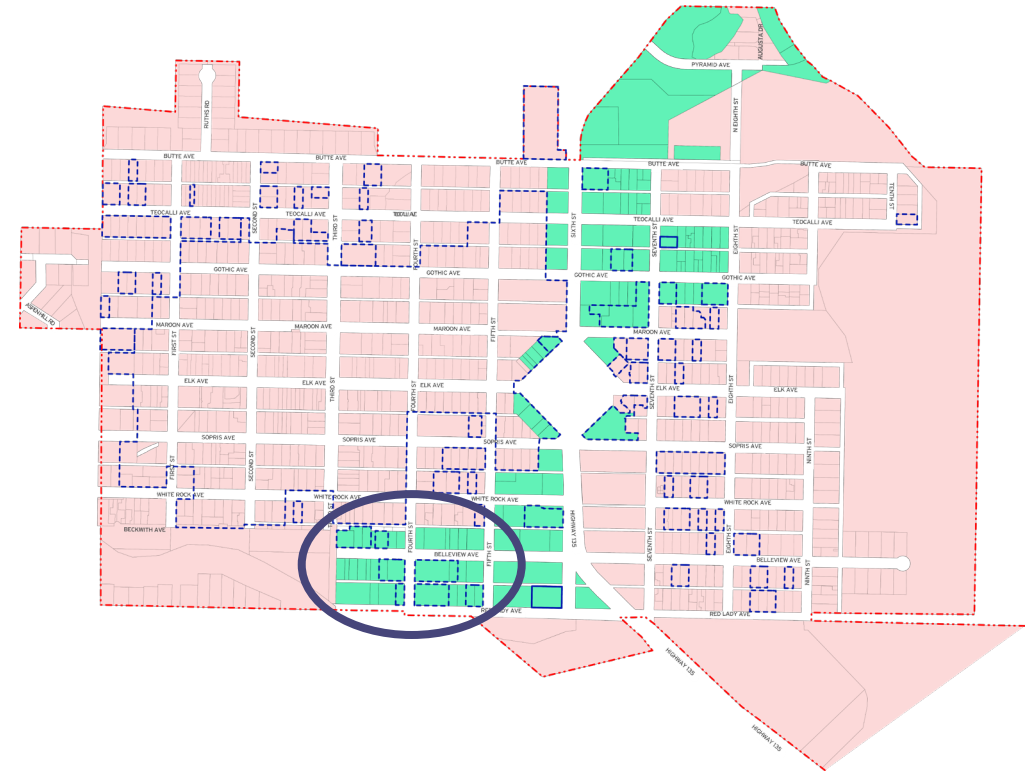
- Housing

Community needs

- Commercial/employment
- Housing (Affordable)

Explored tools to leverage

- **Land Use:** Added residential, maintained ground floor commercial
- **Density:** retained and reduced FAR
- **Fit:** Added fourth story, Reduced setback from 20' to 5'
- **Parking:** Reduced parking to 1 space per dwelling unit and 1 space for 1,000 sq ft commercial



Bellevue Example - Alpine Lumber site

As shown:

- 19,300 sf commercial
- 62 units
- 133 parking spaces (90 with snow storage)

Site 1:

Permitted: 1.9 FAR

As shown: 1.8 FAR

Site 2:

Permitted: 1.9 FAR

As shown: 1.1 FAR





Discussion - Bellevue

What are the market opportunities and constraints and why?

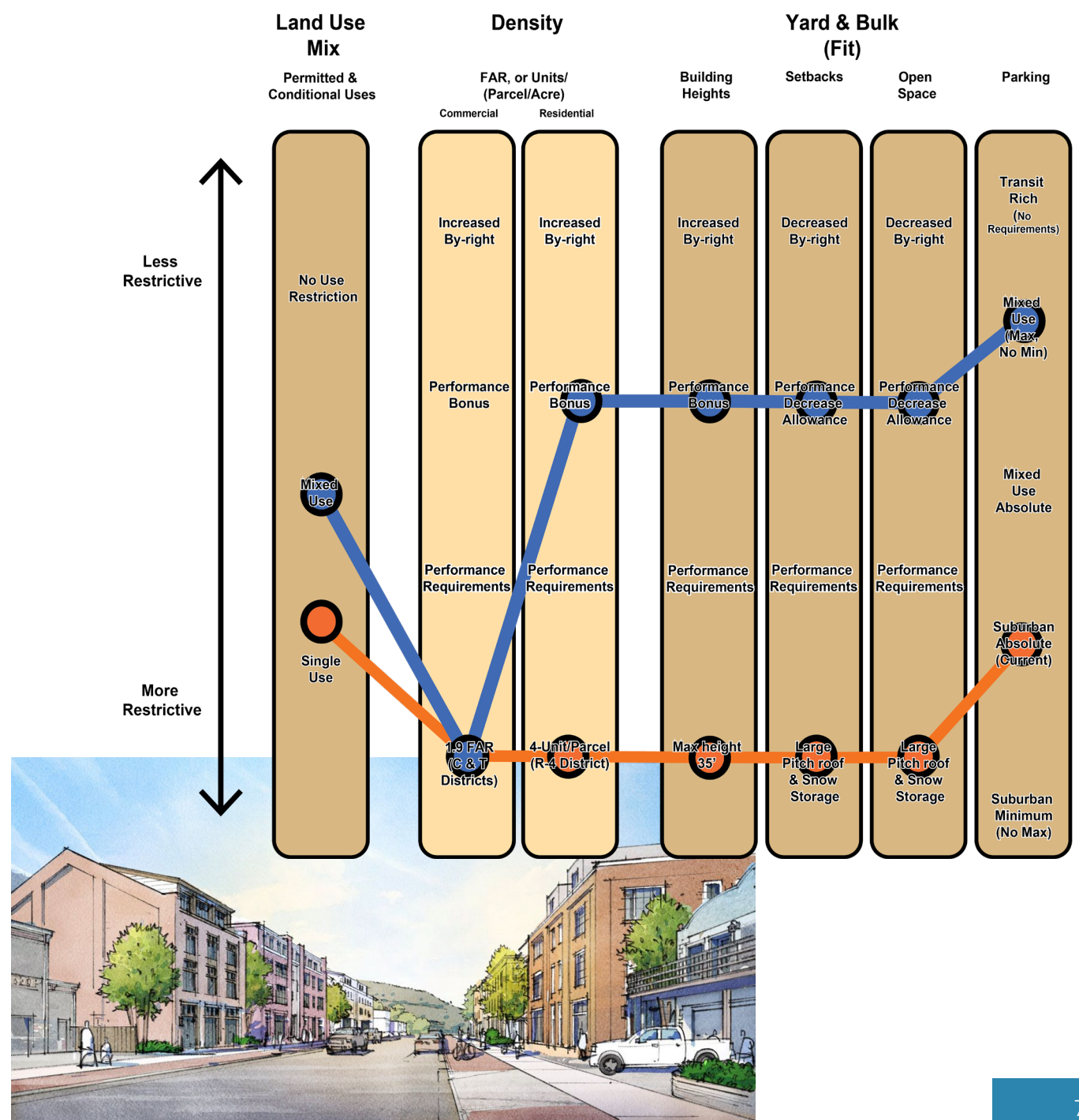
- Retail/restaurant
- Commercial/employment
- Housing
- Other?

