

# THE FLOUR MILL

## Planned Development Application



September 9, 2023

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# Executive Summary

This is a planned development application for the Flour Mill residential development, located at 6907 CR 105, Salida, CO 81201.

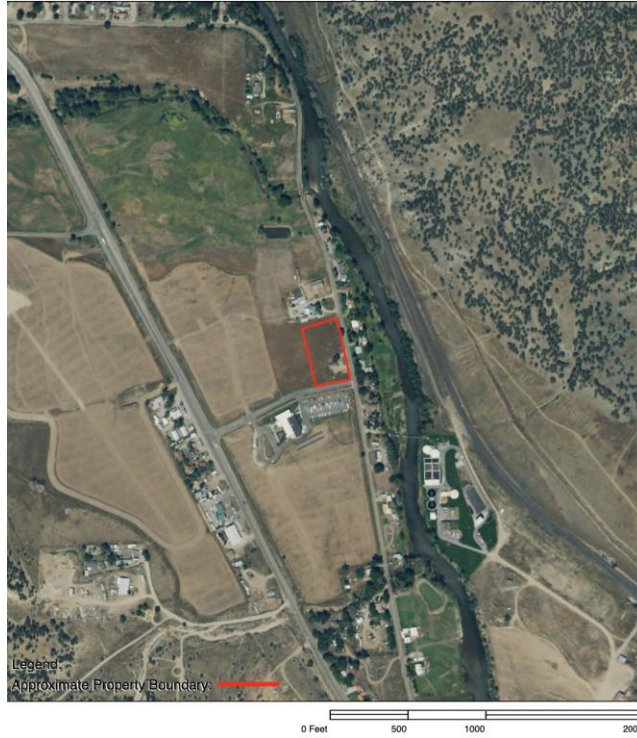
The purpose of this application is to outline the justification of this development and the need for the type of housing we are planning on building there. The City of Salida's Comprehensive plan clearly states the need for affordable housing and for a sustainable economic environment for our community and for an available workforce. Our plan helps accomplish all 3 of those stated objectives. This is an affordable housing development and will provide housing for the community's workforce, which will help provide more stability to our economy. It is no secret that housing prices, both for rental and for-sale units in Salida have increased to unaffordable levels for our workforce. The situation continues to become more dire, and it is to the point where most of our workforce have struggled to find affordable housing solutions. Our community is dependent on a workforce and those people all need a place to live. As a community we have struggled with this problem for some time, but we have found very few solutions that have had an impact, and in the meantime our housing continues to become more scarce and less affordable. While this development is not the only solution needed to solve this problem, it will be helpful to address this issue. Based on our housing needs assessment in 2022 for the country we are far behind on the need for more affordable units, particularly rentals.


This housing development creates both for-sale units and rentals and all will be priced at or below 120% AMI pricing, with most of the units priced at 100% AMI or below. Currently, it also includes 50% of the units as deed restricted and permanently affordable. This development was designed to benefit our community and workforce by increasing housing supply at more reasonable prices. We are asking for some variances to the code to help accommodate the need to increased density, that will help address the affordability and housing needs.

# Site History


Originally this lot was part of the Triple T Ranch and was sub divided in into one of 3 lots. Based on the included arial photographs, historically this property was only used as agricultural and ranch land. In 1976 there was an addition of a manufactured home that has been used as a residence, short term rental and office since. It is currently used as a family residence. The remaining parts of the land have been unused for many years. More recently the surrounding areas of the property have been developed, with two different rental developments directly to the west and housing developments on most of the surrounding areas.






**AERIAL PHOTOGRAPH - 2015**





**AERIAL PHOTOGRAPH - 1961**




# Planned Development Application

As most locals are familiar, Rob and Sarah Gartzman are local restaurateurs and entrepreneurs who have seen the local housing market change significantly over the last 10+ years. Initially, out of their own need and self-preservation of their businesses, Rob became increasingly interested in the development of workforce housing. At first, it was as an advocate, but has since transitioned into a developer. The goal of the development at 6907 CR 105, is to provide housing solutions for our local workforce both through ownership and rental units. The concept focuses on smaller units and density. Through those concepts, we can provide housing at attainable pricing that helps address our workforce housing needs, which is currently one of the most daunting problems facing Salida.

