

**Planning And Zoning Commission
Agenda
January 7, 2025 6:30 p.m.
601 Central Ave Dolores Co. 81323
Or Virtually by The Link Below:**

Join Zoom Meeting
<https://zoom.us/j/92252992315>
Meeting ID: 922 5299 2315
One tap mobile
+16699006833,,92252992315# US (San Jose)
+12532158782,,92252992315# US (Tacoma)

1. Call To Order
2. Pledge Of Allegiance
3. Roll Call
4. Identification Of Actual or Perceived Conflicts of Interest.
5. Public Participation 5 minutes per person.
6. Approval of the Agenda
7. Consent Agenda
 - 7.1 Minutes of the October 1, 2024 Meeting and November 5, 2024 Meeting
8. Commission terms reviewed.

Chairperson Robinson Term expires 4/8/2027,
Commissioner Powell, Secretary, term expires 4/8/2027,
Vice Chairperson Tucker Term expires 4/14/2025. This seat will be a three-year seat in April of 2025
Commissioner Nemanic Term expires 4/14/2025. This seat will become a three-year term in April of 2025
Commissioner Kelly term expires 4/14/2025. This seat will become a three-year term in April of 2025.

 - a. Adopted Commission terms, years of term Ordinance 572 Series 2024
“ 2.08.010 - Created—membership—filling of vacancies.
 - A. There is created a Planning and Zoning Commission for the town, consisting of five members, who shall be residents of the town and shall be appointed by the Board of Trustees.
 - B. Commissioners shall be appointed to serve three-year terms expiring at the first regular meeting of the Board of Trustees in April; except that initially two commissioners shall be

appointed to serve two-year terms. All commissioners shall thereafter serve staggered three-year terms.

C. When a vacancy occurs, the Board of Trustees shall appoint a new commissioner to fill the vacancy for the remainder of the term of the vacant seat.

D. In addition, the Mayor shall appoint two ex officio members of the Planning and Zoning Commission from among the Board of Trustees. Ex officio members are non-voting members of the Planning and Zoning Commission and are not counted for the purposes of determining a quorum. “

8.1 Appointment of Offices: Motion and second needed.

- a. Chairperson,
- b. Vice Chairperson,
- c. Secretary.

9. Staff Reports

9.1. **Manager Reeves** – verbal update on recent administrative activities, Attachment December Report to the Board of Trustees

9.2. **Attorney Kelly**

9.3. **Building Official Doudy** – attachment December report to the Board of Trustees

10. Commissioner Updates.

10.1 Chairperson Robinson report to the Board of Trustees November 1 2024, attached.

11. Discussion:

11.1. Review the Commissions’ 2019 Review document.

11.2. Review of DOLA 10 steps for creating a Comprehensive Plan.

11.3 Discuss next steps for preparing for the update to the Comprehensive Plan. Attached is the Planning matrix created in 2022.

12. Future Agenda Items: These items are being retained on the agenda until the Commissioners and Staff have the capacity to discuss, plan or revamp.

-Comprehensive Plan Sub plans, Weed Management , Watershed Management, Hazards Mitigation. - Public outreach and education.

-Continuation for developing a process to work with staff to edit the Special Exception Permit

Application form to align completely, explicitly, and precisely with the current Comprehensive Plan and Land Use Code: Group discussion, facilitated by the Manager. This is carried over from July and August.

- Examine the 30% front occupancy in the Corridor and Downtown Mixed used zones..

13. Adjournment

(Placeholder1)



Planning And Zoning Commission Meeting Minutes

October 1, 2024 at 6:30 PM

601 Central Ave

If you wish to attend virtually, please visit the town website under the government tab for the zoom link: <https://townofdolores.colorado.gov>

1. Call to Order. The meeting was called to order at 6:33 p.m.
2. Pledge of Allegiance. The pledge was recited.
3. Roll Call. Present at the meeting were Chairperson Robinson, Commissioners Powell, Tucker, Kelly, and Nemanic, Ex Officio Curry, Manager Reeves and Assistant Clerk Swope.
4. Identification of Actual or Perceived Conflicts of Interest. None stated.
5. Public Participation (5 minutes per person). No other community members attended.

This is an opportunity for citizens to address the commission at this time or during a public hearing. Each person will have 5 minutes. The planning commission encourages public comment by the following sources: live at the town hall, virtually via zoom (see the town website for the link), or by submitting your comments, via email, to the town clerk at tammy@townofdolores.com any time before the dated board meeting.

6. Approval of the Agenda.
Commissioner Nemanic moved and Commissioner Kelly seconded to approve the agenda with the amendment to remove item 11 a. from the agenda.
Yes: all
No: none
7. Consent Agenda
 - a. Minutes of September 3, 2024 Regular meeting.
Commissioner Powell moved and Commissioner Tucker seconded to approve the Consent agenda consisting of the September 3, 2024 minutes providing for the correction of the typo in item 6. "chane corrected to change"
8. Staff Updates
 - a. September 9 and 23, 2024 Manager's Report: Leigh Reeves Manager Reeves presented the monthly reports to board of Trustees and brought the commissioners up to date on the current activities of the town government. The reports were submitted to the packet.
Of interest to the Commissioners was the budget item for funding the Comprehensive Plan update. Manager Reeves is interested in preparing the material for the update in-house and using the funds for hiring a consultant to perform the public input process and the final document.

Additionally, grant application and resources from Department of Local Affairs will be part of the project development.

- b. Attorney's Report Jon Kelly. Attorney Kelly was not present and did not submit a written report.
- c. September 9, 2024 Building Official- Fire Marshal Report: David Doudy.
The commission reviewed the Building Official-Fire Marshal Report submitted for the packet.

9. Commissioner Updates

- a. September 3, 2024 Commissioner Report to the Board of Trustees.
Commissioner Powell told the group about the History Colorado visit. Chairperson Robinson, Commissioner Kelly and Trustee Roan had attended the visit . They were very interested in the homeowner tax credits that are available for various upgrades to historic homes including infrastructure. Commissioner Powell explained why the town does not have the capacity to help register historic homes or qualify them. The reason is the lack of a qualified historic preservation agent, partner with a 501 C3 status, and the town not being a Certified Local Government. The lack of those requirements keeps the town from engaging in grant opportunities.

10. Public Hearings none scheduled.

11. Discussion/Decision

- ~~a. Decide if the proposed accessory dwelling unit / structure conditional permit standards and processes amendment language is to be presented to the Board of Trustees for adoption.~~
- b. Discuss the Comprehensive Plan to identify the content that can be prepared in-house.
Manager Reeves opened the discussion by proposing the Commissioners identify new topics for the update to the Comprehensive Plan. The commissioners expressed an interest in developing a Comprehensive Plan that reflects the values of the community members. Commissioner Powell and Tucker are committed to having the public input process to determine the community values and vision for Dolores. Commissioner Tucker says that a Land Use Code without a Comprehensive Plan is the same as creating laws without a constitution. They also like the idea of having references to other locally adopted plans such as Weed Management Plan, Hazard Mitigation Plan, Disaster Plan, Watershed Plan, and Historic Preservation Plan.

12. Future Agenda Items

These items are being retained on the agenda until the Commissioners and Staff have the capacity to discuss, plan or revamp.

-Comprehensive Plan Sub plans, Weed Management , Watershed Management, Hazards Mitigation.

-Public outreach and education.

-Continuation for developing a process to work with staff to edit the Special Exception Permit Application form to align completely, explicitly, and precisely with the current Comprehensive Plan and Land Use Code: Group discussion, facilitated by the Manager. This is carried over from July and August. note: The Commissioners talked about this item briefly during the meeting. They are determined to find a way to align the Special Exception Permit process with the directions from the Land Use Code and the vision and goals of the Comprehensive Plan. Chairperson Robinson wants to make sure the application process is designed to help the applicant demonstrate how the proposed permit meets the requirements of the Land Use Code and is compatible with the Comprehensive

Plan.

-

13. Adjournment

Chairperson Robinson adjourned the meeting at 8:05 p.m.