What are the community's needs and why?

- Retail/restaurant
- Commercial/employment
- Housing
- Other?

What should be leveraged to support those needs in ways that are compatible with the area?

- Land Use Mix
- Density
- Fit





Examples 2 & 3: Sixth *Areas of Change*

Areas of Change – Sixth Street Station

Market opportunities and constraints

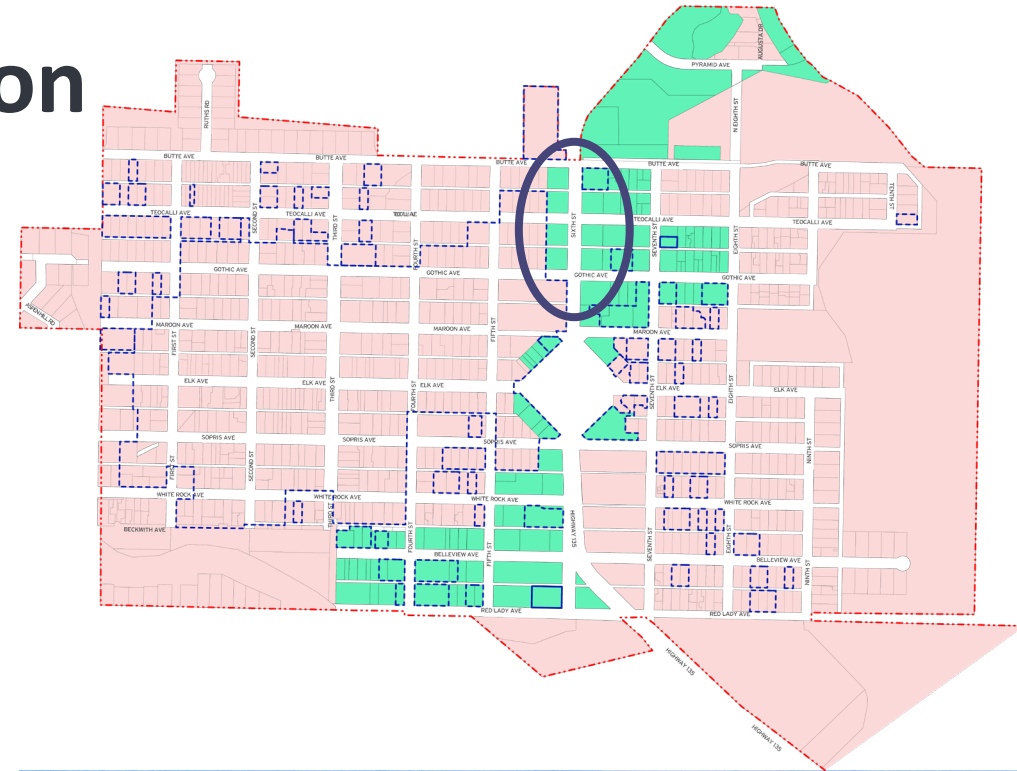
- Retail/Restaurant
- Housing

Community Needs

- Retail/Restaurant (Local-serving)
- Housing (Affordable)

Explored tools to leverage

- **Land Use:** Added residential, maintained ground floor commercial
- **Density:** Retained FAR
- **Fit:** Added 3 ft, Increased front setback from 5 ft to 10 ft
- **Parking:** Reduced parking to 1 space per dwelling unit and 1.8 spaces for 1,000 sq ft commercial



Sixth Example- Sixth Street Station Site

As shown:

- 25,000 sf commercial
- 80 units
- 125 parking spaces
- *Achieved 1.0 FAR*



Areas of Change – 4-Way

Market opportunities and constraints

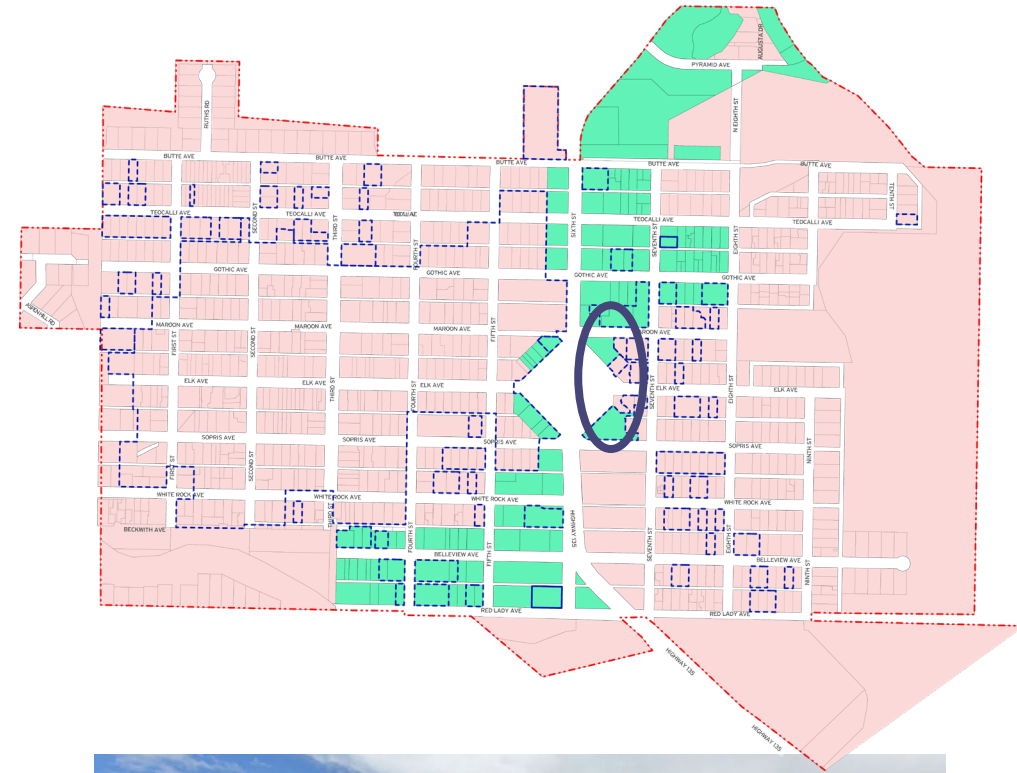
- Retail/Restaurant
- Housing

Community needs

- Civic
- Retail/Restaurant (Local-serving)
- Commercial/Employment
- Housing (Affordable)

Explored tools to leverage

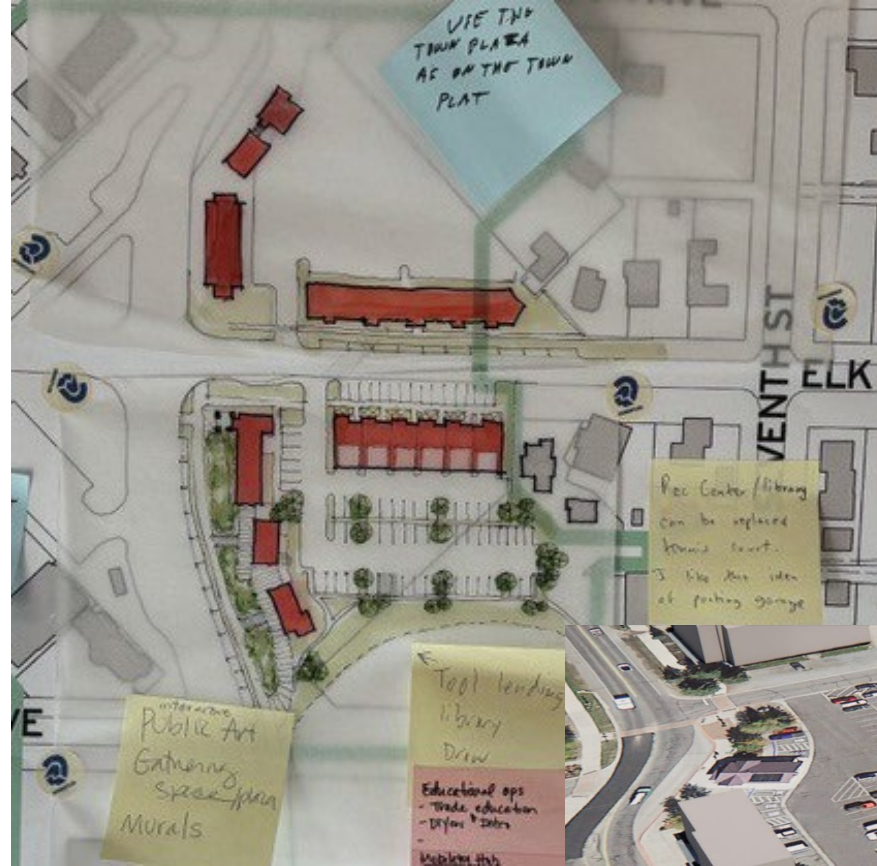
- **Land Use:** Introduced civic, live/work, senior living, mobility hub
- **Density:** FAR N/A due to lack of zoning designation and sparse Public Zone requirements
- **Fit:** Imposed 35 ft height limit to match 6th St Corridor
- **Parking:** Reduced parking to .5 space per senior dwelling unit



Sixth Example – 4-Way

As shown:

- Library and community spaces (3 buildings)
- 6 Live/work units
- Senior housing
- Expanded visitor center
- Mobility/transit hub
- Net loss of 3 parking spaces



Discussion – Sixth Street

What are the market opportunities and constraints and why?