The development will consist of 69 units and sits on 2 acres. It is a well thought out subdivision that in total it will consist of 3 single family homes, 3 duplexes, 2, 20-unit condo (for sale) complexes and 1, 20-unit apartment (rental) complex and one laundry facility. The single-family homes, duplexes and laundromat will be located on the east side of the property all along CR 105. The apartment and condo complexes will sit on the west side of the property with parking located in between the homes and complexes.

In this development there will be a mixture of 21 two-bedroom units and the remaining 48 will be studio apartments. By focusing on smaller units, they will be built to address the needs of our workforce and help keep the prices at a more affordable level. It is the goal to have 100% of this property be deed restricted, but at this point we are only willing to guarantee 50% deed restriction and the rest will be based on the commitments and negotiations from the city, county, and other partners. The whole point of this planned development is to come up with an innovative solution to provide both rentals and for-sale affordable units for our local workforce.

# Proposed Planned Development

Planned Development Title: The Flour Mill

Planned Development Intended Use: Residential housing development

Area of Planned Development: 2 acres

Adjoining Streets:

- *Vandaveer Ranch Road*
- *CR 105*

Adjoining Properties:

- *6953 CR 105, Salida, CO 81201*
- *6906 Vandaveer Ranch Road, Salida, CO, 81201 (Magpie Apartments)*

Historical and Current Use: Ranch and grazing land and as a residence.

Future Use:

- *69 total units*
  - *3 single family homes*
  - *3 Duplexes*
  - *3 Multifamily buildings*
  - *1 laundry facility*
  - *98 parking spots*
    - *21 2-Bedroom units*
    - *48 studio units*

# Justification for a Planned Development

*Sec. 16-7-10. - Purpose and objectives.*

*(a) Planned developments are intended to facilitate the purposes and objectives of this Land Use Code and the City's Comprehensive Plan and to permit the application of more innovative site planning and design concepts than may be possible under the application of standard zone districts. The purpose of a planned development (PD) is to encourage innovation and flexibility in the development of land so as to promote variety in the type, design and layout of buildings; improve the integration, character and quality of land uses; promote the more efficient use of land and infrastructure while achieving compatibility of land uses; achieve economy in the delivery and maintenance of public services, and promote the preservation of open space and natural and scenic areas.*

The City of Salida's Comprehensive plan clearly states the need for affordable housing and for a sustainable economic environment for our community and for an available workforce. The Flour Mill is an innovative residential housing development that helps accomplish all 3 of those stated objectives. This is an affordable housing development and will provide housing for the community's workforce, which will help provide more stability to our economy. It creates both rentals, for-sale units and the most deed restricted units ever presented to the City of Salida in a single development, with the opportunity for more. Salida has not been presented with a development, ever, that will have such a positive impact for the largest problem facing our community.

The county's Housing Needs Assessment also states the extreme need for workforce housing. In the report it outlines that the largest needs are for rentals and smaller units, particularly studios and single bedroom units. We know as employers, that our staff and many other like it want to live by themselves at an affordable rate. Based on the wages many in this town are making, we know that \$1,100-\$1,200/month is possible for many but once you get above \$1,250/month, it becomes very hard. Our goal in this development, is to build units that our workforce can afford and to build rentals. It helps to satisfy the needs of our staffs, and others like it, as well as the 2022 Housing Needs Assessment and the needs stated in the Salida Comprehensive plan.



# Development Plan

*The (PD)Development Plan shall meet the following criteria, depicted on a site plan furnished by the applicant, unless the applicant can demonstrate that one (1) or more of them is not applicable or that another practical solution has been otherwise achieved:*

*(1)Minimum Dimensional Standards. The PD is a negotiated zone district. While there may be no fixed lot size or lot widths, the Planning Commission and City Council require minimum dimensional standards, including setbacks and space between buildings as necessary to provide adequate access and fire protection, to ensure proper ventilation, light and air between buildings and to ensure that the PD is compatible with other developments in the area.*

The costs to build housing are incredibly high these days. The average lot in Salida, right now costs more than \$200,000. Even if someone were to purchase a manufactured home or built a home on the property, it would be hard to find for under \$400,000. That makes it very hard to build a house for under \$600,000 in Salida right now. The only way to accomplish more reasonable housing affordability is through higher density developments. Part of this is taking advantage of decreased lot sizes and setbacks as well as height. In the Flour Mill development, we have already had discussions with the fire department, and they don't have concerns about the ability to provide proper protections. Additionally, the buildings will not be so close that they impact ventilation or light.

