

PLANNING AND ZONING COMMISSION
September 25, 2013 MEETING PACKET
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**AGENDA
CITY OF GUNNISON
PLANNING & ZONING COMMISSION
REGULAR MEETING
Rev 9/20/2013**

DATE: WEDNESDAY, SEPTEMBER 25, 2013
TIME: 7:00 P.M.
PLACE: CITY HALL, COUNCIL CHAMBERS, 201 WEST VIRGINIA AVE.

7:00pm

- I. CALL TO ORDER**
- II. PLEDGE OF ALLEGIANCE TO THE FLAG**
- III. UNSCHEDULED CITIZENS**
- IV. CONSIDERATION OF THE AUGUST 28, 2013 MEETING MINUTES**
- V. ACTION TO EXCUSE COMMISSIONERS NIEMEYER AND WHITE FROM THE SEPTEMBER 11, 2013 PLANNING AND ZONING COMMISSION MEETING.**
- VI. OVERVIEW OF PROCESS TO REVISE THE *CITY OF GUNNISON MASTER PLAN***
- VII. COUNCIL UPDATE**
- VIII. COMMISSIONER COMMENTS**
- IX. PLANNING STAFF UPDATE**
- X. ADJOURN**

To comply with ADA regulations, people with special needs are requested to contact the City of Gunnison Community Development Department at 641.8090.

This agenda is subject to change, including the addition or deletion of items at any time. Regular Meetings and Special Meetings are recorded and action can be taken. Minutes are on the City website at www.cityofgunnison-co.gov. Work sessions are not recorded and formal action cannot be taken. For further information, contact the Community Development Department at 641-8090.

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**DRAFT MINUTES AUGUST 28, 2013
CITY OF GUNNISON PLANNING AND ZONING COMMISSION
REGULAR MEETING**

7:00PM

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MEMBERS	PRESENT	ABSENT	EXCUSED
Erik Niemeyer	X		
Erich Ferchau	X		
Andy Tocke	X		
Bob Beda	X		
Greg Larson	X		
Stephanie White	X		
Councilor Stu Ferguson	X		

OTHERS PRESENT: Community Development Director Steve Westbay, Planning Technician Pam Cunningham, Police Chief Keith Robinson, Steve Bathje, Karl Fulmer, and Ellen Harriman.

I. CALL TO ORDER AT 7:00 PM BY CHAIR GREG LARSON

II. PLEDGE OF ALLEGIANCE TO THE FLAG

III. UNSCHEDULED CITIZENS.

IV. CONSIDERATION OF THE AUGUST 14, 2013 MEETING MINUTES. Commissioner Tocke moved and Commissioner Niemeyer seconded to approve the August 14, 2013 meeting minutes as presented.

Roll Call Yes: Ferchau, Beda, Larson, White, Ferguson, Niemeyer, Ferchau
 Roll Call No:
 Roll Call Abstain:
 Motion carried

V. PUBLIC HEARING AND POSSIBLE ACTION: CU 13-3

Open Public Hearing. Chair Larson opened the public hearing at 12:02 p.m.

Proof of Publication. Proof of publication was shown for the record.

Review of Process. Director Westbay reviewed the process for a Conditional Use application and the Staff Observations. There are no conflicts with the review criteria.

Applicant Presentation. Police Chief Keith Robinson addressed the Commission. He explained that City Council approved purchase of the land and the new Police Department and Communications Center is under construction. In the conceptual drawings of the building the City Engineer represented the towers with lines to depict the antennas, but they may look slightly different. He explained how the antennas would be located and the layout of the site. The antennas will be on the alley side of the building and will be masked from view by the corner of the building on the north side. They are self-supporting so there will be no guy wires. The line of sight to the transmitters on W-Mountain is across the alley. The radios are on VHS, 800 MHz and satellite links to W-Mountain. The communications engineer will check to make sure there is no radio interference. The exact way they will be put up will be determined by the radio technicians. The maximum height is 21 feet and they should be lower than the vent pipes of the building.

Commissioner Tocke asked if there is any concern that a future building could interfere with transmission. Chief Robinson said that most of the area is already build out and the line of site to W-Mountain is the street and City right-of-way, so there should not be any interference.

Commissioner White asked what the towers are. Director Westbay explained that the towers are metal structures that are hollow. They are for radio communication. The facility is the Communications Center and Police Department. The Communications Center is currently located in the County Courthouse basement.

Chair Larson asked if another Conditional Use approval would be required in the future if there is new technology requiring taller antennas. Director Westbay responded that the new *LDC* allows communication towers in the Industrial zone district.

