



**TOWN OF PAONIA**  
**WEDNESDAY, JUNE 01, 2022**  
**PLANNING COMMISSION MEETING AGENDA**  
**2:00 PM**  
**VIRTUAL ONLY**  
[meet.google.com/jui-vzrp-yky](https://meet.google.com/jui-vzrp-yky)

**Roll Call**

**Approval of Agenda**

**New Business**

Minutes

Intergovernmental Agreement Discussion with Delta County Planning

Comprehensive Plan Discussion

**Adjournment**

CANCELLED

AGENDA SUMMARY FORM

<p>Agenda Item</p> 	<p>Roll Call</p>
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Summary:  
Meeting opening -

Vote:	Barb Heck:	Karen Budinger:	Monica Foguth:
Steve Clisset:	Mary Bachran:		

AGENDA SUMMARY FORM

<p>Agenda Item</p> 	<p>Approval of Agenda</p>
--	---------------------------

Summary:

Vote:	Barb Heck:	Karen Budinger:	Monica Foguth:
Steve Clisset:	Mary Bachran:		

AGENDA SUMMARY FORM

Agenda Item # CALL	Minutes –
	

Summary:

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Vote:	Barb Heck:	Karen Budinger:	Monica Foguth:
Steve Clisset:	Mary Bachran:		

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**Minutes**  
**Planning Commission Meeting**  
**Town of Paonia, Colorado**  
**February 24, 2022**

**RECORD OF PROCEEDINGS**

The Regular Meeting of the Paonia Planning Commission was called to order on February 22, 2022, at 4:00 pm by Monica Foguth, Chairperson. No video record available.

**Roll Call**

Commission members present were as follows: Chairperson Monica Foguth, Mayor Mary Bachran, and Trustee Karen Budinger, and Commissioner Barb Heck & Steve Clisset.

Also present were Town Administrator/Town Clerk Corinne Ferguson and Deputy Clerk Amanda Mojarro.

A quorum was present, and Chairperson Foguth proceeded with the meeting.

**Approval of Agenda**

Motion to approve agenda as presented by Mayor Bachran, seconded by Commissioner Heck. Motion unanimously passed.

**New Business**

**Planning Commission Re-zoning application review request for 1375 Third Street:** Property owners Kira Sadighi and Evan Coffey requested to re-zone from existing zone C-1 to proposed zone R-1.

Discussion points:

- Discussed different zoning options.
- Discussed the housing issues in town.
- Discussed the setback requirements.
- Discussed the reason it was zoned C-1. The reason was that the clinic wanted to expand and build a rehabilitation clinic.

Motion by Commissioner Heck, seconded by Mayor Bachran to recommend to the Board of Trustees the approval of the proposed re-zone application for 1375 Third Street to re-zone to an R-1. Motion carried unanimously.

**Adjournment**

Chairperson Monica Foguth adjourned the meeting at 4:30 pm

\_\_\_\_\_  
 Corinne Ferguson, Administrator/Clerk

\_\_\_\_\_  
 Monica Foguth, Chairperson

AGENDA SUMMARY FORM

	Intergovernmental Agreement Discussion with Delta County Planning
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Summary:

Notes:

Possible Motions:  
  
Motion by: \_\_\_\_\_ 2<sup>nd</sup>: \_\_\_\_\_ vote: \_\_\_\_\_

Vote:	Mayor Bachran	Trustee Knutson	Trustee Markle
Trustee Smith	Trustee Stelter	Trustee Valentine	Trustee Weber

## Common Points for IGAs:

### Boundaries:

- For purposes of this IGA, Urban Growth Boundary (UGB) means properties located within a 3-mile distance measured from a municipality's border, where County and City/Town agree to plan for future growth such that projects conform with municipal standards as much as possible upon annexation.
- Each municipality shall establish a Sphere of Influence (SOI) map in consultation with County illustrating parcels where municipal annexation is feasible for purposes of this IGA. The SOI is meant to be a subset of properties within the Urban Growth Boundary.
- UGB and SOI boundaries shall be mapped using GIS such that the data can be used in conjunction with other parcel-based maps (e.g. zoning maps) to help identify parcels subject to the IGA.
- A Sphere of Influence map can be amended without amendment to the IGA upon mutual consent of \_\_\_\_

### Subdivision:

- All subdivision (minor plat, preliminary plat) requests to the County within the municipality's Sphere of Influence (maps attached) shall be redirected to the municipality for processing.
- If the municipality declines to process the request, the County will process the request, subject to the following:
  - The request complies with the County's zoning;
  - There is adequate fire protection, adequate water and sewer service is available;
  - No cisterns or wells are permitted within any municipality's Sphere of Influence; and
  - Connection to municipal sewer is required if the project is within a 400 feet of an existing sewer main
- Where the County moves forward with review and approval of a subdivision within the municipality's sphere of influence:
  - If municipal infrastructure does not exist adjacent to the project, right of way shall be dedicated to accommodate all municipal standards (curb, gutter, stormwater, setbacks, building heights, etc)
  - If municipal infrastructure does exist adjacent to the project, infrastructure will be required to be constructed that meet applicable municipal standards (curb, gutter, stormwater, setbacks, building heights, etc)
- When a municipality annexes property, it shall annex the full width of all adjacent road right-of-way, including any portions of roadway connecting to the property being annexed that were not previously annexed.
- For properties that cannot meet annexation requirements, but are located within the Growth Management Boundary, a pre-annexation agreement between the municipality and property owners shall be executed that outlines how and when municipal services will be made available as well as terms for annexation when statutory requirements are met PRIOR to County approval of the application.
-

### Land Use/Rezoning

- A property owner applying for a Limited Use, Conditional Use, and/or Rezoning within the Sphere of Influence will be required to consult with the municipality as to the ability to annex.
- If the project requires water and/or sewer from the municipality, the applicant shall be required to apply for annexation.
- For all Limited Use and Conditional Use applications where no annexation is feasible or water/sewer are not necessary:
  - A referral shall be sent to the municipality per the Referral Process.
  - Municipal comments regarding building heights, setbacks, traffic, or other impacts to the municipality shall be addressed prior to approval.
  - Municipal comments shall be consistent with municipal requirements for similar type uses.
- No Medium or Large Animal Feeding Operations are allowed within the Growth Management Boundary regardless of the underlying zoning.

### Referral Process

- For all Subdivision (minor plat, preliminary plat), Limited Use, Conditional Use, and Rezone applications located within the Growth Management Boundary:
  - County informs a municipality as part of the pre-application stage in the County's land use review process.
  - County invites the applicable municipality to attend the pre-application meeting which is to identify applicable review procedures (by County or municipality) and potential issues before an application is filed.
- As part of the pre-application process, municipalities are encouraged to inform applicants and County of municipal requirements that will be requested so they can be included in the letter sent with application instructions.
- The pre-application referral shall serve as a right of first refusal for the municipality relative to providing services.
- Once an application is deemed complete, County routes the application for review and comment by municipalities.
- Failure of a municipality to respond within the prescribed referral period is interpreted as consent to the contents of the application.

### Impact Fees

- County projects pay County impact fees
- Municipal projects pay applicable City/Town impact fees

### City of Delta

- The County shall not approve urban density within the City's urban growth boundary
- Building permits required in Hwy 92 Overlay District (Still in effect)
- Airport service without annexation and no landscaping requirements

- Referral to municipality for water service first to prevent
- Referral to municipality for power service first

**Town of Cedaredge**

- Refer project within Cedaredge Municipal Influence Area to municipality for water service first to determine ...

**Town of Paonia**

- Highway 133 Corridor Overlay continues, Planning Areas A & B

**Town of Hotchkiss**

- Ability to require compliance with building codes in the Hothckiss Growth Management Area

**Town of Orchard City****Town of Crawford**





# 4. Zoning Map -Cedaredge and Orchard City Area-

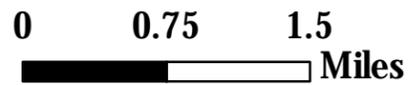
## Zone Districts

-  A-5
-  A-20
-  A-35
-  RI/C
-  UGA

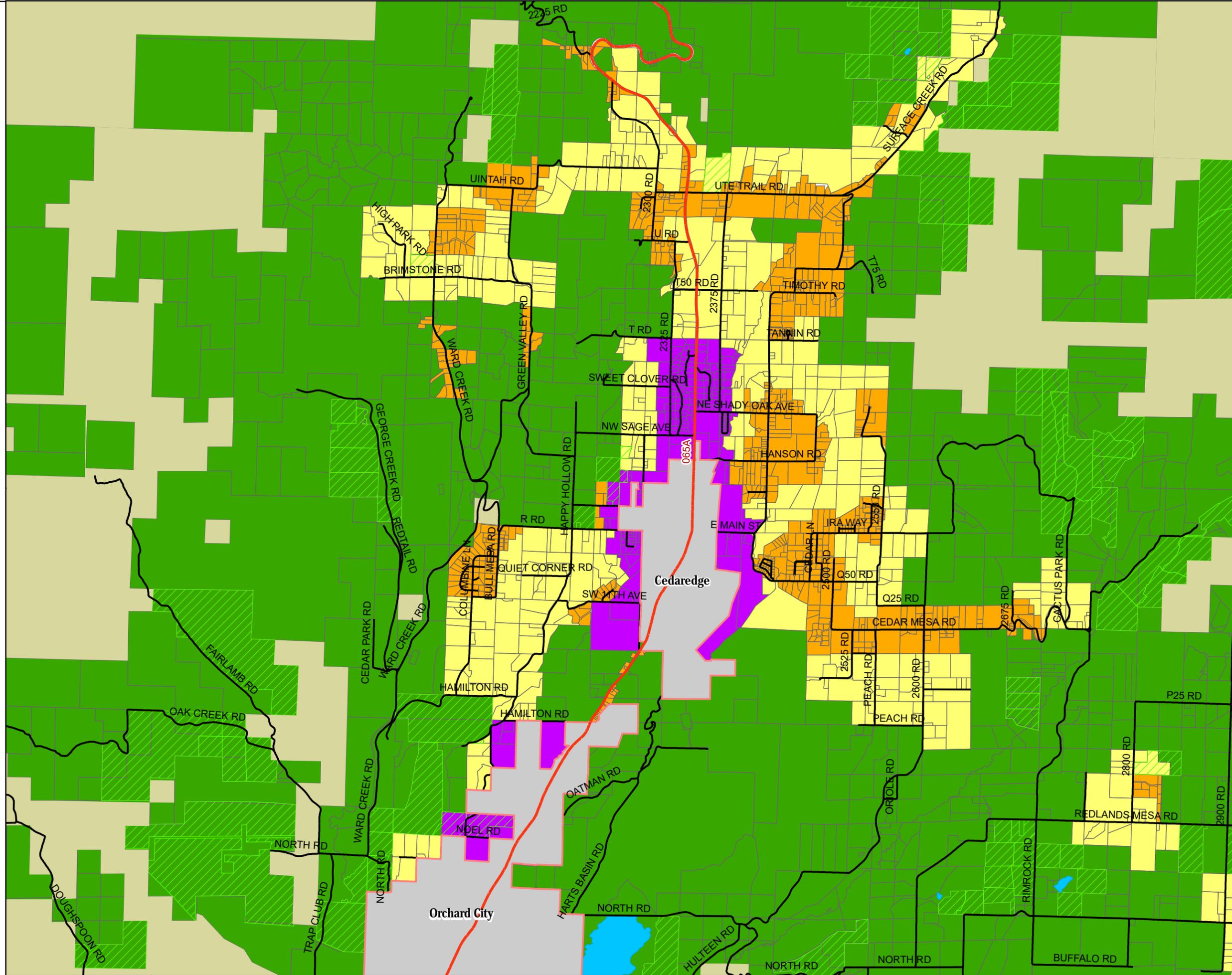
-  Parcels
-  Municipal Boundaries
-  Federal and State Lands
-  Conservation Easements
-  Highways
-  County Roads
-  Rail Lines
-  Rivers
-  Water Bodies



Delta County, Colorado



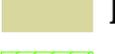
Disclaimer: This GIS map data is not a survey. The data is provided on an "as is" basis with no guarantee to be spatially accurate, complete, or current. Due to the dynamic nature of data, some inconsistencies will exist. The data is provided with the understanding that the conclusions drawn from such information are solely the responsibilities of the user.