		Ex. Zoning	PD Area					
		R-3	overall site	SF attached	SF detached	laundromat	condo/apartment lots	HOA lot
lot #				5-10	1, 2, 4	3	11, 12, 13	14
min lot size	sf	5063	87133	n/a	2470	2000	7300	39532
density	sf/unit min	2100	1263	2310	2470	n/a	365	n/a
min lot size attached	sf	2160	n/a	2310	n/a	n/a	n/a	n/a
min lot frontage	ft	37.5	n/a	n/a	36	28	n/a	n/a
min lot frontage attached	ft	15	n/a	34	n/a	n/a	n/a	n/a
max lot coverage: structures	%	50	24	43	40	30	64	0
max lot coverage: uncovered parking/access	%	25	36	0	0	0	0	73
min landscape area	%	30	45	40	40	40	36	27
side setback primary building	ft	5	5	5	5	5	5	n/a
side setback detached accessory building	ft	3/5/10	5	5	5	5	5	n/a
rear setback principal building	ft	20	5	5	5	5	10	n/a
rear setback accessory building	ft	5	n/a	5	5	5	5	n/a
front setback	ft	20	5	12	12	12	5	n/a
max building height primary	ft	35	38	25	25	25	38	n/a
max building height detached accessory building	ft	25	n/a	25	25	25	25	n/a
off-street parking	spaces	69	76	n/a	n/a	n/a	n/a	76
number of trees (not counting street trees)	each	1/800sf req'd landscape	38 (32 required)	1	1	1	4 (3 required)	15
living cover	% lot area	30% landscape x 60% living = 18%	18	18	18	18	18	5
street trees	each	50' on center average	13	n/a	n/a	n/a	n/a	n/a
parking lot landscape area	sf	7 sf per req'd parking space	n/a	n/a	n/a	n/a	n/a	600 (483 req'd)
parking lot trees	each	1 per 15 req'd parking spaces	n/a	n/a	n/a	n/a	n/a	5

Values highlighted green indicate that the PD Plan exceeds R-3 standard. Green highlighted values have been increased slightly beyond the actual values in the PD plan to allow for minor design changes without PD amendment. Values not highlighted are the actual values per the PD plan and do not revise the underlying zone requirement.

Table -Dimensional Standards

*(2) Trails. Reasonable effort must be made to connect to nearby recreation trails, parks and public open space such that green corridors define and connect urbanized areas. Any trails identified for the area in the City's Comprehensive Plan or Parks Master Plan must be included in the PD.*

We will be installing a sidewalk on CR105 and Vandever Ranch Road, which right now don't connect to the adjacent properties, because neither have sidewalks and have designed a path to connect to the paths at the Magpie development but the Judd's say they don't want to have a mutual easement.

*(3) Ownership and Maintenance. No PD shall be approved unless the City Council is satisfied that the landowner has provided for or established an adequate organization for the ownership and maintenance of common open space and private roads, drives, parking or other common assets to ensure maintenance of such areas.*

The Plan here is to establish a HOA association. There is a lot of shared space and parking that should be addressed through a HOA. Additionally, we would like to include as many of the utilities as possible into the HOA to help reduce overall housing costs. Utilities like internet, trash services, and possibly others will all help in this. That being said the Gartzman's will own 20 of the total units and that will help give them a majority control to ensure the property is properly maintained and remains a benefit to the city long term. The Gartzman's have shown over many years in business that they take ownership and maintenance seriously and will be actively involved in making sure this happens.

*(4) Water and Sewer. The developer shall provide municipal water and sewer facilities within the PD as required by the City.*

As drawn in the plans the development will be tied into the city's water and sewer.

*(5) Residential Density. Density shall be limited as required by the Planning Commission and City Council upon consideration of the overall development plan, individual characteristics of the subject land and surrounding uses. In a multi-lot PD, the averaging of lot areas shall be permitted to provide flexibility in design and to relate lot size to topography, but each lot shall contain an acceptable building site. The clustering of development with usable common open areas shall be permitted to encourage provision for and access to common open areas, encourage pedestrian access and to save street and utility construction and maintenance costs. Such clustering is also intended to accommodate contemporary building types which are not spaced individually on their own lots but share common side walls, combined service facilities or similar architectural innovations, whether or not providing for separate ownership of land and*

*buildings. In high-density development, housing will be designed to provide adequate privacy between dwelling units.*

Once again, we the Flour Mill development is trying to help address our workforce housing concerns. The only way to truly do this is through increased density. The increase in density is not so much that it will have negative impacts on the surrounding community. There are already higher density projects adjacent to the property and down the block. The building designs are also a mountain modern look that has a similar feel to the other buildings in the area. More dense housing developments are necessary for us to solve our workforce housing problems. They will have to be located somewhere within city limits and this is a perfect location for such density.