Public Input

Steve Bathje addressed the Commission. He stated that he owns the property at 604 S. 9th Street, next to the new Communications Center as well as the vacant lot behind it. One question he had, which has been answered, was if a new building would interfere with the radio transmission. He asked if the antennas will have lights on them. Chief Robinson replied that they will not since they will be lower than the roof line. Mr. Bathje said that when he was on the Met Rec Board several years ago there were problems with a radio in the area leaking into the television signal. He said that since everything has gone digital it hasn't been a problem, but it is something to be aware of. He also said that one power line has been moved, but asked if the tower signal will clear the power line. Chief Robinson said they will test for interference and that the power lines have been, or will be, buried.

Staff Presentation. Director Westbay said he had nothing to add. Staff has no issues and recommends approval.

Commission Discussion. There was none.

Close Public Hearing. Chair Larson closed the public hearing at 7:15 p.m.

ACTION

During the regular Planning and Zoning Commission meeting held on August 28, 2013, Commissioner Beda moved, and Commissioner Tocke seconded, and the Commission voted to APPROVE Conditional Use application CU 13-3, submitted by the City of Gunnison Police Department to operate an electronic transmission and reception device at 910 West Bidwell Avenue, based on the following Findings of Fact and Condition:

FINDINGS OF FACT:

1. The Planning and Zoning Commission finds that the record of this action includes the application contents on file with the City of Gunnison; all comments entered into the Public Hearing record; and provisions of the *City of Gunnison Land Development Code* and the *City of Gunnison Master Plan*.
2. The Planning and Zoning Commission finds that this Conditional Use application is for the operation of an electronic transmission and reception device in the Industrial zone district.

3. The Planning and Zoning Commission finds that the proposed use is compatible with *LDC* use standards and the surrounding neighborhood.
4. The Planning and Zoning Commission finds that the proposed use complies with the dimensional standards, landscaping and parking requirements of the *Land Development Code*.
5. The Planning and Zoning Commission finds that the applicant meets the Conditional Use review standards stated in the *LDC*.
6. The Planning and Zoning Commission finds that the electronic transmission and reception device is crucial to provide public safety services for the community.
7. The Planning and Zoning Commission finds that the electronic transmission and reception device will not be a detriment to the community's health, safety and welfare as long as the following condition is fulfilled:

CONDITION:

1. The applicant shall install the electronic transmission and reception device as indicated on the site plan dated June 28, 2013.

Roll Call Yes: Niemeyer, Ferchau, Larson, White, Ferguson, Tocke, Beda
Roll Call No:
Roll Call Abstain:
Motion carried

VI. COUNCIL UPDATE. Councilor Ferguson updated the Commission on recent Council business:

- Council took action on a Contract for Service with the Gunnison/Crested Butte Tourism Association to fund an eight-page insert for the *Official Colorado State Vacation Guide*. The insert will cost \$96,000 but 500,000 of the vacation guides will be distributed worldwide. In addition to the tear out insert, the full page on the back of the guide will be a Gunnison/Crested Butte ad. The Tourism Association also has the first right of refusal for future years. Councilor Ferguson explained that the summer tourism window keeps shrinking because schools are getting out later in the spring and starting earlier in the fall. Chair Larson interjected that the TA should market to AARP. Councilor Ferguson responded that there is a second wave of visitors in September, after schools are in session and we are marketing to that group now.

VII. COMMISSIONER COMMENTS

- Chair Larson thanked staff for a great presentation at the City Council meeting on the *LDC*;
- Commissioner Ferchau asked if effectiveness of the marketing insert will be tracked; Councilor Ferguson said there are several mechanisms including on a website; and
- Commissioner Tocke asked to be excused from next meeting.

VIII. ACTION TO EXCUSE COMMISSIONER TOCKE FROM THE SEPTEMBER 11, 2013 PLANNING AND ZONING COMMISSION MEETING. Commissioner Niemeyer moved, Commissioner White seconded and the Commission voted to Excuse Commissioner Tocke from the September 11, 2013 meeting.

