

**PLANNING AND ZONING COMMISSION
AGENDA
NOVEMBER 7, 2023 6:30 P.M**

**420 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

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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 3, 2023 meeting.
 - 7.2 The minutes of the October 17, 2023 Continuation meeting.
8. STAFF UPDATES.
 - A. Manager Ruud
 - B. Attorney Kelly
 - C. Building Official Doudy
9. COMMISSIONER UPDATES.
10. DISCUSSION:
 - A. Continue working on the Comprehensive plan development process.
 - B. Review the 2019 P & Z Review of the 1997 Comprehensive Plan for the next discussion.
11. FUTURE AGENDA ITEMS: continue with the analysis of the Comprehensive plan contents.
12. ADJOURNMENT

PLANNING AND ZONING COMMISSION

MINUTES

OCTOBER 17, 2023 6:30 P.M CONTINUATION MEETING

420 CENTRAL AVE DOLORES CO. 81323

OR VIRTUALLY BY THE LINK BELOW:

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1. **CALL TO ORDER.** Chairperson Robinson called the meeting to order at 6:33 p.m.
2. **PLEDGE OF ALLEGIANCE.** The group recited the pledge.
3. **ROLL CALL.** Present at the meeting were Chairperson Robinson, Vice Chair Heeney Commissioners Watters, Powell and Tucker. Staff present were Manager Ruud, Building Official Doudy and Assistant Clerk Swope. Absent were ex Officios Lewis and Youngquist.
4. **IDENTIFICATION OF ACTUAL OR PERCEIVED CONFLICTS OF INTEREST.** None declared.
5. **PUBLIC PARTICIPATION 5 minutes per person.** None
6. **APPROVAL OF THE AGENDA.** Commissioner Powell moved and Commissioner Tucker seconded to approve the agenda.
Yes: all
No: none
7. **CONSENT AGENDA - NONE**
8. **Staff updates.**
Staff continues to work on form development for zoning development permits.
9. **Commissioner Updates.**
Commissioner Powell updated the group on the status of the National Historic Structure Register application for the Exon building. The application has been sent to the desk of the Keeper of the National Register; the Keeper has 45 days to review the application. Commissioner Powell raised a question about the Steakout Restaurant development. It

appears to her that the development is not compliant with Articles 7 and 8 of the Land Use Code concerning lot landscaping and parking lot landscaping. Commissioner Watters and Chairperson Robinson agreed with Commissioner Powell's opinion.

Chairperson Robinson, and Commissioners Powell and Watters requested the application be reviewed by the Zoning Administrator for alignment with the Land Use Code. Their comment was that if the application met the standards of the code then the new code does not meet the expectations of the Commission and some kind of action is required. Chairperson Robinson suggested that the town use the contracted planner to review the application as well. Building Official Doudy says the permit was issued as an existing business with no changes in use or space. Robinson says the landscaping in front does not comply. Manager Ruud asked if the Commissioners reviewed the application and they did not. Commissioner Tucker asked about the time period for the application. The development process started after the company purchased the property. The Commissioners stopped talking about this subject.

Building Official Doudy asked if the commissioners would be wanting to review other applications. Commissioner Watters responded that the answer will depend on the finding of the second review of this application.

10. Discussion on Initial preparations for the Comprehensive Plan revision:

A. Review / brainstorm different entities' responsibilities for the Comprehensive plan development. (See list from 10/3 meeting.)

The group added several more details to the charettes from the previous meeting.

(1) **Commissioners.** The commissioners will be comparing the new land use code to the existing comprehensive plan and the 2019 commissioners' review of the existing comprehensive plan.

(2) **Staff No new tasks added.**

(3) **Board of Trustees. No new tasks added.**

(4) **Consultant / Contract Planner.** Added to this group; data collection such as demographics, environmental and natural resources, preparations for community involvement events including reaching a representative sample of the community.

B. Review / brainstorm for possible partners. (See list from 10/3 meeting.)

Other partners identified are the State of Colorado, school teachers and staff, self-employed residents, and creative workers.

Identify "clients" of the comprehensive plan and "users" of the Comprehensive Plan.

C. **Review / brainstorm additional themes and topics. (See list from 10/3 meeting.)**

The group added a fourth sheet to the collection of brainstorming items. It is titled **“Dolores in 20 Years.”**

- We want the river corridor to be healthy and preserved.
- Population growth.
- Overuse of resources affecting air and water quality.
- Housing preferences changing to; more mobile, less ownership, smaller dwellings for affordability, subsurface development (basements), absentee property owners.
- Traffic trends, relocation of highway, right of way management, pedestrian uses, electric vehicles.
- Hazards, fire, flood. Are there current statutory air standards? Yes, for National parks.

D. **Review DOLA outline for Comprehensive Plan topics and review / brainstorm possible Comp Plan Chapters. (See chart in packet.)**

Two items were completed and removed from the chart. The tasks and partners have been developed.

E. **Have on Display, the LUC Purpose Statements so we can constantly refer to them to identify gaps and strategies to bring consistency in alignment between the LUC and Comp Plan. (This is a constant Part of a matrix style project development.)**

11. Future agenda items:

- A. Continue working on the Comprehensive plan development process.
- B. Review the 1997 Comprehensive Plan for the next discussion.