*(6) Relationship to the Subdivision Regulations. The provisions of these regulations concerning Planned Developments are not intended to eliminate or replace the requirements applicable to the subdivision of land or air space, as defined in state statutes and the ordinances and regulations of the City.*

This subdivision will follow all rules and regulations as defined by the city and state statutes.

*(7) Improvement Standards. The PD may deviate from the Design Standards described in Article VIII of this Chapter, including specifications for the width and surfacing of streets, public ways, public utility rights-of-way, curbs and other standards, only if the reasons for such deviations are well documented and are necessary for realizing the purposes described in the objectives of development. Deviations may be incorporated only with the approval of the Planning Commission and City Council as a part of its review of the Overall Development Plan for a PD and shall conform to acceptable engineering, architectural and planning principles and practices. If a deviation from the improvement standards is not specifically addressed and approved under the Overall Development Plan, the improvement shall comply with all improvement standards of this Chapter.*

As stated in the plans, the surrounding streets and sidewalks are being improved with curb and gutter and CR 105 is going to be repaved along the development to make sure there is proper width for on street parking. In addition, sidewalks are being installed even though there are not ones for them to connect to and all public improvements have met the city standards.

*(8) The maximum height of buildings may be increased above the maximum permitted for like buildings in other zone districts. In no case shall a building exceed the maximum height requirement if the deviation shall result in: a. Adverse visual impacts on adjacent sites or other areas in the vicinity, including extreme contrast, interruption of vistas or scale that is disproportionate to surrounding development or natural features. b. Potential problems for adjacent sites caused by shadows, loss of air circulation or loss of view. c. Inability to provide adequate fire protection using equipment currently in use by the Fire Department.*

In this case we are asking for a 3-foot increase in height to the building. In order to accomplish the necessary density for affordability and rental units, we need to build three stories tall with our multi-family buildings. While we can adhere to the 35' height requirements, the buildings will be much more aesthetically pleasing if we can hide mechanical design elements behind a parapet. The additional height will not impact fire protection and will have very little impact on scenic views but will make the development much nicer in the surrounding area.

*(9) Gross Building Floor Area. The gross building floor area of uses other than residential may be limited as required by the City Council upon consideration of the Overall Development Plan, individual characteristics of the subject land and surrounding uses.*

The uses for this development, all relate back to residential housing and the density required to make the development work. That includes parking, proper drainage and a laundry facility, which will be a separate building on the premises.

*(10) Permitted Uses. A PD may include any permitted principal or accessory uses by right and conditional review uses allowed in any other zone, except that any use that has been declared a nuisance by statute, ordinance or any court of competent jurisdiction shall not be permitted. Uses within the PD will be permitted upon consideration of the Overall Development Plan, individual characteristics of the subject land and surrounding uses. The PD shall be designed, insofar as practicable when considering the overall size of the PD, to provide commercial, recreational and educational amenities to its residents to alleviate the necessity of increased traffic and traffic congestion.*

The development will have an onsite laundry facility to make for easier use and less need to travel elsewhere for laundry. Other than residential housing that is the only other use for the development.

<b>FLOUR MILL SCHEDULE OF USES</b>			
<b>N = Not Permitted P = Permitted AR = Administrative Review</b>	<b>R-3 Zone District</b>	<b>Flour Mill Planned Development</b>	<b>Standards<sup>1</sup></b>
<b>Residential Uses</b>			
Accessory buildings and structures.	P	P	Sec. 16-4-190(c)
Accessory dwelling units	AR	AR	Sec. 16-4-190(c)
Duplex dwelling units	P	P	
Residential (3 - 4 units)	AR	P	
Residential (5 - 19 units)	AR	P	
Residential (20 or more units)	MR	P	
Single-family dwelling units	P	P	
Short-term Rental Units	AR	N	Sec. 16-4-190(q)
<b>Laundromat (Lot 3)</b>		<b>P</b>	<b>Standards<sup>1</sup></b>
<b>Notes:</b>			
<sup>1</sup> The standards referenced herein are in addition to all other applicable standards of this Land Use Code.			