Roll Call Yes: Ferchau, Tocke, Beda, Larson, Ferguson, White, Niemeyer

**DRAFT MINUTES AUGUST 28, 2013
CITY OF GUNNISON PLANNING AND ZONING COMMISSION
REGULAR MEETING**

7:00PM

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Roll Call No:
Roll Call Abstain:
Motion carried

IX. PLANNING UPDATE. Director Westbay updated the Commission on recent activity in the Community Development Office.

- Staff has been preparing departmental budgets for 2014;
- The second open house for the *Access Control Plan* was held last week; there was some public interested but no controversy. The *Access Control Plan* will wrap up in November.
- City Council acted on an Ordinance for the *Gunnison Rising Stormwater Master Plan*;
- The Community Development Department semi-annual report was presented to Council and will be sent out to the Commission;
- Final comments to the US Fish and Wildlife Service on the Gunnison Sage-grouse listing were ready for Council's approval but the City received an e-mail that the timeline had been extended from Sept 3 to early October. Next week an economic analysis related to the listing will be published and there will be public hearings in early October in Gunnison and Monticello. Final comments will be due October 13th. Since this change gave an additional month and a half, staff asked Council to defer on making a final decision on the comments.
- Commissioner Tocke asked about the Access Control Plan and what level of traffic Gunnison would need to have to make changes to parking on Tomichi that might be similar to the situation in Delta. Director Westbay responded that Delta uses medians to control intersections. In terms of the traffic volumes, significant amounts would be necessary to cause changes to the community. Those changes are in the order of magnitude, for instance, an increase from 10,000 trips per day to 35,000 trips per day would cause traffic issues where intersections aren't functioning appropriately. Commissioner Tocke asked if Delta has reached those thresholds. Director Westbay responded that the medians in Delta were incorporated as part of the design of the downtown, not as part of an Access Control Plan. He said that with snow removal operations in Gunnison it would be difficult to see medians being functional.
- Commissioner Niemeyer asked if there is an opening date set for the Tractor Supply Company. Director Westbay responded that he doesn't know an exact date, but the developer indicated it will be in early September. The walkthrough for the final inspection is tomorrow. If he hears an official date he will send an e-mail out. O'Reilly Auto Supply has made preliminary contact about building [in the Blue Mesa Shopping Center] as well.

X. ADJOURN. Chair Larson adjourned to a Work Session at approximately 7:34 pm.

Greg Larson, Chair

Attest:

Pam Cunningham, Secretary

MEMORANDUM

TO: Planning and Zoning Commission
FROM: Steve Westbay
DATE: September 25, 2013
RE: City Master Plan

INTRODUCTION

In the State of Colorado cities and counties are authorized to prepare comprehensive plans as a long-range guiding document for a community to achieve its vision and goals. The comprehensive plan (or master plan) provides the framework for regulatory tools like zoning, subdivision regulations, annexations and other policies. A comprehensive plan promotes the community's vision, goals, objectives, and policies; establishes a process for orderly growth and development; addresses both current and long-term needs; and provides for a balance between the natural and built environment. (C.R.S. 30-28-106 and 31-23-206). Elements addressed in a comprehensive plan may include: recreation and tourism (required by C.R.S.); transportation; land use; economic development; affordable housing; environment; parks and open space; historic and cultural preservation; capital improvements; efficiency in government; sustainability; energy; and, urban design.

The City's first *Master Plan* was adopted in the mid-1980's and was revised in 1997. The existing *City of Gunnison Master Plan (Master Plan)* was adopted in 2007. There have been significant changes to the community since 2007, which drives the need to update the *Master Plan*. The purpose of this memorandum is to provide an overview of the *Master Plan* update, which is anticipated to begin early next year.

Existing Master Plan. Under *State Statute* directives, master plans can address a myriad of topics, but the Legislature mandates that they address recreation and tourism. The 11 chapters of the City's *2007 Master Plan* address topics including land use and growth, housing, transportation, and public safety.

Since 2007, the City has adopted three sub-area plans that are component documents to the *2007 Master Plan*. The *West Gunnison Neighborhood Plan*, adopted in 2008, directs how in-fill development will occur in the western part of the community. The *West Gunnison Neighborhood Plan* encompasses an area bounded by Highway 50 on the east and south, Tomichi Avenue on the north, and the Gunnison River on the west.

The *VanTuyl Ranch Management Plan* (August 2010) is another sub-area plan that has been adopted by the city. This plan was developed prior to the annexation of the Ranch. This structure of the plan is very diverse but it focuses on future land uses, agriculture management strategies, and natural resource management.

The *City of Gunnison Non-Motorized Transportation Plan* is the third sub-area plan that has been adopted by the City. This plan, adopted in April 2013, directs future development of multi-use trails, sidewalks and bike lanes on city streets.

Council's Priorities. While the idea of updating the *2007 Master Plan* has been identified as a priority since about 2010, the City Council has recently expressed an interest in assessing policies for economic development and highway corridor business functions, with an emphasis on the Central Business District. The City's draft *2014 Budget* includes two capital expenditure line items that would be directed to the planning efforts of economic development and a highway corridor planning project.

The Council supports the notion that economic development and a highway corridor plan be addressed in an open forum with an emphasis upon community input. The Community Development Director believes that these topics are elements of the *Master Plan* update and has suggested that they be assessed as part of the update process.