12. Adjournment

Linda Robinson, Chairperson

Ann Swope, Assistant Clerk

PLANNING AND ZONING COMMISSION

MINUTES

OCTOBER 3, 2023 6:30 P.M

420 CENTRAL AVE DOLORES CO. 81323

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1. **CALL TO ORDER.** Chairperson Robinson called the meeting to order at 6:30 p.m.
2. **PLEDGE OF ALLEGIANCE.** The pledge was recited.
3. **ROLL CALL.** Present at the meeting were Chairperson Robinson, Vice Chair Heeney, Commissioners Tucker, Powell, Watters, and Ex Officio Youngquist. Staff members present were Manager Ruud, Building Official Douady and Assistant Clerk Swope. Absent was Ex Officio Lewis.
4. **IDENTIFICATION OF ACTUAL OR PERCEIVED CONFLICTS OF INTEREST.** None
5. **PUBLIC PARTICIPATION 5 minutes per person.** No other people attended the meeting.
6. **APPROVAL OF THE AGENDA.** Commissioner Powell moved and Commissioner Watters seconded to approve the agenda.
Yes: All
No: none
7. **CONSENT AGENDA**
7.1 Minutes of the September 12, 2023 meeting.
Commissioner Powell moved to approve the minutes of September 12, 2023 with a spelling correction and the corrections to the section on the Mancos water shed plan meeting. In the minutes the sponsor of the meeting was "Colorado Water Conservancy Board." The presenter's name is "Sensa Wolcott from the Mancos Soil Conservancy District." The current plan is being sponsored by the" Mancos Soil Conservation District".

Yes: All
No: none

8. Staff updates.

Manager Ruud updated the Commission about the ongoing research and study of Proposition 123 participation. If the town opts in, that will open funding opportunities to any entity and developer or person to apply for funding for affordable housing. The town will establish a baseline of units to be built in the set time period for the funding. So far the manager and the mayor determine the only expected punishment for failing to meet the commitment is 12 months of standing out of participation. Manager Ruud is also gathering information for the Comprehensive Planning Grant. He is also developing the Request for Proposals from a qualified developer to develop affordable housing units on the 19th street properties.

Building Official Doudy updated the Commission on the status of Short-Term Rental permitted properties. Most permit holders do not live in the area. Of the 17 active permits, only three property owners live within twenty minutes of their permitted property.

Commissioner Heeney had questions concerning the remodel and landscaping of the restaurant previously called the Ponderosa. One question was if the landscaping met the standards of the new code. Heeney's other question was whether the parking surface was compliant with the code as far as watershed and drainage and if it be completely concreted. Building official Doudy answered that the landscaping met the requirements of the code and the surface treatment was compliant with the code too. Commissioner Watters wants to look at the Land Use Code regarding the parking lot and landscaping. Heeney asked if the application triggered any of the requirements. The answer was no it did not. Heeney did follow up with a previous notice that the lighting style for the new raised deck was not dark sky compliant. The contractor has been notified and the lighting will be corrected to be compliant.

Commissioner Tucker asked about the scheduled annual review of Short-Term Rental permits. Concerning the number of permits, the number of eligible dwelling units must be determined annually and the permit number is equal to 7% of that number. Right now, there will need to be 6 additional eligible dwellings to add one more permit to the total. The town homes being built on Hillside Avenue will add an additional 8 units which will allow one additional permit to the total. The affordable housing project will not be included in the eligible inventory.

9. Commissioner Updates.

Commissioner Powell reports the listing of the Exon building on the national register is pending but Shirley must revise the application one more time.

10. Discussion: Naming tasks for the Commissioners, listing possible partners in the development, and consolidating the LUC purpose statements.

The commissioners spent time listing tasks and partners and other elements they will

use for completing the Comprehensive Plan update. They wrote the items on a sheet of easel paper and will continue using the information as they progress. They will use the criteria that the Department of Local Affairs has in their tool kit for Comprehensive Plan. They will borrow from action plans the town has in its archives and invite the public (residents) to participate in identifying the values and long-term goals of the community. The goal for this activity is to organize the information for the planner who is chosen for the project.

11. Future agenda items: continue with the analysis of the Comprehensive plan contents.

12. **Adjournment.**

The Commissioners will hold a continuation meeting on October 17, 2023 to continue the preparations of updating the Comprehensive Plan.

Chairperson Robinson moved and Commissioner Powell seconded to continue the meeting to October 17, 2023 at 6:30 p.m.

Yes: All

No: none

The meeting closed at 8:12 p.m.

Linda Robinson, Chairperson

Ann Swope, Assistant Clerk

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+1owres.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.

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.

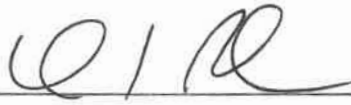
The narrow gauge ran until 1951. Seven Galloping Geese were built in 1931 and 1932. Goose number five carried mail, passengers and light freight to Rico and Ridgeway until 1951. The Dolores Rotary Club purchased Goose number 5 in 1952. It sat for many years and was restored by the Dolores Rotary Club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

- 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