*(11) Transportation design. The PD shall provide interconnected transportation networks designed to disperse and reduce the length of automobile trips, connect to adjacent roadways and enhance the greater transportation pattern of the City and surrounding area. The street design and circulation system must be adequate to support the anticipated traffic. The proposed land uses may not generate traffic volumes which exceed the capacity of existing transportation systems, or it shall be shown that adequate measures have been developed to effectively mitigate such impacts. The internal street circulation system shall be designed for the type of traffic generated, safety and separation from living areas, convenience, and access. Private internal streets may be permitted, provided that adequate access for police and fire protection is maintained, access for maintaining public infrastructure within the right-of-way is explicit and provisions for using and maintaining such streets are imposed upon the private users and approved by the Planning Commission and City Council. Bicycle lanes, paths and sidewalks shall be provided for all residential uses, retail establishments and public buildings and amenities. Nonmotorized transportation ways shall be adequate in terms of safety, separation, convenience, and access to points of destination and attractiveness.*



There are several issues to consider with traffic. One of the reasons it was so important for us to build this near town, is to give the residents the ability to live near their work without the need and added expense of a vehicle. While most residents will opt to have a vehicle, it is easy to ride bikes from this location to anywhere in town. It takes less than 10 minutes to ride to downtown Salida and less than 30 minutes to walk there.

Additionally, this reduces the need for a much longer commute to other communities that have more affordable housing. This development has the ability to cut back on vehicle trips to locations like Howard or further away. As far as the development is concerned, there are two entrances to our parking facility which offer convenient traffic circles and should not have major impacts on the traffic in the area. The development is only a ¼ mile away from access to highway 50, making it easy to access anywhere locally, without negatively impacting the other residents in the area.

*(12) Development Standards. The PD may deviate from the Development Standards described in this Chapter only if the reasons for such deviations are well-documented and are necessary for realizing the purposes described in the objectives of development. Any variation from the development standards of this Chapter must be specifically addressed and approved in the Overall Development Plan. If an area of development (parking, landscaping, illumination, fences, signs, etc.) is not specifically addressed and approved under the Overall Development Plan, the area of development shall meet or exceed the standards of this Chapter applying to that area of development.*

All the deviations we are asking for our all outlined in our plans with the benefit of having them all go toward creating more affordable housing, while minimizing the impacts on the surrounding residents and property owners. All of our plans and justifications is outlined in this report and our applications.

*(13) The PD provides for design that is energy-efficient and reduces the amount of energy consumption and demand of typical development.*

The development is being designed as energy efficient as possible and to all local and state codes, to reduce energy where possible without creating excess cost to each unit. In general, multi-family building are more energy efficient with shared walls for less energy loss.

*(14) Where residential uses are proposed, the PD shall provide for a variety in housing types and densities, other facilities, and common open space.*

The part of town where The Flour Mill is proposed is the ideal location for a development of its type and style. Currently this neighborhood is being developed and there are several other developments close by that are higher in density, like this one. There are also other new developments close by that are less dense and have an average housing cost much higher than what we are proposing. It provides housing diversity to the overall developments close by. Along CR 105 we are proposing single family homes and duplexes. This will give the feel of a neighborhood while driving down that road that is consistent with the other development in the area. The design of the homes will also use

a modern mountain architecture, which will also be consistent with the other development in the area. The 3 story apartments and condos will be located on the western side of the property and will also fit in from both a functional and design perspective to provide both a compatible and consistent feel. In addition to the different developments in the area we are also creating different housing types within this development, creating housing diversity. The parking lot will be in the middle of the development, to both hide the parking from the view of CR 105 and make it easily accessible for the tenants.

*(15) The fiscal impacts of the PD have been satisfactorily addressed and the City or special district will be able to provide adequate levels of service for police and fire protection, street maintenance, snow removal and other public services, or it shall be shown that adequate measures have been developed to effectively mitigate such impacts.*

There will not be any additional costs to the city outside of any other residential development, unless the city would like to see an increase in, deed-restricted units, in which case we are open to some negotiation from the city on ways to reduce the cost of the development, in exchange for an increase in, deed restricted units.

*(16) Higher levels of amenities than would be achieved by using established zone districts, including open spaces, parks, recreational areas, trails and school sites, will be provided to serve the projected population.*

The amenity we are providing with this development is an increase of affordable housing for the community and our workforce.

