

COMMUNITY GROWTH ADVISORY COMMITTEE

Final Report of Recommendations

Adopted May 17, 2023

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1. PROLOGUE

To the Pitkin County Planning and Zoning Commission and Board of County Commissioners,

On July 27, 2022, following a joint meeting of the Pitkin County Board of County Commissioners (BOCC) and the Pitkin County Planning & Zoning Commission (P&Z), the BOCC approved [Resolution 052.2022](#) to establish the Community Growth Advisory Committee. Choosing from 68 applicants, the BOCC selected 26 community members with a wide-range of expertise, backgrounds, and perspectives to serve on the Committee.

We, the Committee, met for 21 public meetings over the course of 10 months. The County Commissioners had given us a specific charge in the form of a vision statement: “Meet the county’s climate action goals by utilizing growth management and the land use code while creating an equitable, sustainable, and resilient quality of life and economy for the future.”

We gave that vision statement more definition and analysis. Informed by energy experts, white papers, and deep dives from County staff every step of the way, we gleaned a deeper understanding of the residential sector’s contributions to greenhouse gas emissions, vehicle miles traveled, workforce generation, and more. We unpacked “resilient quality of life and economy” to give those broad terms more meaning. That led us to come up with a list of what we wanted more of and what we wanted less of in the context of how our community looks, feels, and functions

Broad values started to emerge. We recognized the residential sector’s importance to our regional economy, but we felt we should steer homes toward acting more like homes rather than workforce-and vehicle-trip-intensive micro-economies that are increasingly disconnected from our mass-transit system. We agreed that we needed to go fast on climate—perhaps even faster than the County’s established carbon-reduction milestones—and added water use to our environmental criteria. The Committee was adamant that the County’s long-standing goal of preserving rural and wild areas should remain a sacred priority.

Taking advantage of the Committee’s perspectives and skills, we translated those goals into actual solutions. In some cases, that meant altering the terms of existing programs, which we did in dramatically upping the climate-stringency of development and performance standards. In others, our values inspired us to create entirely new tools and criteria, as with a new tiering system that increases a home’s mitigation and community-benefitting obligations as its size exceeds certain square-footage thresholds.

We reimagined the TDR program, attempting to maintain and prioritize the good it does (preserving rural and remote) while lessening the bad (TDRs role in fast-tracking the acquisition of additional square footage that can lead to very large homes). We are even proposing an entirely new form of TDR within residential areas. But rather than just transferring square footage from one location to another, these new TDRs have the potential to extinguish more future square footage than they create, and could even help long-term residents (or their children) stay in their homes rather than cashing out and moving away—thus preserving community and reducing the number of scrape-and-replace projects

in the process.

Those examples are just a sampling of what is in the following report and Table of Final Recommendations, which the Committee finalized on May 17, 2023, and approved by a 24-0 vote by those in attendance or represented by proxy. The two absent, non-proxied members gave their support via email after the meeting, bringing the vote to a unanimous 26-0.

What the framework doesn't capture—and what we believe is critical to keep in mind as the P&Z and the BOCC translate the framework into code—is this: The Committee did the work. We had tough conversations and debates. The Committee's makeup represented a full range of the community, a testament to the BOCC's thoughtful selection process. Our meetings saw builders, architects, planners, and realtors engaging in complex problem-solving with climate scientists, essential workers, housing experts, and environmental advocates. Because of that, our recommendations reflect a series of hard-earned, values-based compromises. We believe they meet the County's goals and that the recommendations should be taken seriously and implemented as soon as possible by the BOCC.

Some agreements, such as upping performance and development standards, came relatively easily. Others, such as a cap on maximum allowable home size, never reached unanimity. But even on that thorny question, we did come together. In some of our early dot-voting exercises, there were Committee members who felt we should not touch the existing 15,000-square-foot home size cap. But by the April 19 meeting, the members in attendance voted 23-0 that no new home should be built larger than 9,750 square feet. Our final recommendation includes a range of maximum home size, depending on location, with the maximum now reduced to 9,250.

Significantly, despite the substantial time commitment the process demanded, the Committee saw zero attrition. We started and finished with 26 members. Some of us missed a meeting or two, but everyone stuck with the process from beginning to end. Several of the proposed components will require additional research and work. Some—such as urging the County to create more affordable housing—are more broad exhortations than specific proposals. And knowing there is more work to be done to develop additional recommendations, there are Committee members who have volunteered to be part of working groups to help drive those pieces forward.

At our April 26 happy-hour gathering, after a unanimous straw poll to advance the framework of recommendations (formally approved by the May 17 vote), the mood was like a group of students coming together after a final exam they knew they'd aced. What we accomplished felt—and feels—right. It's a good-faith effort to recalibrate our residential sector so that Pitkin County might find its way to the community, economy, and commitment to solving climate change that it deserves.

Now it's on you to take these recommendations and turn them into action.

Sincerely,

Mona Newton and Michael Miracle

Committee Co-Chairs, on behalf of the Community Growth Advisory Committee

2. EXECUTIVE SUMMARY

In July 2022, the Pitkin County Board of County Commissioners (BOCC) formed a Community Growth Advisory Committee (CGAC) to develop recommendations for managing the impacts of growth and development to align our community values and climate action goals.

As community advisors, the CGAC was tasked with providing the BOCC with recommendations for meeting the County's 2050 climate goals while also ensuring we maintain and enhance the quality of life for our community. In order to guide the Committee's deliberations, the BOCC established a set of goals that were refined by the Committee:

1. Reduction of GHG emissions by 90% by 2050
2. Residential net zero by 2030
3. Ensure a balanced level of economic activity

The Critical Connection Between Land Use, Climate Action, And Quality Of Life

Land use decisions may be one of the most influential factors in how we as a community choose to use and manage our land. The built environment is a powerful tool in influencing our quality of life and reflecting our community values.

Quality of life can be thought of as the way our community looks, feels, and functions—and how those characteristics combine to make living here pleasurable or not. The Committee identified several areas of concern relating to quality of life. They include the following (full definitions of each are on page 58):

- Pacing of Development
- Rural/Wild Preservation
- Rural Traffic and Highway Congestion
- Sustainable Economy
- Workforce and Housing Imbalance

Land Use As A Reflection Of Community Values

In the 1970s, Pitkin County was a pioneer in developing land use code as a reflection of community values. Long-held values embedded within the land use code include environmental preservation, the pacing of development to manage the amount of “growth” in the community, and the preservation of rural and wild lands.

These same values still hold true but need to evolve to properly reflect the changing conditions of today, integrating climate, equity, economic resiliency, and community carrying capacity.

Pitkin County's land use strategies influence our entire built and natural environments and are defined by the zoning, building, and energy codes we have on the books. Because land use touches everything—from open space to housing costs, carbon emissions to workforce demands—making adjustments to the codes is a nuanced process that requires sophisticated and integrated solutions.

Key Findings: What The Committee Learned Together

At the first meeting, the CGAC unanimously agreed that the Roaring Fork Valley remains an extraordinary place to live. We also recognized that there are problems that need fixing in order to “keep this place special.” Our objective was to reduce the negative quality of life impacts of growth while balancing the upsides it brings to our economy and society.

Over the course of 10 months and more than 20 public meetings, clear guiding themes emerged. They include:

- ***Doing Nothing Is Not An Option:*** Emissions from residential buildings are the largest contributor to GHG emissions in unincorporated Pitkin County, accounting for 47% of total 2019 emissions. If the County chooses to make no changes to its land use, building, and energy codes, we will not meet our climate goals and will only see greenhouse gas emissions continue to rise.
- ***Home Size Is Not The Only Solution But May Be Part Of A Solution:*** A diversity of opinions remain on what the optimal maximum house size is, but there is agreement that the current house size cap of 15,000 square feet needs to be reduced. But turning that one blunt dial will not universally solve the issues. Rather, an integrated suite of complementary tools is needed to meet our community goals. Homes’ sizes but also their uses should be appropriately scaled to lot size ***and*** location.
- ***Greenhouse Gas Emissions And Impacts Are A Concern But Not the Only Concern:*** There is an understanding that reliance on fossil fuels and energy use needs to be addressed but that we can’t only focus on emissions. Meeting our climate action goals is a must, but so is dealing with the quality of life concerns, economic imbalance, and the sense of “overwhelm” that so many residents and visitors are feeling. We all want less reliance on fossil fuels, but we also want less traffic and congestion.
- ***Prioritize Certainty And Simplification Over Risk And Complexity:*** A desire exists to simplify the land use code so property owners and the community can predictably navigate the process, manage risk, and know what they are allowed to do. The land use code should provide clarity and a clear strategy for the right development in the right areas. The GMQS and TDR programs have value, but we can rework them to better reflect our values.
- ***Balance Community Values With Economic Resiliency:*** We must continue to prioritize the preservation of open and wild lands and maintain the rural character that defines our community. But we must also address the ways in which very large homes create imbalances in our economy and workforce.
- ***Create Early Action:*** Opportunities for near-term easy wins should be explored to prioritize areas where strong common ground exists and action can be taken as quickly as possible, including performance standards, updates to the energy code, water conservation, and more. Our climate goals require dramatically more energy-efficient and higher performing homes.

An Overview Of The Table Of Recommendations

After exploring more than a dozen different tools, policies, and codes, the Committee has delivered a Table of Recommendations that incorporates several changes and additions to county policies, land use code, and building code.

Compared to taking no action, the Committee's recommendations would cut potential emissions three-fold from the maximum buildout of the residential sector under the current code, while also balancing the quality of life values of our community.

In creating our recommendations, the Committee identified five foundational tools that represent the most influential levers at our disposal, which are outlined in the graphic below. The complete Table of Recommendations starts on page 11.

The Foundational Tools Used to Build the Committee's Table of Recommendations

Floor Area Ratio

- Establish a floor area ratio (FAR) based on net parcel size to determine the allowable floor area on a per parcel basis
- Applied to all zone districts where not yet established to reduce gross square footage in the County
- Square footage cap is 9,250 sq ft in the UGB and 8,750 everywhere else (unless the caucus designates smaller)

GMQS

- Square footage is removed from GMQS to simplify it and return the system to its original intent of pacing the growth of subdivision

SQ FT QUOTA SYSTEM

- Exempt square footage remains at 5,750
- Create new subgrade floor area bonus of up to 1,000 sq ft in the UGB that requires TDRs and special review
- All new development and redevelopment over 5,750 is subject to an annual square footage allotment for pacing
- Competition and scoring is replaced with special review required to wait in line for quota allocation

TDRs

- Remain as a tool to add square footage above 5,750 (in lieu of Sq Ft Quota System)
- Rural and remote TDR value reduced from 2,500 sq ft to 2,000 sq ft, delivered in 500 sq ft allotments
- Sending sites for TDRs remain largely as they are today to prioritize preservation of rural and remote lands
- Landing sites are determined by overlay zones and require special review

TIER SYSTEM

- Establish a strong baseline of new performance and development standards
- Requirements get more stringent as house size increases
- Smaller homes are incentivized via streamlined review with tiered requirements as impacts increase

3. CGAC TABLE OF RECOMMENDATIONS & OUTCOMES

At our first meeting, the Committee agreed that the Roaring Fork Valley remains an extraordinary place to live. We all want to “keep this place special” and reduce the negative quality of life impacts of growth while holding onto the upsides it brings to our economy and society.

The following Table of Recommendations and the associated rationales and goals achieved are based on the Committee’s research and discussion, which are identified in the Key Findings (see Appendix D) and Desired Outcomes (Appendix E) sections of this report.

The Table Of Recommendations Includes Four Columns:

- 1. The Component**, which is the land use tool or the area of focus the Committee is proposing to introduce or alter;
- 2. The Recommendation**, which describes the ways – some specific, others more general – in which the component should be used;
- 3. The Rationale**, which explains why the Committee believes the recommended use of the Component supports our established values and objectives;
- 4. The Goals Achieved**, which identifies to what degree the recommended use of the Component accomplishes the BOCC’s and the Committee’s objectives. Goals Achieved that appear in orange indicate a neutral impact on an objective. Goals Achieved in green indicate a positive impact. The number in parentheses after a green-colored achievement indicates the number of check marks (from one to three, three being the best) that appear in the Outcomes Table on page 40 of this report. *The Outcomes Table is the scorecard for the Committee’s entire suite of recommendations.*

Working Definitions For Recommendations:

- Floor Area Ratio (FAR) is the measurement of a building's floor area in relation to the size of the lot/parcel that the building is located on.
- Net Parcel Size is the total developable area of a parcel for determining the allowable floor area. It is calculated based on slope reduction (new recommendation), setbacks from water, wetlands, floodplain, wildlife habitat, etc.

- Allowable Floor Area is the floor area allowed per parcel based on the floor area ratio calculation and net parcel size.
- Base House Size is the allowable floor area exempt from the square footage quota system (anything below 5,750 sq ft).
- Maximum House Size is defined as the total maximum house size allowed, either by allowable floor area calculated by floor area ratio, by the relevant caucus area maximum house size, or by the County square foot cap, whichever is most restrictive.