4. **Zoning Map**  
**-Hotchkiss Area-**

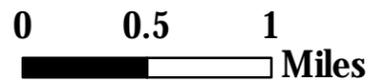
**Zone Districts**

-  A-5
-  A-20
-  A-35
-  RI/C
-  UGA

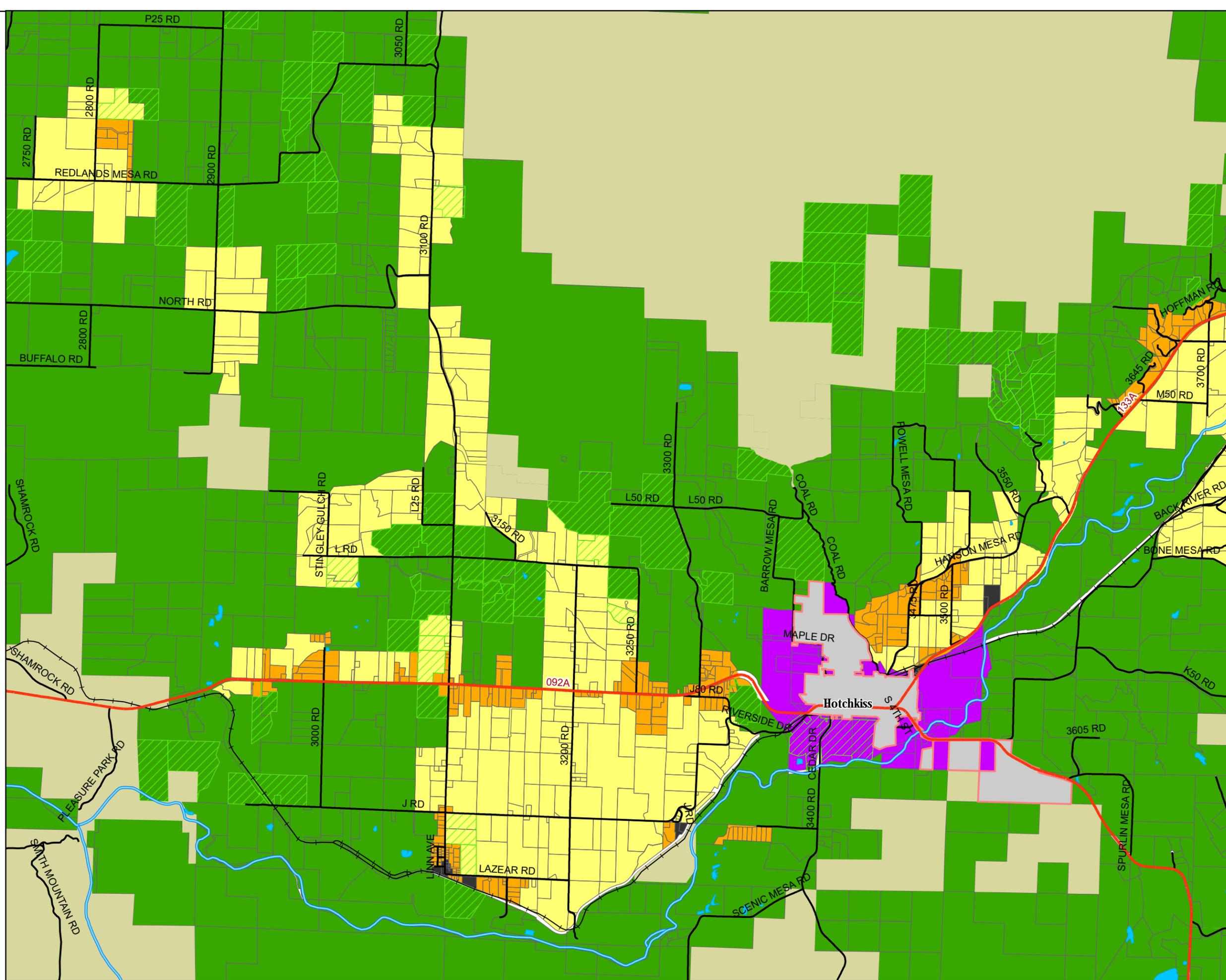
-  **Parcels**
-  **Municipal Boundaries**
-  **Federal and State Lands**
-  **Conservation Easements**
-  **Highways**
-  **County Roads**
-  **Rail Lines**
-  **Rivers**
-  **Water Bodies**



Delta County, Colorado



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4. **Zoning Map**  
**-Paonia Area-**

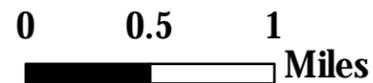
**Zone Districts**

- A-5
- A-20
- A-35
- RI/C
- UGA

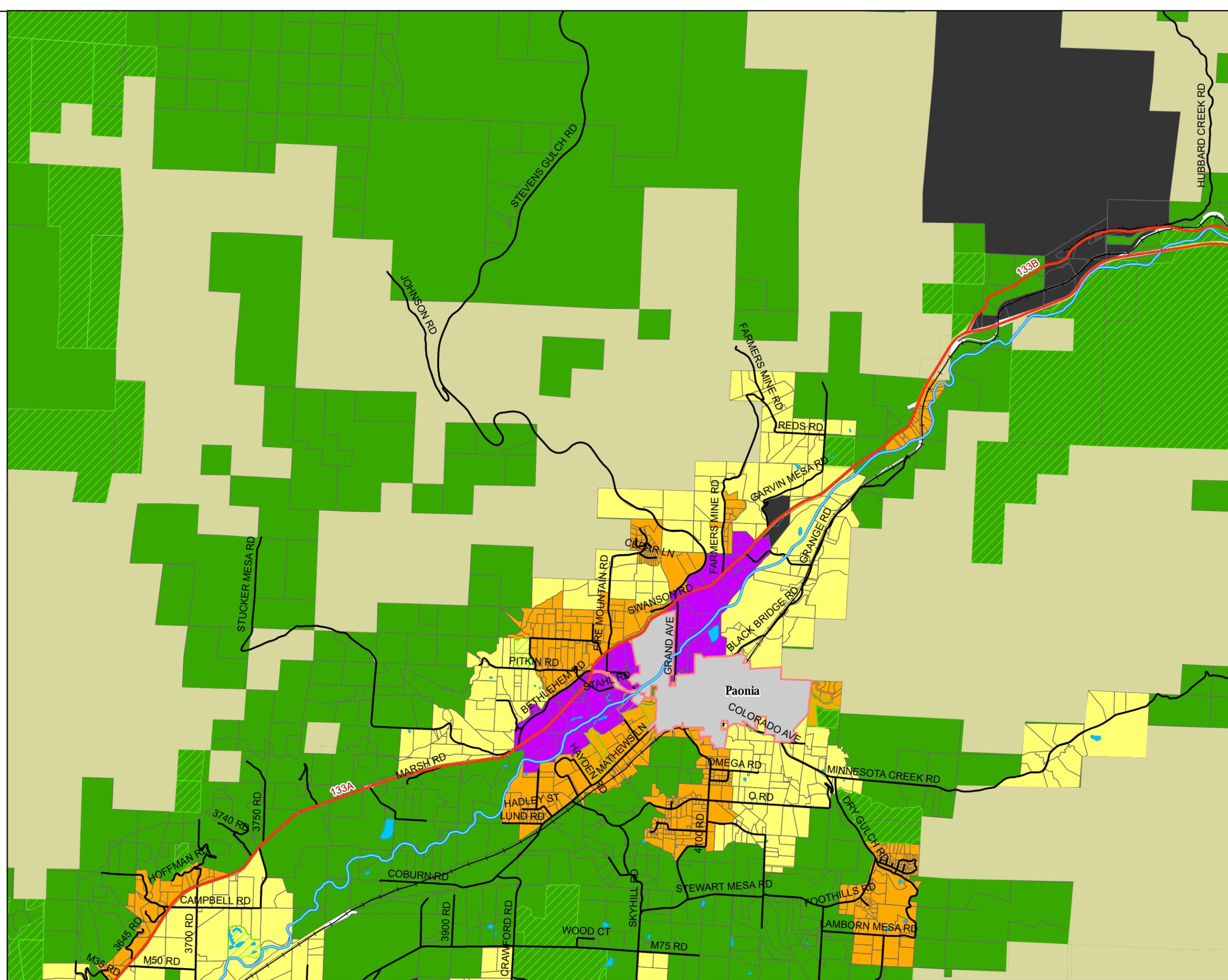
- Parcels**
- Municipal Boundaries**
- Federal and State Lands**
- Conservation Easements**
- Highways**
- County Roads**
- Rail Lines**
- Rivers**
- Water Bodies**



Delta County, Colorado

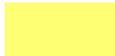


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4. **Zoning Map**  
**-Crawford Area-**

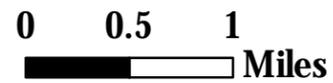
**Zone Districts**

-  A-5
-  A-20
-  A-35
-  RI/C
-  UGA

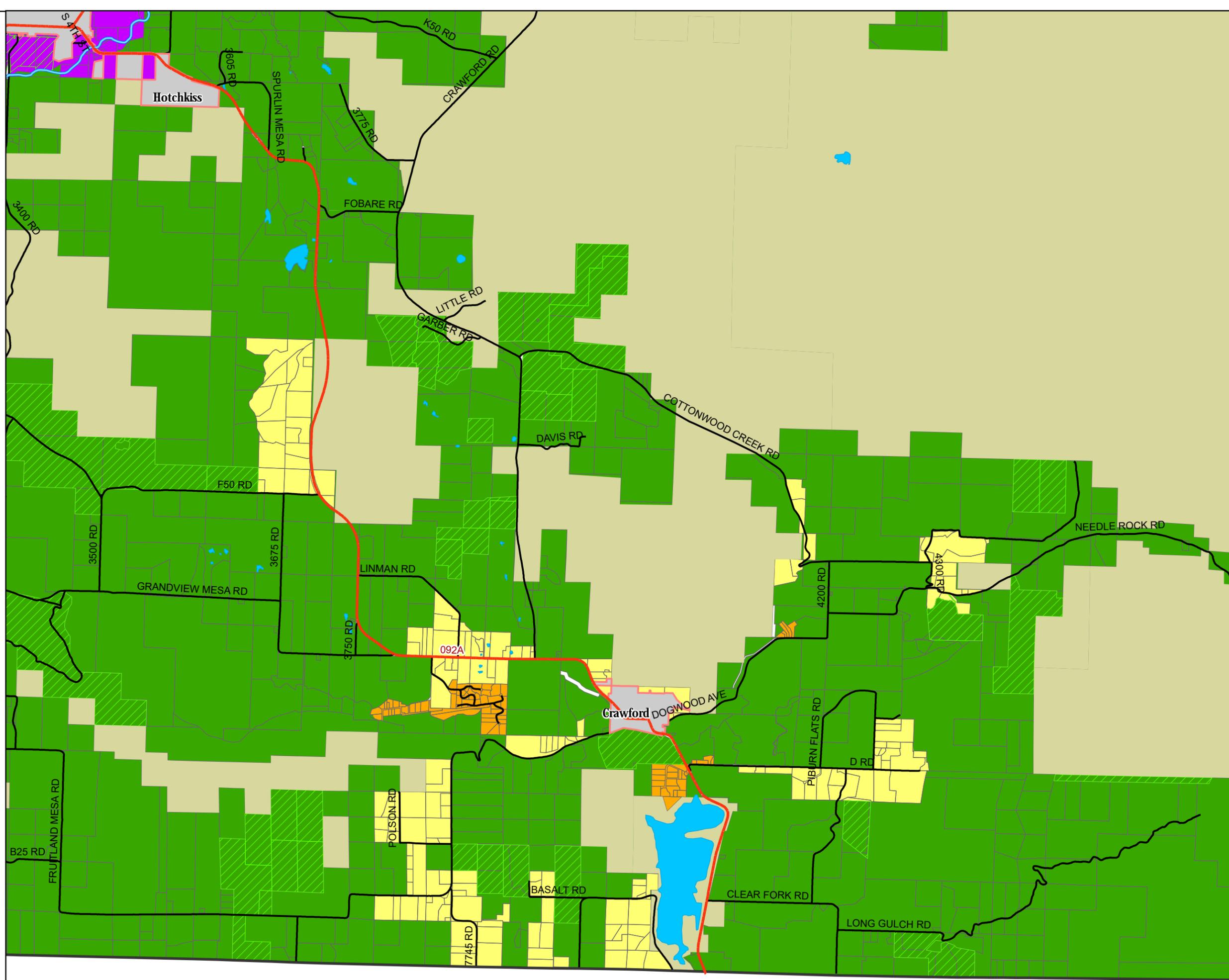
-  **Parcels**
-  **Municipal Boundaries**
-  **Federal and State Lands**
-  **Conservation Easements**
-  **Highways**
-  **County Roads**
-  **Rail Lines**
-  **Rivers**
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Delta County, Colorado



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AGENDA SUMMARY FORM

	Comprehensive Plan Discussion
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Summary:  
 Discussion of status of plan and rfp for firm to complete update vs. Planning Commission led process.

Notes:

Possible Motions:

Motion by: \_\_\_\_\_ 2<sup>nd</sup>: \_\_\_\_\_ vote: \_\_\_\_\_


# INTRODUCTION TO CAPITAL IMPROVEMENTS PROGRAMMING

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Jerry Hiebert, AICP (Updated by V. Rosales, AICP in 2007)

Planners often hear the complaint that their plans sit on shelves gathering dust and are not implemented and some planners may make this complaint themselves especially for plans that call for public investment. An effective tool to avoid this situation is provided by capital improvement planning. Public expenditures are also important in implementing comprehensive plans so a good understanding of capital improvement planning process can help planners address a common complaint. In addition, capital improvement budgeting and finance should be important because of the impact these expenditures have on the planning profession themes for community and economic development and environmental planning, among other things. An increased reliance on local resources to finance new expenditures is now the norm as state and federal funding has steadily declined over the last couple of decades so that an understanding of local financing mechanisms available—which can be part of the discussion of capital improvement planning—is important for planners. Finally, new state and federal regulations impacting municipalities' service provision is also challenging planners and municipal officials at the local level to think of how to meet new regulatory standards while providing quality infrastructure services in the face of growth. The Capital Improvement Program, or CIP, is a tool to help effectively and efficiently address these needs.

This chapter gives a general overview Capital Improvement Program and will seek to provide a basic understanding of basic elements that can be part of the CIP. To facilitate continued provision of adequate public facilities that support the quantity and quality of desired growth, the CIP is an important tool in the planner's toolbox. It is important for planners to have a general understanding of this topic and this chapter provides this generalist approach. Planners more deeply engaged in CIP programs should seek additional guidance from other sources.

## Definitions

Some definitions are a good way to start. The effective plan for the provision and extension of public facilities is often called the Capital Improvement Program (CIP). The CIP is a multi-year schedule of public physical improvements that "sets forth proposed expenditures for systematically constructing, maintaining, upgrading, and replacing a community's physical plant." (Bowyer, 1993). Typically, the schedule covers a period of five or six years though this can vary by community. The first year of the CIP is typically called the capital budget. It includes the projects that are to be appropriated by the governing body that year.

A capital improvement can be defined as an item that is larger in size, expensive, and permanent and one that represents an infrequent expenditure for new and expanded facilities or nonrecurring major repair of an existing facility. A good definition included in

the APA guide on Capital Improvement Programs cites the city of Lexington's definition: a major, nonrecurring expenditure that includes one or more of the following:

1. Any acquisition of land for a public purpose;
2. Any construction of a new facility or an addition to, or extension of, such a facility;
3. A nonrecurring rehabilitation or major repair of all or a part of a building, its ground or a facility, or of equipment, provided that the cost is \$25,000 or more than the improvement will have a useful life of **10** years or more.
4. Purchase of major equipment with a cost—individually or in total—of \$25,000 or more, which have a useful life of five years or more.
5. Any planning, feasibility, engineering or design study related to an individual capital improvement project or to a program that is implemented through individual capital improvement projects. (Bowyer, 1993)

Examples of capital improvements include construction of a new public library, major renovation of streets, water and sewer line installation, and park and recreation facilities renovation. In smaller communities, larger expenditures, such as the acquisition of new patrol cars for the police department, may also be considered a capital improvement. Generally, capital improvements have a longer useful life. Also, capital improvements should not include expenditures that can be financed by operating expenditures. Many municipalities adopt a definition of a capital improvement—similar to the one from Lexington noted above—so that departments making requests can determine if their request fits into the CIP or some other category for funding. This also helps to have the same standards apply for projects to be placed on the CIP and can help in the prioritization process for a municipality. The CIP process can be an important process by which a community can prioritize projects and identify funding for these priorities in the same way a municipal budget prioritizes the community's needs. Starting off with the same definition can ensure that projects are on an equal keel when the prioritization of each year's CIP begins.