*(17) There are special physical conditions or objectives of development that the proposal will satisfy to warrant a departure from the standard regulation requirements.*

They have been covered above

*(18) The adjacent and nearby developments will not be detrimentally affected by the proposed PD and approval period.*

N/A

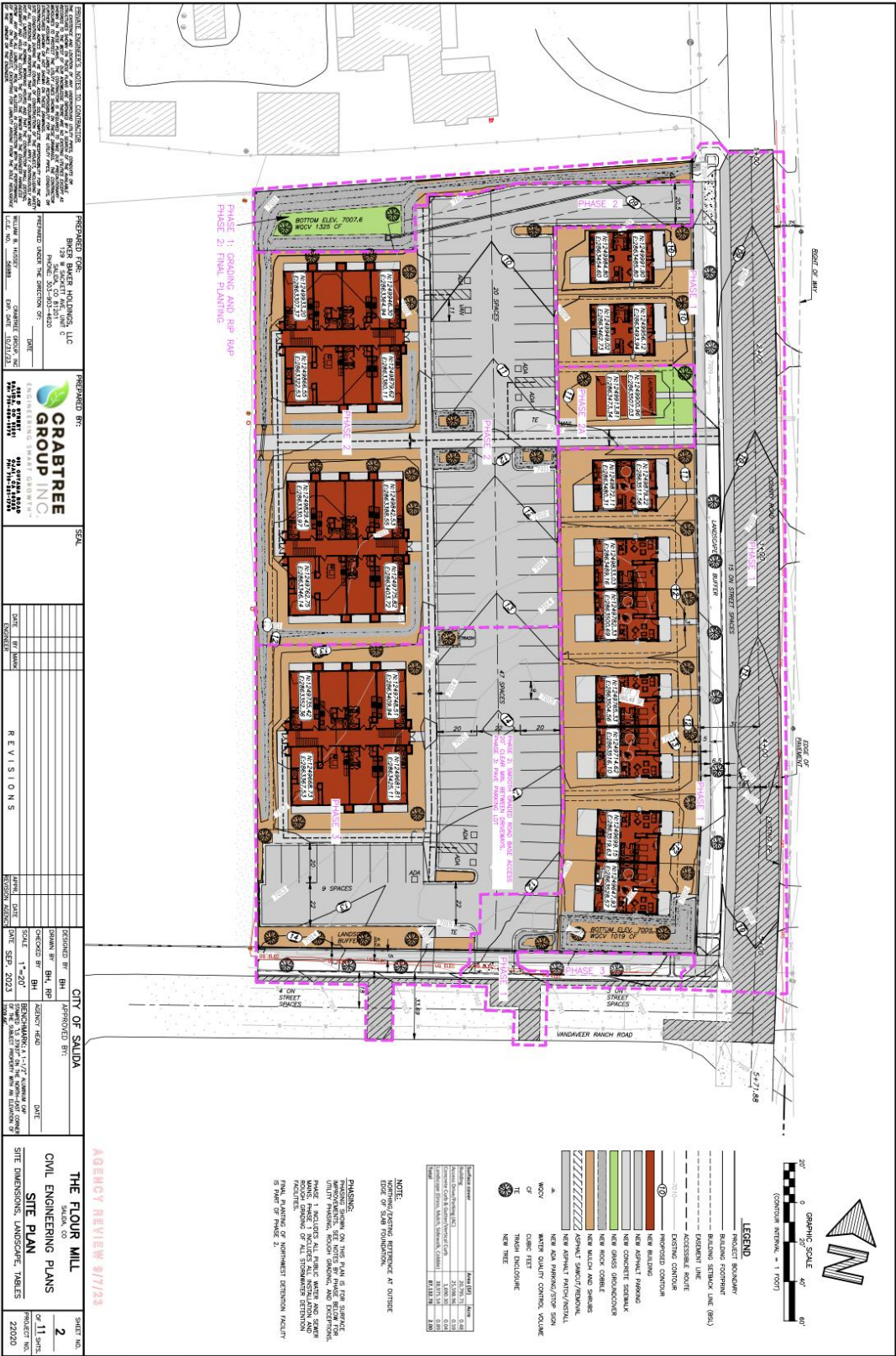
## Phasing

The Flour Mill planned development will ideally be built in 3 phases. The first phase will include the city street and sidewalk improvements, the sewer and water, the site drainage and all the single-family homes, and duplexes.