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Floor Area Ratio (FAR) and Allowable Floor Area	• Implement a FAR sliding scale to remaining unregulated zone districts currently without a floor area ratio, notwithstanding non-conforming parcels that may result. • Utilize the current FAR sliding scale in AR-2 zone district as the starting point for determining sliding scales for zone districts currently without a floor area ratio.. <i>* allowable floor area may not exceed the house size square footage cap, as recommended by this Committee</i> • Implement a slope area calculation to net parcel size with the initial framework below. Develop case studies prior to implementation to determine the optimal formula. • Net parcel size reductions for slope: ○ Areas of a parcel with 0% to 30% slope: No (0%) reduction	• Home size should be appropriately scaled to parcel size for a nuanced and contextual approach. • FAR and net parcel size apply site-specific considerations to a home size relative to parcel size and natural resource considerations to establish the allowable floor area for each parcel. • All development creates community and resource impacts, including construction, material waste, operation, and maintenance. • Basement exemption removed from sq ft allocation, as material waste has impacts on landfill and climate goals in construction/demolition.	Which of our goals does FAR help to achieve? Climate: ☒ 90% reduction of GHG emissions by 2050 (2) ☐ Residential NetZero by 2030 Balanced Economy: ☒ Workforce/housing imbalance (1) ☐ Pacing of development Community Character: ☒ Rural/wild preservation (1) ☒ Highway congestion/rural traffic reduction (1)

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Floor Area Ratio (FAR) and Allowable Floor Area	○ Areas of a parcel with 30-45% slope: 25% reduction ○ Areas of a parcel with a slope of more than 45%: 50% reduction ○ All areas under water are excluded from the calculation as these are not actually buildable areas. ● Under no circumstance will the amount of net parcel size be reduced by more than 25% due to areas with steep slopes. ● Special consideration will be given to existing slope reduction formulas within already established PUDs or subdivisions that incorporate large open spaces (e.g., Meadowood). ● Consider how existing PUD approvals will be addressed related to floor area ratio recommendations ● Allowable floor area INCLUDES habitable basement. The current basement exemption is removed (excluding crawl space as defined by code) and replaced with a subgrade floor area bonus (see below). ● Create a Subgrade Floor Area Bonus (basement) of up to 1000 sq ft above the allowable floor area (not to exceed house size cap) in the	● Replacing basement exemption with a subgrade floor area bonus provides a mechanism to still incentivize below grade space and maintain viewsheds, but substantially reduces the allowable amount of total square footage and impacts to community, and provides landing sites for TDRs within the UGB. 3,000 sq ft reduction and still subject to maximum house size. ● FARs and allowable floor area are already established for many, if not all, residential subdivisions within the Urban Growth Boundary (UGB); this applies a FAR to the remaining unregulated zone districts. ● Allowable floor area, based on the FAR, applies up to the maximum house size (caucus or county-wide cap, whichever is more restrictive).	

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Floor Area Ratio (FAR) and Allowable Floor Area	UGB only. Requires TDR with special review. This does not limit subgrade sq ft, only that above the maximum floor area.		
Square Footage Cap	- Implement a square footage cap of 8,750 in unincorporated Pitkin County and 9,250 in the UGB (unless caucus or allowable floor area designates smaller).* - No new homes in unincorporated Pitkin County shall exceed this limit, regardless of allowable floor area, GMQS, TDRs, or any other tool <i>*Remodels/redevelopments of existing homes that exceed this house size subject to criteria in redevelopment recommendations</i>	15,000 sq ft houses generate large numbers of full- and part-time employees who are needed to service and maintain them. As major job generators, they exacerbate our existing workforce housing imbalance. - Large houses generate substantial traffic growth, adding to traffic congestion and detracting from rural character. Maintenance of large homes equated to 22% of total countywide vehicle miles traveled (VMT) in 2019. 15,000 sq ft houses currently generate significantly higher greenhouse gas (GHG) emissions-per-foot than smaller houses. The larger the home, the greater the energy use per square foot. - Many caucuses have already acknowledged that the 15,000 square foot cap is not congruent with the community character and values of rural Pitkin County and	Climate: ☒ 90% reduction of GHG emissions by 2050 (2) ☐ Residential NetZero by 2030 Balanced Economy: ☒ Workforce/housing imbalance (1) ☐ Pacing of development Community Character: ☒ Rural/wild preservation (1) ☒ Highway congestion/rural traffic reduction (1)

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Square Footage Cap		have implemented more restrictive house size square footage caps.	
	*A note on house size: While this square footage cap recommendation represents much deliberation and hard-earned compromise, the Committee was not able to agree on a single number. However, a key point of agreement was the vote establishing that no homes should be built above 9750 (April 19, 23-0). From there, some members felt that the top number of 9750 was appropriate, while for others it was still too high. Subsequent debates and votes led the group to our final recommendation of 8750 sq ft in unincorporated Pitkin County and 9250 sq ft in the UGB by a 20-6 vote. Important to note: those six dissenting votes did not prevent the group from reaching a unanimous consensus on its recommendations as a whole, which include the square footage range indicated here. House size on its own is a blunt instrument. Reducing square footage does not singularly achieve our goals or eliminate traffic intensity and large house owners' desire for abundant services. However, it is a powerful tool when used in conjunction with bold performance standards, mitigation/impact fees, an overlay, and the other components of this recommendation.		
Tiering System	• Apply a tiered system to all new development, as well as redevelopment of more than 500 square feet of measurable floor area. • Tiers are inclusive of all heated, basement, and subsurface square footage and percentage of parcel disturbance. • Start with a strong baseline of performance and development standards • Requirements get more stringent as house size and impacts increase.	• As square footage increases and impacts/disturbance to the parcel increases, so should progressively more efficient performance and development standards with increasingly more stringent requirements. • The average house size in Pitkin County is approximately 3,250. • Important to add four tiers with two tiers above 5,750 to ensure the system does not just incentivize building as big as possible.	Climate: ☑ 90% reduction of GHG emissions by 2050 (1) ☑ Residential NetZero by 2030 (1) Balanced Economy: ☑ Workforce/housing imbalance (1) ☑ Pacing of development (1) Community Character: ☑ Rural/wild preservation (1)

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Tiering System	Tier 1: Under 3,250 sq ft - Meets recommended baseline performance and development standards - Accelerated review and decreased fee rates for building permits Tier 2: 3,250 – 5,750 sq ft - Mitigating additional onsite impacts/site constraints - More review criteria/requirements because of constraints Tier 3: Above 5,750 sq ft - Has impacts beyond the property that must be directly offset - Subject to special review, quota system, mitigation fees, overlay uses Tier 4: Above 7,750 sq ft - Most stringent requirements and review for embodied carbon, Passive Housing criteria*, etc. - The highest level of on-site energy production and storage. - The highest level of mitigation for VMT generation, waste, etc.	Passive House is an internationally recognized building standard. A full list of criteria here: passiv.de/downloads/03_building_criteria_en.pdf	☒ Highway congestion/rural traffic reduction (1)
Development Standards	<u>Implement Bold Development Standards</u> Update site constraint standards to include ecological biodiversity, watershed protection, wildlife habitat,	Development standards, pertaining to the development of a parcel, are a critical tool for advancing our climate, economic, and quality of life goals.	Climate: ☒ 90% reduction of GHG emissions by 2050 (2) ☒ Residential NetZero by 2030 (2)

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Development Standards	and wildfire prevention. - Establish maximum disturbance area as a percentage of net parcel size to mitigate impacts on the natural environment and rural character. - Set a threshold for material waste in conjunction with landfill construction & demolition requirements - Establish new water reduction requirements and new landscaping standards to ensure less water use and establish the amount of area that can be landscaped/hardscaped. - Adopt standards that limit exterior amenities based on water and energy requirements (e.g. pools, spas, and exterior ponds). - Establish onsite energy use limits to ensure updated development standards complement bold performance standards (e.g., siting for passive solar gain). - Standards are applied equally across the county (urban and rural areas.) - Apply tiered system to all new development, as well as	- Similar to performance standards the impact of the use of the entire property, not just the building, influences the community character. - Standards will be implemented to reflect natural resources and rural/wild character. - Limits will be set to offset impacts related to energy use, water use, waste produced, and carbon emissions, etc. - The standards applied will be progressively more restrictive as additional amenities and total site disturbance increase.	Balanced Economy: ☐ Workforce/housing imbalance ☐ Pacing of development Community Character: ☒ Rural/wild preservation (1) ☐ Highway congestion/rural traffic reduction

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Development Standards	redevelopment of more than 500 sq ft of measurable floor area.		
	<u>Tier 1</u> - Meets the standards of the updated code. - No requests for exterior amenities (e.g., snowmelt, patio heaters, outdoor kitchens, wood-burning fire pits, pools, spas, ponds, etc.).		
	<u>Tier 2</u> - Meets the standards of updated code but requires onsite mitigation to achieve code. - Exterior amenities or material waste is minimal and can be mitigated onsite.		
	<u>Tier 3</u> - Meets standards of the code, but requires significant mitigation (and staff review). - Limits total exterior amenities, water, and/or material waste. - Mitigation for on-site constraints is significant.		
	<u>Tier 4</u> Most stringent development standard requirements and review		

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Development Standards	- The highest level of on-site energy production and storage. - The highest level of mitigation for VMT generation, waste, etc.		
Performance Standards	<u>Implement Bold Performance Standards</u> - Require all new and redeveloped* homes to be all-electric and powered with 100% renewable energy. (<i>*see redevelopment definitions, page 21</i>) - Go beyond just a HERS rating, include internal amenity loads and external energy use into all energy requirements, including for redevelopment and demolition. - The 100% renewable energy requirement should be met with resources for substantial onsite and community generation and storage. - Apply strict requirements to limit external energy use and reduce consumption outside the building envelope. - Create a path for electrifying all buildings in Pitkin County	- Performance standards are one of the most powerful and preferred tools for achieving our climate goals and driving decisions on the other tools needed to reflect our quality of life values. - Data from home energy bills shows that energy use dramatically increases as house size increases, primarily due to internal and external amenity loads. - The residential built environment accounts for 29% of the County's GHGs and equivalent to 22% of the County's VMTs. - Additional performance standards for the residential home, internal and external use are necessary to meet climate and community goals. - There is a strong consensus to be bold on performance standards, which include the building envelope, internal	Climate: ☒ 90% reduction of GHG emissions by 2050 (2) ☒ Residential NetZero by 2030 (3) Balanced Economy: ☐ Workforce/housing imbalance ☐ Pacing of development Community Character: ☐ Rural/wild preservation ☐ Highway congestion/rural traffic reduction

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Performance Standards	- Incentivize existing homes to transition to all electric and 100% renewable energy, including at point of sale, with target dates based on the age of the house. - Complete a county-wide Energy Master Plan ASAP (identifying where energy generation and storage is appropriate). - Apply tiered system to all redevelopment of more than 500 sq ft of measurable floor area.	amenity loads, and external energy use. - Upgrading performance standards will make the building envelope more energy-efficient while the grid transitions to renewable energy. - The existing maximum energy demand exceeds the current renewable supply and has impacts beyond our energy goals. - Reducing total energy use is a must if we are going to ultimately rely on a 100% renewable supply. - More progressively restrictive standards are applied as additional amenities and impacts increase.	
	<u>Tier 1</u> - Meets all new and redevelopment performance standards, 100% renewable and electric. - Renewable energy and storage loads accommodated within the building footprint. <u>Tier 2</u> - Meets the standards of updated code but requires onsite mitigation. - Significant renewable energy and storage onsite and/or within the community.		

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Performance Standards	<u>Tier 3</u> • Must meet all requirements of the code and account for all internal amenity loads and external energy use. • Significant renewable energy and storage onsite and/or within the community. • Must account for additional embodied carbon impacts of building and materials above 5,750 sq ft.		
	<u>Tier 4</u> • Most stringent performance standard requirements and review for embodied carbon, Passive House criteria, etc. • The highest level of on-site energy production and storage. • The highest level of mitigation for VMT generation, waste, etc.		
Growth Management Quota System (GMQS)	• Maintain and strengthen GMQS as a tool for pacing new subdivisions and development (this includes quota and competition). • Maintain current quota, revise scoring and competition to reflect the goals and values in coordination with the special review criteria (see	• GMQS is still valuable, use it to better reflect our values, achieve our goals and desired quality of life outcomes. • GMQS is valuable for pacing and managing subdivisions in rural areas and should be a “live” code to adapt to objective conditions.	Climate: ☒ 90% reduction of GHG emissions by 2050 (1) ☐ Residential NetZero by 2030

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Growth Management Quota System (GMQS)	below). - Remove GMQS competition for square footage and create the Square Footage Quota System (see below). - Special review criteria to include addressing impacts of: - waste - traffic - affordable housing - employee generation		Balanced Economy: ☒ Workforce/housing imbalance (1) ☒ Pacing of development (2) Community Character: ☒ Rural/wild preservation (2) ☒ Highway congestion/rural traffic reduction (1)
Square Footage Quota System (SFQS) <i>*for houses over 5,750 sq ft</i>	- Additional sq ft above 5,750 (base house size) is required to go through a new SFQS, up to maximum house size. - GMQS competition is removed, but the quota remains for additional square footage. Special review is a requirement to “wait in line” as the annual quota allotment is available. - Basement exemptions for habitable use under the current system are removed (subgrade floor area bonus is not included in the quota). - Update annual sq ft quota allotment to include redevelopment over 500 sq ft.	- There is still value in a quota system for sq ft allocation but scoring and competition are subjective and not reflective of the impacts to the community. - Replacing the current scoring system with special review criteria better reflects the values and goals of the community and more predictably manages impacts. - The current annual sq ft quota has not been utilized recently due to exemptions with TDRs and is not a true accounting of the amount of sq ft built in a year - The new program, in parallel with recommendations for TDRs, will ensure more community value in	Climate: ☒ 90% reduction of GHG emissions by 2050 (2) ☐ Residential NetZero by 2030 (0) Balanced Economy: ☐ Workforce/housing imbalance (0) ☒ Pacing of development (2) Community Character: ☒ Rural/wild preservation (2) ☒ Highway congestion/rural traffic reduction (2)