Linda Robinson, Chairperson

Ann Swope, Assistant Clerk



Planning And Zoning Commission Meeting Minutes

November 5, 2024 at 6:30 PM

601 Central Ave

If you wish to attend virtually, please visit the town website under the government tab for the zoom link: <https://townofdolores.colorado.gov>

1. **Call to Order.** Chairperson Robinson called the meeting to order at 6:33 p.m.
2. **Pledge of Allegiance.** The room recited the pledge of allegiance.
3. **Roll Call.** Present at the meeting were Chairperson Robinson, Commissioners Powell, Tucker, and Nemanic. Also present was Trustee Curry and staff Manager Reeves and Assistant Clerk Swope. Absent was Commissioner Kelly and Trustee Peterson.
4. **Identification of Actual or Perceived Conflicts of Interest.** No conflicts were stated or identified.

5. **Public Participation (5 minutes per person)**

This is time set aside for the opportunity for citizens to address the Commission except during a public hearing. Each person will have 5 minutes. The Planning Commission encourages public comment by the following sources: live at the town hall, virtually via zoom (see the town website for the link), or by submitting your comments, via email, to the town clerk at tammy@townofdolores.com any time before the dated meeting.

No members of the community were present for this section of the agenda..

6. **Approval of the Agenda.** Commissioner Powell moved and Commissioner Nemanic seconded to approve the agenda.

Yes: all

No: none.

7. **Consent Agenda**

- a. Minutes of October 1, 2024 Regular meeting.

Commissioner Powell moved and Commissioner Nemanic seconded to table the consent agenda to the December 3, 2024 meeting to allow for certain content of the October 1, 2024 minutes to be corrected for factual basis.

8. **Staff Updates**

- a. October 14 and 28, 2024 Manager's Report: Leigh Reeves.
Manager Reeves highlighted segments of the reports to the board included in the packet. Several Grants will be closed out this year. Grant funding for the Phase two infrastructure will be secured in 2025. An ongoing grant of interest to the Commissioners is the Fishing is Fun Grant which is projected to be completed in 2025. Chairperson Robinson suggests the town network with Trout Unlimited as they are planning to have some river mitigation done north of Dolores on the river. Robinson will send contacts to Manager Reeves.
- b. Attorney's Report Jon Kelly. No report submitted.
- c. October 14, 2024 Building Official- Fire Marshal Report: David Doudy. Report in the packet. --
-Manager Reeves commented on the inventory of Short-term Rental Permits and the efforts of the town staff to achieve grease trap compliance. The permits are at the maximum level of 15 and there is one applicant waiting for an open permit. Grease accumulates in the sewer mains and eventually gets washed into the sewer plant causing an interruption of the natural digesting process of other sewage solids. On November 18th, the board of Trustees will be attending a field trip to the sewer plant and the water plant to see how the process works.

9. Commissioner Updates

- a. October 1, 2024 Commissioner Report to the Board of Trustees. Report in the packet, no new information to add at this time.

10. Public Hearings.

10.1 Staff presentation of proposed amendment to the Land Use Code- Ordinance 582 and 582A pertaining to amending the permitted use table and the procedures for conditional use permits regarding accessory dwelling units and accessory structures. Staff recommend sending Ordinance 582 and 582A to the Board of Trustees for adoption.

Chairperson Robinson opened the public hearing at 7:08 p.m.

Manager Reeves presented the ordinance and the proposed language to the Commissioners.

10.2 Public participation. Community members can comment or ask questions to the Commission.

No Community members commented on this proposed Land Use Code amendment.

10.3 Commissioners may ask questions to the applicant.

The Commissioners had no further questions for the staff. The material presented is the language the Commissioners have been drafting for several months.

Trustee Curry asked for clarification about the owner occupation requirement. This requirement is in the code for either the principal dwelling or the accessory dwelling unit to be occupied by the owner of the property.

10.4 Close the public hearing.

Chairperson Robinson closed the public hearing at 7:25 p.m.

10.5 Declaration of findings of fact.

Chairperson Robinson recited the finding of facts which are that the Board of Trustees requested the Commission look at creating provisions for accessory dwellings and structures in the Mixed-use zone districts to be allowed if conditions are met. The public hearing was set for November 5, 2024, the notice for the hearing was published in the newspaper and posted on the town's website and Facebook page as well as on the designated posting place at the town hall.

10.6 Motion to recommend approval, approval with conditions, denial, or continuance for more information.

Commissioner Tucker moved and Commissioner Nemanic seconded to recommend the Board of Trustees approve and adopt Ordinance 582 and 582 A (the land use code language)

10.7 Discussion of Commission. Only staff may be questioned at this stage.

No further discussion occurred.

10.8 Roll call Vote.

Yes: Commissioners Powell, Tucker, Robinson, and Nemanic.

No: none

11. Discussion/Decision

a. Discuss the Comprehensive Plan to identify the content that can be prepared in-house.

At the December 3rd meeting, the Commissioners and Manager will establish an inventory of material that has already been produced, can be produced by staff and commission and identify new aspects and material to refer to a consultant for the final process of updating the Comprehensive Plan.

Citizen mark Lang asked to be allowed to make a comment to the Commissioners and was granted time. His message was to ask the town to try to find a better method of snow storage in the winter to prevent toxic elements from filtering into the water shed. He feels like the use of the parking lots adjacent to the waterways creates a risk of contamination of the water supply.

12. Future Agenda Items

These items are being retained on the agenda until the Commissioners and Staff have the capacity to discuss, plan or revamp.

-Comprehensive Plan Sub plans, Weed Management , Watershed Management, Hazards Mitigation.

-Public outreach and education.

-Continuation for developing a process to work with staff to edit the Special Exception Permit Application form to align completely, explicitly, and precisely with the current Comprehensive Plan

and Land Use Code: Group discussion, facilitated by the Manager. This is carried over from July and August.

- Examine the 30% front occupancy in the Corridor and Downtown Mixed used zones.

13. Adjournment

the meeting was adjourned at 7:42 p.m.

Linda Robinson, Chairperson

Ann Swope, Assistant Clerk



Town Manager's Report

Date: December 5th, 2024

To: Board of Trustees

From: Leigh Reeves

- Caselle – Before you Monday is R633 to enter into a contract with Caselle. Although this may seem expensive, the cost is divided into years not all at one time. We have the opportunity to move to a new accounting system that is used by most government entities. It will allow for true fund accounting and more accurate information. Additionally, it will allow us to complete reporting in a timelier fashion. There is a multi-year implementation plan.
- The Flanders Park restroom is officially open. We should discuss an official ribbon cutting if you like or it can just be open. The timers are working from 7am to 7pm.
- We will have our 2nd and final reading and 2nd public hearing on December 9th, 2024, for the 2025 budget. We will also have to vote on an amendment and the mill levy that goes to the county commissioners. This will be our last meeting of the year. We will be over by the amounts we discussed earlier in the year and some additional because of cleaning up of grants. These are unforeseen items that were agreed to or could no longer wait to be completed. Additionally, there were items agreed to by the previous town manager that had overruns.



- BARR engineering was in town to look at the river for the Fishing is Fun grant. This company will complete the 404-permit required by the ACOE. This will allow us to complete the Fishing is Fun grant next fall if all goes well. They also went to the quarry to interview the rocks for the Dolores River.
- Before you Monday will be Resolution R632 – Series 2024 Awarding a contract to SGM for the engineering of the Phase II water project. This contract is \$402K. We have a grant for half from DOLA. We will be folding our half into the final grant for construction as previously discussed. This project is driving a \$10 per month increase in all members' water bill.
- We had a water main break last Saturday on 6th St that affected 6th and 7th St. Randy's team fixed the pipe and restored water after the locate was completed.
- Friday, Dec 6th is the final approval of the GOCO grant for \$776K, which will fund the skate park, bike park, an ADA trail from the playground to the west end. We will also receive funding for FIF, 2 shade structures, 8 benches, 3 picnic tables and 36 trees with irrigation.
- I am working with the Parks committee to create a fundraising plan in conjunction with the Lost Canyon Bike Club to raise more funding to complete the all-wheel portion of the plan.