### **Elements of a Capital Improvement Program**

In addition to a good definition for capital improvements, several other elements are generally a part of a Capital Improvement Program. These include:

1. A statement of the community's fiscal planning policies;
2. A fiscal assessment of the community, and its ability to accommodate additional growth;
3. An assessment of current and future facilities needs based on anticipated growth;
4. Identification and thorough description of specific capital projects and facilities needed to serve anticipated levels of development within the community;
5. Prioritization of identified capital projects and facilities, and;
6. Matching of prioritized projects to potential sources of funds to form an effective program of implementation.

The first two elements noted help to ensure that the CIP is a realistic document that identifies potential funding sources and limits it from becoming a "wish list" of items the

community or its department would like to have. The budget and fiscal realities help to make the projects selected and their costs reasonable for a community and therefore make it easier to implement and to show results. This element is particularly important in communities with more limited resources as the citizen's faith in the municipality can depend on results borne out of the CIP and where managing the municipalities' debt is more important. This, of course, ties in to a municipalities' credit worthiness and its ability to issue bonds and other debt to pay for necessary capital improvements. If the CIP is not based on sound projections for future growth, it may be impossible to provide capital facilities when or where they are actually needed. This is important for planners to be involved in as most planning department have their pulse on the developments that will necessitate capital improvements. Data on subdivision development and the timeline for rooftops to be occupied in the near future can be critical in the discussions with other direct service departments and can help to make the CIP easier to implement with appropriate timing or phasing of projects. Shortcomings in the preparation of these elements can render a CIP less useful and diminish its value as a planning resource and as a management tool for fiscal and capital improvements. Needless to say, adequate attention has to be provided to each element of the CIP process.

From the planning perspective, the CIP can be a key tool in implementing the municipality's comprehensive plan. As this is often the primary task of a planning department, the CIP and those working on this from other departments can be allied in implementing the comprehensive plan and the elements that necessitate significant financial resources. These elements can include: 1) Transportation/Thoroughfare Plans; 2) Public Facilities; and, 3) Private Uses of Land. The municipality's CIP acts as one of the principal implementation tools for comprehensive plan elements necessitating capital funding. The CIP specifically addresses both how and when transportation elements and other public facilities are to be funded and constructed.

In addition, the key elements of a CIP can be garnered from the comprehensive planning process. For example, the population projections of the comprehensive plan should be the basis for the CIP's growth projections. This important relationship between the comprehensive plan and the CIP also gives added credibility to both documents and ensures that consistency with the figures resonates internally amongst partner departments. This is necessary for several reasons. It ensures that projects will be located where they will best serve anticipated development. It ensures that new facilities such as streets or water or sewer lines will be adequately "sized" to support projected future growth and will not have to be replaced prematurely. And, both the quantitative and locational growth projections of the comprehensive plan should be used to adequately assess the financial and physical capability of the community to support new growth. Without this foundation, an effective CIP cannot be developed.

### **Foundation for a CIP Process**

In addition to including good population projections from which to make timing decisions for capital improvements, there are several other important factors to ensure a good CIP process. The key consideration is internal coordination between departments working on the CIP and communication with all departments of a municipality. Too often

the responsibility for preparing a CIP is delegated to one person or department, with a resulting lack of participation by all operations that are affected by the CIP. It is important that the management or administration of the city establish a process in which all affected departments share in the responsibility for identifying projects and priorities in the CIP. This enhances the effectiveness of the CIP as a comprehensive, multi-year implementation tool and avoids common but embarrassing problems. For example, it is not at all uncommon for a city to plan for the construction of a new street without properly considering the need to replace a water or sewer line under the street that may be nearing the end of its useful life. The involvement of all operating departments will enhance the ability to identify and coordinate interrelated projects.

A related consideration for a good CIP process involves having shared definitions for all the partner departments and a shared set of assumptions. This provides consistency for consideration and helps in the prioritization process. Early in the CIP process, a common set of definitions and assumptions needs to be developed. Questions to address before the CIP process begins include the following issues:

- A. How long is the CIP period? Will it be four, five or six years?
- B. Based upon the CIP period, what assumptions should be used for inflation of construction cost estimates?
- C. What procedures should be used for estimating costs of construction? In addition to anticipated inflation, what are appropriate levels of contingency funds? If final designs and formal cost estimates have not been completed, who is responsible for estimating the cost?
- D. What categories of cost should be included? For example: 1) Right-of-way acquisition; 2) Design fees (including contract administration, testing and inspection fees); 3) Construction Cost; 4) Equipment Cost; 5) Utility Relocation; 6) Cost of furnishings; 7) Land Betterments, and; 8) Miscellaneous.
- E. What criteria should be included in the cost of a project? Typically "soft" costs, such as the need for additional staffing and other operational costs are not included in the CIP. However, this assumption needs to be clearly stated at the beginning of the process.

Finally, the regional considerations should be incorporated as a foundation element so that the CIP considers what else is occurring in the region with regards to capital infrastructure. Many of the public facilities planned in the CIP have regional impacts and influences, such as water treatment and disposal facilities, landfills and highways. For this reason, the CIP program should be coordinated with the future development plans of state and regional agencies, such as the Texas Department of Transportation, or regional water and sewer districts. The city's plans should complement plans for larger regional capital projects, both in timing and the actual design of the facilities. For example, arterial street improvements should anticipate proposed highway widening where that arterial street intersects a state highway. In addition, the city may choose to coordinate the construction of the arterial street with that of the highway, possibly even entering into an inter-governmental agreement with the highway department to administer the construction of the arterial street. In this same vein, the capital infrastructure plans of adjacent municipalities and/or counties also have to be considered. An effective CIP program will consider the construction plans of adjacent municipalities or counties. In urban areas,

there are often opportunities for adjacent cities to participate with one another in the coordinated construction of perimeter facilities. This is usually accomplished through joint planning at the CIP level and the execution of interlocal agreements to coordinate funding and construction schedules. (Texas Local Government Code)

### The CIP Process

To develop a thorough and effective CIP, a city should consider a process that addresses six significant steps.

1. Defining eligible projects. The first step in any CIP process is the definition of eligible projects. The definition, as stated previously, helps to start all potential projects on the same level. This also will help to start providing project identification information. This will start to describe the project to be considered for inclusion in the CIP. The baseline information requested of departments submitting projects for the CIP can include:

- a) Project identification information such as: Project name and location; Project Description; Project location map
- b) Project data such as: Project type; Budget status; Funds available; Date last reviewed and updated, etc.
- c) Construction Data such as: Estimated timing for design and construction; Cost allocation (design, ROW land acquisition, construction, equipment, materials, utility relocations, furnishings, land betterment, and other costs);
- d) Funding information such as: potential funding sources to consider given the project type such as general fund, revenue bonds, grants, lease purchase and other.

2. Identifying potential interrelated projects and opportunities to economize by aggregating these projects. Once a complete list of eligible projects has been developed, it is important that all projects be reviewed in the context of the entire list. While this can be a formidable task, the use of a project listing on a computer database can simplify the process. For example, inclusion of a locational description for each project allows the staff to focus on all projects that are proposed in the same geographical area and look for opportunities to include separate projects into the same construction program, thus "linking" projects together.

3. Developing a priority ranking system. Ranking systems can be objective or subjective in nature, but should reflect the relative importance of the project to the stated goals of the comprehensive plan. The issue of prioritization has already been raised elsewhere in this article. However, there are at least two issues to address early in the priority ranking process. First, who is to do the ranking? Many cities develop a committee which reviews the projects and assigns a ranking based upon a set of criteria. This can be done by an **individual or** department, but care should be taken to avoid a "myopic" review of what probably constitutes a wide range of identified projects. Secondly, the criteria for ranking should be formalized. Criteria for assigning priorities may include:

- 1) Correction of public hazards;
- 2) Elimination of existing deficiencies in minimum levels of service;
- 3) Maintenance of levels of service as growth occurs; and,
- 4) Increase of existing level of service to desired levels of service. (Government Finance Officers of America, "Capital Budgeting and Financing," p. VII-6.)

4. Developing and coordinating potential funding sources and assessment of city's capacity to service additional debt. An integral part of any CIP is the assessment of the financial condition of the city, its ability to service existing and additional debt, and identification of potential sources of revenue to pay for needed additional capital improvements. Usually, this assessment is prepared by the chief financial officer of the city and should provide the foundation for the proposed CIP. Sources of funds are categorized by "Pay-as-you-go" type funds, and debt. Pay-as-you-go funds typically include: Taxes; User Fees; Grants; Special Assessments; and, Developer Fees and Private Contributions. Traditional debt instruments include general obligation bonds, revenue bonds (which can be paid for through impact fee revenues, user fees or certain special assessments such as Public Improvement Districts and Tax Increment Financing Districts), and lease-purchase agreements.

5. Preparing the Capital Budget. Based upon the prioritized list of needed improvements and the assessment of sources and availability of funding, the next step in the process is the preparation of the CIP budget. The CIP budget identifies the facilities that are programmed (to be constructed) in the next fiscal year. Upon preparation, the CIP budget is presented to the governing body for ratification, and becomes the official and legal policy of the city.

6. Implementation. The final step in the CIP process is the implementation of the CIP budget. This can be a very intense and involved process, depending upon the amount of advance work and preparation that has been undertaken. For instance, if detailed construction plans for approved projects have not been prepared as a part of the project identification process, these designs must now be completed. Upon completion of construction plans, the projects must be advertised for bids. The process for awarding bids will differ depending upon the source of funding for the project. (See Texas Local Government Code - Chapter 212, Sub-chapter C; Chapter 252; and, Chapter 271, Sub-chapter B.) Upon receipt of bids, the bids must be analyzed and the project awarded to the lowest, responsible bidder. Then contracts must be negotiated and executed, and the project constructed. Clearly, the entire CIP process, from project identification to construction, is long and complicated, and should be approached in a planned and coordinated fashion.

### **Documenting and Evaluating the CIP Process**

As in any planning process, communication is an important aspect of CIP planning. The results of the CIP process must be effectively communicated to the citizens and decision-makers of the community. Fortunately, modern personal computers and database programs have greatly simplified the process of preparing and updating the information necessary in the CIP. Typically, decision makers are most interested in identifying projects by: 1) area of the city; and, 2) type of project (i.e., public buildings, streets, water and sewer). With a database, potential projects can be sorted under these categories by priority and or estimated cost to give the public and decision-makers access to a wide range of considerations.

Finally, as the CIP budgeting process continues over several years, it is quite valuable to create a process of "archiving" those projects that have been considered, funded and constructed. This gives a city a record of accomplishments and the ability to identify and document its progress in "building the city". Capital improvement programming is one of the most effective tools for implementing the comprehensive plan. In a changing urban environment, planners in the future will have an even greater need to pay increasing attention to this tool. "A number of converging factors have created a need for creative thinking in public finance; changing conceptions of the roles of the federal, state and local government; devolution of responsibility from the federal to the local level; tax reform; federal deficits; and the particular problems faced by communities that are either old and declining in resources or new and rapidly growing." - *International City Management Association, The Practice of Local Government Planning Second Edition, 1988, p. 471*

A sensible, methodical CIP process will assist Texas cities in achieving their plans for the future.





# Linking Planning with Budgeting: Examining Linkages between General Plans and Capital Improvement Plans

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DOI: 10.1177/0739456X17715307  
journals.sagepub.com/home/jpe

Shishir Mathur<sup>1</sup>

## Abstract

Scholars and practitioners in the United States have paid significant attention to the need for consistency in urban planning documents. However, consistency between general plans (GPs) and capital improvement plans (CIPs) has received little attention. Aiming to fill this research gap, this article first reviews the academic and professional literature to identify the strategies that local governments use to ensure strong consistency between GPs and CIPs. Then, it reviews the GPs and CIPs of four cities and presents a framework for evaluating whether, how, and how well local governments are implementing strategies that enhance GP–CIP consistency.

## Keywords

infrastructure and capital facilities, public administration, capital improvement plan, capital budgeting, municipal budgeting, infrastructure planning, municipal finance, local finance, infrastructure finance, local budgeting

## Introduction

In the United States, a comprehensive plan or general plan (GP) outlines the vision for a city's development and identifies policies to help implement that vision. For example, cities in California must prepare a GP containing a minimum of seven elements or subsections—a land use element, a transportation or circulation element, a housing element, a conservation element, an open-space element, a noise element, and a safety element (State of California 2003). The city develops its vision for each element and then policies to implement that vision. For example, the circulation/transportation element might include an assessment of the city's existing transportation infrastructure, an outline of the long-term vision for the city's transportation system (such as whether the city will remain auto-oriented or develop an effective public transportation system), and a proposal for specific policies to implement the vision (e.g., a policy to expand bus coverage and frequency). A GP has a twenty- to forty-year horizon and is usually prepared by a jurisdiction's planning department.<sup>1</sup>

The vision and policies articulated in a GP are typically implemented through several capital projects.<sup>2</sup> For example, implementing a GP policy to expand a city's park system might require several implementation projects, such as a citywide study to identify sites for new parks, identify existing parks that need improvements, and describe specific park improvement and construction projects. Such projects are often included in cities' capital improvement plans (CIPs; Bowyer 1993). On a larger note, ideally, a CIP integrates a

jurisdiction's comprehensive planning—as reflected in its GP, master plans,<sup>3</sup> and other such planning documents—with fiscal planning and provides a means for setting priorities based on desired service levels, physical condition of existing assets, and available resources.