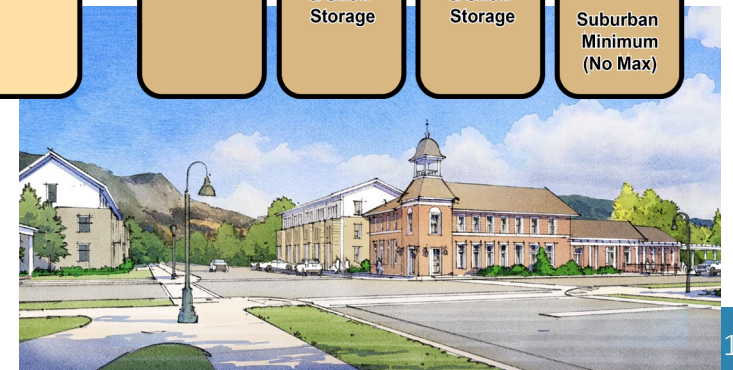
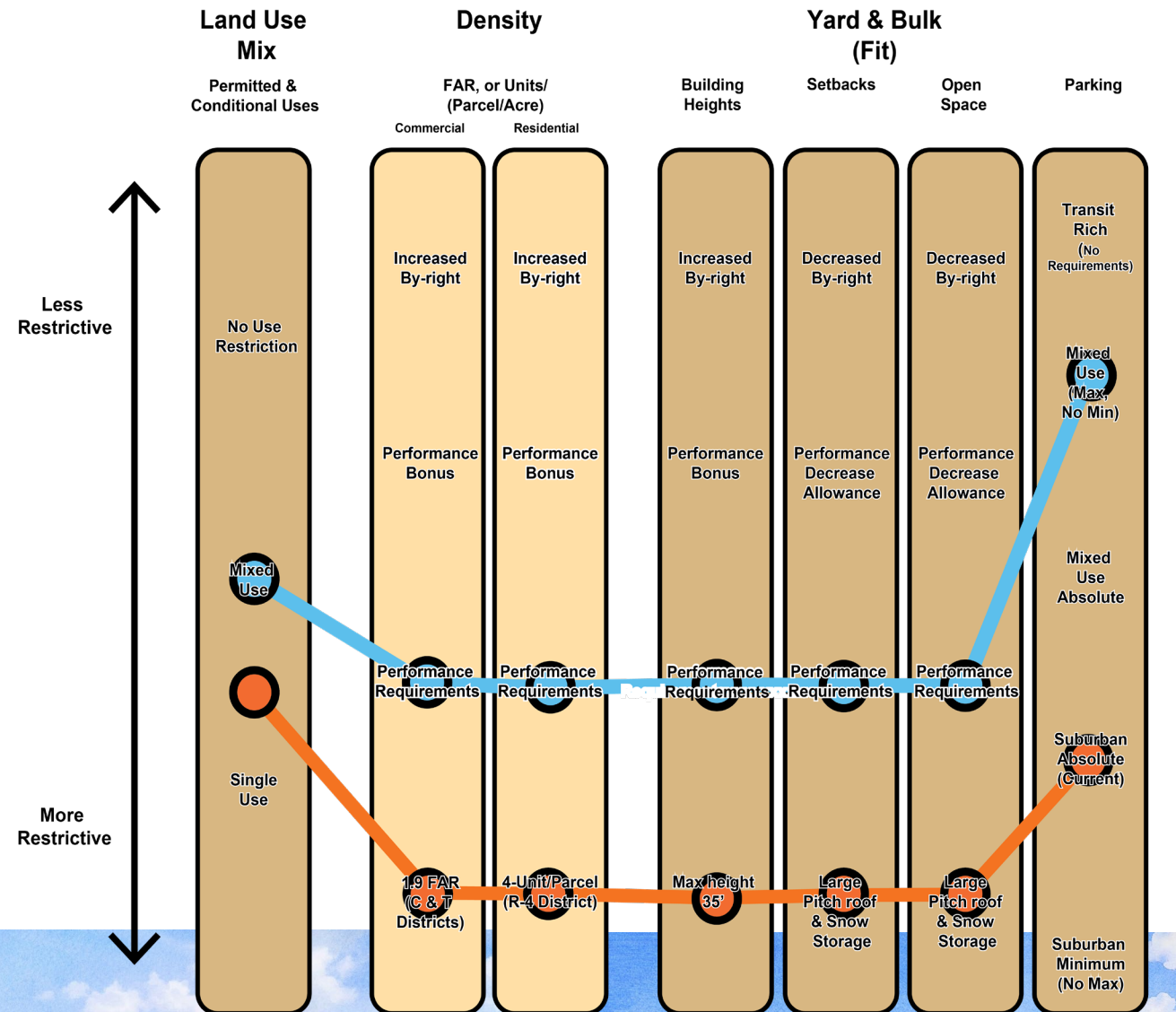
- Retail/restaurant
- Commercial/employment
- Housing
- Other?

What are the community's needs and why?

- Retail/restaurant
- Commercial/employment
- Housing
- Other?

What should be leveraged to support those needs in ways that are compatible with the area?

- Land Use Mix
- Density
- Fit





Example 4: Slate River Annexation *Areas of Change*

Areas of Change – Slate River Annexation

Market opportunities and constraints

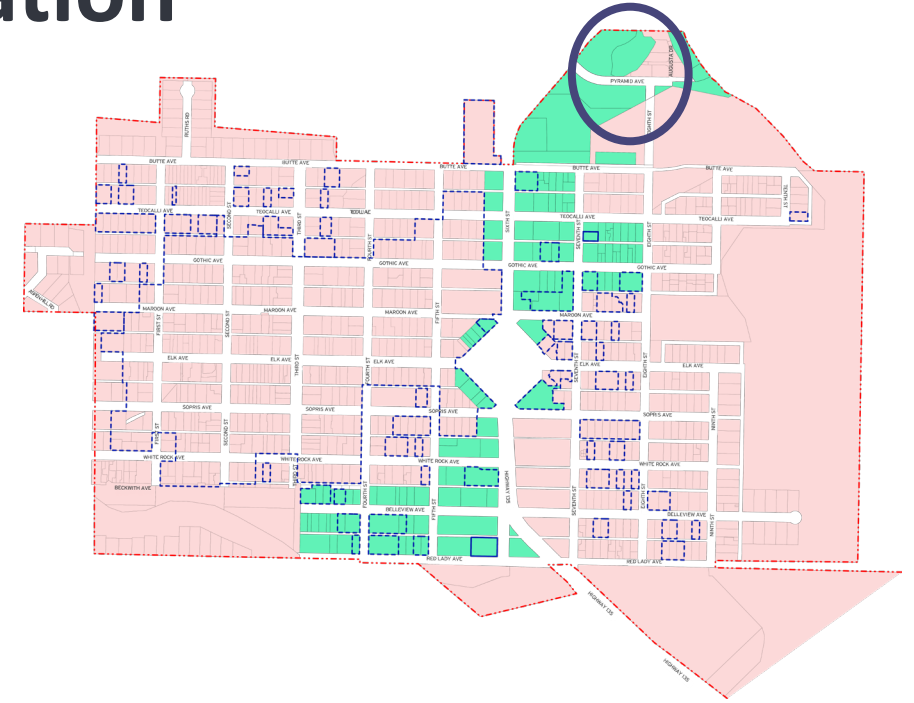
- Housing

Community needs

- Housing (Affordable)
- Medical/Assisted Living
- Recreation

Explored tools to leverage

- **Land Use:** Maintains residential, considers recreation and/or medical/assisted living
- **Density:** 29 units per acre (considers alternative buildings types)
- **Fit:** Maintains 30 ft height limit
- **Parking:** Reduced parking to 1 space per dwelling unit and .5 for assisted living