Town board December 9, 2024

Building Official report

Current projects:

1. #1159 – Stucco basecoat inspection
2. #1140 – Drywall inspection
3. #1115 – Final
4. #1165 – Sewer line inspection
5. #1153 – Underlayment
6. #1153 - Final

New permits: Three permits - \$550.00

1. #1165 – Sewer line replacement
2. #1166 – Demo
3. #1167 Re-roofing permit

Consultations - Phone and in person

21 Phone and in-person

Construction Inspections

14 construction inspections of permits issued.

Future projects on the horizon:

New R-3 Single Family residential proposed on Hillside

Business Inspections

0

Food trailer/truck inspections

0

STR Inspections

Two – Annual Inspections

Internet Technology

Board room AV/IT has been installed, working out the bugs

SPECIAL PROJECTS

1. Flanders Park Bathroom
 - a. Project issued a final by Cortez Building Official, Sean Canada
2. Roof replacement at Water plant
 - a. Emergency award to Cruzan Construction to repair trusses and replace roofing

STR's

Gave out an application for STR permit #15.

Compliance issues

Still working on grease trap compliance

1997 TOWN OF DOLORES COMPREHENSIVE PLAN REVIEW

Dolores Planning and Zoning Commission

July 24, 2019

Introduction

The Dolores Planning and Zoning Commission (P&Z) undertook a review of the 1997 Comprehensive Plan (Plan) for the Town of Dolores beginning December 2018. Review of the Plan was a high priority for P&Z due to the age and applicability of the Plan considering a pending grant request to update the Town's Land Use Code (LUC) – a subset of the Plan. Subsequently the Town did receive the grant.

It is P&Z's desire that information in the Plan review be used by the successful bidder to help with the LUC and Plan revision. The Plan review is also intended to be used by the Town Board and staff, as well as interested publics, as both the LUC and Plan are modernized. Our review showed a need to acknowledge successes and accomplishments in the Plan, but to also acknowledge what information, aspirations, objectives, etc. are no longer applicable to where we believe the Town is heading.

Our review was not technical, but rather an attempt to determine what portions were still relevant, not relevant and to identify new issues/concerns that needed discussion, considering the age of the Plan. Individual objectives not discussed were deemed to still be relevant. We also attempted to identify whether Plan objectives were tied to specific areas within the LUC. This was important in that the LUC is the implementing document of the Plan.

The review is organized by Plan Section. The review is best read with a copy of the current Plan in hand. Individual goals and objectives are validated. Some goals may need to change and some objectives are out of date. Objectives not specifically addressed in our review were deemed to still be of use. In some sections new objectives have been added. Finally, the last section of our review is comprised of Plan recommendations.

Plan Introduction

This section is comprised of the three areas: Authorizations, Applicability, and a Vision Statement. We believe the contractor/Town can validate the Plan Authorization as the language is from the Colorado Revised Statutes. This would also be useful as there are some new requirements that the State requires of Comprehensive Plans.

The Applicability section discusses the fact the Plan applies to the Town as well as a three-mile Urban Influence Area. It is P&Z's recommendation that this section, when revised, acknowledge changes in the use and density of the Town's Urban Influence Area since 1997.

P&Z believed that the 1997 Vision Statement was still valid and applicable.

Plan Section II – Existing Conditions

This section contains baseline Town information including history, physical setting, current land use patterns economic/demographic information, public facilities and services, population estimates/projections, and land use inventory and holding capacity.

All of this information needs to be updated and beefed-up especially the history section. Much of the information is statistical and can be gathered by the Town/contractor.

Trends should be identified to show what has changed between when the Plan was implemented in the 1997 and where we are at today. Some trends P&Z identified:

- Development has taken place away from the Town square – the Town square is not as robust due to growth taking place in eastern portions of the Town;
- County has seen growth, but Dolores has experienced very little growth;
- There is increased interest in the marijuana and craft alcohol production businesses;
- There appears to be more renters vs home owners now as opposed to 1997 (validate);
- There continues to be an increase in business locations being re-developed into residences;
- The Town continues to offer positives such as open space, a pedestrian-friendly environment, the Galloping Goose and a multitude of recreation opportunities.

P&Z suggests the following updates:

- History: See Appendix A at the end of this report
- Areas identified as steep slopes may see increased development pressure. LUC needs to ensure clear, enforceable language addressing what uses are compatible within all areas. For safety reasons there is a need to maintain hillsides in undisturbed and fully vegetated conditions;
- Floodplain language needs to be validated;
- Wildlife. The new Plan should address potential human vs bear/mountain lion conflicts. Continue the new bear/trash ordinance. Acknowledge a need to address the need to dispose of the large amount of unharvested fruit that serves to attract bears and other wildlife opportunists such as skunks. The Town has a vibrant fishery – maintenance and improvement of existing habitat structures should be acknowledged. The economic benefits of the annual Mesa Verde Birding Festival and other activities such as big game hunting should be acknowledged and promoted. Include items such as updated big game winter range maps in the new Plan.
- Under the Land Use Inventory and Holding Capacity section (p.8), Dolores encompasses 467 acres not 367 acres.

Plan Section III – Goals and Objectives

This section contains goals and objectives for 8 different areas that attempt to implement the Vision Statement identified in the Plan Introduction. Goals and objectives were developed via 1997 public work sessions. P&Z attempted to validate goals and objectives while also suggesting appropriate edits and additions as needed.

Residential/Commercial Transition:

- Goals:
 - Current goal appears to still be valid;
 - Opposed impacts that adversely impact adjacent landowners;
 - Keep business activities within property boundaries;
- Objectives:
 - # 8, compatibility of light and industrial uses within the town and residences, needs to be updated. Examples provided were locations of Air BnBs as well as bed and breakfast establishments, consider home-based businesses acceptable due to the availability of the internet, and identify common uses in neighborhoods.
 - # 15 : Need to be more specific on the mobile and manufactured homes standards - need to also reference Building Codes;
 - # 16: Core commercial business district(s) need to be more specific both as to location and definition i.e. more carefully define forms of this district to create the best possible environment for retail and offices. Set noise, light limits, etc.
 - # 18: Non-commercial uses in predominately commercial areas needs further review i.e. more carefully define forms of this district to create the best possible environment for retail and offices. Set noise, light limits, etc.

Proposed Light Industrial/Business Park:

- Goals: Not sure an industrial/business park is now a compatible or desirable use.

Protection and Enhancement of the Natural Setting:

- Goals: Current goal appears valid; however, the following objectives would appear to be more appropriate today;
- Objectives:
 - Add Dark sky initiative, to prevent light pollution, promote views of night sky, and preserve health of citizens and wildlife. When needed, use light fixtures that project down, not up or to the sides.
 - Protect riparian and wetland areas. Specify details of such protected areas to accommodate wildlife, and flood waters.
 - Protect Canyon rim, slopes, and river from inappropriate development that might damage the functioning and aesthetics of any such features.

- For Protection of town from potential flooding and storm water drainage:
 - Designate areas to can handle flood-water (open space and parks, etc.). Have working infrastructure (storm drains, etc.) to move flood water and collection areas for water to filtrate back into water table.
 - Use permeable surfaces (permeable paving, open soil surface as possible) with goal of directing water back into the water table.
- Promote Landscaping in town that supports native pollinators and native bird habitat.
- Promote native and xeric plants that don't require much additional water application.
- Revise list of approved landscape species.
- Add list of noxious species to actively control.
- Create awareness of invasive species (i.e. whitetop, Siberian elm, Canada thistle, Russian knapweed, jointed goatgrass etc.)
- Require enforcement and management of noxious weeds per State statutes.
- Use incentives such as up zoning and down zoning to encourage preservation of riparian and wetland areas, and other important features of the landscape.
- Add a glossary to the Comprehensive Plan. Suggested for terms such as "up zoning" "down zoning" and many others.