A CIP is typically a five- or six-year rolling plan (Bowyer 1993) for scheduling physical infrastructure projects. For example, a five-year CIP developed in fiscal year (FY) 2016–2017 would apply to the duration of 2016–2021 and would describe all the projects to be developed during that five-year period.<sup>4</sup> The local government then authorizes funds for the first year of the CIP—in this case FY 2016–2017—through an annual capital budget. The funds for the remaining years (FY 2017–2018 through 2020–2021) are included in the CIP but are not authorized. See Figure 1 for an example of such a multiyear funding schedule for a capital project. The city manager's office, the finance department, or the public works department of a jurisdiction typically coordinates the development of a CIP.

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## Capital Improvement Program Project Descriptions

**Title:** Light Pole Replacements #32

**Category:** Building & Facilities

**Type:** Facilities – Lighting **Classification:** Rehabilitation

**Description:** Maintain and replace light pole fixtures at sites including Bill Barber Community Park, Harvard Community Park, the Irvine Train Station, and other locations as deemed necessary.

**Sustainable Feature:** This project is designed to replace aging light poles and retrofit lights with energy efficient models.

**Project Budget:**

Funding Source(s)	2014-15	2015-16	2016-17	2017-18	2018-19	Total
Rehab Reserve	\$ 125,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 325,000
<b>Total</b>	<b>\$ 125,000</b>	<b>\$ 50,000</b>	<b>\$ 50,000</b>	<b>\$ 50,000</b>	<b>\$ 50,000</b>	<b>\$ 325,000</b>

**O & M Costs:** No new operations and maintenance costs.

**Location:**

**Light Pole Replacements - Bill Barbar Park,  
Harvard Park, Irvine Train Station**



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**Figure 1.** Multiyear funding schedule for a capital project.  
Source: City of Irvine Adopted Budget: Fiscal Year 2014–2015.

A CIP is often a stand-alone document. However, it also can be embedded in a city’s capital budget as a separate section or chapter, or it can be interwoven within each section of the capital budget. Essentially, if projects are not included in a CIP, the vision and policies articulated in the GP are not

likely to be fully implemented. Alternatively, a GP that does not articulate a concise vision and/or does not formulate a well-developed set of policies might not provide sufficient guidance to a CIP. Both these scenarios could result in a lack of linkage—or consistency—between the GP and the CIP.

Both academic and professional literatures have identified this lack of consistency as an endemic problem in the field of urban development and have encouraged researchers to identify ways to address it (Elmer 2005; Elmer and Leigland 2014; Gale 1992; Kelly 1993; Vogt 2004).

Furthermore, inconsistencies between GPs and CIPs could result in GPs allowing land uses and densities that are not supported by the current or future infrastructure availability (Elmer and Leigland 2014). While consistency is important for all jurisdictions, it has a special significance in those with state or local concurrency laws or those that make extensive use of exactions and impact fees.<sup>5</sup>

Concurrency laws require that infrastructure be developed concurrently with growth and are often enacted as components of broader growth management programs. For example, several cities and counties in Maryland have enacted Adequate Public Facilities Ordinances (APFOs). These APFOs are a key component of Maryland's growth management program and require jurisdictions to ensure that infrastructure and services—such as public schools and water and sewer infrastructure—are adequate for the growing population (Ali 2014). These APFOs incentivize jurisdictions to prioritize infrastructure investments and to make their CIPs consistent with their GPs. Similarly, state-level growth management programs often require that various planning documents are consistent both with one another (horizontal consistency) and internally (internal consistency) (Lewis and Knaap 2012). For example, the Washington State Growth Management Act (GMA) requires jurisdictions to ensure consistency across their GPs' land use elements, capital facilities elements, and capital facilities financing plans (Washington State Legislature 2016).

The GMA also allows jurisdictions to charge impact fees and stipulates that impact fee-generated revenues should be expended in a time-bound fashion—a requirement jurisdictions could meet by closely tracking the in- and outflow of impact fee-generated revenues and by clearly identifying the projects funded using these revenues in their capital budgets and CIPs. In the United States, an impact fee also needs to pass the “rational nexus” test, for which the following three questions should be answered (Evans-Cowley 2006):

1. Has the impact of new development been linked to the need for public facilities?
2. Is the fee proportional?
3. Is there a reasonable connection between the use of the fees and the benefits produced for the new development?

Strong GP–CIP consistency helps jurisdictions pass this test if the GPs/master plans outline the future nature and extent of growth and the resultant infrastructure needs, and the CIPs clearly show how the capital projects help meet these needs. In such a scenario, the impact fees adoption studies could draw upon the GPs/master plans and the CIPs to justify the fee types and amounts. For example, it is easy to justify a park impact fee

when the GP emphasizes the needs for additional parks and open spaces and the CIPs include park-related capital projects.

A well-developed GP typically benefits from extensive community engagement and is therefore likely to closely reflect stakeholder values, aspirations, and needs. Such a GP also often projects a jurisdiction's employment, population, income, housing, and land use patterns. Either the GP itself or its downstream infrastructure-specific master plans (such as a parks master plan or a sewer master plan) identify specific capital facilities required to meet the jurisdiction's future needs or notes such needs in general terms (Marlowe, Rivenbark, and Vogt 2009). In both cases, a GP can help jurisdictions prioritize their capital project requests. Similarly, it is easier for a jurisdiction to win stakeholder acceptance for a large capital project, such as a rail-based transit project, if that project implements specific visions and policies from the GP (Bunch 2013).

On the other hand, the CIP adoption process often does not benefit from extensive community engagement. CIPs typically receive minimal public input, often including only one or two public comment opportunities, and limited number of planning commission and city council reviews. Moreover, CIPs typically must be approved and adopted by the last day of the preceding fiscal year (e.g., by June 30 for the fiscal year beginning July 1), resulting in a time-constrained community engagement process.

Indeed, both the municipal finance and the urban planning professions have underscored the importance of consistency between GPs and CIPs. In identifying best practices for government management, the Government Finance Officers Association (GFOA) notes that GPs should provide the vision for capital planning and investment and that capital projects and investments should be aligned with GPs (GFOA 2008). Similarly, Torma (2015) notes in *Planning* magazine that CIPs are key to linking a jurisdiction's GP with its capital budget and that the planning commission should review CIPs in the context of the GP. Such strong support for GP–CIP consistency is noteworthy because it rightly treats a CIP as an important planning document, while, at times, it is viewed as a “wish list” by elected officials, city managers, and budget directors reluctant to commit to a long-range spending plan.<sup>6</sup>

### *The Need for This Study and the Research Question*

Planning scholars and practitioners have paid significant attention to the need for consistency between planning documents, particularly in states with state-level growth management programs. However, the consistency between GPs and CIPs has received little attention. The extant literature primarily highlights the need to strengthen the consistency between GPs and CIPs and provides broad guidelines for achieving this consistency. However, there has been no comprehensive synthesis of specific strategies to strengthen this, GP–CIP, consistency. Such strategies might include improving (a) the quality of GP and CIP documents by, for example, identifying the specific GP vision or policy implemented by each capital

project included in the CIP and by including consistency with the GP as one of the selection criteria for capital projects or (b) the institutional processes of developing and approving CIPs by requiring that a planning commission or similar entity certify consistency between a CIP and a GP.

This article seeks to fill this research gap. It first reviews the academic and professional literature to identify strategies that local governments might use to ensure strong GP–CIP consistency. Finally, the article reviews the GPs and CIPs of four case study cities to present a framework for evaluating whether, how, and how well local governments are implementing strategies to enhance GP–CIP consistency.

### Article Organization

The remainder of this article is divided into four sections. The next section describes the research methodology. Then, the article describes the key strategies identified in the extant literature to strengthen GP–CIP consistency. Next, the article provides a brief overview of the case study cities and examines whether, how, and how well the case study cities are implementing the key strategies. The last section discusses the major findings and conclusions of this research.

## Research Methodology

### Methodology

1. Review the relevant literature to identify key strategies to enhance GP–CIP consistency.
2. Select case study cities to demonstrate how an evaluative framework can be operationalized to determine whether, how, and how well the strategies identified in Step 1 are being implemented to enhance consistency. The following criteria are used to select the case study cities:
  - a. Case study cities must have well-developed budgets, including CIPs. I assume that cities that do not follow best practices for budget preparation are likely to have limited capacity to prepare other important city documents as well and are thus likely to demonstrate poor GP–CIP consistency. Fortunately, the GFOA annually presents Distinguished Budget Presentation Awards to public sector organizations (including cities) that produce very high quality budgets (GFOA 2016). Ninety-nine California cities won this award in 2014. The four case study cities are chosen from this set of award-winning California cities.
  - b. Cities must have prepared or substantially updated their GP within the past ten years (but not too recently). GPs that do not reflect the current needs and visions of cities are often disconnected from their cities' CIPs. Therefore, cities that have prepared or updated their GPs in the last 10 years (i.e., in 2006 or later) are considered. Similarly, GPs that were prepared or updated very recently (within the last two to three years) may not have yet had a chance to inform the CIP process. In summary, cities that prepared or updated their GPs between 2006 and 2012 are selected.
  - c. GPs and CIPs must be available online. Because of time and resource constraints, only cities that provide their GPs and the last several years' CIPs online are selected. A review of several years' CIPs is important to assess many evaluation criteria, such as whether the CIPs clearly and consistently identify the GP's vision/policies implemented through each capital project.
  - d. Case study cities must have multiyear rolling CIPs. Because this article aims to explore consistency between CIPs and GPs over several years—and because many capital projects span multiple years—only cities that prepare multiyear rolling CIPs are considered.
  - e. Cities must vary from one another in terms of population size, that is, have small, medium, and large populations. For this research to be of interest to cities of all sizes, the case study cities' population varies widely, ranging from approximately seven thousand to slightly over one million people. The following steps are taken to ensure that a wide range of city population sizes are covered:
 

First, city population data are obtained from the California Department of Finance (CA DoF 2015) website for all California cities. The data provide the DoF's population estimates for 2015. Next, the four population quartiles are calculated. The cities in the first quartile (from the 1st to the 25th percentile) have up to 11,192 people; cities in the second quartile (from the 26th to the 50th percentile) range from 11,913 to 29,963 people; cities in the third quartile (from the 51st to the 75th percentile) number 29,964 to 70,559 people; and cities in the fourth quartile (from the 76th to the 100th percentile) have populations of 79,560 or greater. Next, these quartile ranges are used to identify the population quartiles for the ninety-nine GFOA award-winning cities. Eight, seven, thirty-one, and fifty-three cities fall into the first, second, third, and fourth quartiles, respectively. Because more than half of the cities fall into the fourth quartile, and because the population range for the fourth quartile is very large (79,560 to more than 3 million people), half (two out of four) of the case study cities are chosen from the fourth quartile and the remaining two from the other quartiles.
3. Assess whether, how, and how well the case study cities are implementing the strategies identified in step 1. Summarize the key findings.

**Table 1.** Case Study Cities' Key Characteristics.

Case Study City	Year GP Was Adopted or Updated	Quartile (Population) <sup>a</sup>	Median Household Income (2014) <sup>b,c</sup>	Multiyear Rolling CIP	Percent Increase in Population Over 2010–2015 <sup>c</sup>
Villa Park	2010	First (6,000)	\$150,864	7-year rolling CIP	2.4
Palo Alto	2007	Third (67,000)	\$126,771	5-year rolling CIP	3.8
Irvine	2012	Fourth (250,000)	\$91,999	5-year rolling CIP	21.2
San Jose	2011	Fourth (1,016,000)	\$83,787	5-year rolling CIP	7.8

Note: CIP = capital improvement plan; GP = general plan.

<sup>a</sup>Population rounded up to the nearest thousand. Authors' analysis of the State of California, Department of Finance 2015 population estimates.

<sup>b</sup>Median household income for a four-person household.

<sup>c</sup>Source: US Census, Quick Facts.

### Strategies for Assessing Consistency between GPs and CIPs

The extant literature suggests several strategies that jurisdictions can adopt to enhance GP–CIP consistency. These strategies can be divided into two broad groups: (a) strategies to organize and write the GP and the CIP and (b) strategies to improve the institutional processes of developing and approving CIPs.

Strategies in the first group include the following:

- i. GPs articulate a concise vision and have a detailed implementation structure that includes specific goals, policies, and actions. These strategies can ensure that a GP is not considered merely “suggestive” by budget and public works officials—the personnel usually in charge of preparing CIPs—and that the GP is detailed enough to guide the development of capital facilities (Elmer 2005; Elmer and Leigland 2014, 140; Kelly 1993);
- ii. GPs or master plans identify specific capital facilities. GPs that identify the capital facilities needed to implement GP goals and policies, or GPs that lead to the preparation of facility/master plans (e.g., a bike master plan) are more likely to be strongly linked with CIPs. Indeed, Bowyer (1993) argues that such GPs or master plans are a crucial link between planning and budgeting;
- iii. The GP is updated regularly enough to reflect shifts in a city's needs and vision, especially those shifts that might impact the type and magnitude of the future capital facilities required (Bunch 2013; GFOA 2008);
- iv. The CIP identifies the GP vision/policy implemented by means of each capital project. Bunch (2013) argues that clearly linking each capital project with the GP helps in selecting capital projects; for example, when city council members differ on whether a project merits inclusion in a CIP. Furthermore, this strategy allows a local government to demonstrate clearly, consistently, and transparently how a GP is being implemented.

- v. The GP informs the selection of capital projects. The CIP might list the GP as one of the capital project selection criteria or identify the GP as a source of information for preparing a CIP (Bunch 2013; GFOA 2008; Hoffmann et al. 2000; Marlowe, Rivenbark, and Vogt 2009).
- vi. If the CIPs are guided by master/facilities plans, then these master plans mirror GP land use designations (e.g., the Parks and Open Space Master Plan corresponds to Parks and Open Space land use designations) and are consistent with the GP (Elmer and Leigland 2014).

The strategies in the second group include the following:

- i. The planning commission or similar entity reviews the CIP for consistency with the GP. A planning commission might assess the impact of the CIP on the physical development of the city and on land use and other planning goals, particularly in the context of the GP. Furthermore, the planning commission might ascertain whether the projects included in the CIP are either identified in or consistent with the GP (Bowyer 1993; Bunch 2013; Elmer 2005; Torma 2015).
- ii. Planning staff play an active role in the capital budget committee or similar group that reviews or ranks capital project requests (Elmer 2005; Elmer and Leigland 2014).