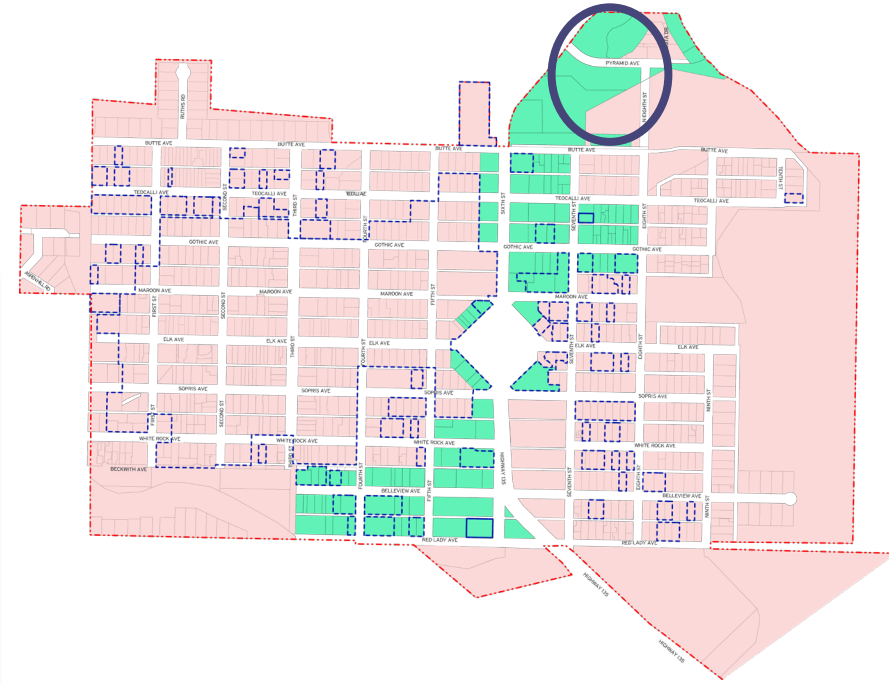
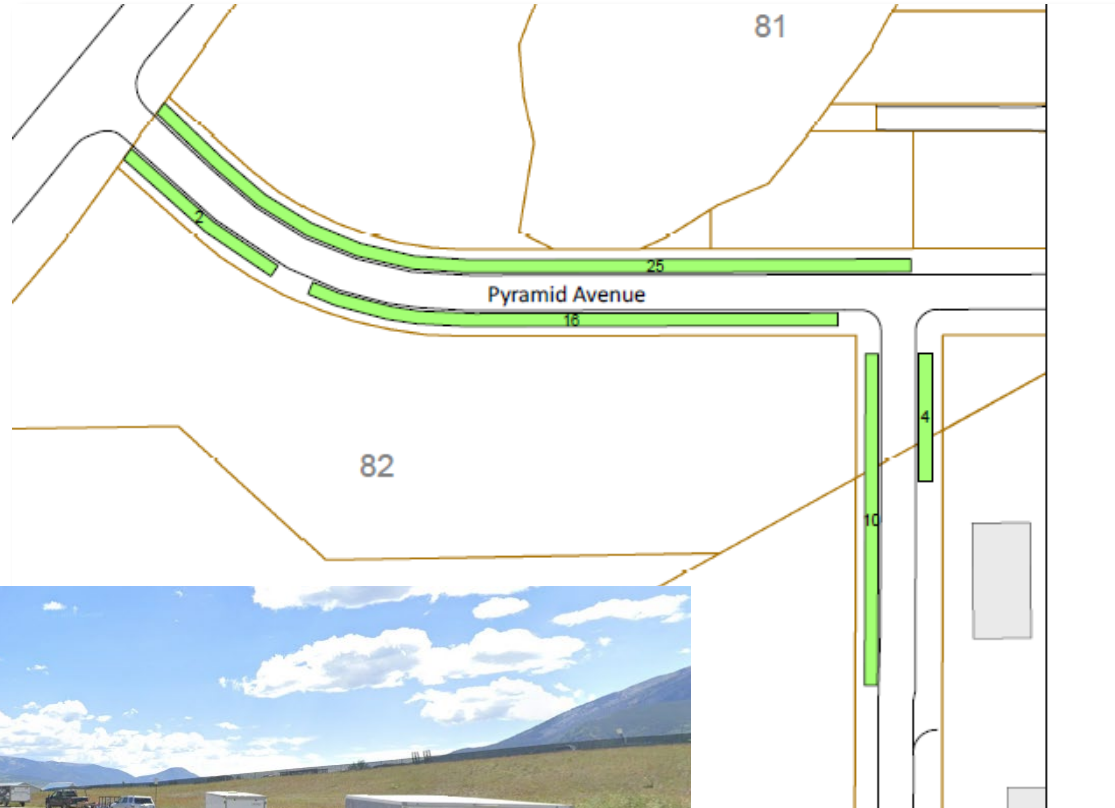
Example– Areas of Change – Slate River Annexation

- 45 units in 3 different configurations
- Larger buildings = more construction efficiencies
- Smaller buildings = more building types
- Different scenarios for TP2



On-street parking capacity

About 57 on-street spaces in proximity



Discussion – Slate River Annexation

What are the market opportunities and constraints and why?