Town Appearance, Streetscape, Community Image:

- Goals: Current goal was validated and deemed to still be valid;
- Objectives:
 - # 5: Promote uses of alleys.
 - # 2 and #6: Sidewalks: Visited the idea that the Town provide incentives to encourage the landowner to rebuild, sidewalks.
 - # 7: Encourage maintenance of landscaped buffer between street surfaces and sidewalks in residential districts.
 - # 8: Ensure setbacks, etc. are addressed in LUC.
 - # 11: Review signs and lighting. The Committee decided to table this review.
 - # 13: Reviewed, the possibility of narrowing lanes. With cooperation of C.D.O.T.
 - See above for landscaping and weed control needs.
 - Update with photographs of desirable features to maintain.
 - Setbacks, volume and scale of buildings is most important (affecting the spatial definition of the outside public realm), minimize requirements for superficial features (i.e. building colors).
 - Reconsider overall building heights allowed.
 - Encourage owner-inhabitation of properties (vs. rental properties), which makes for more responsible property maintenance and town citizenship.
 - See last section, Plan Recommendations, for suggestions regarding mobile home parks.

Historic Preservation, Downtown Redevelopment and Enhancement:

- Goals:
 - The group believed there was a potential code issue in that the “downtown area” needed to be better identified
 - Split goals between Historic Preservation and business/residential. The group believed History/Preservation and Business/Residential went together better
 - Validate/review the 2 existing historical districts in Town
- Objectives:
 - #1: Edit: “Adopt regulations or take other measures such as providing sidewalks deciduous trees, etc. to improve the human scale atmosphere.” The group believed the objective, as written, was too restrictive.
 - #2: Keep for downtown/pedestrian areas
 - The group did comment on the fact that there appears to be too many “District” designations for the size and complexity of the Town
 - Should businesses be required to provide parking?
 - Commercial vehicle use around businesses should be addressed i.e. access and parking
 - #3, #4, and #5: Keep
 - #6: Probably not needed
 - #7: Completed
 - #8: Are there unique architectural design elements unique to Dolores? If not, the objective could be re-written using language that captures/encourages/identifies unique features that fit Dolores’ urban form and landscape context. Suggest using photographs when describing architectural and landscape features
 - #9: Probably not needed if there are few key design elements around
 - #10: Not needed b/c of lack of design regulations
 - #11: OK for now
 - #12: Questionable if needed
 - #13: Not needed
 - #14: Keep. Need to discuss the objective with the Chamber
- Add: #15: Move Town administrative buildings and presence out of Flanders Park to promote visual access to Flanders Park from Railroad Ave. to promote local business locations, and to promote use of the Park to visitors and residents alike

Recreational Opportunities and Trails:

- Goal: In general, more visionary goals are needed to address all residents, all ages, to include the great features of our landscape and access to the outdoors. Current goal should be modified as follows: Enhance *and create* recreational opportunities, including sidewalks and trails, for people of all ages and abilities. Consider the need for more trails and continued pedestrian access to all recreation features.

- Objectives:
 - #1. Prioritize the construction *and all-season maintenance* of sidewalks, and previously approved trails (i.e. the Riverwalk and Ridgewalk Trails) and park improvements in the Capital Improvement Plan, along with all other public improvements. *(What is the Ridgewalk Trail? Is there a Capital Improvement Plan in place?)*
 - #2. Change to: Develop a parks improvement plan for all town parks and trails to include a variety of recreational facilities and opportunities. Ensure pedestrian connectivity to between Town parks.
 - #3. Change to: Prioritize connectivity of all developed areas to the Town Core and Public Lands via a system of sidewalks and trails.
 - #4. Leave as is.
 - #5. Leave as is.
 - #6. Delete and combine with #3.
 - # 7. Maintain flexibility on actual sidewalk and trail alignments within an overall plan. *(Could this be reworded for clarity? 'Flexibility' and 'alignments' are confusing. (Is the intention something more like 'Maintain flexibility in the alignment and connectivity of sidewalks and trails within an overall plan, in order to accommodate natural features and pre-existing structures?))*
 - #8. Develop A.D.A sidewalk/ trail standards to meet the needs of pedestrians, bikers, and handicapped persons. *(Aren't these standards already defined by federal and state guidelines? If so is the objective necessary?)*
 - #9. Leave as is.
 - #10. Pursue grants to fund the acquisition of public open space and park lands.
 - #11. Require new development to make public land dedications in order to maintain the town's existing public lands "level of service." *(Reword for clarity. Define "public lands level of service.)*
 - #12. Leave as is.
 - #13. Change to: Improve and maintain fish habitat structures and access.
 - #14. Cooperate with *federal, state and* local governmental entities in the planning of recreational opportunities and trails.
 - #15. New: Ensure that the Town is in compliance with ADA guidelines and that accessibility is considered in all possible ways throughout the maintenance and development of trails and recreational opportunities.

Tourism:

The requirement to discuss tourism in a Plan is a State requirement [C.R.S. 31-23-206(5)] and was not required in 1997. In the summer, there is an influx of visitors from around the world. Area attractions include Mesa Verde National Park, San Juan National Forest, Dolores River, and McPhee Lake. During winter at peak snow season there is a small boom of skiers that come to ski in Telluride.

- Goal: Promoting the areas tourist destinations is important in growing the local economy throughout the 4 corners area. It is important to leverage all these assets of the entire region to grow the economy of Montezuma county.

- Continued collaboration among the various governmental and economic development organizations to stimulate the local economy is of the utmost importance to fulfilling a quality tourism experience and to produce a sustained economic boost for the Town of Dolores.
- Objectives:
 - #1: The city should encourage businesses and attractions in Dolores that provide a unique tourist experience, and do not upset the reason why people choose to live here, so that visitors will want to return, and residents will want to stay.
 - #2: How do we get people to stop in Dolores?
 - Dolores River: let people know about fishing and rafting in the town.
 - Promote McPhee Lake to attract tourism.
 - Promote the quietness and personalized nature experience that exist in the town.
 - We are a pedestrian town with many centrally located amenities, let's encourage our visitor to park their car and walk our town.
 - Future regional trail development to connect to statewide trails systems.

Public Facilities and Services:

- Goal was still applicable, but needed to be defined better.
- Objectives:
 - New: Create a private/public partnership to encourage sidewalk construction and maintenance.
 - #6 and #9 have been completed.
 - Modify #11 to read: Seek to develop additional capital improvement/infrastructure funding sources.
 - New: Ensure a modern, efficient, technological infrastructure is in place to support business and education opportunities.

Future Land Use Pattern:

- Current goal needs to be updated. Several suggestions have been made:
 - Form a desired use within the town; including a desire for mixed uses. Uses should be less the focus and regulation of noise, and population density more of the focus.
 - Goal for Dolores is to be characterized a compact river valley within a variety of businesses, integrated thoroughfare sustaining a gallery of life environments.
 - Form based codes dictating densities for building forms, setbacks, build to lines, street space to facilitate pedestrian activity.
 - Mixed uses are a priority for commercial area with commercial uses prioritized for ground level residential, and or office spaces above.
 - Develop street scopes that work for pedestrians and promote street life of the town.

- Require each zone to address parking needs especially in mixed and commercial use areas as well as locate parking behind buildings.
- Objectives:
 - #3 Delete
 - #5 Re-write to accommodate newer and appropriate businesses from 14th Street east to town limits.
 - #8 Coordinate with Montezuma County, current objectives may not be valid.
 - #9 Needs more discussion. Consider options for smaller houses, etc.
 - #11 Strike last sentence.
 - #13 Strike
 - #15 Re-write to be more positive
 - #16 Encourage renovation of existing or historical structures in lieu of demolition, unless necessary to meet code requirements.

Plan Section IV – Future Land Use

Introduction:

P&Z would like to see more flexibility in the land use categories so they accommodate the varied activity common to our small town. We would like to stay away from adding more zones, and instead redefine existing zones to accommodate an expanded vision of the forms with mixed uses that will benefit the community and place.

Since the 1997 Land Use Plan and Zoning Codes were developed, the internet has become a very prominent part of life. The larger economy has experienced some healthy periods, but also the great recession, which hit our region quite hard. Climate patterns have become more extreme and fire and flood threats are stronger.