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Square Footage Quota System (SFQS) <i>*for houses over 5,750 sq ft</i>	- Annual square footage allocation shall have a minimum yearly allotment and be determined based on the prior year's development and deduct exemptions, such as TDRs. - Use a 10-year history of the existing annual allotment quota to define the process for evaluating and setting future allotments. - Prevent volatility in annual allotments by applying multi-year utilization data to a "live" code approach that determines whether annual allotments are changed.	both utilization of the sq ft quota system and TDRs - While the current annual sq ft allotment has been underutilized, the Committee's recommendations are reducing exemptions and encouraging more utilization of the SFQS; therefore, any changes to annual allotments should consider utilization changes as a result of the proposed changes. Utilization data is available in the 2022 TDR Annual Status Update. - Special review criteria to include addressing impacts of: - waste - traffic - affordable housing - employee generation	
Transferable Development Rights (TDRs)	- Remove conservation PUD as qualification for TDR sending site. Maintain all others (7 total). - Reduce rural & remote TDR allocation from the existing 2,500 sq ft. to allocation of 2,000 sq ft, issued in 500 sq ft denominations. - Current TDRs (2500) will be sold as five 500 sq ft allotments.	- The TDR system can be reformed to better reflect our values, and achieve our goals and desired quality of life outcomes. - The TDR program has value in helping to ensure the rural character of the County. - There is an opportunity to maintain the TDR market while better managing the impacts of additional sq ft.	Climate: ☒ 90% reduction of GHG emissions by 2050 (1) ☐ Residential NetZero by 2030 (0) Balanced Economy: ☐ Workforce/housing imbalance ☒ Pacing of development (1) Community Character:

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Transferable Development Rights (TDRs)	• Allow TDRs for historic preservation and Constrained (in 500 sq ft allotments with up to two total per site). • Require TDR (up to 1000 sq ft) for subgrade floor area bonus in the UGB. This does not prohibit total subgrade floor area <u>up to</u> the allowable floor area. • Require special review to land any TDR and remove exemptions for receiver sites (e.g. UGB, Starwood) • Maintain BOCC discretion for an award of other TDR sending sites, issued in 500 sq ft allotments. • TDRs may only be landed in areas identified in the overlay (see below). • Sterilize rural and remote sites once the first 500 sq ft is sold. • Review the TDR market annually and adjust allotments if the TDR market is not achieving the primary goal of preserving the backcountry and landing sq ft in appropriate ways that reduce community impacts.	• Maintain the type of TDR that can be issued with the exception of conservation PUD. ○ TR-1 or TR-2 ○ visually constrained ○ takings remediation ○ limited development conservation ○ constrained ○ R/R ○ historic preservation • Historic preservation and constrained provide value to maintain rural character, but are not always equal to the value of other TDRs; therefore, fractional TDRs for these two types will provide more flexibility for awarding TDRs without creating large sq ft allotments. • 189 potential TDR sending sites still remain. Maintain incentives for preserving the backcountry. 1:1 is not enough incentive to extinguish rural and remote development rights. Reduce from 2.5:1 to 2:1 (2,000 sq ft for every rural and remote development right severed).	☑ Rural/wild preservation (2) ☑ Highway congestion/ rural traffic reduction (1)

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Additional TDR Recommendations	- Nomenclature: TDRs are TDRs and can be <u>created</u> in two ways: - Sterilization of new development rights (e.g. rural and remote) - Sterilization of additional floor area from an existing home (“residential TDR”) - Additional floor area from existing home “residential” TDRs cannot be created in the rural and remote zone district. - Additional floor area from existing homes “residential” TDR sending sites apply only to EXISTING, FULL-TIME residential units. - Residential TDRs can be landed just as other TDRs, as identified in the overlay (see below). 10% of sales from residential TDRs are required to go towards home energy upgrades. - Landing TDRs is no longer a 1:1 (e.g., 1,000 sq ft TDR = 1,000 additional sq ft) if using TDRs for additional sq ft above 5,750:	- There are inherent unknowns about market demand, but above all, this idea cannot compromise, destabilize or undermine the ability of TDRs to preserve rural and remote lands. - An expanded TDR program reduces maximum developable square footage by transferring and extinguishing development rights associated with potential residential square footage. - Incentivize existing residents to reduce their home’s future developable square footage to help maintain and support a middle housing market, while simultaneously working towards climate goals by preserving existing homes and incentivizing energy retrofits, rather than scrape and replace/redevelop existing housing stock. - TDRs normally move development rights from one location to another—increasing the square footage along the way—these proposed additions to the TDR system actually eliminate and extinguish future square footage.	Climate: ☒ 90% reduction of GHG emissions by 2050 (1) ☐ Residential NetZero by 2030 (0) Balanced Economy: ☐ Workforce/housing imbalance ☒ Pacing of development (1) Community Character: ☒ Rural/wild preservation (2) ☒ Highway congestion/rural traffic reduction (1)

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Additional TDR Recommendation	○ Up to 1,000 sq ft: Ratio is 1.5:1 (e.g., 1,500 sq ft (3) TDRs = 1,000 additional sq ft) ○ Above 1,000 sq ft: Ratio is 2:1 (e.g., 2,000 sq ft (4) TDRs = 1,000 additional sq ft) ● Incentivize innovation for TDR extinguishment (e.g., conservation nonprofits, open space funds, etc.). ● Limit the allotment of residential TDR sending sites per year (so as not to increase overall sq ft). ● Implement an administrative fee of 1% of the sale cost for all TDRs at the time of sale, the not time of creation. ● Study other ways to capture revenue from the TDR program for housing funds and/or energy retrofit existing deed-restricted housing. ● Pilot the residential and landing ratios and allocations of TDRs to phase implementation and ensure the rural and remote TDR market remains stable. ● Review annually and BOCC has the autonomy to adjust or sunset the program as needed if concerns		

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Additional TDR Recommendation	emerge with rural and remote market.		
Zoning Overlay <i>Details of each category are available in Appendix I with an accompanying map.</i>	- Decrease specific uses and impacts (e.g., TDR landing sites, special events, STRs) as homes get further away from urban services. - The overlay categories establish strict standards and use for properties within each overlay area. - Landing TDRs (per overlay area) will not exceed maximum floor area, house size cap or caucus restriction. Zone A-Rural/Remote: Additional sq ft prohibited Zone B-Rural Residential/Limited Services : 0 sq ft through TDRs Zone C-Rural/Valley: Up to 1,500 sq ft landed for TDRs Zone D-Hwy 82 Corridor: Up to 2,500 sq ft landed for TDRs Zone E-UGB: Up to 3,500 sq ft landed for TDRs - Where TDRs are not allowed or are limited, additional sq ft may be obtained through SFQS (subject to	- Maintain the rural character and open lands that define our community. - The overlay further defines an area by establishing intent, uses, and/or dimensional standards. - Defines character “beyond the pavement” by codifying that the area is intended to remain a low impact area where urban services and response time are not expected. - Reducing specific uses decreases traffic and other activities in order to maintain less intensity/impacts. - The overlay classifications further reduce GHG emissions, as well as reflect community values including rural preservation, natural resource preservation, and reduced traffic impacts. - Special event permits are required for private properties that accommodate no more than three (3) special events per calendar	Climate: ☒ 90% reduction of GHG emissions by 2050 (1) ☐ Residential NetZero by 2030 Balanced Economy: ☒ Workforce/housing imbalance (1) ☒ Pacing of development (1) Community Character: ☒ Rural/wild preservation (3) ☒ Highway congestion/ rural traffic reduction (2)

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Zoning Overlay	maximum floor area, house size cap or caucus limit). - Overlay for special events permits: Zone A-B: Prohibited Zone C-E: Permitted with revised special review and approval criteria - Overlay for special event venues with an exemption for existing/approved uses: Zone A-B: Prohibited Zone C-E: Permitted with revised special review and approval criteria - Overlay for Short Term Rentals (STRs): Zone A-B: Prohibited Zone C: Full-time primary residence required Zone D-E: Permitted with revised special event and STR regulations *County should explore closing loopholes for rentals of 30 days or more, in the R/R district, without restricting long-term rentals	year unless the events are non-commercial and hosted by the property owner for their own personal use. Special event venue means a private property that is intended to be used for special events more than three (3) times during a calendar year.	

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Zoning Overlay	Adopt the overlay recommendation (baseline map and allocation of TDRs by zone) as a starting point for annual review and adjustment as needed in the future.		
Administrative Policies	- Incentivize houses under 5,750 sq ft via streamlined review with baseline performance and development standards. - Incentivize and prioritize permit review by house size and impact (e.g. disturbance area). - Review is progressively more stringent as homes get larger and mitigation to code standards/impacts are required (tiering system)	Development of a program to provide financial incentives for smaller and more energy-efficient homes is consistent with core values and goals.	Climate: ☑ 90% reduction of GHG emissions by 2050 (2) ☑ Residential NetZero by 2030 (2) Balanced Economy: ☑ Workforce/housing imbalance (1) ☑ Pacing of development (3) Community Character: ☑ Rural/wild preservation (1) ☑ Highway congestion/rural traffic reduction (1)
Affordable Housing Policies <i>Final Committee approval on May 17, 2023, vote: 24-0</i>	- Special review criteria must include evaluation for housing. - Explore ways to get more out of affordable housing impact fees, especially in Tiers 3 and 4	The Committee's work has largely focused on managing the types of development that are inconsistent with community values; however, more affordable housing is the type of development we do want and should be incentivized.	Climate: ☑ 90% reduction of GHG emissions by 2050 ☑ Residential NetZero by 2030 (1)

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Affordable Housing Policies	○ For example, adjust the cash-in-lieu program to account for the actual costs of developing affordable housing. ● Complete a Housing Master Plan to identify where affordable and multifamily housing is appropriate and revise the code to allow for greater density/development. ● Support partnerships in affordable housing development and evaluate incorporation into the tiering system ● Complete a study of the economy of large homes and the impacts <i>(the workforce and housing demand)</i> they create ● Review and revise the Land Use Code to ensure language is not prohibitive to only be within the UGBs and create opportunities that allow for and incentivize creative housing solutions: ○ Allow/enable onsite employee housing at large employment centers	● Harness the substantial economic activity in the residential development sector to fund affordable/workforce housing solutions. ● CDUs are appropriate measures to address some of the workforce challenges in the County. ● County does not have the authority to ensure occupancy if the deed restriction is not assigned to a public entity (state law). ● Current code restricts affordable housing only in the UGB. Affordable housing is critical to the goals of this Committee and may be appropriate in other areas. Actual details are beyond the scope of this Committee but are essential for climate, economy, and quality of life. ● Affordable housing strengthens our community and is critical to maintaining the health and vibrancy of our valley's many small businesses, which are essential to a sustainable and resilient economy ● Bring all the tools that we can address the housing crisis,	Balanced Economy: ☑ Workforce/housing imbalance (2) ☑ Pacing of development (1) Community Character: ☑ Rural/wild preservation (1) ☑ Highway congestion/rural traffic reduction (2)

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Affordable Housing Policies	○ Ensure affordable housing exemption within GMQS/SFQS, including CDUs ○ Apply a 500-1000 sq ft Floor area bonus w/ a deed-restricted Caretaker Dwelling Unit (CDU) that would be occupied by APCHA qualified, but not APCHA managed. Not subject to TDR. ○ Incentivize CDU through voluntary participation (not requirement) and working with APCHA ○ Require new subdivisions to allow CDUs ○ Incentivize onsite mitigation before payment-in-lieu	including regional and intergovernmental partnerships ● There is value in reimagining and expanding affordable housing solutions. ● Incentivize municipalities, residents, and developers to invest in creative and community-beneficial options. ● Pitkin County homeowners should be able to participate in the affordable housing program. There is a desire for some homeowners to create a rental unit on-site but do not have the means to build the unit. ● Affordable Housing Credits provide another mechanism to incentivize the development of affordable housing.	
	<u>Allow Affordable Housing Beyond the UGBs</u> ● Allow two, three, and four unit multifamily housing in rural Pitkin County, under the right context of zoning, hazard mitigation, and sufficient infrastructure. ● Allow larger affordable housing density within the Hwy 82 corridor, if		

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Affordable Housing Policies	it meets the parameters below. - Parameters of larger density outside of UGBs - Access to infrastructure (water and sewer) - Low visibility/minimal visual impacts - Close to transit and/or the main transportation corridor. - Look at expansion opportunities of existing affordable housing developments that are outside the UGBs. These developments may have the capacity and infrastructure for additional density. - Redevelopment should meet all performance standards criteria. - Review to ensure language is not prohibitive to only be within the UGBs		
	<u>Preservation of Existing Stock</u> - Community buy-down (mobile home parks) - Individual units (rentals)		

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Affordable Housing Policies	• Free-market/shared equity program • Redevelopment/expansion of existing development (see above)		
	<u>Affordable Housing Certificates</u>		
	• The County should explore how the City of Aspen's Affordable Housing Certificates System could be expanded to unincorporated Pitkin County.		
	• Integrate an affordable housing credits system into the tiered system.		
	• Certificates provide a funding incentive for local homeowners to help address the housing needs. • Incentivize Certificates as a means to be competitive with land for affordable housing beyond just public funding.		
	<u>Funding and Incentives</u>		
	• Create a dedicated and well-funded source for affordable housing, such as property tax or sales tax measures, in addition to the updated mitigation and impact fees		