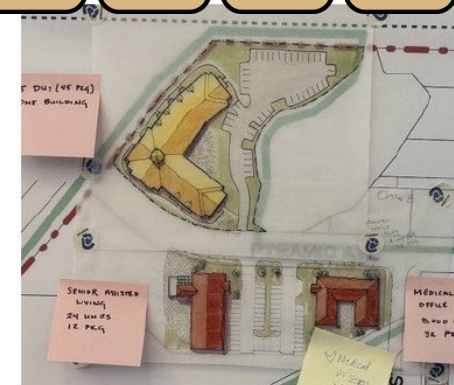
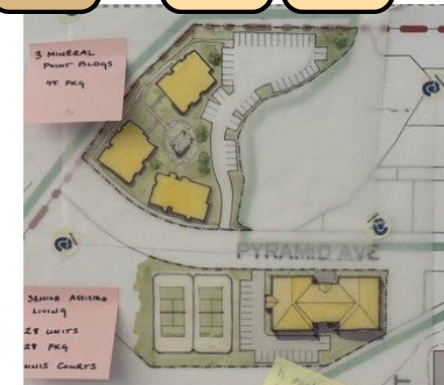
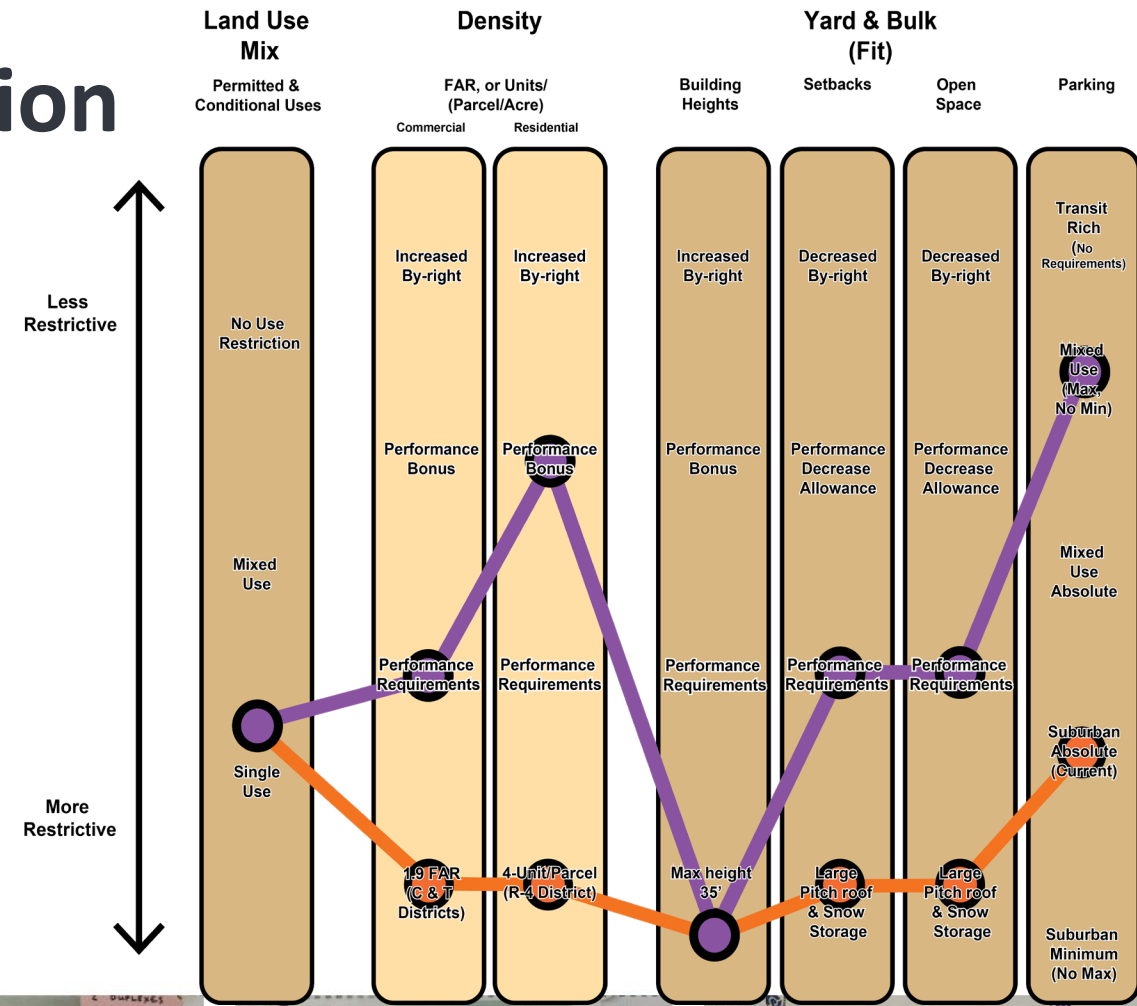
- Retail/restaurant
- Commercial/employment
- Housing
- Other?

What are the community's needs and why?

- Retail/restaurant
- Commercial/employment
- Housing
- Other?

What should be leveraged to support those needs in ways that are compatible with the area?