The Town of Dolores should seek to define land use categories that accommodate residences of a variety of sizes, have enough flexibility to accommodate appropriate small and home business /economic activity, to protect the Town's prized natural resources, and to identify and promote the desired physical qualities of the town towards creating a great place to live and work.

Relevance of Future Zones outlined in 1997 Comp Plan:

Current land use categories are defined most prominently by allowed uses, density and lot size. The LUC dictates a few mostly superficial forms intended to match a style of building arising out of the Victorian style of architecture. In addition, some heights are defined and setbacks are defined by the uses they are intended for. Largely absent are codes that will (*would?*) result in a strong and attractive public realm and urban form defining the street space and open spaces around or between buildings. Zones do not effectively consider how special landscape features and the ecosystem of Dolores are best preserved. *Current land use categories also do not* promote best practices for storm water control and retention, flood mitigation, or wild fire resistance.

The 1997 future land use zone boundaries generally followed existing uses in the town, and to that extent they remain relevant. Those uses have arisen in time, not simply through the application of codes, but also in large part by how those locations, with their forms and adjacencies, are conducive to the uses. All proposed future land use zones, except for the R-3 zone which hasn't been applied, remain relevant as unique areas. However, we recommend redefining them and naming them to include form-based code.

Form -based Codes:

Form-based codes might hold some valuable tools for the Town of Dolores. Conventional methods of zoning, which are focused on what uses are permitted, have often shaped the form of the built environment in unintended—and occasionally unwanted—ways. Integrating some of those approaches into the Dolores LUC and Plan may accomplish more of the physical and functional town environment that the community wants. Form-based codes include specification of what uses are permitted in a building or place, but focus on the essential physical character of development, particularly how it relates to the public realm that everyone shares. Form-based codes are a good tool for achieving what the kind of place a community may want, i.e. preserving what it cherishes, and preventing what it doesn't want.

Some online resources with information on Form Based Codes are:

- <https://formbasedcodes.org/definition/>
- <https://www.cmap.illinois.gov/documents/10180/10715/CMAP+Form+Based+Codes+Guide+Iowres.pdf/5a034e51-ffd5-4b71-b5f1-c068d0096293>

Recommendations:

The following are some considerations to include in the Town of Dolores' LUC and Plan:

- Look at ways to adjust all zones so they start to become based partly on the physical forms within the zones. We are a small town and there is naturally cross-pollination between uses in zones. Therefore, zones may better be defined by form requirements in lieu of restricting them entirely by activity (commercial, residential, etc.) Rather than require specific color or decorative items, or forms based on a nostalgic style for an architectural period (old western, Victorian), use form and volume in a more pure and simple way to promote elements that create positive “space” outside for the community members to experience.
- For example:
 - Define strong build-to lines relating to how the structures define the communal street and pedestrian spaces.
 - Lot coverage to vary within zones based on identified open space areas and the street qualities desired for the overall community experience, and densities of buildings that the street scape and parks spaces require.
 - Garage and parking placement -best in rear of most buildings so that cars don't dominate the public space. Require strict organization and site plan requirements for parking areas that include trees, and best practices for storm water retention and management.
 - Height and volume targets/ restrictions of buildings need to be rethought.

- The current height limit in residential areas, as demonstrated by a recently constructed residence along the north edge of the town, is out of scale with the neighborhood, impacting the experience of the residents outside and in the streets.
- The volume of buildings, with some basic receding and protruding pieces of the volume are important pieces for assuring that the built form creates interesting public outdoor space with light and shadow.
 - In all forms in town, it is important to maintain solar access for buildings and take advantage of passive solar benefits such as light and heat.
 - For zones occurring in areas with prize natural resources (river, wetlands, hillsides, and heritage trees groups) define the forms of those zones by the requirements for preserving those natural resources. Create incentives for preserving all those areas. Allow for modifications of setbacks and build to lines to preserve natural features. Allow for greater densities in some areas to preserve more open space. Consider incentives and ways for the town to acquire private property pieces with wetlands and potential areas along the river that can accommodate flood water.
- Look at codifying the design of parking lots and layout around buildings and streets to better the form of the districts. Require strict organization of parking patterns and travel routes, with landscape (especially trees) in islands within and surrounding the parking spaces. Require the implementation of best practices for storm water retention and reclamation.
 - Allow for manufactured structures within zones, as per appropriate for the Forms prescribed for each zone, and in compliance with desired materials, forms, and quality of construction.
 - Develop tight regulations around noise, parking, parking, traffic activity, smells, light, for all districts, and most heavily within areas dominated by residences having the strictest regulation.
 - Require trees plantings to improve all districts forms and reduce urban heat gain around parking lots and hard surfaces, and provide inviting outdoor space. Trees are especially important for creating inviting public spaces around streets and sidewalks.
 - Allow for smaller building minimum square footages and more dense development to accommodate the limited space available in the valley, to discourage urban sprawl, to preserve prized natural resources, to allow for affordable housing options.
 - Work on storm water retention infrastructure to be effective in all areas of town, and make them into attractive landscape features: i.e.: ponds, wetlands, areas with greater plant density and tree canopy.
 - Develop strong “dark sky” standards to protect the town and surrounding ecosystem from harmful effects of light pollution.
 - The Town should consider solar panel installation incentives for sizable buildings (with enough square footage for efficient collection), including solar power production by the town for the town buildings and facilities. A collective solar farm, located over some otherwise negative space (i.e. the sand filters at the sewer treatment plant) may be something to consider.
 - Large lot categories remain relevant even though they have minimal application potential within the town. Their application to private land covering the hillsides is effective in preventing destabilizing activity on the hillsides.
 - Further define all zones where ever they meet important natural features - i.e. slopes, wetlands -that address relevant geotechnical issues.

Allow for more dense development in areas without natural hazards and sensitive features to compensate restricting development in those sensitive areas, and establish open space. Create incentives for preserving all those areas. Allow for modifications of setbacks and build to lines on existing lots to preserve natural features.

- The current category titled R-3 is likely irrelevant. It hasn't been applied, and may have been developed should more rural area up valley of the town be incorporated into the town. However, it's likely much more beneficial for areas up-valley to be developed at the same density as the rest of the town, if annexation is to be cost effective for the town. Additionally, it's more beneficial to allow for buildable areas that are free of natural features such as steep slopes and wetlands, to be developed densely so that slopes, wetlands, and flood prone areas can remain undisturbed and serve their environmental functions.
- The current zone "Highway Commercial" should be thoroughly (*better as opposed to thoroughly?*) defined to address the fact that not every area along the highway must have a commercial use, and the current sets of forms along the highway are less than appealing in creating both attractive places for business and for the outdoor public space. Continuous highway commercial development without careful regulation on forms (in buildings, parking, and build to lines) simply results in an overwhelming linear barrage of signs and parking.
- It's important to apply design thinking to solving land use consequences arising out of the current taxation differences between commercial properties, and residential properties. The trend is for commercial buildings to be converted into residential spaces to meet the demands for housing (and reduce the tax burdens). The town needs to consider other ways business can be positively incentivized to locate in Dolores.
- Simply regulating the zones by the strict use of commercial activity could result in many vacancies in properties with required commercial use, and it may cause a decrease in valuation of such properties. Many of the buildings in lots zoned for commercial activity that are being repurposed for housing are marginally attractive with little pedestrian access, along the strip of highway 145 going through town. Promoting the development of better form of the overall urban environment in Dolores, may be more of an incentive to attract business because that will create a more attractive public realm which will subsequently attract more human activity.

LUC Compatibility:

In general, the LUC supports the goals and objectives within the Plan. However, there are some issues with the LUC in general:

- LUC needs to be a clear, enforceable document that assures compliance with and movement towards meeting the Plan's goals and objectives.
- LUC needs to be in an electronic, searchable format.
- The LUC generally follows the Comp Plan.
- There are several areas that are duplicated or in conflict.
- LUC needs to be better organized to be a more effective product.
- Setbacks: Suggest using 8-10 feet setbacks from street edge to promote consistency, but also maintain flexibility where required. Disabled persons with appropriate proof of disability would be exempt from these requirements for home access.