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Affordable Housing Policies	• Incorporate affordable housing when negotiating conservation easements. • Utilize innovative mechanisms for housing funds: ○ Capture 100% of impacts through mitigation fees ○ Encourage all taxing districts to include funding for affordable housing ○ Engage with private developers on what it would take to incentivize them to add affordable options		
Mitigation/ Impact Fees	• Get more out of current mitigation fees to get the things we want more of, such as: -retrofits for existing housing stock -affordable housing -incentivize water efficiency • Recharge REMP (revenues and expenditures) to fund the retrofits of existing homes to meet new performance standards • Recommend re-evaluation of impact fees (road, renewable energy, and affordable housing) to capture more impacts.	• Mitigation to all new development and redevelopment, scrape/replace (not additions or remodels) • Impact fees are charged on any new development and on the square footage that is added on a redevelopment/addition (scrape/replace) • Impact fees are charged on a remodel only if it was not originally collected on the original build.	Climate: ☑ 90% reduction of GHG emissions by 2050 (1) ☑ Residential NetZero by 2030 (1) Balanced Economy: ☑ Workforce/housing imbalance (1) ☐ Pacing of development

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Mitigation/ Impact Fees	- Evaluate incorporation into the tiering system - Evaluate the efficacy and possibility of a VMT-per-residence-derived impact fee. - Complete a study of the economy of large homes and the impacts (<i>the workforce and housing demand</i>) they create Tier 1: Less than 3,250 sq ft - No mitigation/impact fees Tier 2: 3,250 – 5,750 sq ft - Some mitigation/impact fees Tier 3: Above 5,750 sq ft - Significant mitigation/impact fees Tier 4: Above 7,750 sq ft - Most significant mitigation/impact fees		Community Character: ☐ Rural/wild preservation ☒ Highway congestion/rural traffic reduction (1)
Redevelopment	- The above recommendations apply not only to new development, but redevelopment, additions and remodel, as further defined here. - Redevelopment (defined as scrape and replace) above 5,750 (base house size), is not subject to TDR or sq ft allocation so long as it does not	- Addressing remodels and redevelopment is critical to meeting the Committee's goals. - Align the definitions and thresholds used in the building code with those used in the land use code for "redevelopment," "additions" and	Climate: ☒ 90% reduction of GHG emissions by 2050 (1) ☒ Residential NetZero by 2030 (1)

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Redevelopment	exceed the existing footprint area - Redevelopment of sq ft OUTSIDE the EXISTING footprint area above 5,750 <u>is subject</u> to TDR/Sq Ft allocation. This is considered new development and subject to new code changes in this table of recommendations. - For nonconforming parcels, where the redevelopment is WITHIN the existing footprint area, TDR/Sq Ft allocation is not required to get to the maximum house size but IS REQUIRED to build back to the nonconforming size (which would be above the maximum house size) - Any addition above 500 sq ft is subject to performance and development standards. - If addition greater than 500 sq ft is above 5,750, it is subject to sq ft allocation and/or TDR requirements. - Apply the tiered system to all redevelopment of more than 500 sq ft of measurable floor area.	“remodels.” - Redevelopment = scrape and replacement of existing structure greater than 500 sq ft of measurable floor area. - Additions = construction of additional measurable floor area over 500 sq ft. - Remodel = properties that are not adding square footage to the existing building envelope. - For purposes of calculating the ability to replace square footage under “redevelopment”, the EXISTING FOOTPRINT shall mean the area of the parcel that has been developed or disturbed to accommodate the existing residential structure. Note: this does not exempt parcels from the recommended performance and development standards - Nonconforming house size is defined as where the existing house size exceeds the newly recommended FAR and/ or sq ft cap	Balanced Economy: ☒ Workforce/housing imbalance (1) ☐ Pacing of development Community Character: ☐ Rural/wild preservation ☒ Highway congestion/ rural traffic reduction (1)

Table of Recommendations			
Component	Recommendation	Rationale	Goals Achieved
Redevelopment		Incentivize building back to smaller house size, rather than build back to nonconforming size	
Additional Recommendations	- Evaluate other sq ft exemptions (such as agricultural outbuildings). - Update the non-conforming uses and structures section of the code based on Committee recommendations. - Review and revise STR and special event regulations to conform with Committee recommendations/goals. - Implement public education campaign/s for all property owners about the values and goals of the community (e.g., climate, rural preservation, quality of life). - Coordinate public infrastructure projects across jurisdictions. - Align updated GMQS criteria and SQFS for residential, to also apply to commercial and tourist categories <u>Establish working groups of CGAC and subject matter experts for further detail prior to implementation:</u> -special review -GMQS and Sq Ft Allocation -performance standards -development standards	These are additional focus areas to evaluate and better align our recommendations with community values and goals.	

OUTCOMES TABLE

Model Scenario Components	Quality of Life Outcomes (Goals & Values)							Scoring	
	Climate		Balanced Economy		Community Character				
	Reduction of GHG emissions by 90% by 2050	Residential net zero by 2030	Workforce/housing imbalance	Pacing of development	Rural/wild preservation	Rural traffic & highway congestion			
Floor Area Ratio	✓✓		✓		✓	✓		✓✓✓	Surpasses goals
Square Footage Cap (8,000 - 10,000)	✓✓		✓		✓	✓		✓	Makes progress towards goals
Tiering System	✓	✓	✓	✓	✓	✓		n/a	Neutral
Performance Standards	✓✓	✓✓✓						⊖	Moves us backwards
Development Standards	✓✓	✓✓			✓				
GMQS	✓		✓	✓✓	✓✓	✓			
Square Footage Quota System	✓✓			✓✓	✓✓	✓✓			
TDRs	✓			✓	✓✓	✓			
Expanded TDR Concept	✓	✓	✓	✓	✓	✓			
Zoning Overlay/Rural Area	✓		✓	✓	✓✓✓	✓✓			
Administrative Policies	✓✓	✓✓	✓	✓✓✓	✓	✓			
Affordable Housing Solutions	✓	✓	✓✓	✓	✓	✓✓			
Mitigation/Impact Fees	✓	✓	✓			✓			
Redevelopment	✓	✓✓	✓✓	✓	✓	✓✓			

APPENDICES

Appendix A: BOCC Vision & Goals

- i. BOCC Vision
- ii. Statement Of Purpose

Appendix B: Shared Community Values & Guiding Principles

- i. Shared Values That Contribute To Quality Of Life
- ii. More Of / Less Of & Emerging Commonalities
- iii. Key Focus Areas

Appendix C: Clarifying the Problem

- i. Land Use Code Foundation
- ii. Redefining Growth
- iii. Existing Conditions (2010-2020)
- iv. Impacts Of Residential Homes (over 5,750) On Community Values
- v. Modeling For The Future
- vi. Clarifying The Problem

Appendix D: Committee Deliberations & Key Findings

- i. Common Themes, Big Questions, And Scenario Planning
- ii. Components Of The Land Use And Building/Energy Codes

Appendix E: Defining Desired Quality of Life Outcomes

Appendix F: Statement of Purpose

Appendix G: Shared Values & Goals

Appendix H: Expanded TDR Program

Appendix I: Overlay Map & Overlay Descriptions

- 3. Overlay Map
- 4. Overlay Descriptions

Appendix J: Affordable Housing Recommendations

Appendix K: Committee Resources and Supporting Data:

- 1. [White Paper: Existing Conditions, Trends and Impacts of House Size in Unincorporated Pitkin County \(Nov. 2022\)](#)
- 2. [Pitkin County Energy Code White Paper \(Jan 13, 2023\)](#)
- 3. [Pitkin County Performance Standards White Paper \(Jan. 18, 2023\)](#)
- 4. [Pitkin County Waste and Materials Impacts — DRAFT \(Jan.18, 2023\)](#)
- 5. [Storymap: Embodied Carbon in Pitkin County \(2022\)](#)
- 6. [Pitkin County Greenhouse Gas Emissions Inventory \(2019-2020\)](#)
- 7. [Home Management & VMT Methodology](#)
- 8. [Growth Management Quota System Presentation \(Sept. 21, 2023\)](#)

Additional resources, Committee meeting materials, and associated data are available at: www.pitkincounty.com/growth

Appendix A: BOCC Vision & Goals

In July 2022, the Pitkin County Board of County Commissioners (BOCC) established the Community Growth Advisory Committee (CGAC). The Board tasked the group of diverse community members to take the differing community perspectives on growth and development and find **compromises** that meet the vision and stated goals for meeting the County's climate goals while also maintaining the quality of life for the community.

i. BOCC Vision

Utilize growth management and the Land Use Code (LUC) to meet our climate action goals while creating an equitable, sustainable, and resilient regional quality of life and economy for the future.



ii. Statement Of Purpose

The CGAC was urged to look at how land use decisions directly shape the community and how they may be one of the most influential factors in driving positive and negative community impacts. The Land Use Code (also generally including the building and energy codes) is recognized to be some of the most powerful tools the County has in defining the community's quality of life.

The CGAC was tasked to give the BOCC recommendations needed to ensure a high quality of life in our community, based on these **BOCC goals**:

1. Reduction of GHG Emissions by 90% by 2050
2. Residential net zero by 2030
3. Create a healthy level of Economic Vitality

Appendix B: Shared Community Values & Guiding Principles

The vision, goals, and statement of purpose set forth by the BOCC provided the foundation for the Committee's work. However, from the Committee's perspective, now is the time to truly make a difference in the community, to be bold, to reduce our greenhouse gas emissions, achieve a more sustainable, equitable economy, and safeguard our rural quality of life. The Committee wanted to further define the values and goals to ensure Pitkin County continues to be a leader in using its land use code to reflect our community values and quality of life characteristics.

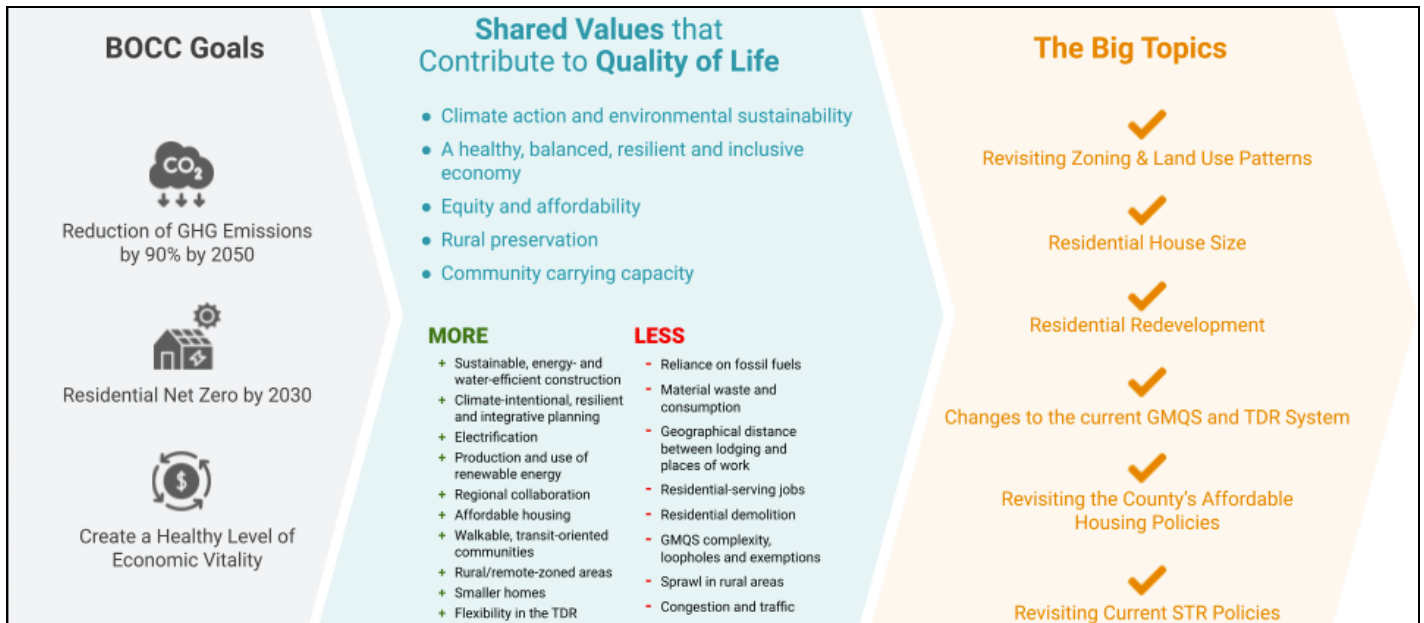
- Pitkin County is one of the best places to live in the world. Its rural open lands and small-town character evoke strong community pride.
- Preservation of our exceptional quality of life requires intentional, smart, and sustainable planning to manage growth, define what smart growth means, and steward the same sense of place for future generations.
- Values-driven and data-informed recommendations produced by the Committee need to be flexible, functional, adaptable and, most of all, implementable to meet growing development pressures, the inevitability of change, and future community priorities.
- The Committee must balance economic vitality and growth pressures with environmental sustainability, quality of life, and rural preservation. Realizing this may be an area of potential tension and tradeoffs.
- Equity and inclusion will be an important consideration for the Committee, as there is a shared vision that Pitkin County continues to be a place where all people can live, work and play.

i. Shared Community Values That Contribute To Quality of Life

- Climate Action and environmental sustainability
- A healthy, balanced, resilient, and inclusive economy
- Equity and affordability
- Rural preservation
- Community carrying capacity

ii. More Of / Less Of & Emerging Commonalities

After focused discussions on what the group wanted to see more of, and what they wanted to see less of, in terms of how the community looks, feels, and functions, the Committee identified areas of commonalities and the key areas to focus the recommendations.



see: Appendix G

iii. Key Focus Areas

The Committee identified the following “Big Topics” to scope our work and what we felt had the most impact and influence to meet the goals and desired outcomes we wanted to see.