RELEVANT COMMUNITY CHANGES

As previously stated there have been several major changes that elevate the need to update the *Master Plan*. This section highlights the obvious changes, such as annexation of new territory and the need to have a master plan that will serve as a blue print to facilitate existing and future trends.

Annexations. The Gunnison Rising annexation (2010) and VanTuyl Ranch annexation (2012) have extended the city boundary and future service needs to these annexed territories. It is critical that the updated *Master Plan* direct future uses on these newly annexed territories. The VanTuyl Ranch will not require significant utility extensions, but agriculture operations and recreation uses add to administrative functions and budgeting needs. These factors are documented in the *VanTuyl Ranch Management Plan* and PUD zoning standards that apply to the Ranch.

Annexation of Gunnison Rising has provided the ability to plan and manage future growth of the community. Understanding and directing the future service needs to facilitate this growth is a paramount need to be documented in a new *Master Plan*. These service needs will include utility and street extensions as well as services such as fire, police and administrative functions. Gunnison Rising is a master planned PUD, detailing future street layout, land uses and other related functions. However, the existing *Master Plan* only addresses the annexation in a superficial manner. The updated *Master Plan* will provide a more in depth documentation regarding the parameters of this annexation.

West Gunnison. The 2007 *Master Plan* recognized that the majority of future infill development will occur in West Gunnison. In 2008 the City developed the *West Gunnison Neighborhood Plan* which serves as a sub-area plan to the *Master Plan*. This plan focused on the defining the future physical development of this area of the community. One of the significant outcomes of the *West Gunnison Neighborhood Plan* was that the City took over the wastewater services previously provided by the West Gunnison Sanitation District. This has helped facilitate additional utility extensions and subdivisions of property in this area. The existing *Master Plan* does not contemplate the planning details addressed in the *West Gunnison Neighborhood Plan*, and a revised *Master Plan* will provide necessary integration or a more clearly defined blueprint for infill development.

Transportation. The 2007 *Master Plan* provides a general summary of transportation functions but the breadth of this topic has changed significantly. For example, street extensions associated with the Gunnison Rising annexation are significant and the updated *Master Plan* will provide clearer direction regarding transportation elements of the Gunnison Rising annexation.

Non-motorized transportation functions have also significantly changed since 2007. The recreation ballot initiative (2007) allocated funds for constructing the ice rink, pool and future trails. The obligation to spend one million dollars for the construction of trails will be met in 2014. However, there are additional trail segments identified in the *Non-Motorized Transportation Plan* (2013) to be completed. While the *Master Plan* contemplated non-motorized transportation needs it does not have the depth and context of information that is found in the *Non-Motorized Transportation Plan*. The updated *Master Plan* can address the scope of information to better direct future trails and sidewalk extensions.

MASTER PLAN COMPONENTS

As stated previously, the *Colorado Revised Statutes* require that master plan documents address recreation and tourism elements of a community. Updating the *Master Plan* will provide an opportunity to assess other topics of community interest that may not be addressed in the 2007 *Master Plan*. For example, the City Council has expressed an interest in addressing economic development and planning details for the commercial corridor, with an emphasis on downtown revitalization. Other components of the plan may include, but not be limited to, water resource management, impacts associated with the Gunnison Sage-grouse and future utility service expansion.

REVISION PROCESS

Development of the *Master Plan* should include ample opportunity for public input. Public outreach can be accomplished in several ways including open houses and public meetings, surveys, meeting with community groups and allowing a mix of community members to help guide development of the plan. Master plans are often developed with guidance from a committee that may include elected officials, interested community members and City staff. The ways and means to garner public input has not yet been established, but it will be a critical part of the development of the new *Master Plan*.

Staff is beginning to evaluate how to move forward with the process of updating the plan. One project that will likely be part of the initial process is a “state of the community” evaluation or a needs assessment. Staff hopes to have some of this preliminary work completed by the end of the year. The real plan development process will start in earnest sometime in early 2014. The Council will be considering a 2014 Budget with a certain amount of funding to help facilitate development of the new *Master Plan*. It is anticipated that the majority of the funding support will help facilitate public involvement as well as provide technical expertise for developing some elements of the plan. It is anticipated that the development of the plan will take between 12 and 18 months.

CONCLUSION

The 2007 *Master Plan* is outdated because of significant changes to the community since 2007. Additionally, City Council has given directives to assess economic development and business corridor revitalization. These directives from Council would best be addressed in conjunction with the update of the *City Master Plan*. The Planning and Zoning Commission will be directly involved with the development of the new *Master Plan* and the process will begin early next year.