- Sidewalks: All sidewalks installed by the Town would be the responsibility of the property owner to ensure they stay passable and clear of any hazards and debris. One exception would be sidewalks that border Hwy 145 through town. P&Z suggests that the Town help keep sidewalks along Hwy 145 clear of snow due to the frequency of State plows throwing slush and snow over them at all hours. Not keeping these sidewalks clear could be a safety issue for the Town should someone get hurt or get hit walking on the road way during the winter.
 - All sidewalks installed by the Town will be the Town’s responsibility for maintenance and upkeep of the condition of the sidewalk.
 - Should a property owner decide to install a sidewalk on their property they are also tasked with keeping it well maintained and clear of all debris. The Town will not be responsible for the maintenance or upkeep of the sidewalk it will be the property owner responsibility.
 - The Town should continue to assist property owners wanting to install replacement sidewalks by hauling off old concrete, assisting with grading and flagging new alignments, as needed.

Plan Recommendations:

- Develop an inclusive public involvement plan when revising the Comprehensive Plan and Land Use Code.
- Consider the following when re-visiting mobile home parks:
 - There is a definite need for affordable homes in Dolores.
 - Mobile home parks should be integrated into the aesthetics of Dolores to include open spaces, and landscaping that includes trees and nicely maintained yards
 - The Town should work with property and home owners to make these parks a great place to live.
 - Creating a better quality of life in mobile home parks it will also create a better quality of life for the Town of Dolores.
 - Dense occupation makes housing more affordable for those that live there.
 - Dolores could work with park owners to vary codes to allow for permanent houses that are smaller than what the code allows (Tiny Homes).
 - It is expected that mobile homes will comply with building codes, such as snow load.
 - The Town should encourage property and home owners to incorporate the above features so one can “put the park back in mobile home parks.”
- From our discussion regarding a proposed light industrial/business park:
 - Approach the chamber of commerce to pinpoint the appropriate industry types to encourage in the town.
 - Encourage artisan community-“Makers Economy”, and appropriate homebased businesses that blend with dominant neighborhood uses.
 - Promote solar access for all buildings and yards, for energy efficiency, and the ability for households to have vegetable gardens.
 - Prevent development on ridgelines that may be seen from canyon floor.

- Parks Committee will continue to provide additional comments to the Plan review as they complete their own review and edits of the Town Park Plan.

This report was prepared and recommended by the Town of Dolores Planning and Zoning Commission as witnessed by the signatures below:



Linda Robinson, Chairperson

08.06.19

Date



Dan Heeney, Vice Chairperson

08/06/19

Date



Deanna Truelsen, Member

8-6-19

Date



Jerry Whited, Member

8-6-19

Date



Mark Tucker, Member

6 Aug 2019

Date

APPENDIX A

A BRIEF HISTORY OF THE DOLORES RIVER VALLEY

The Dolores area has been occupied for thousands of years. Prebasketmaker people were here 5000 years ago. They included Sandia II followed by ancestral Puebloans, basketmaker culture, and Mesa Verde culture followed by Ute Mountain Ute bands, who occupied the mountains in Southwest Colorado.

The Domingues-Escalante expedition camped on or near the present site of Dolores in August of 1776. They were following maps of previous expeditions including Miera, who had already named many of the rivers including the Dolores River (the River of Sorrows).

The Rio Grande Southern narrow gauge railroad was built in 1891. In 1893 the town of Big Bend was moved up the Dolores River to the present site of Dolores. The historic Rio Grande Southern Hotel was built to accommodate train passengers and train crewmen.

After the first wave of immigrants who settled up river, the second wave brought families that knew farming and could produce food and hay to be shipped out of Dolores. After 1900 the Rio Grande Southern railroad was heavily used to ship apples, potatoes, hay, cattle and sheep back east. Hay was produced in large quantities and shipped to the racing stables in the East.

In 1906 the San Juan and Montezuma National Forests (NFs) were created from Forest Reserves via executive proclamation by President Theodore Roosevelt. Current Forest Reserves in the Montezuma County area were made a part of the Montezuma NF. Headquarters for both NFs were initially in Durango but in 1908 the Montezuma NF headquarters were moved to Mancos and subsequently moved to Cortez in 1940. The Montezuma NF was combined with the San Juan NF in 1947, although the Norwood Ranger District was made a part of the Uncompahgre NF. The primary mission of the National Forests at that time were to provide a reliable source of timber, grazing, water, and recreation uses, among others, in the spirit of multiple use.

The Bureau of Land Management (BLM), a federal agency within the Department of Interior, also manages public lands not within the National Parks or National Forests in the Dolores area. BLM was created in 1946 from the merger of the General Land Office and Grazing Service. The focus then of BLM was to concentrate on long use of public lands as opposed to disposal of the same lands. The Federal Land Policy and Management Act of the 1976 (FLPMA) further unified BLM's mission and kept public land public while managing for long term multiple use. Popular local BLM public lands are: Canyons of the Ancients National Monument, Anasazi Heritage Center, Phil's World, Dolores River Canyon, and portions of the Disappointment Valley.

The narrow gauge ran until 1951. Seven Galloping Geese were built in 1931 and 1932. Goose number five carried mail, passengers and light freight to Rico and Ridgeway until 1951. The Dolores Rotary Club purchased Goose number 5 in 1952. It sat for many years and was restored by the Dolores Rotary Club and Galloping Goose Historical Society members.

It now runs on the short track for Dolores events and is used for excursions in Durango and Chama New Mexico.

With three car dealer ships, a movie theater, skating rink, a flour milling company, and a meat processing plant, Dolores was a hub of the county. In the 1950's, when Highway 160 was routed through Cortez, it changed the dynamics of Dolores making Cortez the hub of Montezuma County.

Ten Steps in Preparing a Comprehensive Plan

by Michael Chandler

The primary job responsibility shared by planning commissions across the nation involves the design and development of the comprehensive plan. Whether the plan is labeled comprehensive, master, or general, we are describing the same thing: putting down on paper the hopes, dreams, and aspirations a community holds for itself.

Capturing in words and pictures what a community hopes to become is a daunting challenge. The task is made simpler, however, when the planning commission chooses to systematically organize the process.

While there is no universally accepted “one best way” to develop a plan, this column will describe one “typical” sequence of steps that can be followed in developing a comprehensive plan.

PLANNING’S BUILDING BLOCKS

Preparing a comprehensive plan involves a number of technical, political, legal, and managerial considerations that will vary from one community to the next. There are, however, three phases common to the planning process. The first involves planning the process; the second centers on plan preparation; and,

the third focuses on plan implementation. Bear in mind, however, that effective comprehensive planning is actually more like a continuous loop, since feedback from monitoring implementation of the plan’s recommendations ideally should be used to initiate needed changes to the plan itself.

Step One: Plan to Plan.

No, this is not a typographical error! The first step in the comprehensive planning process must be a plan for planning. Key factors associated with this step include the allocation of time, human resources, money, and energy to the effort. This step is too often overlooked or short changed. Some planning commissions seem to assume the preceding factors will manage themselves or can be dealt with as problems arise. This logic is faulty and potentially fatal to the planning process.

Step Two: Structure and Schedule the Process.

The answers uncovered during Step One will enable the commission to structure and schedule the actual planning process. It is not uncommon for a planning commission or planning staff to prepare a flow chart featuring discrete planning activities, the party(s) responsible for each activity, and the due date.

Other actions associated with the second step include:

- Determining what role the public will play in the plan development process.
- Identifying “key stakeholders” who need to be involved.
- Deciding if the plan will be developed as a “top-down staff/consultant effort,” a “bottom-up/citizen-driven effort,” or some combination.
- Deciding whether the plan will be organized or formatted by chapters, sections, or themes.
- Deciding what role the governing body will play. *Keeping the Governing Body Informed*, p. 10

Step Three: Gather and Analyze Data.