- Revisit Zoning & Land Use Patterns
- Explore Residential House Size & Residential Redevelopment Solutions
- Explore changes to the current GMQS and TDR System
- Revisit the County’s Affordable Housing Policies
- Revisit Current STR Policies

Appendix C: Clarifying the Problem

The BOCC directed the Committee to look at how land use decisions can be revised to meet the goals and values of the community in 2023 and for the future. The County's Land Use Code, Building Code, and Energy Code are levers that can be used to adjust those impacts one way or another.

After years of thought, deliberation, and community conversations, the BOCC tasked the Committee to rethink the County's Land Use Plan, looking at smart development strategies – including incentives, limitations, and mitigations on development – to align the community values and climate action goals and maintain our quality of life. Development strategies related to:

1. Residential House Size
2. Residential Redevelopment
3. Growth Management Quota System (GMQS)
4. Transferable Development Rights (TDRs)
5. Environmental constraints (rockfall, water, fire)

i. Land Use Code Foundation

Land use decisions directly shape our community and are one of the most influential factors in driving both positive and negative impacts on our community. The Land Use Code is a reflection of our community values and the primary tool available to the County to achieve these community values. Long-held values embedded within the Land Use Code include environmental preservation, pacing of development to manage the amount of “growth” in the community, and maintaining an urban/rural land use pattern that creates distinct communities between the urban areas.

The most common and consistent themes throughout planning efforts dating back to the original effort of Growth Management in the 1970s is to *preserve, conserve, and protect the existing rural character of Pitkin County*. As a result, we see a land use pattern today in which Aspen, Snowmass Village, and Basalt are defined growth centers for development and separated from one another by rural and wilderness areas. The result is that the remaining parts of unincorporated Pitkin County's built environment is overwhelmingly composed of single family residential homes.

As we look to the community today, these same values hold true, but may need to evolve to properly account for the changing environment, including climate, equity, economic resiliency, and a community carrying capacity.

Growth Management Quota System (GMQS)

Historically, the growth management quota system (GMQS) and its associated exemptions were a means to achieve community values in the face of free market pressure. Exemptions

were established in order to encourage and incentivize the values we wanted to see in our community (i.e., rural preservation, and creating affordable housing). Over time, the system evolved to respond to new or evolving market pressures. A key example is the shift within GMQS from solely managing development rights to evolving over the last decades to also include managing annual square footage. This shift in focus was not immaterial. As competition for square footage became part of GMQS, there was a bigger demand for utilizing exemptions, such as TDRs to create more certainty in building additional square feet.

Today, we see little activity that occurs through GMQS because the exemption process is more efficient and provides more certainty.

ii. Redefining Growth

The Committee studied several data trends to understand what the problem is and to grapple with what “growth” really means for our community today – as it may not be the same definition with which the GMQS was established four decades ago.

While the full-time population in Pitkin County is mostly flat, per the census, and, in fact, is declining in unincorporated Pitkin County, the activity and number of people daily in the County continue to rise dramatically¹. As demonstrated by the 2021 Mountain Migration Report and recent, post-pandemic real estate transactions, we see a steady increase in visitors and a trend of many homes turning over from full- or even part-time residents to third-party investors². This trend is driving up the demand and cost for the existing houses and increasing house sizes and subsequent demand for daily property maintenance and services for these larger homes. The increase in demand for a workforce to build and service large homes regularly in our rural areas is straining workforce housing throughout the region and builds out a “commercial-like” activity of daily jobs that are no longer within the existing community infrastructure (i.e., transportation corridors or within existing urban areas). All of these trends are not new but were only further exacerbated by the COVID-19 pandemic.

Looking at these trends under the lens of the Land Use Code suggests that growth management and the exemptions are no longer managing the growth/activity pressures felt today. In fact, the current system (i.e., TDRs applied to adding square footage) may be incentivizing this exact activity we are seeking to slow and conflicting with some of the other shared community values.

iii. Existing Conditions (2010-2020)

Currently in Pitkin County there are:

- 2,395 existing single family residential dwelling units in unincorporated Pitkin County (based on the 2022 buildout analysis)

¹[Existing Conditions, Trends and Impacts of House Size in Unincorporated Pitkin County, Nov. 2022](#)

²[The Mountain Migration Report. Northwest Colorado Council of Governments, 2021](#)

- The average house size in unincorporated Pitkin County, excluding the UGB is 3,751 sq ft
- The average house size in UGB is 4,203
- 85% of homes are less than 6,000 sq ft with just 15% of existing homes greater than 6,000 sq ft **159 homes total over 10,000 sq ft**

While there is not a significant increase in *new home* development, since the pandemic, there has been a dramatic increase in the number of remodel building permits and increasing house size, highlighted in the orange outline below.

Table: Summary Of Building Permit Data

Summary of Building Permit Data					
Year	New Builds	Additions	Remodels	Interior demo	Single Family Demo
2017	7	10	21	2	4
2018	19	19	47	9	12
2019	28	10	37	12	13
2020	31	17	71	6	7
2021	21	26	61	6	5
2022	25	17	52	14	10

iv. Impacts Of Residential Homes (over 5,750) On Community Values

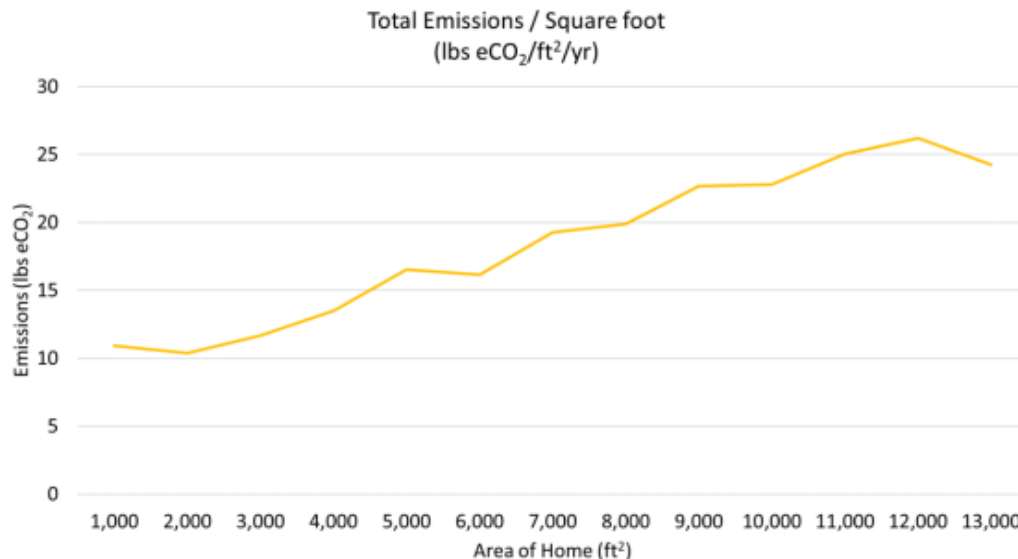
Greenhouse Gas Emission Impacts

- Emissions from residential buildings are the largest contributor to GHG emissions in unincorporated Pitkin County, **accounting for 47% of total 2019 emissions.**
- While homes larger than 5,750 square feet comprised 15% of the single family housing inventory in unincorporated Pitkin County in 2019, emissions from large home energy use accounted for **43.4% of total Residential Energy Use Emissions** in the same year.

In 2019, Resource Engineering Group (REG) completed a study looking at the relationship between home size and energy usage. The study reviewed energy data for nearly 900 homes located in Pitkin County spanning four years (2014 through 2017). This data was provided by the gas and electric utility providers serving Pitkin County, including Holy Cross Energy and Black Hills Energy.

Most significantly, this report illustrated the correlation between home size and energy use — i.e., the larger the home, the greater the energy use intensity. [The report was updated in 2023](#) to compare exterior energy loads with house size based on Pitkin County REMP data.

3. Total energy use GHG emissions (eCO₂) per square foot of home, plotted against home size.



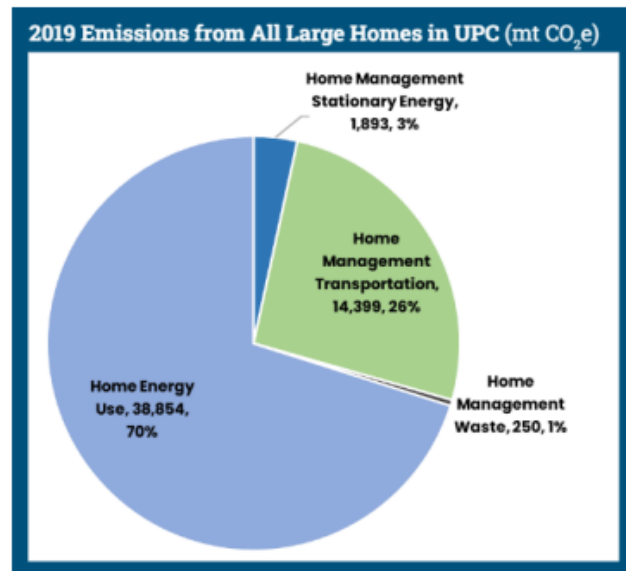
- There is a strong correlation between home size and GHG emissions per area (expressed as lbs eCO₂/ ft² /yr). In general, larger homes use not just more energy, but also more energy per square foot (aka: sq ft, sqft, ft², etc.).
- As home size increases from 1,000 ft² (the smallest homes studied) to 14,000 ft² (the largest in the study), the total emissions per ft² more than doubles, from an average of 10.9 lbs eCO₂/ ft² /yr to 24.2 lbs eCO₂/ft²/yr.
- It is suggested that the higher energy use per area with large homes is primarily driven by “amenity loads.” Amenity loads are energy using amenities not seen in the average American household. Examples include humidification, intensive AV + IT systems, oxygen systems, wine storage, very tight thermal control, use of in-floor heating even during the cooling season to provide “warm-toes”, extensive air filtration systems, large cooking ranges requiring make-up air treatment, heat tape, extensive lighting systems, indoor and outdoor spas, indoor and outdoor pools, outdoor lighting, pumped and/or heated water features, water treatment systems requiring pumping, snowmelt systems, indoor fireplaces, treated make-up air for indoor fireplaces, outdoor fireplaces, outdoor heaters, extensive air filtration systems, etc. (this is not an exhaustive list).

Construction, Home Management and Operational Emissions of Homes over 5,750

In 2020 - 2021, the pandemic provided a unique opportunity to better understand the dynamics of the residential construction and home management economy in relation to the impacts on our community goals and values.

Over the course of the pandemic year, all construction sites were required to have on-site daily logs for covid safety plans. Based on this information, Lotus Sustainability interviewed local property and construction managers to evaluate the impacts of home management economy on Pitkin County's greenhouse gas emissions.

- This study confirmed anecdotal data that large homes (over 5,750) also generate additional activity associated with maintaining the home and that these home maintenance activities generate additional GHG emissions, mostly from the burning of fossil fuels used in equipment to maintain the home, the transportation of contracted workers to and from the homes, and the waste created from the upkeep and maintenance of homes and yards.
- The maintenance of large homes in Unincorporated Pitkin County generated nearly 9% of total 2019 annual GHG emissions. 87% of these home maintenance emissions came from transportation, i.e., trips by people hired to manage or maintain a home.
- Combining the emissions associated with large home energy use and home maintenance activities, large homes account for 29% of Total 2019 GHG Emissions in unincorporated Pitkin County with transportation as the biggest contributor.
- Vehicle Miles Traveled (VMTs) associated with the maintenance of large homes is **equivalent to 22% of all miles driven in Pitkin County in 2019.**



v. Modeling For The Future

Based on the 2019 GHG emissions report, the residential home sector (operational emissions and transportation) represents 90,423 MTCO₂e/yr. To achieve a 90% reduction in the County's greenhouse emissions, the emissions from the residential sector would need to be reduced to **9,047 MTCO₂e/yr.**

If no changes were made to the existing land use or building requirements, it is estimated the total operational emissions (excludes transportation) from the residential sector alone could

reach over 300,000 MTCO₂e/yr at full buildout (based on 2018 buildout analysis)³.

However, based on the Committee recommendations (performance standards, floor area ratios, net parcel size, slope reduction, allowable floor area, and square footage cap), it is estimated the total operational emissions from the residential building sector would be reduced to approximately 90,000 MTCO₂e/yr (nearly the same as it currently is today) **at full buildout if the Committee's recommendations are implemented.**

If the County chooses to make no changes to its building and land use codes, we will not meet our climate goals, and will only see the GHG emissions in the county continue to rise, along with house size, and concurrently, transportation and energy use will exponentially increase.

The power of the Committee's recommendations cannot be overstated. The combination of recommendations from the Committee cuts potential emissions from the current maximum buildout of the residential sector three-fold, compared to taking no action, while also balancing the quality of life values of our community.

For comparison, if the County were to implement a flat house size reduction of 5,750 sq ft, without incorporating other recommendations from the Committee (such as floor area ratio limits and slope reduction), it achieves nearly the same reduction in emissions.