The Second phase will include the 2 condo buildings, which will be 40 units in total, and this phase will also include about two-thirds of the parking lot. There is a phase 2a, which is the laundry facility. 2a will be included at the end of phase 2.

The third phase will be the completion of the final multi-family building which are all apartments as well as the final completion of the parking lot.

These phases are all outlined below in the site plan. Phasing is important for this plan to reduce risk and interest



Phasing outlined in the site plan with pink lines



Single Family Elevations/Models





Duplex Elevations/Models





Multifamily Elevations/Models – East and South Facing

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Multifamily Elevations/Models – North and West Facing

20 PLEX - 3 BUILDINGS		
UNIT	UNIT NO. /BLDG.	TOTAL UNIT NO.
STUDIO	16	48
2 BED	4	12
TOTAL	20	60

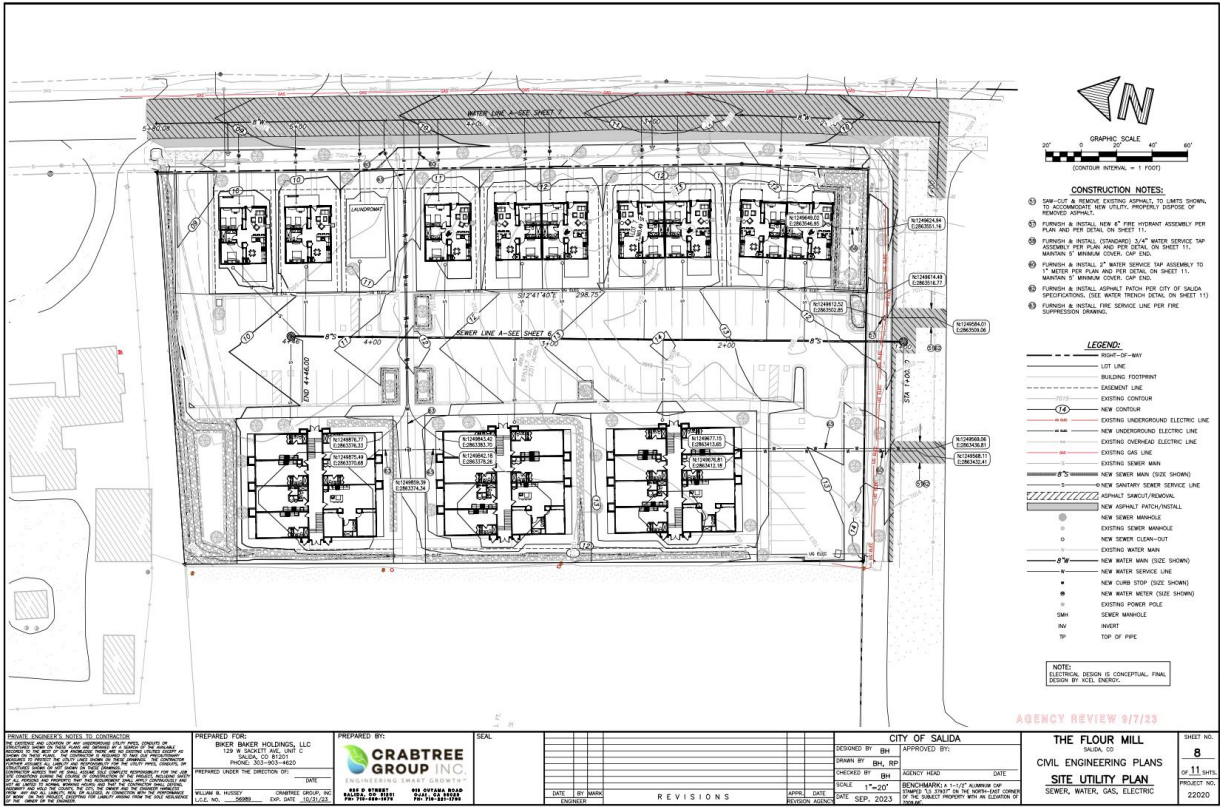
UNIT	SQUARE FOOTAGE
STUDIO	471 SF
2 BED	910 SF

TOTAL BUILDING FOOTPRINT (EA.)	4620 SF
ESTIMATED MAX BLDG. HEIGHT	34'- 0"



Multifamily elevation



Flour Mill Development PD site plan