## Case Study Evaluation

### Brief Overview of the Case Study Cities

Two of the four case study cities—Villa Park and Irvine—are located in Southern California, and the other two—Palo Alto and San Jose—are in the San Francisco Bay Area of Northern California. All the case study cities are high-income suburban cities with median household incomes well above the state median of \$61,480 (see Table 1). These cities are experiencing varying rates of population growth. The population growth rates in Villa Park and Palo Alto were slower than the national (4.1%) and state (5.1%) population growth rates for the 2010–2015 period (US Census 2016). All the cities adopted or

updated their GPs in the last ten years, with Palo Alto's being the oldest update, completed in 2007<sup>7</sup> (City of Palo Alto 2016).

### Evaluation

Table 2 lists the two groups of strategies identified in the preceding section and their evaluation criteria, and Table 3 provides a summary evaluation of whether, how, and how well the four case study cities employ these strategies. In this section, I delve deeper into the key findings. In particular, I highlight key aspects of the strategies, such as whether they are consistently employed by the case study cities and/or their relationships with other strategies.

#### First group of strategies

**Strategy 1.** The GP articulates a concise (brief, clear, and comprehensive) vision. Villa Park seeks to maintain a rural, single-family community character by means of a concise vision (City of Villa Park 2010, I-3):

The City's small-town character, with its intrinsic unique qualities, is important to Villa Park's identity. Key elements that characterize Villa Park's small-town qualities are its stable, established, and friendly neighborhoods, the mixture of housing types and sizes, local award winning schools that also serve the Cities of Orange and Anaheim, one traditional architecturally controlled neighborhood shopping center, lack of street lights in residential neighborhoods to preserve the rural atmosphere, sidewalks constructed along school routes for pedestrian safety, and the presence of a citywide recreational trail system.

On the other hand, San Jose is aiming to transform itself from a suburban bedroom community into a more urban and diverse city by channeling future growth into high-density, mixed-use, transit-oriented "urban villages." However, the city's formally adopted vision statement is not very clear (although it is very short). It reads as follows (City of San Jose 2011, 11):

San José embodies the energy and vitality of its unique human, natural and economic resources.

This vision is undergirded by seven broad community values: innovative economy, environmental leadership, diversity and social equity, interconnected city, healthy neighborhoods, quality education and services, and vibrant arts and culture.

Palo Alto's General Plan describes a broad vision (City of Palo Alto 1998, I-1):

We aspire to create a safe, beautiful City for ourselves, our children, and future generations. We envision a City with diverse housing opportunities, where the natural environment is protected, where excellent services are provided, and where citizens have a say in government. We aspire to create a City that is economically healthy and a good place to do business.

This vision is driven by seven major themes that are a mix of concise and broad statements. For example, while three

themes—meeting housing supply challenges, reducing auto dependence, and protecting and repairing natural features—are concise, the remaining themes—maintaining and enhancing community character, building community and neighborhoods, meeting residential and commercial needs, and providing responsive governance and regional leadership—are broad (City of Palo Alto 1998, I-2–I-3).

Similar to Palo Alto, Irvine paints its vision in very broad strokes. For example, the city aims to provide "extraordinary amenities and infrastructure" and "quality and responsiveness in government." Specifically, Irvine's mission statement is as follows (City of Irvine 2012, 2):

The City of Irvine's mission statement expresses a desire to maintain the highest quality of life through the following: Creative planning; Prosperous business atmosphere; Environmental quality; Unique neighborhoods connected into one community; Extraordinary amenities and infrastructure; Cultural diversity; Community involvement; Educational excellence; Quality and responsiveness in government.

**Strategy 2.** The GP has a detailed implementation structure. All the case study cities use a three-tier structure to implement their GPs. Villa Park's structure is goal-policy-action program. Palo Alto uses a goals-policies-programs structure. Irvine's structure is goals-objectives-policies. San Jose uses a goals-policies-actions structure.

While the first- and second-level implementation tools are well developed, the cities differ in the degrees of specificity of their third-level implementation tools—"action programs" in Villa Park, "programs" in Palo Alto, "policies" in Irvine, and "actions" in San Jose. For example, Villa Park's action programs often simply repeat the policies. Similarly, San Jose's GP often lists goals and policies but not actions, except in a few cases in which actions are specific and might translate into capital projects. For example, one GP goal is to provide "connections to promote economic development" (City of San Jose 2011, II-8). One of the policies for implementing this goal is to "support development of a transit link connecting the Mineta San Jose International Airport with light rail transit, Caltrain, and future BART"<sup>8</sup> (City of San Jose 2011, II-8). The action for implementing this policy is to "pursue implementation of a people-mover that serves terminals at the Mineta San Jose International Airport and provide convenient connection to light rail and future BART transit systems" (City of San Jose 2011, II-8).

Palo Alto has the most developed GP implementation structure among the four case study cities. The GP policies and programs to implement the goals are highly developed and specific. Further, each element of the GP includes an implementation plan that clearly notes the lead agency, duration, financing source, and action taken for each program. For example, the Land Use and Community Design Implementation Plan is a thirteen-page table of eighty-one programs (City of Palo Alto 2007a).

**Table 2. Strategies and Their Evaluation Criteria.**

	Evaluation Criteria			
	Poor Practice	Fair Practice	Good Practice	Best Practice
Strategies to organize and write the GP and the CIP	The vision is neither brief nor clear or comprehensive.	The vision is somewhat concise, e.g., large parts of the vision are unclear and/or broad.	The vision is largely concise, although some sections are unclear and/or broad.	The vision is very concise.
GP articulates a concise (clear, brief, and comprehensive) vision	None of the goals, policies/objectives, or implementation/action steps is clearly identified.	A few goals, policies/objectives, or implementation/action steps are clearly identified; they are not well described.	Several goals, policies/objectives, or implementation/action steps are clearly identified but not uniformly well described.	Most goals, policies/objectives, or implementation/action steps are clearly identified and well described.
GP or master plans identify specific capital facilities	Never	In a few cases	In several cases	In all, or almost all, cases
GP is updated regularly to reflect shifts in city's needs and vision	Almost no sections of the GP have been updated even though the city's needs and/or vision have changed.	Some sections of the GP have been updated to reflect shifts in city's needs and/or vision.	Several sections of the GP have been updated to reflect shifts in city's needs and/or vision.	All, or almost all, of the sections of the GP have been updated to reflect shifts in city's needs and/or vision.
CIP clearly identifies the GP vision/policy implemented through each capital project	Never	In a few cases	In several cases	All, or in almost all, cases
GP informs selection of capital projects	No evidence in the CIP or in the GP that the GP informs the selection of capital projects; e.g., GP is not identified as a source of information for the CIP or as a project selection criterion.	CIP notes GP as a source of information or draws some information from it, but never or very rarely uses GP as a project selection criterion.	CIP notes GP as a source of information or draws some information from it and uses GP as a project selection criterion for several projects.	CIP notes GP as a source of information or draws some information from it and uses GP as a project selection criterion for all, or almost all, projects.
Master plans mirror GP land use designations and are consistent with the GP	The master plans neither mirror GP land use designations nor are they consistent with the GP.	In a few instances, the master plans mirror GP land use designations and are consistent with the GP.	In several instances, the master plans mirror GP land use designations and are consistent with the GP.	In all / almost all cases, the master plans mirror GP land use designations and are consistent with the GP.
Strategies focusing on the institutional process of developing and approving CIPs	No	-	-	Yes
Planning Commission or similar entity reviews the CIP for consistency with the GP	No/very little role	-	-	Active role
Planning staff play an active role in the review or ranking of capital project requests				

Note: CIP = capital improvement plan; GP = general plan.

Table 3. Evaluation of Consistency between Case Study Cities' GPs and CIPs.

	Villa Park	Palo Alto	Irvine	San Jose
Strategies to organize and write the GP and the CIP				
The GP articulates a concise (brief, clear, and comprehensive) vision	Yes it is brief, clear, and comprehensive. The city envisions preserving its rural single-family residential community character.	The vision is a mix of concise and broad statements. An example of the former includes reducing reliance on automobiles. An example of the latter includes maintaining and enhancing community character.	Very broad, quality-of-life-focused vision. For example, "a desire to maintain the highest quality of life through the following: Creative planning; Prosperous business atmosphere; Environmental quality" (City of Irvine 2012, 2).	The GP articulates a very specific land use strategy that aims to accommodate future growth in high-density, mixed-use, growth areas, called "urban villages."
The GP has a detailed implementation structure	First, issues and opportunities are identified. Then, goals, policies, and action programs are listed. Policies tend to be well developed, but action programs vary in quality—they are sometimes simply a repetition of policies, while at other times they are more specific.	Each GP element has goals, policies, and programs (action, activity, or strategy). The policies and programs are very specific. Each element also has an implementation plan that clearly lays out for each program the lead agency, the timing, the financing source, and the specific actions taken.	Each GP element has goals, specific objectives, and policies. A policy is an action, activity, or strategy to implement the related objective and goal. Some GP elements contain standards that are specific, quantified guidelines that can translate into regulatory controls.	Most GP elements include goals, policies, and actions. Furthermore, although most goals, policies, and actions are broad in scope, in a few cases, actions are specific and might translate to capital projects.
The GP or master plans identify specific capital facilities	In some cases, the GP identifies specific capital facilities, often in the circulation and open space elements. Only one master plan—the Sewer Master Plan—could be located. It identifies specific capital improvements.	In several cases, the GP identifies specific capital facilities. E.g., the Transportation Implementation Plan calls for establishing a jitney bus system. Many master plans also identify specific capital improvements.	In several cases, the GP identifies specific capital facilities. In addition, GP policies refer to specific sections of master plans, such as the Community Parks Master Plan and the Bikeways Master Plan. These master plans identify specific capital improvements.	In some cases, the GP identifies specific capital facilities. However, the GP mainly calls for developing master plans to implement GP goals, policies, and actions. Many such master plans have been developed and they identify specific capital improvements.
The GP is updated regularly to reflect shifts in the city's needs and vision	The GP was updated in 2010, 19 years after its previous update in 1991, which is perhaps reasonable for a city that has not changed its vision for the last several decades and that is not growing. In fact, the population decreased between 1990 and 2000.	The GP was prepared in 1998, and most of it was updated in 2007. However, the city is mostly built out. Many master plans are also old; e.g., the Storm Drainage Master Plan was prepared in 1993.	The GP has been updated a couple of times since its initial adoption in 1973, that is, in 2012 and 1989. It notes that the GP explicitly acknowledges the need to be up-to-date with current issues, trends, and community needs through periodic amendments.	The GP has been completely updated two times in the last few decades—in the early 1990s and in 2011. The GP calls for a 4-year review cycle. Additionally, it notes that the GP is intentionally high-level and broad and that specific implementation steps and projects should be included in the master plans. Such master plans are of shorter duration (typically 10–20 years).
The CIP identifies the GP vision/policy implemented by means of each capital project	The project descriptions do not note which GP goals/policies are being implemented, except in a few cases.	Project descriptions clearly show the relationship to the GP—the specific plan element, section, goal, and policy.	Sometimes the individual capital project description links the project to GP objectives. The individual project descriptions note the category, such as circulation and mobility, parks and open space—that corresponds with GP elements such as Circulation Element, and Parks and Open Space Elements.	In some cases, the "Justification" section of the individual project description refers to a master plan.

(continued)

Table 3. (continued)

	Villa Park	Palo Alto	Irvine	San Jose
The GP informs the selection of capital projects	GP is not mentioned in budget documents. City's short-term goals are considered first and then long-term goals.	The GP is one of the five sources of information for preparing a CIP. City council priorities are more prominent, though.	The GP and CIP are not closely tied. The CIP/capital budgets do not mention the GP when describing project selection criteria. CIPs focus more on some GP objectives than others—e.g., more emphasis on trails, roads, and maintenance of public facilities.	The capital project selection criteria do not include consistency with the GP.
Master plans mirror GP land use designations and are consistent with the GP	The master plans focus on specific infrastructure, such as bike master plan and sewer master plan.	One Master Plan—Open Space and Recreation Master Plan—mirrors GP land use designation. Other master plans are more project location-based, e.g., El Camino Real Corridor Master Plan, and Baylands Master Plan.	Master Plans somewhat mirror GP land use designations and are consistent with the GP. For example, Community Parks Master Plan is consistent with Parks and Recreation Elements.	Master Plans are consistent with the GP, although they focus on specific infrastructure, such as, Storm Drainage Master Plan. In some cases, Master Plans are focused on a use within a larger GP goal, such as the Community Forest Master Plan, which fulfills the larger goal of environmental leadership.
Strategies focusing on the institutional process of developing and approving CIPs				
The Planning Commission or a similar entity reviews the CIP for consistency with the GP	No such agency exists.	Planning and Transportation Commission (PTC) reviews the capital budget, including the CIP, for consistency with the GP.	The CIP is reviewed by the Planning Commission to ensure consistency with the GP.	The CIP is reviewed by the Planning Commission to ensure consistency with the GP.
Planning department staff play an active role in the review or ranking of capital project requests	City manager and finance director make up the Capital Improvement Committee. Currently, the city manager also serves as the planning director.	The General Fund CIP Committee reviews the CIP. This Committee includes senior managers from the Planning & Community Environment department.	The CIP process is driven by the office of the city manager with little involvement of the planning staff.	The CIP process is driven by the office of the city manager with little involvement of the planning staff.

Note: CIP = capital improvement plan; GP = general plan.

**Strategy 3.** The GP or master plans identify specific capital facilities. The case study cities' GPs that consistently employ a detailed implementation structure (such as Palo Alto's GP) are also more likely to identify specific capital facilities. For example, in its Transportation Element, Palo Alto's GP identifies the "development of the University Avenue Multimodal Transit Station conceptual plan" (City of Palo Alto 2007b, 2). The GP's Natural Environment Element notes the need to maintain and expand the waste recycling center (City of Palo Alto 2007c, 8).

San Jose offers an alternate approach to identifying capital facilities. In some cases, San Jose's GP identifies specific capital projects, but in several cases it calls for preparation of infrastructure/facility master plans. For example, to implement goals and policies related to wastewater treatment and water reclamation, the action is to "prepare, maintain and implement a Master Plan(s) for the ongoing capital improvement, maintenance, and operation of the wastewater treatment and water reclamation facilities" (City of San Jose 2011, III-58). Developed in 2013, this master plan describes specific improvements needed for the waste water treatment plant (City of San Jose 2013). Similarly, an action under the Community Forest goal is to develop the Community Forest Master Plan (City of San Jose 2011, III-25).