However, the recommendations summarized in the chart below apply a suite of integrated and smart land use strategies that allow for the continued development of large homes where appropriate, while increasing the efficiency of all homes and maintaining a market for the TDR program that is critical to preserving the County's rural and wild lands.

vi. Clarifying The Problem

These common trends, the evolution of growth management and the Land Use Code, as well as our community values, have informed the following hypotheses for the problem the Committee has been tasked to solve.

1. Growth is no longer defined as density, but also intensity and activity.
2. Land use patterns and infrastructure are based upon a rural/urban landscape. But the buildings in the rural areas are now acting as activity nodes. We've built an infrastructure that assumes a workforce in the urban area (i.e., housing in urban areas, bus transit) but this has shifted with the rise in activity/service generated by large homes in our rural areas. In sum, many of our homes are no longer acting like the residential use initially intended.
3. These trends have direct impacts on our climate and environmental values (e.g., residential and transportation-related emissions, waste, air quality, etc.) and also spur downstream impacts that directly affect equity, community carrying capacity, and

³ Pitkin County GHG Emissions - Utility Data Analysis and Buildout Summary (January 25, 2023)

economic resiliency (e.g., shifts in economic and community composition, lack of affordability, etc.).

4. The Land Use Code is the most influential tool the County has to influence our community values and directly shape the land use pattern and activity we want to see in unincorporated Pitkin County.

Appendix D: Committee Deliberations & Key Findings

i. Common Themes, Big Questions And Scenario Planning

At the first meeting of the Community Growth Advisory Committee (CGAC), the Committee all agreed that the Roaring Fork Valley remains an extraordinary place to live. ***We also agreed there's a problem that needs fixing.***

Every single one of the wide-range of perspectives represented on the CGAC wants to “keep this place special” and reduce the negative quality of life impacts of growth while holding onto the upsides it brings to our economy and society. That is why 26 community members volunteered to be part of this process...***because doing nothing is not an option.***

- We want to maintain the rural character and open lands that define our community.
- We want less reliance on fossil fuels and more energy efficiency for climate action.
- We want to reduce the sense of “overwhelm” that so many residents and visitors are feeling.

All 26 members of the CGAC, representing a wide-range of backgrounds, expertise, and perspectives, spent 10 months collectively assessing how to best utilize the tools available to us. We deliberated on how these interconnected tools will reflect our community values and allow us to intentionally adjust land use policies in ways that are purposeful, not reactionary.

Essentially, this 10-month process was a master's level education on land use planning, zoning, building and energy code, as well as the intricacies of public policy. Despite the complex and comprehensive nature of the challenge the CGAC was asked to meet, not one of the 26 members failed to complete the process. ***There was zero attrition.***

Ultimately, as much as we would like to have a data-supported rationale for every choice we made, such analysis doesn't exist for every area of concern. Therefore, we realized that we must accept that our recommendations will blend the data we have with what we subjectively know and feel is happening within our community.

The key learnings and recommendations that follow, as well as the different components that make them up, and the framework for evaluating them are a reflection of our shared priorities. They are meant to reflect our core values, areas of strong consensus, and areas of hard earned compromise.

It was not an easy process. It was 3-D chess. For that reason, it was frustrating at times, and felt like we were moving too slowly. But, even in the hardest moments, we were making progress. For example, house size was a topic deliberated on in many meetings, and through research, and data the group realized reducing sq footage alone does not achieve our

community goals. Those committee members that thought a house cap reduction was not a singular tool felt the eventual 35% reduction was a sufficient compromise. Other tools in conjunction with a house size cap such as performance and development standards, with aggressive mitigation and impact fees, truly address our carbon emissions reduction goals.

Listening to each other, it was clear there were differing opinions on what tools we really should be looking at to address the goals we are trying to achieve. We also found common themes that opened the door for our ultimate recommendations:

- **Doing Nothing is Not An Option:** If the County chooses to make no changes to its land use, building, and energy codes, we will not meet our climate goals and will only see greenhouse gas emissions continue to rise as house size increases.
- **Land Use is a Powerful Tool:** Land use is one of the most powerful tools we have for pursuing our climate goals, balancing our economy, and reflecting our core community values.
- **One Size Does Not Fit All:** These are complex and nuanced issues that will require sophisticated and nuanced solutions. There was a strong desire to look at more nuanced strategies (e.g., GMQS, TDRs, etc.) to address the impacts large homes have on our community values.
- **Home Size is Not the Only Solution but May Be Part of a Solution:** A diversity of opinions remain on what the optimal maximum house size is, but there is agreement that maintaining a 15,000 square foot maximum house size is not reflective of any of our goals or values. In addition, there is agreement that one blunt tool will not universally solve the issues. Rather, an integrated suite of complementary tools are needed to meet our community goals.
- **GHG Emissions and Impacts are a Concern, but Not the Only Concern:** Generally, there is a common understanding that the energy loads of large homes need to be addressed, but that we can't only focus on GHG emissions and energy use. There are additional impacts on our community values that require other strategies, such as:
 - Water usage
 - Traffic/vehicle miles traveled (VMT)
 - Infrastructure demands/capacity (e.g., wastewater services)
 - Sensitive habitats/wildlife corridors
 - Outdoor amenity loads (e.g., gas fire pits, ice melt, patio heaters, hot tubs. etc.)
 - Renewable energy/carbon offsets
- **Prioritize Certainty and Simplification Over Risk and Complexity:** A desire exists to simplify the code so property owners and the community can predictably navigate the process, manage risk and know what they are getting. The Code, not a blunt tool, can provide clarity and a clear strategy for the right development in the right areas.

- **Balance Community Values with Economic Resiliency:** This balance is critical to preventing unintended consequences. We must not only address the ways in which large luxury homes influence our economy and workforce, but also consider quality of life implications and affordable housing solutions for the workforce that is an essential part of the community.
- **Create Early Action:** Explore opportunities for near-term/easy-wins on low-hanging fruit to prioritize areas where strong common ground exists, including:
 - Green building requirements/building codes
 - Performance standards/energy codes
 - Water conservation, etc.

To address these common themes, the Committee collectively developed a list of the “big questions” that needed to be explored in order to develop scenarios that deliberately combine a suite of integrated tools with surgical precision, rather than a blunt instrument.

These “big questions” are summarized below:

- Should house size be limited?
- Should the TDR and GMQS systems be overhauled?
- Should we focus on future development and/or what already exists?
- Should the county’s short-term rental (STR) policies be overhauled?
- Should the county’s affordable housing policies be overhauled?
- Should urban growth boundaries be revised?
- Should growth be limited to areas deemed appropriate for increased density?
- Should there be concentrated areas of transit-oriented development (TOD)?

It is also important to note that each of these “big questions” eventually included secondary “if so, how” questions.

To fully answer these questions, each member of the CGAC developed their own ideal scenarios. The scenario development process was iterative and, over the course of several months, produced a host of “key findings” for each primary component part (i.e., tool) included in the CGAC recommendations as a whole.

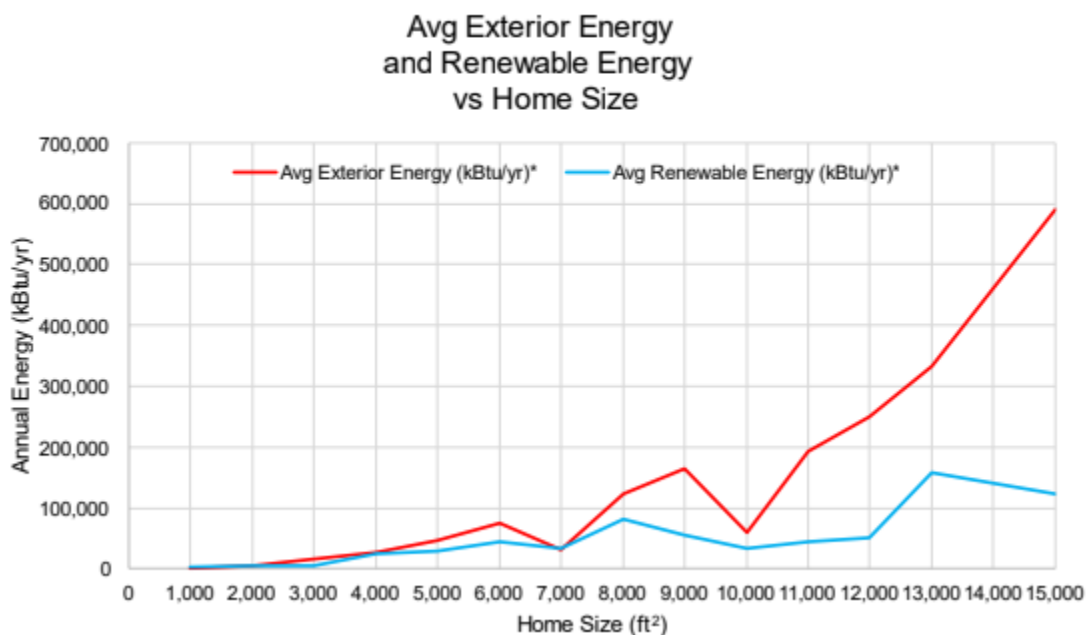
ii. Components of Land Use Components and Building/Energy Codes

The key findings summarized in the following section are related to how the components of the CGAC recommendations are defined and used today (if at all), as well as the Committee’s deliberations, intent, and desired outcomes for each tool.

Performance and Development Standards: Performance standards apply to a home’s building/thermal energy envelope; this includes but is not limited to the energy/building code. Development standards apply to a site/parcel; this includes but is not limited to the Land Use

Code.

- Deliberations: A strong consensus to be bold on performance and development standards was established early in the scenario development process, and served as a catalyst for our deliberations.
- Key Finding: Development and [performance standards](#) are one of the most powerful and preferred tools for achieving our climate goals and driving decisions on the other tools needed to reflect our quality of life values.



County-Wide Zoning: Has three main elements – intent, uses allowed, dimensional standards – and any of these elements can be revised based on recommendations from the Committee:

- Deliberations: There is significant interest in exploring how floor area ratios, slope area calculations, house size limits and location-based overlay approaches to zoning could work together to reflect our core community values.
- Key Finding: Zoning is a powerful tool. A “zone it like you mean it” approach is one of the simplest and more enforceable strategies that the Committee could recommend. The Committee briefly considered a downzoning, but rather focused their efforts on modifying aspects of zoning (floor area ratios, overlays) to achieve and balance the often competing climate, economic, and quality of life goals of the Committee.

Floor Area Ratio (FAR) Limit: A FAR Limit is the maximum floor area allowed per parcel based on a ratio calculation of a home's total floor area and the net parcel size of the lot it is located on.

- Deliberations: FAR is a powerful zoning tool, especially when combined with performance and development standards. Like many zoning tools, it is also a blunt instrument that will only achieve the desired balance when applied in concert with a number of other land use and building/energy code strategies.
- Key Finding: Limiting allowable floor area per parcel presents an opportunity to "right-size" a home by scaling it to the size of its parcel and the context of the surrounding community. It helps conserve rural/wild lands and contributes to climate action, but does not address the pacing of growth and development.

Maximum and Base House Size: Defined as the total maximum house size allowed – either by FAR Limit, by Caucus maximum house size, or by the County square foot cap, whichever is most restrictive. Base House Size is the allowable floor area exempt from the square footage quota system, which is anything at or below 5,750 square feet.

- Deliberations: House size was identified as the top tool to evaluate but without consensus on how to apply it. The common theme was that, while it is a very powerful tool, it should be used in parallel with other tools (*a summary of committee deliberations is italicized below*).
- Key Finding: The average house size in unincorporated Pitkin County is approximately 3,400 sq ft. The existing 15,000 sq ft maximum house size does not reflect our core community values, and homes that size comprise a small minority of the County's overall housing stock. Additionally, data supports that large homes generate large numbers of employees, high amounts of traffic, and significantly higher emissions per square foot than smaller houses. While house size is a powerful tool for meeting our goals, on its own it is simply a blunt instrument that should be balanced with a number of other strategies to reflect our values. Committee members found through numerous exercises and deliberations that there is no ideal number, but landed on a range. And felt narrowing to such a small range is reflective of the compromises and overall package of recommendations that are presented within this table to achieve the goals.

Tiering System: Through administrative policies, a system of tiers could streamline the existing review process, and associated costs, for smaller homes with requirements that get more stringent as house size increases.

- Deliberations: Consideration of a tiering system emerged as a popular option for incentivizing the types of development that is consistent with our core values and goals, while at the same time requiring mitigation for high-impact development.

- Key Finding: A tiered system could effectively establish a strong baseline of performance and development standards with requirements that get more stringent as house size increases and incentives for smaller homes via streamlined review.

Growth Management Quota System (GMQS): The existing GMQS is foundational to all of Pitkin County's current land use regulations. It is a competitive process used for new development and additional square footage with limited allocations available per year.

- Deliberations: There is consensus that GMQS is not broken, but we can get a lot more out of it to reflect our values, and it could be revised to achieve our goals.
- Key Finding: The current system is underutilized due to the relative certainty and faster process offered by Transferable Development Rights. An opportunity exists to reform GMQS to make it more competitive with a scoring system that is more relevant to the core values and goals. The system remains as is for subdivisions.