To be relevant, a comprehensive plan must address not only issues and concerns of the present, but also what will likely face the community in the future. To accomplish this, the commission must gather and analyze a wide array of data.

Common to most planning efforts is mapping the community’s natural features, such as soil types, topographic and geologic formations, and surface and groundwater resources. Of equal importance is mapping existing land uses and development patterns.

A solid plan needs quantitative data as well. Data on demographic and socio-economic characteristics such as population and age distribution, levels of educational attainment, and employment patterns is typically collected. Likewise, data related to transportation usage, housing and economic growth trends, school enrollment, and local building and development activity is often examined. And these are just a few examples. Some observers have suggested that everything associated with humankind’s interaction with land should be considered and studied!

Investing the time and resources to

continued on page 10

Begin with questions

Solid comprehensive planning begins with the end in mind. Before initiating the planning process, answers need to be given to several questions:

- How long will the planning process last in weeks or months?
- What future time horizon will the plan address; i.e. ten years, twenty years, fifty years?
- What subject matter will be included in the plan? Does it cover elements required to be included under the state planning enabling law?

– How much money will be earmarked for the planning process? Will the monies be linked to a particular time frame such as a fiscal year? Will contingency funds be available?

– What mix of human resources will be available to work on the planning process? Will local staff planners be given the day-to-day responsibility for developing the plan?

– Will some or all of the plan be developed by outside consultants?

– What time commitment are planning commissioners willing to make?



Keeping the Governing Body Informed

All of the planning commission's hard work will go for naught if the governing body fails to enact the commission's recommended plan. In order to minimize this possibility, the planning commission should be dealing with the governing body well in advance of when it formally transmits a recommended plan to that body for adoption. The following strategies will help achieve this objective:

1. *Commitment to Communication.* Plans are rejected by governing bodies for many reasons. Unfortunately, the lack of communication between the planning commission and the governing body, especially while the plan is being developed, is a primary reason plans are ignored or set aside by local legislatures. The planning commission can avoid this by reaching out to the governing body and opening lines of communication.

Early on, the commission needs to provide members of the governing body with an opportunity to share their perspective and vision relative to the plan development process. The commission also needs to share with the governing body how the plan will be developed, what its contents will include, and why it will be of value to the community. Expending time educating the governing body about the planning process will yield dividends during plan adoption.

2. *Develop a Timeline.* The planning commission should develop a timeline that will guide the plan development process. The timeline, with targeted milestones or completion dates, should be shared with the governing body. This action will provide elected officials with a clear picture of how the comprehensive plan will actually be assembled and by what time. No one should be in a position to complain later on that the proposed plan has taken them by "surprise."

3. *Involve & Inform the Governing Body.* The planning commission should seek to involve the governing body at various stages of the plan development process. For example, the elected body might be asked to participate in the development of the plan's goals and objectives. If the commission intends to involve the general public in

continued on page 11 sidebar

Ten Steps...

continued from page 9


gather and analyze data represents the heart of the planning process. A significant challenge, however, involves deciding how to manage the data gathering process. Experience shows that having too much data can be as much of a problem as not having enough. Clearly defining in advance the scope of the planning process should help minimize the potential for information overload.

Step Four: Identify Problems, Issues, and Concerns (PIC's).

The planning commission, in partnership with the local planning staff, will need to sift through the data accumulated with the goal of identifying the significant problems (and opportunities), issues, and concerns facing the community. This step is crucial because the resulting PIC's will function as the foundation for the comprehensive plan.

Determining what PIC's to include in the comprehensive plan will require decision making on the part of the planning commission. It is during this step that many commissions engage the public through community meetings, surveys, focus groups, or advisory committees. Securing the public's perspective regarding the range of problems, opportunities, and issues facing the community is critical not just to developing a sound plan, but to building a constituency that can help ensure the plan's ultimate adoption and implementation.

Step Five: Develop a "Vision" for the Plan.

Once community problems and opportunities have been identified, many planning commissions prepare a "vision statement," capturing in words what the community intends or wishes to become at some point in the future.  *Burlington's Vision.* The vision statement will give direction to the development of plan goals and objectives, the next step in the process. Preparation of a vision statement also offers another opportunity for involving the public. In some communities "visioning" or "futuring" forums have produced exciting results.

Step Six: Develop Plan Goals and Objectives.

Once the plan's vision statement is completed, the next step is to establish specific plan goals and objectives. If the locality is fairly homogeneous and there is general agreement and support for the vision statement, the selection of goals and objectives can be accomplished within a reasonable time frame. On the other hand, if the vision statement took time and effort to reach consensus on, it is likely that developing goals and objectives will require even greater diligence.

Step Seven: Generate and Evaluate Plan Options.

Finally, it's time to start drafting the plan! One common approach involves the development of a draft plan featuring a series of chapters or elements focusing on selected topics. For example, the draft plan might include chapters on the community's natural environment, transportation system, community facilities, as well as residential, commercial, and industrial uses. An alternative approach is to organize the plan around broad themes such as balanced growth, the preservation of rural character, enhanced economic vitality, and so on.

Each chapter or element featured in the plan should provide the reader with an explanation of its purpose, as well as an overview of the specific planning assumptions and goals and objectives contained in the element.

The various plan elements or chapters, once drafted, should next be used to formulate a series of possible land use futures for the locality. Each possible future would be a function of planning assumptions tied to the plan's vision statement, specific community goals and objectives, as well as different growth scenarios. The generation and evaluation of selected plan options presents the planning commission with one more opportunity to involve the public.

Step Eight: Select and Develop a Preferred Plan.

Once the various plan options have been reviewed and studied, the planning commission will need to select a


preferred option or approach. The final draft plan can then be prepared and formally received and considered for adoption by the planning commission.

Step Nine: Adopt the Plan, Set an Implementation Schedule.

Depending on your state code requirements one or more public hearings will likely be required before the draft plan can be adopted. Once adopted by the commission, the plan is forwarded to the governing body for consideration and final adoption.

The plan development process should be considered incomplete if a plan implementation strategy and schedule is not included in the document. This is critical, since a plan will make a difference only if it is implemented.

Step Ten: Monitor for Results and Impact.

Once a plan is adopted, the real work begins. Implementation requires commitment. It also implies accountability. Increasingly, plans are being written with the goal of fostering change. In order to do so, plans must be written in a manner that allows a locality to measure the impact the plan is having in the life of a community.  *Priorities for Plan Implementation.*

Plans also need to be regularly updated. In some states, state law prescribes this review. In Virginia, for example, a locality must review its comprehensive plan at least every five years. However, even without such a requirement, it makes sense periodically to review your plan. ♦

Michael Chandler is Professor and Community Planning Extension Specialist at Virginia Tech in Blacksburg, Virginia. Chandler also conducts planning commissioner training programs across the country, and is a frequent speaker at workshops. He is currently a member of the Blacksburg Town Council and the American Planning Ass'n Board of Directors.



the planning process through community meetings or public forums, members of the governing body should be invited to such events. As milestones are reached, written and oral status reports should be given to the governing body. If appropriate, the planning commission may decide to seek formal feedback from the governing body. Such efforts will help build the lines of communication between the commission and the governing body.

4. *Schedule Joint Work Sessions.* During the plan development process, the planning commission and the governing body might consider meeting in formal work sessions. Through discussion of the various elements and phases of the plan development process, the planning commission can both inform and learn from the governing body.

The key word to bear in mind when considering any plan adoption strategy is communication. Designing a strategy that places a premium on communicating with the governing body will substantially enhance the likelihood that the plan will be adopted.

The preceding is excerpted from Michael Chandler's "Developing the Comprehensive Plan: Part III," PCJ #12 (Fall 1993).