**Strategy 4.** The GP is updated regularly to reflect shifts in the city's vision and needs. Changes in several factors, including demographic, economic, environmental, and social factors, might shift a city's vision and needs and, in turn, require updates to its GP or master plans. Among the case study cities, Villa Park's vision of maintaining its rural single-family community character has not changed for decades. Furthermore, the city's population has increased the least among the four case study cities. Therefore, although Villa Park's GP was last updated in 2010, nineteen years after its previous update in 1991, it might still be considered nimble enough to meet the city's needs, which are focused on maintaining—not expanding—infrastructure and services. Conversely, San Jose is a growing city that has created a new vision for its urban growth. Therefore, San Jose must update its GP more frequently. Indeed, San Jose has adopted two strategies to remain nimble. First, it reviews its GP every four years. Second, it relies on shorter (typically ten- to twenty-year) infrastructure and facilities master plans for capital facilities—related details. It has several master plans, including for parks, recreational facilities, and trails (called the *Greenprint*); for a waste water treatment plant (called the Plant Master Plan); and for the downtown streetscape and public arts. Palo Alto's GP also encourages the creation of such master plans. Finally, San Jose has proactively updated its GPs or developed new ones. For example, the Horizon 2000 GP was updated in the early 1990s to 2020 GP, and the 2020 GP was updated to the Envision 2040 GP (San Jose's current GP) in 2011.

**Strategy 5.** The CIP identifies the GP vision/policy implemented by means of each capital project. The CIPs in all the

case study cities describe each capital project separately. However, only Palo Alto's CIPs consistently and clearly note the relationship of each capital project to the GP by linking the project to the relevant GP element, section, goal, and policy. For example, Palo Alto's FY 2015 CIP includes a "Junior Museum and Zoo Improvements" project (City of Palo Alto 2014, 88). The project description sheet clearly links this project to the GP goal, policy, and program (see Figure 2). Villa Park's and Irvine's CIPs clearly delineate such links in only a few cases.

San Jose adopts a different, master plan-based, approach to implementing its GP's vision/policies. Its capital budget is organized into twelve City Service Areas (CSAs). Each CSA is further subdivided, for example, the "Sanitary Sewer System" subsection is within the "Environment and Utility Service" CSA section. The overview of the "Sanitary Sewer System" subsection notes that the Sanitary Sewer System CIP is guided by the GP via the Sanitary Sewer Master Plan and that the objectives and assumptions of the GP were used to develop this master plan (City of San Jose 2011). In some cases, CIPs may refer to a master plan and/or to the GP when describing individual capital projects. For example, in describing a trail, a CIP notes that the development of trails is consistent with the GP and the *Greenprint* (City of San Jose 2014, V-391). Similarly, the inclusion of several other trails and parks projects in the CIP is justified on the basis of their consistency with the GP. Finally, city council policy requires all projects included in the CIP to be consistent with the GP (City of San Jose 2014, IV-4).

**Strategy 6.** The GP informs the selection of capital projects. Those case study cities—Villa Park, Irvine, and San Jose—that are less likely to (or that are likely to inconsistently) identify GP visions/policies implemented by means of individual capital projects also do not make good use of their GPs to inform their selection of capital projects. For example, in selecting capital projects, Villa Park first focuses on the city's short-term goals, followed by its long-term goals (City of Villa Park 2014). Indeed, the GP is not even mentioned in the entire budget document. Similarly, there is no clear recognition of the GP as a project selection criterion in either Irvine or San Jose. In Irvine, projects that impact health and safety and those that are legally mandated receive the highest priority. Other criteria include the "city's priorities, infrastructure needs, financial capacity of the city, and impact the projects could have on the city's operating budget" (City of Irvine 2014, 244).

Among the case study cities, Palo Alto uses this strategy best. It recognizes the GP as a source of information for preparing its capital budget and includes "studies and master plans" as capital project selection criteria (City of Palo Alto 2014, 6).

**Strategy 7.** Master plans mirror GP land use designations and are consistent with the GP. The case study cities' master plans generally do not mirror GP land use designations. These plans tend to be either infrastructure-specific (such as Villa Park's Sewer Master Plan) or location-specific (such as Palo Alto's Baylands Master Plan). However, the master

## JUNIOR MUSEUM & ZOO IMPROVEMENTS (PE-14012)



**Description:** This project provides funding for architectural, engineering, and construction services for the design and construction of new restrooms, customer service counter, and electrical systems. This project will also replace the original electrical systems, including the switch gear and panel boards, in order to meet current building codes and user needs.

**Justification:** The Junior Museum & Zoo (JMZ), which hosts 150,000 visitors annually, currently has inadequate restrooms and a narrow customer service counter. Existing restrooms, which do not meet ADA standards, may only be used by one individual at a time. They also do not provide enough fixtures and there are no fixtures scaled for use by children. The existing front desk does not provide adequate space to address the needs of visitors.

**Supplemental Information:** Many components of the electrical systems at the JMZ are almost 70 years old and beyond their useful life, with certain replacement parts no longer being available. A master planning process is underway (to be completed in 2015) with the Friends of the Junior Museum & Zoo (Friends) that will determine future improvements needs. The potential to renovate the entire facility is a possible path that staff are exploring with the Friends, and therefore this CIP may be amended in the future to align with the pending master plan.



### CIP FACTS:

- **Project Type:** Nonrecurring
- **Project Stage:** Pre-Design
- **Est. Timeline:** Summer 2016-Spring 2017
- **Managing Department:** Public Works
- **IBRC Reference:** Keep-up
- **Location:** 1451 Middlefield Road
- **Potential Board/Commission Review:** PRC and PTC

### IMPACT ANALYSIS:

- **Environmental:** This project is categorically exempt from CEQA under Section 15301
- **Design Elements:** None
- **Operating:** None

### Relationship to Comprehensive Plan

Primary Connection

- **Element:** Community Services & Facilities
- **Section:** Customer Service
- **Goal:** C-2
- **Policy:** C-9
- **Program:** C-18

**Figure 2.** Linking capital projects to the general plan. Source: City of Palo Alto Adopted Capital Budget: Fiscal Year 2015.

plans are largely consistent with the GPs. Indeed, San Jose explicitly recognizes them as tools for implementing the GP.

### Second group of strategies

**Strategy 1.** The Planning Commission or a similar entity reviews the CIP for consistency with the GP. In all case study cities except for Villa Park, where no such agency exists, the Planning Commission or similar entity (e.g., the Planning and Transportation Commission in Palo Alto) reviews the CIPs for consistency with the GP. In all fairness to Villa Park, due to very small population (approximately seven thousand residents), the city has a small government staff with only four full-time employees and no agencies or boards (City of Villa Park 2016).

**Strategy 2.** Planning department staff play an active role in the review or ranking of capital project requests. Palo Alto

demonstrates the best GP–CIP consistency and is also the only case study city in which the planning department staff are involved in reviewing capital project requests. Specifically, the General Fund CIP Committee reviews the capital budget, including the CIP. This committee includes “managers in the Public Works, Community Services, Administrative Services, and Planning & Community Environment departments” (City of Palo Alto 2014, 20). In all the other case study cities, the city manager’s office and the finance department are the lead agencies, while the planning department is not actively involved.

## Findings and Conclusion

A review of the case study cities’ performance with regard to using and implementing key strategies that enhance GP–CIP

consistency reveals five major and interrelated findings. Several of these findings have direct implications for the planning profession.

First, a large set of strategies must be reviewed to assess the strength of GP–CIP consistency. Piece-meal review of a small number of strategies is likely to result in incomplete and misleading assessments because cities often employ one or two strategies consistently while not employing other important strategies. For example, although cities often require the Planning Commission to review CIPs for consistency with the GP, consistency with the GP is often not a capital project selection criterion.

The second finding is related to the first. Some strategies might compensate for the failure to use other strategies. For example, Palo Alto's GP does not articulate a very concise vision. However, the GP contains very detailed implementation plans that identify specific capital projects that are necessary to implement the GP vision and policies. Furthermore, the CIPs clearly note each capital project's relationship with the GP's specific element, section, goal, and policy. Therefore, the drawbacks of an imprecise vision are largely mitigated by other strategies.

Third, cities must do a better job of explicitly recognizing the GP's importance in selecting capital projects and of actively involving the planning department staff in developing the CIPs; moreover, planning staff should be included in the capital project selection process. The two strategies—explicit recognition of the GP's role and involvement of planning staff—are linked and might even be synergistic, as indicated by the Palo Alto case study. Among the four case study cities, only Palo Alto's CIPs explicitly recognize the GP's role in developing the CIPs, and Palo Alto is the only case study city to deliberately involve planning staff in its capital projects selection process.

Fourth, the lack of involvement of the planning staff in developing the CIP is worrisome on several counts. Although CIPs are products of highly political budgeting processes (Bowyer 1993), an outsized influence of the city manager's office, the finance department, or the public works department gives the erroneous impression that a CIP is primarily a techno-financial document and not a policy document designed to implement a city's vision and needs. This misclassification of the CIP as a techno-financial document keeps it “under the radar” and helps it avoid the higher level of public scrutiny that other city documents, such as GPs, receive. Furthermore, the lack of involvement of the planning staff makes it less likely that the city's vision and needs (as articulated in the GP) will be realized and met.

Finally, many degree-granting urban planning programs do not teach the skills necessary to read and understand budgets, including CIPs. This lack of academic instruction deepens the lack of involvement because entry-level planners do not have the skills to read or understand budgets and CIP documents, let alone to play an active role in strengthening GP–CIP consistency.

In conclusion, while the need for consistency between various planning and policy documents has been well recognized by the planning profession and by various levels of government (e.g., consider the federal government's push toward land use–transportation integration and the requirements for consistency, concurrency, and adequate public facilities in various state and regional growth management programs), consistency between planning and budgeting has not received similar governmental, professional, or academic attention. In particular, there has been no synthesis and evaluation of the various strategies available to local governments aiming to achieve this consistency. I hope this article is a small step toward filling this research and professional practice gap.

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### Notes

1. Sometimes a comprehensive/general plan is also called a master plan. However, in this article, I use the term *master plan* to refer to a detailed infrastructure/facility plan, such as a sewer master plan.
2. A capital project is typically a large, nonrecurring expenditure item that might include, among others, the purchase of land; the construction of a facility (such as a library building); major rehabilitation work that extends the life of a facility (e.g., re-roofing), the purchase of large equipment (e.g., a police car); and planning, engineering, or design studies. Many jurisdictions specify a minimum dollar amount, such as \$5,000 or \$25,000, for an expenditure to qualify as a capital project (Bowyer 1993).
3. With a five- to twenty-year horizon, a master plan typically focuses on a specific infrastructure/service/facility (e.g., a bike master plan, an urban forest master plan, a wastewater plant master plan) or geography (e.g., the Bylands Master Plan for the Baylands area in Palo Alto, CA). It often identifies the specific projects to be undertaken and is typically prepared by the agency in charge of that particular infrastructure or facility (e.g., a city's parks department might prepare an urban forest master plan).
4. The CIP preparation process typically begins several months prior to its adoption deadline, which is often the end of the fiscal year on June 30. For example, the City of Palo Alto begins the process in September when the Administrative Services Department prepares its budget guidelines and budget calendar. In October/November, the city departments review the previous year's CIP and propose changes, such as new projects, modifications to

existing projects, and changes to projects' funding sources. In December/January, the city departments submit capital project funding requests to the Office of Management and Budget (in other jurisdictions, the coordinating department might be the finance department, the city manager's office, or the public works department). In January/February, the projects seeking general fund revenues (i.e., revenue from broad-based taxes such as property and sales taxes) are reviewed by the General Fund CIP Committee. Enterprise fund-financed projects (e.g., projects funded by specific user fees, such as water and sewer charges) are prioritized by the departments managing these funds. In March, the city manager reviews and finalizes a draft CIP. In April, the Planning and Transportation Commission reviews the draft CIP for consistency with the GP. In May/June, the city manager presents the draft capital budget and the CIP to the city council and to the Finance Committee. After incorporating input from a series of public hearings, from the Finance Committee and from the city council, the final capital budget and the CIP are adopted in a public hearing in June (City of Palo Alto 2014).

5. An impact fee is a type of development exaction, i.e., a mechanism by which governments require real estate developers to contribute public facilities, infrastructure, and/or services, either financially or in kind (e.g., through land donation). The term *impact fee* is used strictly to describe financial exactions (Altshuler and Gomez-Ibanez 1993).
6. I would like to thank an anonymous referee for this suggestion.
7. The Housing Element was revised in 2015.
8. BART is an acronym for Bay Area Rapid Transit, a regional commuter rail system for the San Francisco Bay Area Region.

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# TOWN OF PAONIA MASTER PLAN

DATE \@ "MMMM D, Y" FEBRUARY 18, 2021

# Acknowledgements

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## Part 1. Introduction

The State of Colorado recommends that a comprehensive plan be completed every ten years, although communities with fewer than 10,000 residents are not required to adopt a plan (CRS 30-28-106). Under C.R.S 31-23-106, Master Plan, “It is the duty of the Planning Commission to adopt a Master Plan for the physical development of the municipality, including any areas outside its boundaries, subject to the approval of the governmental body having jurisdiction thereof, which in the commission's judgment bear relation to the planning of such municipality. The master plan of a municipality shall be an advisory document to guide land development decisions; however, the plan or any part thereof may be made binding by inclusion in the municipality's adopted subdivision, zoning, platting, planned unit development, or other similar land development regulations after satisfying notice, due process, and hearing requirements for legislative or quasi-judicial processes as appropriate.

Since Paonia last completed its comprehensive plan in 1996, the community has experienced a loss of mines and mining jobs and shift toward organic farming and agriculture and, and a boom value-added products, outdoor recreation, and the arts.

Located in the North Fork area of Delta County, Paonia was the first small town in America to connect to gig Internet service. Its citizenry is an eclectic mix of multi-generational families and newcomers, farmers and ranchers and business entrepreneurs, artists, miners and service workers, to name a few.