Transferable Development Rights (TDRs): Similar to GMQS, the TDR system is a key part of our current land use regulations. TDRs are awarded to sterilize development rights in undesirable locations, such as the rural and remote zone district, and to promote historical preservation. Today there are some zone districts and/or caucus areas where the landing of TDRs is limited or precluded, but there are still large areas within the urban and rural portions of the County where they may be and are primarily used for residential square footage in excess of 5,750 square feet. TDR usage requires purchase in 2,500-square-foot increments in order to extinguish 1,000 square feet of potential development in the rural and remote zone district and other undesirable locations (e.g., constrained lots). A special review process is required for landing TDRs outside of the Urban Growth Boundary (UGB) and a handful of well-established subdivisions.

- Deliberations: There is consensus that the TDR program should continue due to its proven value in the preservation of rural/wild lands and preventing sprawl.
- Key Finding: Similar to GMQS, there is emerging consensus that the TDR system is not broken, but we can get more out of it. The Committee's recommendations include a wide variation of how the TDR program could be revised and expanded.

Additional TDR Recommendation: An expanded TDR program reduces maximum developable square footage by transferring and extinguishing development rights associated with potential residential square footage. By incentivizing existing residents to reduce their home's future developable square footage, there is an opportunity to help maintain and support a middle housing market, while simultaneously working towards climate goals by preserving existing homes and incentivizing energy retrofits, rather than scrape and replace/redevelop existing housing stock.

- Deliberations: There is consensus that the additional TDR program should be implemented due to its value to meet the community goals, but above all, this idea cannot compromise, destabilize or undermine the ability of TDRs to preserve rural and remote lands.
- Key Finding: TDRs normally move development rights from one location to another—increasing the square footage along the way—these proposed additions to the TDR system actually eliminate and extinguish future square footage.

Square Footage Quota System (SFQS): Annual square footage allocations for new development and additions are currently included in GMQS.

- Deliberations: The Committee explored ways to make the current GMQS system more competitive while maintaining the legal requirement to provide an alternate option to TDRs for the development of additional square footage.
- Key Finding: Square footage could be removed from GMQS to simplify it and return the GMQS system to its original intent of pacing the growth of subdivision. A companion Square Footage Quota System, (SFQS) could provide a pacing mechanism for the development of large homes.

Zoning Overlay: The application of location-based classifications to further define specific areas in the County, as well as establish allowable uses and activities by geographic zone, is considered a zoning overlay.

- Deliberations: Following the review and development of the suite of draft recommendations, the Committee explored relevant topics that could be beneficially addressed by a location-based overlay.
- Key Finding: Overlay classifications could be effective for managing TDR landing sites, Short Term Rentals (STRs), and special events.

Mitigation and Impact Fees: Today the County has the following mitigation and impact programs: Renewable Energy Mitigation Plan (REMP), affordable housing fees, road impact fees, and retrofitting existing housing stock.

- Deliberations: Significant interest exists in exploring innovative ways to expand current mitigation/impact fees to address equity and further contribute to critical community priorities, such as affordable housing and prioritizing energy retrofits of existing housing stock.
- Key Finding: While not a direct mitigation, impact fees provide an effective offset to address adverse impacts and complement many of the other components of the

Committee's recommendation.

Affordable Housing Policies: Historically, Pitkin County's Land Use Code has not allowed affordable housing outside the UGB, unless it was the preservation of a pre-existing development.

- Deliberations: There is strong consensus that affordable housing should be a top priority for the County and the region going forward.
- Key Finding: Many types of affordable housing are currently needed for our community and, in order to meet the values and goals, Pitkin County should look at how the Land Use Code can be revised to enable and incentivize different types of affordable housing outside of the UGB in locations and at densities that continue to preserve rural character.

Appendix E: Defining Desired Quality of Life Outcomes

As the Committee deliberated on how to define and apply the available tools, we similarly worked to define the desired outcomes we wish to achieve. The following goal explanations serve as short descriptions of our collective goals and core values and were instrumental in developing the Committee's recommendations.

Pacing of Development

Runaway growth and development can disrupt community infrastructure, overwhelm residents, and create a sense that things are out of control. Managing growth at a reasonable pace protects our quality of life and supports a sustainable economy by avoiding boom and bust cycles.

Rural/Wild Preservation

Maintaining our rural lifestyle and protecting our wild lands are values essential to most residents of Pitkin County. Traffic, development in remote areas, air pollution, and houses so large they function more as commercial enterprises (with the associated hours of operation, traffic, lights, and events) than they do as homes all threaten the peaceful, rural sense of community cherished by county residents.

Rural Traffic and Highway Congestion

Excessive traffic degrades our quality of life, detracts from our rural character, increases greenhouse gas emissions, and harms our economy by making it harder for workers to get to their jobs. Suddenly "rural" doesn't feel so rural anymore. Additionally, the jobs generated within the residential sector are almost exclusively car-tied, meaning those workers cannot commute using our transit system. Even if a worker's residence is situated near a bus stop, if their job locations are not, their home's transit connectivity effectively ceases to exist.

Sustainable Economy

To be sustainable, our economy requires *balance*, a balance between job offerings and workforce. Between workforce and housing. Between rural and urban areas. Between the pace of growth and the ability of our civic and social infrastructures to keep up with that growth. And between the community costs of growth and our ability to meet those costs. We must ask ourselves how much residential growth should be allowed, limited, or mitigated in order to ensure the right balance.

Workforce and Housing Imbalance

Businesses, schools, nonprofits, healthcare providers, police and fire departments, and governments all face a critical inability to hire needed people for key jobs. Very big houses that typically hire large staffs (cooks, house managers, gardeners, cleaners, physical trainers, maintenance personnel, etc.) siphon employees away from the "public-facing economy" and into the "privatized economy." To compound the problem, if a worker who has transitioned into the residential employment sector lives in affordable housing, their former employer

must replace both the worker and potentially resolve the new employee's housing needs, which is often impossible, hence the increasing employee shortage within the "public-facing economy."

Appendix F: Statement of Purpose

BOCC Vision

Utilize growth management and the Land-Use Code to meet our climate action goals while creating an equitable, sustainable and resilient regional quality of life and economy for the future.

Statement of Purpose:

Land Use decisions directly shape our community in many different ways. They may be one of the most influential factors in driving both positive and negative community impacts.

The County's Land Use Code can be thought of as the levers that can be used to adjust those impacts one way or another. How we choose to use and manage our land is a powerful tool in defining the quality of life in our community.

Think of Quality of Life as the way our community looks, feels and functions. It can be made up of many ingredients – and is certainly open to individual interpretation – but its core components are deeply rooted in our shared community values of:

- *Environmental sustainability and climate action*
- *A healthy and inclusive economy*
- *Equity and affordability*

After years of thought, deliberation and community conversations, the County has identified a preliminary list of Land Use regulations that have the most influence on these core factors of Quality of Life. The Community Growth Advisory Committee, and the associated public engagement process, will consider the following factors, identify other areas of potential focus, and ultimately develop recommendations for the Board of County Commissioners' (BOCC) and Planning and Zoning (P&Z) Commissioners' review:

1. Residential House Size
2. Residential Redevelopment
3. Growth Management Quota System (GMQS)

4. Transferable Development Rights (TDRs)
5. Environmental constraints (rockfall, water, fire)

In order to find the right recipe for Quality of Life, the BOCC believes that we must rethink our Land Use plan. Smart development strategies – including incentives, limitations and mitigations on development – are needed to align our community values and climate action goals.

As citizens advisors, you are tasked to give the BOCC recommendations on the recipe (including the right proportions of ingredients) that we need for Quality of Life in our community for the next 30 years.

In order to guide your deliberations, the BOCC has established a set of goals:

1. Reduction of GHG Emissions by 90% by 2050
2. Residential net zero by 2030
3. Create a healthy level of Economic Vitality



BOCC Goals



Reduction of GHG Emissions
by 90% by 2050



Residential Net Zero by 2030



Create a Healthy Level of
Economic Vitality

Appendix G: Shared Values and Goals



Shared Values that Contribute to Quality of Life

- Climate action and environmental sustainability
- A healthy, balanced, resilient and inclusive economy
- Equity and affordability
- Rural preservation
- Community carrying capacity

MORE

- + Sustainable, energy- and water-efficient construction
- + Climate-intentional, resilient and integrative planning
- + Electrification
- + Production and use of renewable energy
- + Regional collaboration
- + Affordable housing
- + Walkable, transit-oriented communities
- + Rural/remote-zoned areas
- + Smaller homes
- + Flexibility in the TDR program

LESS

- Reliance on fossil fuels
- Material waste and consumption
- Geographical distance between lodging and places of work
- Residential-serving jobs
- Residential demolition
- GMQS complexity, loopholes and exemptions
- Sprawl in rural areas
- Congestion and traffic
- Investment homes/lodges and STRs

Appendix H: Additional TDR Program

Considerations for additions to TDR program

Objective: To simplify the originally proposed “residential” TDR concept to be part of the current program and another category for TDR sending sites. The “extinguished” development right is also simplified and, rather than being a separate category of TDR, *Landing* of TDRs will require the purchase of more TDRs than actual square footage.

Prioritization of Existing TDR program: TDRs are a critical and valuable tool to preserving Rural and Remote lands and preservation of the Rural and Remote TDR program should be prioritized above all other changes. There are inherent unknowns about market demand, but above all, this idea cannot compromise, destabilize or undermine the ability of TDRs to preserve Rural and Remote lands.

Intent: The Committee sees value in reimagining and expanding the TDR program. By incentivizing existing residents to reduce their home’s future developable square footage, the TDR program could help maintain and support a middle housing market while simultaneously working towards climate action goals by preserving existing homes and incentivizing retrofitting for energy upgrades, rather than scrape and replace/redevelopment of existing housing stock.

Whereas TDRs normally move development rights from one location to another—increasing the square footage along the way—these proposed additions to the TDR system actually eliminate and extinguish future square footage.

This expanded TDR program would reduce development by transferring and extinguishing development rights associated with potential residential square footage. Thus, forever restricting the size of the home from which square footage is transferred. The program can be designed to work with the proposed tier system for development. ***Again, there are inherent unknowns about market demand, but above all, this idea cannot compromise, destabilize or undermine the ability of TDRs to preserve Rural and Remote lands.***

When we started, TDR buyers were taking the TDR path because of its ease and certainty and the only benefit was preservation of the backcountry. With this expanded TDR program, the community would receive the additional benefit of reducing development impacts which is consistent with the Committee climate action, balanced economy and quality of life goals.

Policy Recommendations:

- (1) Nomenclature: TDRs are TDRs and can be created in two ways:
 - Sterilization of *new development right*: (e.g. Rural and Remote)
 - (i) Up to 4 TDRs (2,000 sq ft total)
 - Sterilization of *additional development* square feet from an existing home, “residential TDR” (e.g., reducing the maximum sq ft potential of a home from 5,750 to 4,750)
 - (i) Up to 2 TDRs (1,000 sq ft total)