Burlington's Vision

An Editor's Note

The Burlington, Vermont comprehensive plan contains a series of vision statements which provide an overarching direction to the plan's more detailed policies and action recommendations. Our plan is organized in a fairly traditional manner, with chapters on land use; the natural environment; the built environment; transportation systems; economic development; community facilities; and so on. Each chapter starts with a vision statement. Here, for example, is the vision statement for the transportation chapter:

Burlington maintains a diverse transportation system that is safe, affordable, efficient and accessible for residents and visitors alike. Land use and transportation policy decisions are considered in relation to one another, and the various modes are linked together as part of a system. The city is focused towards improving linkages between adjacent communities and neighborhoods, making the best use of existing infrastructure, and expanding alternatives to the single-occupant vehicle. —WMS



Priorities for Plan Implementation

by Bernie Jones

Your plan has several dozen, or maybe several hundred, specific recommendations. So where do you start on the morning after it's been adopted? Here are several alternative strategies:

- *Early quick victories:* Start with some actions that are non-controversial, and thus most likely to be quickly adopted, thereby boosting morale, establishing momentum, and building a track record.

- *Importance:* Start with the plan's most important recommendation, regardless of its ease or difficulty.

- *Linchpin:* Start by addressing recommendations which pave the way for yet other recommendations to get implemented.

- *High profile:* Take some actions that are very visible and draw attention to the plan.

- *Maximize implementers:* Work to maximize the number of different parties each actively addressing at least one recommendation.

- *Multiple fronts:* Simultaneously address at least one recommendation from each of the plan's major sections.

It also makes sense to prepare an annual action agenda of recommendations you hope to see implemented that year. The idea here is to bite off a manageable chunk of the plan, involving the necessary implementers in that decision. That makes it their plan as well as yours.

Similarly, prepare an annual status report of what's been done. Keep on top of what's being implemented and let all the relevant audiences know each year what's been done, what has not – and why not. This helps to keep everyone's feet to the fire.

Excerpted from "A Primer on the Politics of Plan Implementation," PCJ #12 (Fall 1993). Bernie Jones has served as a member of the Denver, Colorado, Planning Board, and is the author of Neighborhood Planning: A Guide for Citizens and Planners (APA 1990).

COMPREHENSIVE PLAN

DRAFT Goals, Comprehensive Plan Outline, and Timeline – revised after discussion at 11/1/2022 P&Z meeting

(request to add Board strategic plan excel list and P&Z review of 1996 Comp Plan plus 1997 GDA Action Plan)

SP note to self: design new table listing all prior formal planning documents and contents)

Note to Planning & Zoning commissioners and Town staff: What follows is a draft intended to encourage constructive conversation. There are three tables on the following pages.

- The first outlines Colorado Municipal League goals for comprehensive plans
- The third outlines where we want to be at the beginning of FY 2024
- The second outlines possible content and is probably where our discussion should focus at tonight’s meeting:
 - What will be included?
 - Who’s going to do the work?
 - Which community members should have input?
 - When do we start working on it?

Comprehensive Plan Goals – from CML Master Plan Primer			
Goals – from DOLA Master Plan Primer	Notes / Links to Comprehensive Plan Outline (below)	Tasks for P&Z	Possible Partners
1. State and promote broad community values in the plan goals, objectives, policies and programs	Develop a process to engage the public, gather their input, and integrate into the vision, mission, and Comp Plan Outline	Ensure that this goal is being met and will be discussed in the updated Comprehensive Plan.	P&Z, mayor and board, civic groups, public meetings
2. Establish a planning process for orderly growth and development, and economic health	Much of this is in the 2022 LUC; cross reference the new Comp Plan clearly and explicitly to the 2022 LUC		Mayors, boards, managers of: <ul style="list-style-type: none"> • Cortez • Mancos • Towaoc • Montezuma County • Dolores County • Ute Mountain Ute Tribe • Federal and state land managers • Montezuma County Heritage Museum
3. Provide for a balance between the natural and built environment	Review existing conditions <ul style="list-style-type: none"> • Brief history • Physical setting • Steep slopes • Floodplain areas 		<ul style="list-style-type: none"> • Montezuma County • Federal and state land managers

	<ul style="list-style-type: none"> • Wildlife habitats • Existing land use patterns 		
4. Provide for coordination and coherence in the pattern of development	<p>Review existing conditions</p> <ul style="list-style-type: none"> • Brief history • Benchmark of current community values • Physical setting • Cross reference to updated LUC 		<ul style="list-style-type: none"> • Montezuma County
5. Balance competing interests and demands	<ul style="list-style-type: none"> • Prioritize essential services and maintenance • Consider budgetary constraints and opportunities 		P&Z, mayor and board, civic groups, public meetings
6. Reflect regional conditions and consider regional impacts			
7. Address both current and long-term needs			

**Draft Comprehensive Plan outline – Draft Components for the proposal scope of work –
Information from 1997 Comp Plan, 1996 Action Plan, and CML Comprehensive Plan Road Map**

Meets Goal # ??	Major and Secondary Headings	Tasks for P&Z	Possible Partners
<p>1. State and promote broad community values in the plan goals, objectives, policies and programs</p>	<p>Introduction</p> <ul style="list-style-type: none"> • Community Engagement • Authorization, and Applicability (CRS citations) • Statement of Objectives, Policies, and Programs • Comp Plan organization 	<p>Coordinate with mayor and town trustees on content</p>	
<p>3. Provide for a balance between the natural and built environment 4. Provide for coordination and coherence in the pattern of development 6. Reflect regional conditions and consider regional impacts 7. Address both current and long-term needs</p>	<p>Plan's relationship regional plans and trends</p> <ul style="list-style-type: none"> • Economic growth potential and opportunities • Land-use inventory and capacity 		
<p>1. State and promote broad community values in the plan goals, objectives, policies and programs 2. Establish a planning process for orderly growth and development, and economic health 3. Provide for a balance between the natural and built environment 4. Provide for coordination and coherence in the pattern of development 6. Reflect regional conditions and consider regional impacts 7. Address both current and long-term needs</p>	<p>Specific topics:</p> <ul style="list-style-type: none"> • Land use <ul style="list-style-type: none"> ○ Residential – Commercial Transition • Cultural, Historical, and Social Setting <ul style="list-style-type: none"> ○ Historic Preservation ○ Housing, including attainable housing ○ Diversity, Equity, and Inclusion • Natural Setting • Proposed Light Industrial / Business Park • Town Appearance, Streetscape, Community Image • Transportation: Highway, streets, sidewalks, trails, bicycles, ORVs 		

	<ul style="list-style-type: none"> • Recreation and Tourism (note: this is a required topic) • Educational Facilities • Public Facilities and Services • Energy • Future land use patterns • Urban Influence Area 		
5. Balance competing interests and demands 7. Address both current and long-term needs	Compliance – Cross-reference to 2022 update of the land-use code		
5. Balance competing interests and demands 7. Address both current and long-term needs	Enforcement (new topic)		
7. Address both current and long-term needs	Maintaining and updating the plan		

DRAFT -- 10/24/2022

Timeline – FY 2023 and FY 2024			
Components	Tasks for P&Z	Partners	Team Leaders
FY 2023			
	Review goals; add or delete as necessary	Town staff, mayor and board of trustees	P&Z chair, Town Manager, Mayor
	Develop comp plan outline with major topics and subtopics	Town staff, mayor and board of trustees	P&Z chair, Town Manager, Mayor
	Work with Town Manager to convert outline into a scope of work for the grant proposal	Town staff, mayor and board of trustees	P&Z chair, Town Manager, Mayor
	Develop a budget to support all comp plan activities, including a contractor	Town staff, mayor and board of trustees	P&Z chair, Town Manager, Mayor
	Write and submit grant proposal	Town staff, mayor and board of trustees	P&Z chair, Town Manager, Mayor
	Ensure that match and/or any additional funds are included in the Town’s FY 2024 Budget	Town staff, mayor and board of trustees	P&Z chair, Town Manager, Mayor
	Hire a comp plan contractor to begin work in FY 2024		
FY 2024			
	P&Z works with comp plan contractor to complete a revised plan by EOY	Town staff, mayor and board of trustees	Comp plan contractor, P&Z chair, Town Manager, Mayor
	P&Z public hearings		
	Town Board public hearings		
	P&Z formal recommendation		
	Town Board vote		