The Colorado Department of Local Affairs, authorizes municipalities “to prepare comprehensive (master) plans as a long-range guiding document for a community to achieve its vision and goals, provide policy framework for regulatory tools like zoning, subdivision regulations, annexations, and other policies; promote the community's vision, goals, objectives, and policies; establish a process for orderly growth and development; address both

current and long-term needs, and provide for a balance between the natural and built environments. Elements include recreation and tourism (required by state statutes), transportation, land use, economic development, affordable housing, environment, parks and open space, natural and cultural resources, hazards, capital improvements, water supply and conservation, efficiency in government, sustainability, energy, and urban design. ¶

The State of Colorado recommends that a comprehensive plan be completed every ten years, although communities with fewer than 10,000 residents are not required to adopt a plan (CRS 30-28-106). Comprehensive plans should address multiple issues ranging from public utilities, transportation, general character and locations of neighborhoods in relation to flood control areas, land use, and respective hazards. Paonia last completed its comprehensive plan in 1996. ¶

“The quality of life in the place we live is a key component of our happiness” (Florida, 2011. p.361)<sup>1</sup>. However, urban and rural areas need to be treated differently than metropolitan areas, as they have different goals. SEGUE HERE. Citizens of Paonia choose this rural lifestyle for its this sense of community, and are willing to trade financial incentives and such as higher-paying salaries that would be found in more urban areas for the quality of life found here.

Paonia has an entrepreneur who used to be a stock trader in Boulder, but left to invest his money here, because this is where he wants to raise his family. The local theatre is owned by a nonprofit whose Board of Directors is dedicated to bringing culture to Paonia and helping local businesses thrive. Fifth generation residents stay here because of the beauty of the landscape; they invest significant time in the community. There are many more examples of residents who, for other reasons, chose Paonia because the attributes that make the quality of life here special. ¶

<sup>1</sup>Florida, R. (2011) The great reset: how new ways of living and working drive post-crash prosperity. New York, NY: HarperCollins Publishers. ¶



### ABOUT PAONIA

Paonia was first settled in 1881 by S

### PAONIA -- OUR HISTORY (AREA, LOCATION,

The Colorado Tourism website Colorado.com describes Paonia as “a thriving confluence of art, craftsmanship and agriculture.” In recent years it

has been dubbed “the farm-to-table capital of Colorado” (CITATION Mountain Living 2016). Located along the West Elk Scenic Byway at the base of the Grand Mesa and the heart of the West Elk Range, Paonia was founded in 1881 by Samuel Wade, who arrived in the North Fork area from Ohio via Lake City and Black Mesa in 1880 with friend ~~and~~ Enos Hotchkiss ~~who came~~

~~from Ohio via Lake City.~~ The town was officially incorporated in 1902 and held its first election in July of that year. The peony ~~flower roots that Samuel Wade brought with him to Colorado in 1881~~ inspired him to submit the Latin name for peony, “Paeonia” as the town name. The ~~Postal Service post office changed the name to wouldn’t allow the extra vowel, so Paeonia became~~ Paonia.

Town data (2019 per City-data.com):  
 Population of 1,469 within .76-square-mile town limits, representing a population loss since 2000 of 1.99%.  
 Median age of 56.5% compared to state median age of 37.1%  
 Median household income of \$44,447. Estimated median household value of \$219,542, compared to \$101,300 in 2000.  
 10.8 living in poverty.

## History

The area was explored in 1853 by Captain John W. Gunnison of the United States Army, . Gunnison was on who led an expedition to locate a suitable passage through the Rocky Mountains for the U.S. Army Corp of Topographical Engineers. The Valley was inhabited by Ute Indians

The only Indians indigenous to Colorado, the Ute history can be traced to early Fremont man who migrated the Bering Strait 10,000 years ago and occupied west-central Colorado. ~~The Utes practiced a universal religion in a natural sanctuary of mountains, rivers and forests. They had a long established social order.~~ The North Fork Valley and Colorado was the ancestral homeland of the Tabeguache or Uncompahgre band of the Ute Tribe. The expedition of Fathers Dominguez and Escalante encamped in the valley in 1776. Thereafter, the Utes continued to lead their free and nomadic life until the start of the Mexican War in 1846.

A series of treaties with the Utes were approved by the U.S. Senate but were not properly

implemented as promised by the government. Disputes arose, culminating in the Meeker Massacre in September, 1879, as well as the Thornburg ambush, leading to a forced exodus of the Tabeguagche band of Utes occupying the area to the Uintah reservation in 1881.



~~Early settlers raised cattle came first, and but in 1893, sheep were introduced to the valley. Cowboys organized to protect their grazing rights, leading to the a secret society called the Cattle Growers Protective Association.~~ “Sheep and Cattle Wars,” -- armed conflicts of the late 19th and early 20th centuries fought in the West over grazing rights between sheep and cattle ranchers. When sheep appeared on a cattle range, if legal persuasion failed, sheep were stampeded over bluffs or massacred. (The conflicts ended in 1934 with the signing of the Taylor Grazing Act.)

The area was also rich in fertile land. Naturally air conditioned by warm air flowing up the valley at night and cool air from the mountains streaming down during the day, Paonia has optimal conditions for growing fruit. Wade realized that potential, ~~saw the potential for growing fruit~~ and in 1882 picked up delivered a shipment of fruit trees ~~from in~~ Sapinero. By 1893, following the construction of an elaborate system of irrigation ditches, ~~the area was producing cherries, apricots, grapes, peaches, plums, pears, nectarines and apples. W.S. Coburn and Samuel Wade won six first place ribbons at the World’s Fair in Chicago. In 1902 the Once the Denver & Rio Grande Railroad extended established~~ its line into the North Fork from Delta ~~and (1902)~~ the region boomed with record fruit production.<sup>2</sup>

Vast reserves of coal ~~in the upper North Fork area. lay buried in the area.~~ and construction of a ~~advent of the railroad line~~ in YEAR HERE \_\_\_\_\_

<sup>2</sup> From *Elk Mountains Odyssey* by Paul Anderson and Ken Johnson, 1998.

brought prosperity to the area and coal mining was established as a ~~was the~~ major industry. *MORE ON COALMINING HISTORY HERE?*

~~Paonia is a unique town, with a deep rooted legacy of farming, ranching and mining. Now it is home to entrepreneurs, artists and outdoor lovers as well. It consistently ranks as one of the “coolest” Colorado mountain towns, and that’s saying something!~~

~~Naturally air conditioned by warm air flowing up the valley at night and cool air from the mountains streaming down during the day, Paonia has optimal conditions for growing cherries, apricots, grapes, peaches, plums, pears, nectarines and apples.~~

~~Founded by the Lions Club in 1947, the annual July 4 Cherry Days festival is one of Colorado’s longest running festivals and Mountain Harvest Festival has celebrated art, music, food, farm and more each September since 2001. The Pickin’ in the Park music festival in August, and the BMW Motorcycle Club of Colorado Top O’ the Rockies Rally.~~

~~A federally-designated American Viticulture Area, valley soils are ideal for growing wine grapes used in making award-winning wines and spirits.~~

~~he area’s unique soil conditions produce merlot and other grape varieties used making award-winning wines and d West Elks American Viticulture area, AVA, a federally designated wine region known for the unique qualities of the terroir (pronounced ter’wär) and the locally produced wines. The area has been called Colorado’s “Farm-to-Table Capital.” You will~~

eat some of the highest quality, cleanest food in the world when you visit this Valley.

~~Paonia is a focal point of back roads and trails leading into the mountains and forests, attracting hunters, hikers bicyelists and cross-country skiers. Hunters outfit themselves in Paonia before setting out to get their elk, deer, and bear. As a stop along the West Elk Scenic Byway, few places offer such a wonderful combination of climate, scenery, lifestyle and recreation.¶¶~~

~~¶¶ The art scene is alive and well! Paonia is a “Certified Colorado Creative District” and home to many creatives, including painters, jewelers, dancers, actors, musicians, writers, culinary artists and other traditional artisans. You can enjoy the creativity at places like the Paradise Theatre, Blue Sage Center for the Arts, and Elsewhere Studios Artist Residency.~~

~~Paonia is also home to the journalists, writers, and publishers of Non-profits include High Country News covers environmental and other issues in the West; the Paradise Theatre, Blue Sage Center for the Arts, and KVNF public radio. , a media organization that covers issues and stories that define the Western United States. Numerous non-profits serving our community add to the diverse and active culture of Paonia, including our own local National Public Radio Station KVNF.~~

~~Recent economic trends somewhat prompted by the closing of two of the remaining coal mines have resulted economic changes to Paonia and the surrounding area. a migration of retired professionals and remote workers who are able to take advantage of high-speed broadband.~~

SEE APPENDIX A - PAONIA COMMUNITY PROFILE <sup>3</sup>

<https://drive.google.com/file/d/1mKrG4CtP7r10o67Us2xwCGoGpc0pxduZ/view?usp=sharing>

<sup>3</sup> Community Profile for Paonia. Colorado State Demography Office October 2020

## Paonia

**Words & Music by Nellie Lange Skrydstrup (1915)**

There's an ideal little city  
Surrounded by mountains grand,  
On the Western slope of Colorado lands,  
It is beautiful Paonia the pride of all the West,  
Of which all nature has the splendor blest.

Chorus:

Beautiful Paonia, ah, beautiful Paonia  
With thy grand old mountains towering at thy side,  
Of cities thou art most blest,  
Paonia of the West.  
Beautiful Paonia art thou.

Thy grand and glorious sunset,  
Which at evening we behold,  
On thy mountain top a beauty all untold,  
With thy wealth of grand old orchards where luscious fruit abounds,  
Are in thy valley and on Mesa found.

With the grand old North Fork river,  
Winding thru the valley low,  
With thy fields of fragrant clover all aglow,  
Where the honey bee is hovering o'er blossom and the bud,  
Paonia most beautiful most fair.

## ABOUT THE MASTER PLAN

### Master Plan Elements

The Plan is a public document and official statement of land use policy adopted by the Planning Commission and approved by the Town Board of Trustees. State law authorizes the Town to adopt a comprehensive or master plan pursuant to Section 31-23-206 of the Colorado Revised Statutes as amended.

The first Town of Paonia Master Plan was adopted in 1996. Over time, the 1996 Plan was replaced by a series of standalone documents including: elements including Paonia is a statutory town. Under Colorado Statute (See C.R.S. 30-28-106 and 31-23-206), municipalities are authorized to prepare a master plan.

The Plan is a long-range guiding document for the community to achieve its vision and goals; provide policy framework for regulatory tools like zoning, subdivision regulations, annexations, and other policies; promote the community's vision, goals, objectives, and policies; establish a process for orderly growth and development; address both current and long-term needs; and provide for a balance between the natural and built environments.

Elements include recreation and tourism (as required by statute), transportation, land use, economic development, affordable housing, environment, parks and open space, natural and cultural resources, hazards, capital improvements, water supply and conservation, efficiency in government, sustainability, energy, and urban design.

The State of Colorado recommends that a comprehensive plan be completed every ten

years, although communities with fewer than 10,000 residents are not required to adopt a plan (CRS 30-28-106). Comprehensive plans should address multiple issues ranging from public utilities, transportation, general character and locations of neighborhoods in relation to flood control areas, land use, and respective hazards.

### Role of the Plan

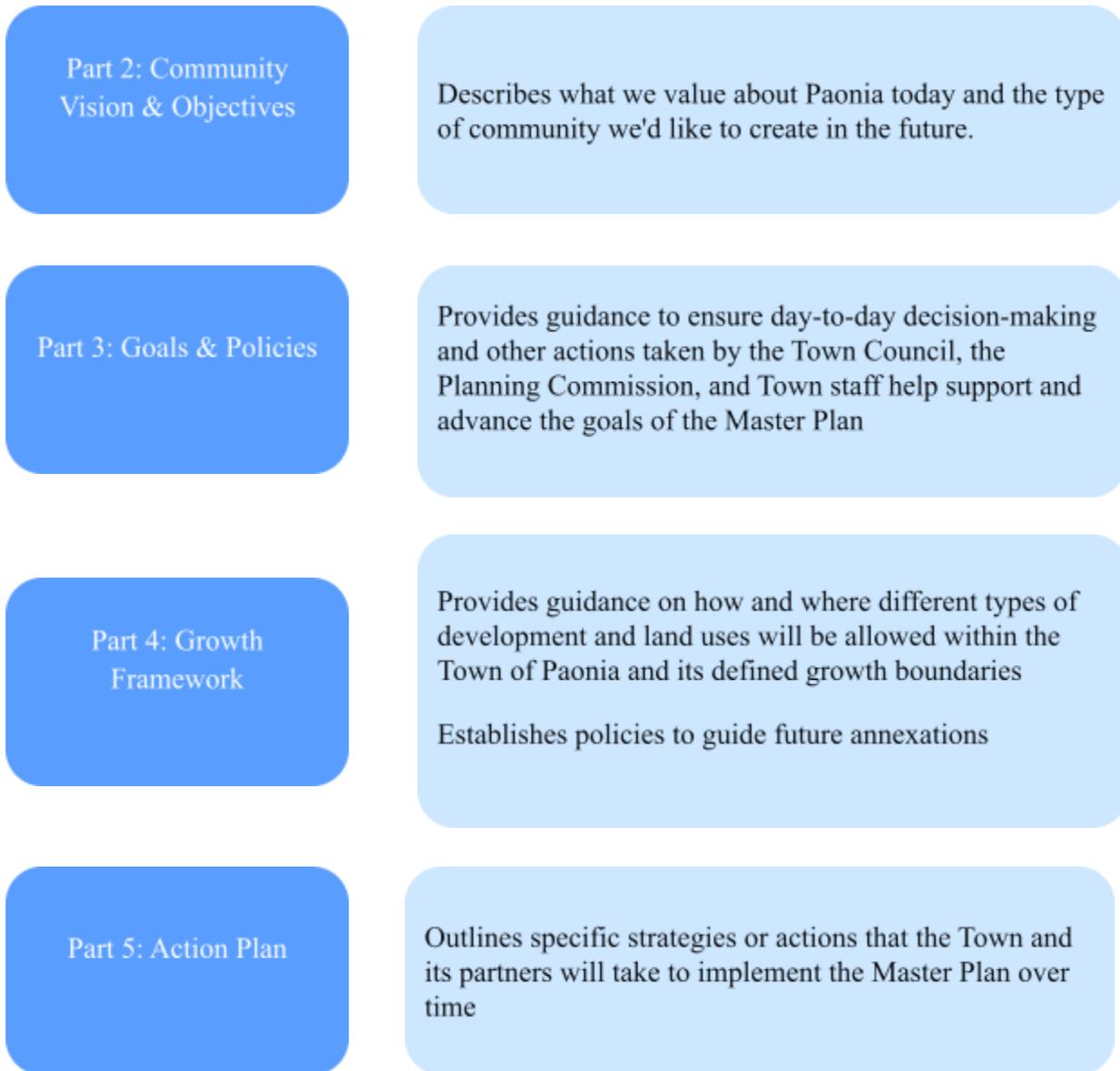
The Town of Paonia Master Plan (“the Plan”) is an officially adopted advisory document that outlines the community’s vision and goals for the next ten to twenty years, and beyond. The Plan is Comprehensive in nature, addresses — addressing issues related to land use, growth and development, community character, historic preservation, economic development and tourism, parks and open space, and other topics of importance to the community. The Plan establishes goals, policies, and actions to help achieve the community’s vision. It also provides a blueprint for future growth within the Town of Paonia and its defined boundaries that is implemented through the Town’s zoning and subdivision regulations and other regulatory tools. Achieving the vision and goals outlined in the Plan will not occur overnight; rather, the Plan will be implemented incrementally over time through day-to-day decision-making, and through the specific actions outlined in Part 5V.