- Land Use Mix
- Density
- Fit





Example 5: Alley Strategy

Areas of Stability

Areas of Stability – Alley Strategy

Market opportunities and constraints

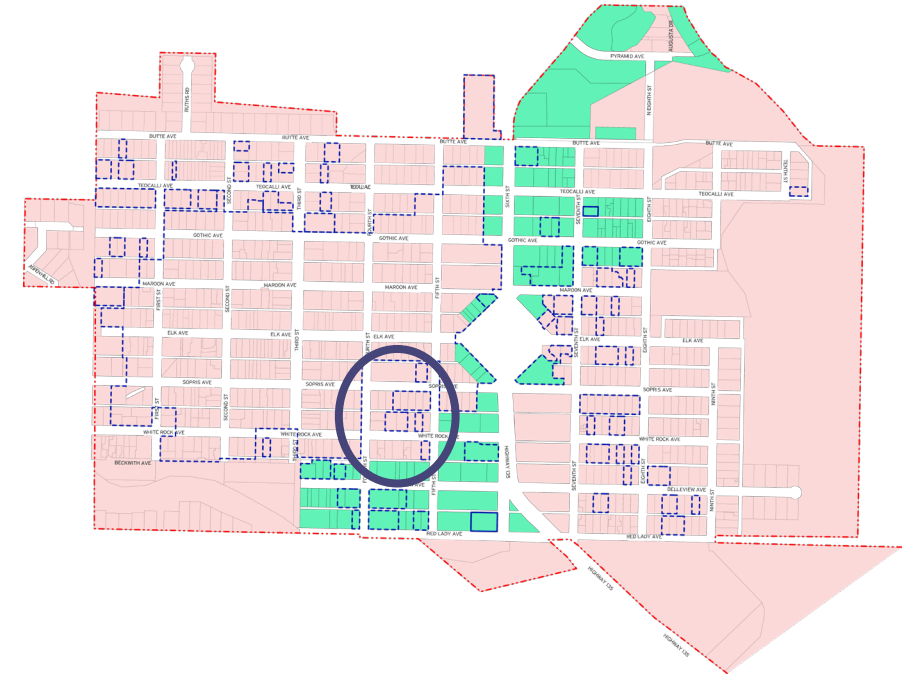
- Housing

Community needs

- Housing (Affordable)

Explored tools to leverage

- **Land Use:** Maintains residential, introducing non-restricted ADU in exchange for LTR ADU
- **Density:** Maintains primary FAR, excludes garage from maximum, allows second ADU or accessory building
- **Fit:** Maintains 35 ft height limit, reduced front setback from 20 ft to 10 ft
- **Parking:** Reduced parking to 1 space per dwelling unit and .5 for assisted living



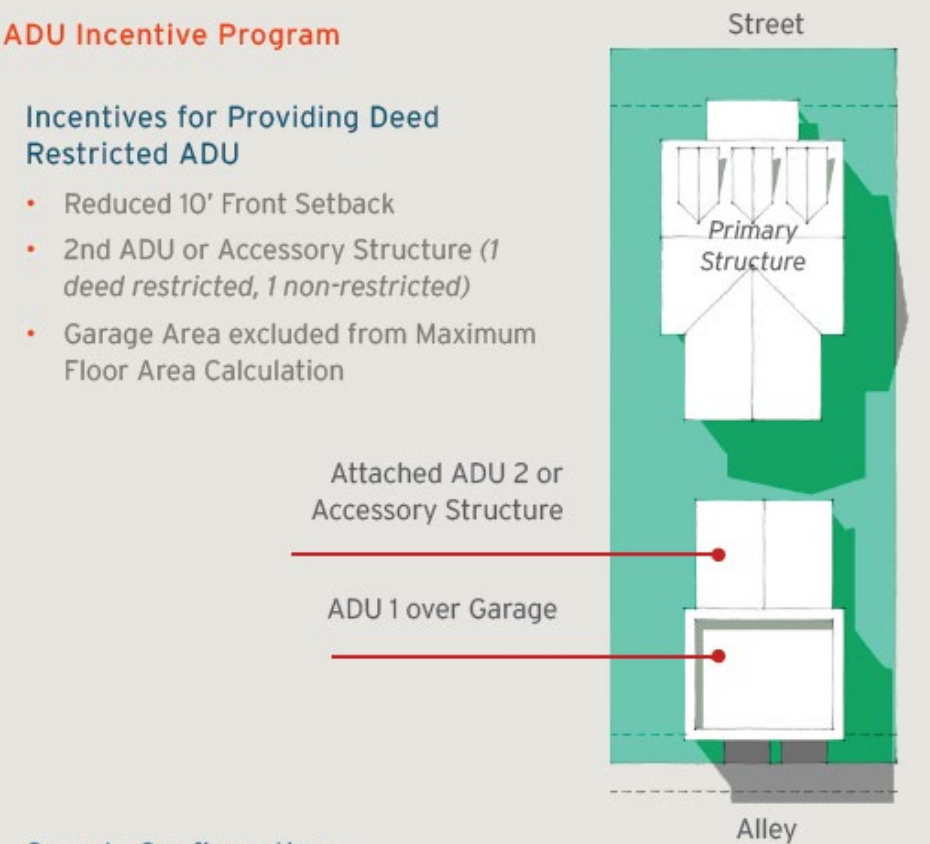
ADU Concept



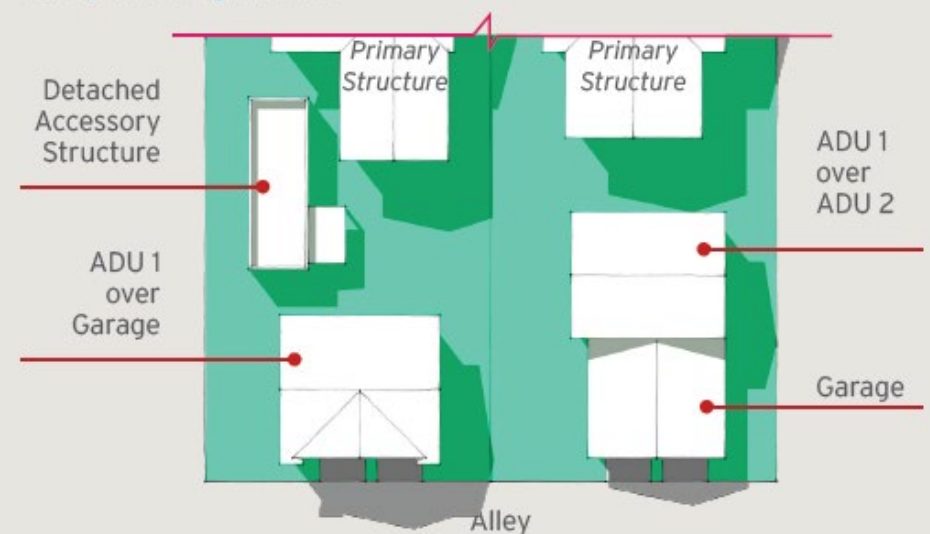
ADU Incentive Program

Incentives for Providing Deed Restricted ADU

- Reduced 10' Front Setback
- 2nd ADU or Accessory Structure (1 deed restricted, 1 non-restricted)
- Garage Area excluded from Maximum Floor Area Calculation