**Additional development “residential” TDRs cannot be created in the Rural and Remote Zone District.*

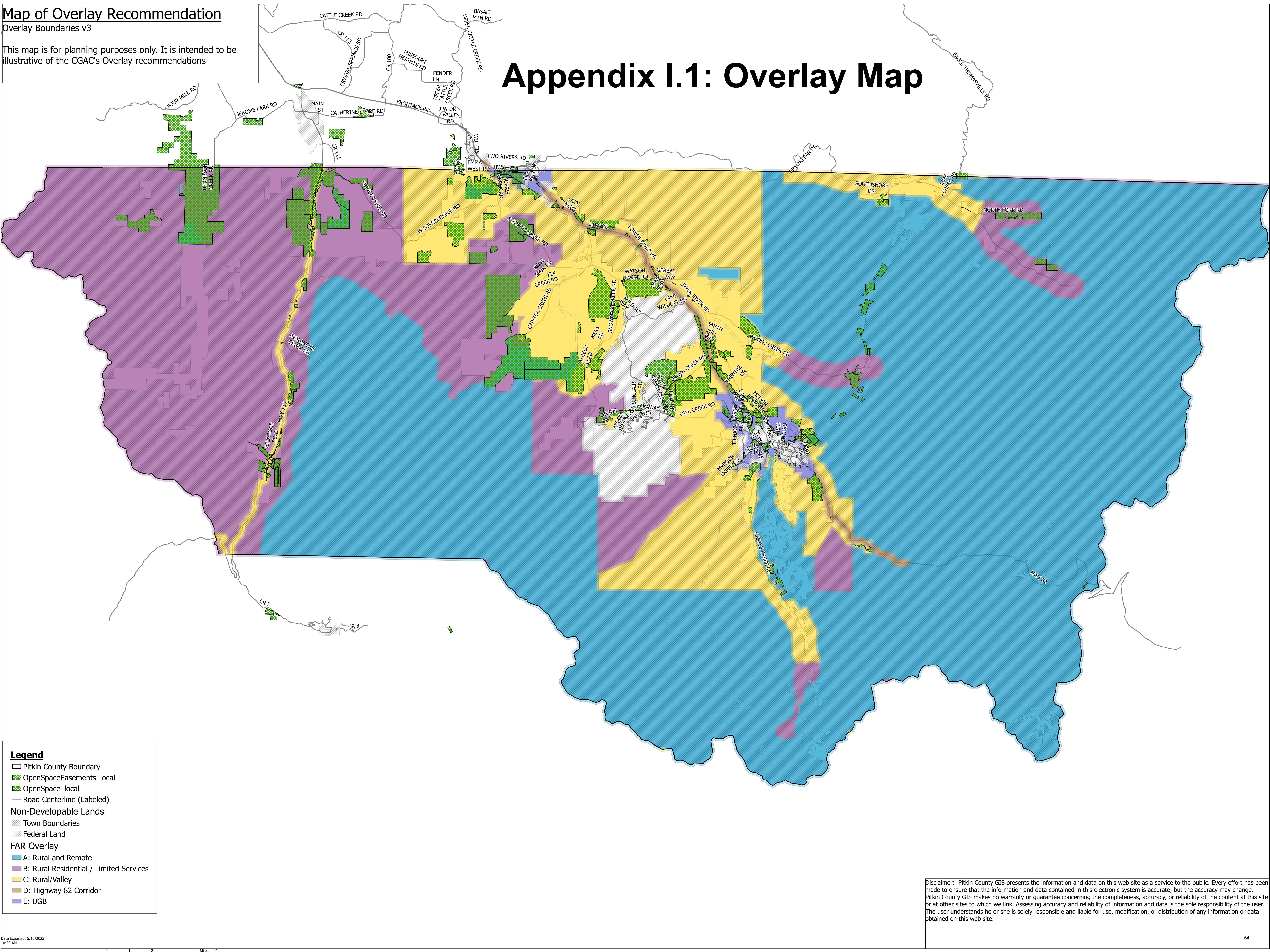
- (2) Additional development square footage “Residential TDR” sending sites applies to EXISTING, FULL-TIME residential units:
 - Residential Definition/Parameter (initially):
 - (i) Minimum 20 years resident *OR* 35 years in same immediate family ownership (rewards long-time resident or multi-generational families)
 - (ii) Proof of wage earner in Pitkin County for 20 years
 - (iii) Reduce the minimum year requirements based as TDR market allows
- (3) Residential TDR can be landed just as other TDRs
- (4) 10% of sale of Residential TDR required to go to home energy upgrades
- (5) Landing TDRs is no longer a 1:1 (1,000 sq ft TDR = 1,000 additional sq ft):
 - *If using TDRs for additional sq ft above 5,750:*
 - (ii) **Tier 3 ratio is 1.5:1** (e.g., 1,500 sq ft (3) TDRs = 1,000 additional sq ft)
 - (iii) **Tier 4 ratio is 2:1** (e.g., 2,000 sq ft (4) TDRs = 1,000 additional sq ft)
- (6) Incentivize innovation for extinguishment (e.g., conservation nonprofits, open space funds, etc.)
- (7) Limit the allotment of Additional/Existing Sq Ft (Residential) TDR sending sites per year and annually (so as not to increase overall sq ft).
- (8) Implement an administrative fee of 1% of sale cost for all TDRs at time of sale, not time of creation.
- (9) Study other ways to capture revenue from the TDR program for housing fund and/or energy retrofit existing deed restricted housing.
- (10) Pilot the Residential and Landing ratios and allocations of TDRs to phase implementation and ensure the Rural and Remote TDR market remains stable.
 - Review annually and BOCC has autonomy to adjust or sunset the program as needed if concerns emerge with Rural and Remote market

Map of Overlay Recommendation

Overlay Boundaries v3

This map is for planning purposes only. It is intended to be illustrative of the CGAC's Overlay recommendations

Appendix I.1: Overlay Map



Legend

- Pitkin County Boundary
- OpenSpaceEasements_local
- OpenSpace_local
- Road Centerline (Labeled)
- Non-Developable Lands**
 - Town Boundaries
 - Federal Land
- FAR Overlay**
 - A: Rural and Remote
 - B: Rural Residential / Limited Services
 - C: Rural/Valley
 - D: Highway 82 Corridor
 - E: UGB

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Appendix I.2: Overlay Category Descriptions

This Overlay Map is a draft depiction of a zoning concept that represents the following: As the character of an area becomes more rural, the uses, intensity of those uses and the way in which development sits on and relates to the landscape and the environment should be treated differently. Development and uses in these areas makes sensitivity to the natural environment the priority.

This map is for planning purposes and needs to be refined before it is formally adopted in any land use code changes.

A - Rural and Remote

The RR (Rural/Remote) zone district is intended to: (i) conserve and protect the natural environment and its resources, while allowing for limited recreational uses and limited residential development, (ii) preserve the small scale, low-density backcountry character and lifestyle, (iii) retain undeveloped areas, and (iv) allow for the transfer of development rights to areas that are more appropriate for development. This district accommodates only small new structures and very limited types of development.

Recommendation: Through zoning, consider restricting rental of rural and remote for not just less than 30 days, but also 60-90 days.

B - Pavement Ends

A designation applied to private land due to its rural character, visual quality, environmental sensitivity and remoteness to public services. It is the community goal to preserve the rural character of the district to the greatest extent possible by enhancing visual quality, agricultural operations and wildlife habitat while permitting isolated, carefully sited, low density residential development consistent with existing zone districts. Non-residential and non-agricultural development (i.e., commercial development) and alpine ski areas are considered to be incompatible with the intent for the district and should be strongly discouraged. The development standards should be used to develop performance criteria to regulate development in the district.

USES: TDRS may not be landed in this area, sq ft above 5750 is only gained through allocation. STRS and Special Events are prohibited

C - Rural/Valley

Pitkin County has long considered itself primarily rural with the one highly visible Community, the City of Aspen. Relative to infrastructure, that is still true (wells for water and Individual Sewage Disposal Systems for sewer). However, high- speed internet has made many of the rural areas more appealing with connections all over the world. While connected by internet, these areas still have the reality of being farther from urban services, slower emergency service response time, lack of immediate snow plowing of county roads and more interaction with wildlife (both positive and negative). Public rural roads are used by either local traffic , or

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recreational users and traffic accessing the public lands at the heads of the rural valleys (all county roads lead to USFS or BLM public lands).

The rural communities within Pitkin County are places where the Aspen workforce and full time locals live with a mix of agricultural and mountainous settings. That mix began to change years ago as Aspen became even more of a draw and people discovered the outskirts were nice second home locations as well. Many of the larger land holdings are now owned by second home owners.

D - Hwy 82 Corridor

HIGHWAY 82 Corridor Overlay

The entrance to Pitkin County along the Highway 82 corridor is distinguished by a lack of commercial development and limited areas of visual residential development in the immediate foreground. This is true by design through zoning until you enter the Urban Growth Boundaries (UGB's) of the various communities. Natural features such as ski areas and mountain tops are still the prominent visual attraction in the immediate foreground and distant views.

The corridor, while being a 4 lane highway, routes through landscapes with limited water and sewer services, which is truly unique to most areas along 4 lane highways. There are no central water or sewer services along the stretch between the Basalt Water and Sanitation District service area and the Aspen Urban Growth Boundary in the vicinity of the Airport, with the exception of individual neighborhood package plants or water systems.

The visual foreground and remaining view planes of mountains and ski areas remains a priority and signature of Pitkin County when considering development along the corridor, even within the Aspen and Basalt Urban Growth Boundaries. Additionally, traffic congestion due to side traffic entering the corridor is a factor when considering development along the corridor although mass transit can be factored in.

It is acknowledged by the Committee that within the highway corridor there may be pockets of development potential for Affordable Housing that should be studied as part of the Housing Master Plan recommendation, but that the highway corridor is generally as described above.

USES: TDRs, STRs and Special Events should be evaluated on a case-by-case basis as it relates to the Hwy 82 corridor, as some uses may or may not be consistent with characteristics described in this Overlay category.

E - Urban Growth Boundary (UGB)

Means a limitation on urbanization of land or the types of development that can occur outside of areas surrounding existing municipalities and unincorporated settlements, that is negotiated between one or more governmental entities, and that concerns areas over which those governmental entities have regulatory jurisdiction.

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APPENDIX J: ADDITIONAL AFFORDABLE HOUSING RECOMMENDATIONS

At the April 26th CGAC committee, there was considerable interest in having a Housing Working Group meeting to further develop possible recommendations related to Affordable Housing Policies to be considered in the Table of Recommendations.

Objective:

Much of the Committee's work has focused on minimizing the growth, and its impacts, that do not reflect our community values. The growth we do want as a community, that meets our community values, is more affordable and middle housing.

We want to grow the community that will participate in our community and create policies and a Land Use Code that creates an environment to ensure we maintain the fabric of our community and this "Middle Economy." In addition to the recommendations below, the group strongly believes Pitkin County needs to not continue "problem identification" of housing, but rather be solution oriented and take action to address the housing needs of the community by all means necessary.

Historically, Pitkin County's Land Use Code has not allowed affordable housing outside the UGB, unless it was the preservation of an pre-existing development. Many types of affordable housing are currently needed for our community and in order to meet the values and goals, Pitkin County should look at how the Land Use Code can be revised to enable and incentivize different types of affordable housing outside of the UGBs.

Affordable Housing Strategies

Revising the Land Use Code

Reviewing and revising the Land Use Code is one of the easiest changes to ensure Pitkin County is creating an environment in which affordable housing outside of UGB may be allowed and incentivized to ensure the Land Use Code reflects the values of enabling smaller, affordable housing, not restricting it.

- Review to ensure language is not prohibitive to only be within the UGBs (per the recommendations set forth below).
- Review LUC for opportunities to create an environment that allows opportunities for other creative housing, such as:
 - Allow/enable onsite employee housing at large employment centers
 - GMQS/SFQS exemption for affordable housing
 - Floor area bonus w/ Caretaker Dwelling Unit (CDU)
 - Incentivize CDU through voluntary participation (not requirement)
 - Require new subdivisions to allow CDUs
 - Require onsite mitigation before payment-in-lieu

Affordable Housing with the UGBs

Work regionally with municipalities and private partners to explore the remaining opportunities within the UGBs of Aspen, Snowmass and Basalt. Think of creative partnerships. A housing strategic/master plan is an opportunity to explore what may still be available within the UGBs and identify creative partnerships.

Allow Affordable Housing Beyond the UGB

While there are still a few opportunities within the UGBs of Aspen, Snowmass, and Basalt our community will soon need to explore other options. Allow small scale multi-family developments can easily be less than 5,750 sq ft and fit well into our rural landscape and community.

- Allow Two, three, four unit multifamily housing in rural Pitkin County, under the right context of zoning, hazard mitigation and sufficient infrastructure.
- Allow larger affordable housing density within the Hwy 82 Corridor, **IF** it meets the parameter below
 - Parameters of larger density outside of UGBs
 - Access to infrastructure (water and sewer)
 - Low visibility/minimal visual impacts
 - Close to transit and/or the main transportation corridor.
 - Subject to performance/development standards
 - Consider hazard mitigation (e.g., wildfire, flooding, etc.)
- Look at expansion opportunities of existing affordable housing developments that are outside the UGBs. These developments may have capacity and infrastructure for additional density. Redevelopment should meet all performance standards criteria.

Preservation of Existing Stock

The County should continue to prioritize the preservation of existing stock and also look at additional and creative ways to maintain the middle housing stock for the community.

- Community buy-down (mobile home parks)
- Individual units (rentals)
- Free-market/shared equity program
- Look at redevelopment of existing affordable housing outside the UGB to meet the performance standard goals and redevelopment/expansion of existing affordable housing stock

Affordable Housing Certificates System

The County should explore how the City of Aspen's Affordable Housing Certificates System could be expanded to unincorporated Pitkin County. The benefit of an Affordable Housing Certificates system is that it provides another mechanism to capture the impacts of development to ensure the development of affordable housing. Within the City, the "AH Certificates program

has succeeded in motivating private sector development of non-mitigation AH units. The credits created by those developments have provided flexibility to private sector development to meet its mitigation requirements through the extinguishment of those credits". [COA Housing Strategic Plan May 2022, pg 24](#)

Options for expanding AH Certificates in unincorporated Pitkin County include:

- Affordable housing credits system integrated based on the tiered system
- Enable Pitkin County homeowners to participate in the program. We know there is a desire for some homeowners to create a rental unit on site but do not have the means to build the unit. AH Certificates provide a funding incentive for local homeowners to help address the housing needs.
- Offers a means to be competitive with land for affordable housing beyond just public funding

Funding and Incentives: Pitkin County needs to fund affordable housing. ***The biggest barriers are finding the land and finding the funding.***

- The committee encourages the County to explore all diverse mechanisms of funding affordable housing.
- Incorporate affordable housing when negotiating conservation easements.
- Utilize innovative mechanisms for housing funds:
 - Capture 100% of impacts through mitigation fees
 - Encourage all taxing districts to ensure funding for affordable housing
- Engage with private developers on what it would take to incentivize them to add affordable options.

Regional Coordination

- Partner with other jurisdictions' UGBs.
- Engage developers to determine what incentives are needed to create Public-private partnerships (P3s).
- Lean into the regional partnerships and rethink long-held norms of how local governments can partner together.

APPENDIX K: Committee Resources and Supporting Data:

1. [White Paper: Existing Conditions, Trends and Impacts of House Size in Unincorporated Pitkin County \(Nov. 2022\)](#)
2. [Pitkin County Energy Code White Paper \(Jan 13, 2023\)](#)
3. [Pitkin County Performance Standards White Paper \(Jan. 18, 2023\)](#)
4. [Pitkin County Waste and Materials Impacts - DRAFT \(Jan.18, 2023\)](#)
5. [Storymap: Embodied Carbon in Pitkin County \(2022\)](#)
6. [Pitkin County Greenhouse Gas Emissions Inventory \(2019-2020\)](#)
7. [Home Management & VMT Methodology](#)
8. [Growth Management Quota System Presentation \(Sept. 21, 2023\)](#)

Additional resources, Committee meeting materials, and associated data are available at: www.pitkincounty.com/growth