Sample Configurations





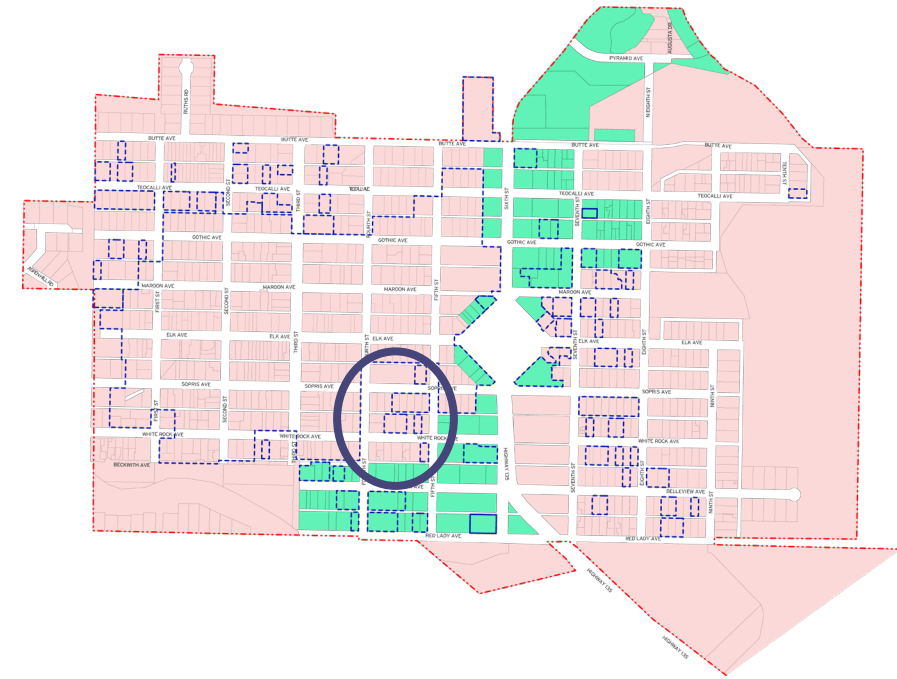
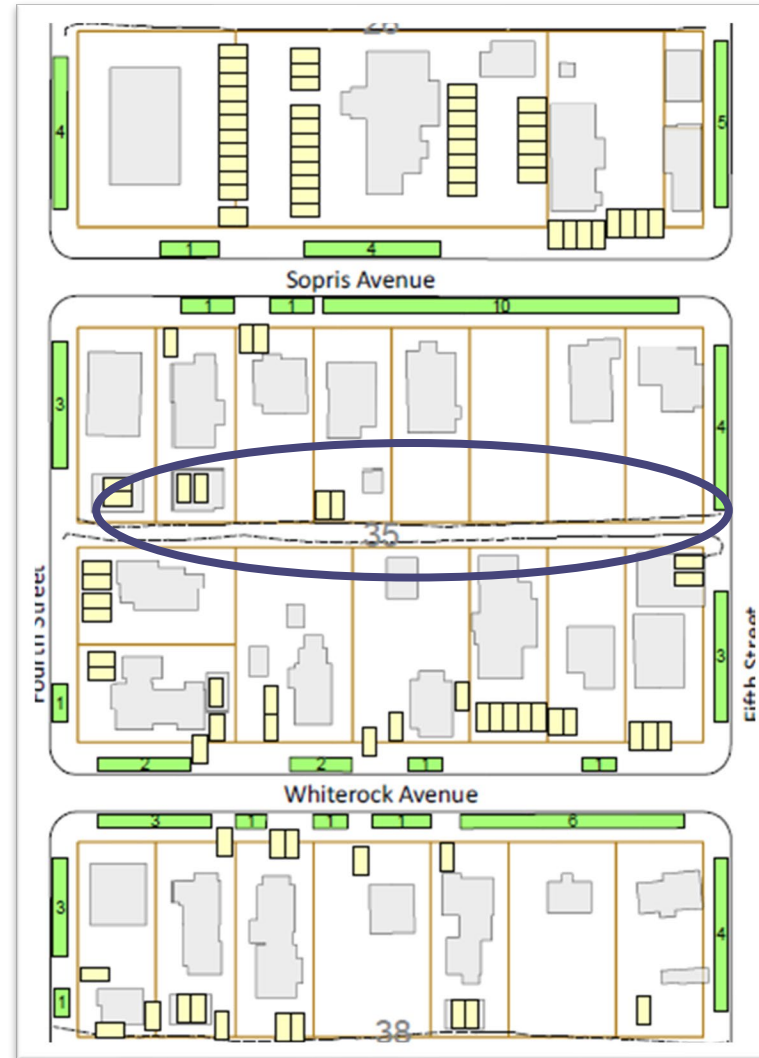
Alley Strategy utilizing
ADU Incentive Strategy –
Existing Block



Alley Strategy utilizing ADU
Incentive Strategy – With
Incentives

On-Street Parking Capacity

About 64 on-street spaces in proximity



Discussion – Areas of Stability

What are the market opportunities and constraints and why?

- Retail/restaurant
- Commercial/employment
- Housing
- Other?

What are the community's needs and why?

- Retail/restaurant
- Commercial/employment
- Housing
- Other?

What should be leveraged to support those needs in ways that are compatible with the area?

- Land Use Mix
- Density
- Fit