- ~~The Highway 133 Corridor Master Plan~~
- ~~Intergovernmental Agreement on growth by the Town and County Commissioners~~
- ~~Municipal Code and Land Development Regulations~~
- ~~Paonia Parks & Trails Plan (coming in 2021)~~
- ~~Paonia Fire Protection District 2015 plan~~

### Parts of the Plan

While the overarching recommendations contained in these plans are reflected in this Master Plan, some contain additional background information and/or technical information that should be referenced as the recommendations of this Master Plan are carried out.

In addition to this introductory chapter, the Master Plan contains the following parts.



### Plan Amendments

Over time, amendments to the Master Plan may be necessary in order to maintain the document's

relevance and viability as a planning and decision-making tool. Any amendment to the Plan will include a public process to uphold the tremendous effort put into this Plan and the overall vision while also allowing for the Plan to

evolve over time. Targeted text amendments and/or map revisions may be requested by the Town Board of Trustees Council, Planning Commission, Town staff, or the public.

Amendments to the Master Plan may be considered based on community needs and desires to shape a positive future for Paonia, for example, when adjustments to an Objective or goal are needed in order to make the Master Plan more relevant to the needs of the community or to correct an objective or goal that is not working as intended. When considering an amendments to the Master Plan, the Planning Commission and Board f Trustees Town Council should consider the following criteria in order to objectively measure the request that:

- The proposed amendment is consistent with the overall intent of the Master Plan;
- Strict adherence to a current goal or objective of the Master Plan would result in a situation neither intended by nor in keeping with the vision and values or other goals and policies of the Plan;
- The proposed amendment will not have an undesirable effect on adjacent properties;
- The proposed amendment is compatible with the surrounding area (when amending the Future Land Use Map or Plan) and/or the vision, goals, and policies of the Master Plan;
- The proposed amendment will have minimal effect on public services and facilities and current or planned service provision; and
- The proposed amendment is not adverse to the public health, safety, and general welfare of the Town.

Administrative updates, such as outdated partner names, will not require an amendment. In addition, there will be some natural attrition during the life of this Plan, where goals or policies may become less relevant; when there are many, this may indicate that it is time to update the Plan, as described below.

### Plan Updates

Town staff should evaluate whether an update or amendment to the Master Plan is needed about every five years. Major updates may be triggered by the need to:

- Update key data points and re-evaluate trends related to demographics, housing, economic development, growth and development activity, and other important factors;
- Affirm the Master Plan’s vision, values, goals, and policies in total or regarding a particular topic or issue; and/or
- Re-evaluate the prioritization of implementation actions contained in the Action Plan.

Any update to the Master Plan should include opportunities for public involvement involvement by the public, Town staff, elected and appointed-

officials, and other relevant or affected stakeholders. ~~Depending on the amount of time that has passed since adoption of this Master Plan~~

~~or any subsequent updates, the community profile or key data in the community profile should be made current as part of the update.~~

### ABOUT THE PROCESS

~~The task of updating the Master Plan can be is undeniably~~ daunting. ~~The Town has limited resources.~~ By utilizing Paonia's limited local resources, including from past community engagement efforts and available factual

information to update the plan, the project can be made financially feasible. Since 2010, community members have had opportunities to discuss and ask questions about the Town of Paonia and its plans for the future,

**Related Plans and Studies**

In addition to the Master Plan elements listed above, the following related plans and studies were used to help inform the goals and policies contained in this Master Plan:

- Paonia Community Profile from DOLA State Demographer's Office (SDO)
- Paonia Creative District Signage and Wayfinding Plan (2018)
- Paonia Creative District Strategic Plan (201x)
- Delta County Master Plan and Land Use Regulations (2020)
- Delta County Economic Assessment (Better Cities) (2015-2016)
- Delta County Tourism Board Marketing Plan (2017)
- Space to Create Feasibility Study and Market Survey (2017-2019)
- Source Water Protection Plan (201x) ?
- Community Heart & Soul "What Matters Most" (2012-2014)
- Envisioning Paonia's Comprehensive Plan: Utilizing diversity to move towards a self-sustaining community. (2012)
- North Fork Valley Vision 2020. Executive Summary. (2010)
- Region 10 Comprehensive Economic Development Strategy (2019)
- Paonia Parks & Trails Plan (2020)
- Master Plan Community Surveys (2019-2020)
- Revitalizing Grand Ave. Architectural Designs (2020)
- Board & Staff Goal Setting Work Session: October 2, 2020

and how ~~members of the community have been holding conversations and looking for answers to questions about the future of our community and how our community can make a difference in~~ ranging from vision, housing, arts and culture, parks, economic development, water issues, and tourism. Meetings, surveys and conversations over time have contributed to the Vision, Mission and Values statements presented in this Plan. These broad statements were vetted by the Trustees, Staff and community members. ~~In addition,~~ assessments by professional consulting firms have informed the Region, the County and the Town about trends in industry, environmental issues, market demands, housing needs and population demographics and migration.

gGoals, oObjectives, pPolicies and aActions is vital.

With ten years of community meetings and Town Halls behind us, we can take what we have learned and apply it to this Master Plan process. This framework will be vetted by the Planning Commission and Trustees. Agreement on the



Since 2010, there have been opportunities for community engagement on subjects ranging from Vision, Housing, Arts & Culture, Parks, Economic Development, Water usage, to Tourism. Meetings, surveys and conversations over time have contributed to the Vision, Mission and Values statements presented here. These broad statements were vetted by the Trustees, Staff and community members.

In 2019 and 2020 a series of Community surveys were conducted distributed and town meetings were held to gather community input and have community discussions about important planning issues including

- Housing and Utilities
- Economic Development, Transportation, Community Sustainability
- Arts & Culture, Parks, Recreation and Trails
- Land Use

## COMMUNITY ENGAGEMENT

More than Over xxx people participated and resulting summaries were presented to the public and the trustees. These specific areas are used to formulate Goals, Objectives, Policies and Specific Actions that will determine describe the direction of the Town for the next 10-20 years.





In September and October 2020, the Board of Trustees and staff met to identify certain goal areas and with subsequent objectives to achieving each goal<sup>4</sup>. The purpose of the meeting was to position the town board/council to work effectively toward the betterment of the Town. This includes financial solvency, public health and safety concerns, and the general quality of civic life for the people who live here. The elements of the Board meetings are woven into a matrix that links the community’s priorities with actionable tasks. Universally, there was agreement that the updating of the Master Plan was critical to guiding guidance for decisions that would determine the future of the Town.

the Town’s Goals in terms of Community Values, we are ensuring that the guidance of the Master Plan is on track with what matters most to the community.

A “red-pen” campaign and additional town meetings with Paonia residents will garner broader input and provide necessary community engagement to produce a shared understanding and a final version of the Master Plan ready for Trustees’ approval. (Should this be in past tense?)

This Plan takes a “30,000 foot” view of the Town’s past, present and future so that proposed actions shall be aligned with the stated vision, mission and values. This is a test of prioritizing policies and actions. By defining

<sup>4</sup> Notes from Board & Staff Goal Setting Work Session October 2, 2020



## Part 2. Community Vision

In the past ten years Paonia has undergone notable changes; ~~there certainly have been notable changes to the Town.~~

- Domestic and global ~~shifts~~ ~~changes~~ in anchor industries such as coal-mining and agriculture have restructured employment opportunities and energy resources.
- Technology upgrades such as broadband internet have opened ~~doors~~ ~~the door~~ to remote jobs and learning.
- The influx of creative industries and the naming of Paonia as a Certified Colorado Creative District brought ~~not only~~ creative practitioners, also tourists and visitors for events and festivals.
- The recognition of the North Fork Valley for organic produce and the West Elks AVA for fine Colorado wines has opened new markets and new culinary interests in the area.
- Aging infrastructure has taken its toll on Paonia's water system and roads.
- The shift to an aging demographic ~~due to long-time residents who love their home town and new retirees looking for a satisfying community to live out their years.~~

Yet some things do not change. The reasons we come and the reasons we stay in Paonia are deeply rooted in the vision and values we hold in common.

### VISION

Paonia is the center of creative opportunity in the North Fork Valley of Western Colorado where individuals, families and businesses thrive. (IS THIS THE VISION? SURELY THERE IS MORE.)

### MISSION

Together, we shall preserve and enhance the unique qualities of this small rural community through thoughtful and deliberate actions, balancing between growth and environmental protection. We will provide adequate services to accommodate a diverse population, protecting and encouraging clean and environmentally sensitive industries and businesses in an effort to diversify the local economy and, encourage economic sustainability in an affordable environment.<sup>5</sup>

### VALUES

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<sup>5</sup> Peterson, Barbara. Envisioning Paonia's Comprehensive Plan: Utilizing diversity to move towards a self-sustaining community. 2012

The Town of Paonia, in partnership and communication with residents, businesses, and schools is dedicated to the betterment of our community and recognize these overarching values:



sense of community. Providing excellent services and a safe, healthy, welcoming atmosphere contribute to a sense of community and preserve a place where people choose to live.

We value a small town feel and sense of community within and among the diverse groups of people who live in the North Fork Valley. A strong work ethic helped build our town and the historic western buildings built by settler families. The historic service organizations, churches and clubs are important in the tradition of community service (like Rotary, “Friends of” organizations and the American Legion). Our long running festivals, Cherry Days, and Mountain Harvest Festival celebrate local traditions that help create our small town feel and sense of community.

We also respect and recognize the valley was home to the Ute people with their own enduring cultural traditions before the establishment of North Fork Valley settlements. We value the families who have been here five and six generations, as well as new comers. We recognize the importance of

preserving the traditions and heritage of the valley while new cultural traditions are being integrated into the local fabric of the community.

Goals and policies for this community value seek to retain and enhance key aspects of Paonia’s small town character and identity as the community grows in the future through a continued commitment to:

- Quality town services
- Livable friendly neighborhoods
- Affordable housing
- Creativity and innovation
- Community events and activities
- Parks and recreation

vibrant and steady economy. Promoting economic vitality while preserving our small town character. Strategically positioning Paonia for the future. Promoting a steady local economy by supporting agriculture, energy, creative industries, health & wellness, recreation & tourism and our local supporting businesses.



We value the traditions and heritage of the local economy, including the historical economic sectors of agriculture, ranching/herding, mining, local banks, small and downtown businesses, the railroad, hunting, and our systems of bartering and trade. Many people recognize the importance of new and emerging economic sectors, including tourism and recreation, arts and value-added agricultural products, wine making, organic agriculture, health and wellness, new energy resources, service jobs and businesses that utilize the Internet to do business outside of the valley. We recognize that the health of our local economy is strongly tied to regional, national and international markets.

Larger shifts in the national economy towards telecommuting means that workers no longer need to physically commute to an office. With faster internet speed, residents will increasingly be able to pursue job opportunities and careers in industries not currently located in Paonia. Alternatively, home-based entrepreneurs will be able to access customers or clients located around the globe. Goals and policies for this community value seek to promote a more balanced and sustainable economy through support for:

- A diversified economy
- A vibrant downtown
- Farming and mining heritage
- Local businesses/manufacturing/services/creative industries



- Tourism and outdoor recreation industries
- Home-based entrepreneurs and a mobile workforce

Individualism, diversity and inclusivity. Honoring the diversity of our population and ~~its~~ ~~their~~ independent spirit and freedom of expression.

Paonia has been described by its "quirkiness." Coal miners, "hippies," scientists, artists, retirees, entrepreneurs, teachers and healers make up the population. It is a small town with many churches and nonprofits. Paonia loves a rockin' festival, a family picnic and a quiet float on the river - sometimes all on the same day.

Paonia is perceived as a friendly, welcoming community. Neighbors take care of neighbors and nonprofits and churches take care of cultural and social amenities. People will work together on a project that they believe in. Cherry Days and Mountain Harvest Fest are two examples of how the community comes together to put on community events.

Paonia also has an "edge" to it. With freedom of expression of individuals and with the diversity of thoughts and ideas, citizens are not hesitant to express themselves. This leads to participation and generating inclusive points of view. The community engagement over the years such as Community Heart & Soul and Chamber of Commerce "visioning" exercises, Creative District Wayfinding and affordable housing surveys all gathered a broad range of input from the community.

Trends like increasing housing costs<sup>6,7</sup> and a lack of affordable childcare make it difficult for many people to live in Paonia. Looking to the future, residents would like to see Paonia remain a diverse and

<sup>6</sup> Affordable Housing Guide for Local Officials  
[https://www.cshba.com/uploads/6/9/4/3/69431517/dola\\_affordable\\_housing\\_guide.pdf](https://www.cshba.com/uploads/6/9/4/3/69431517/dola_affordable_housing_guide.pdf)  
<sup>7</sup>Colorado Housing affordability Data Explorer  
<https://public.tableau.com/profile/connor.everson5568#!/vizhome/ColoradoHousingAffordabilityDataExplorer/Introduction>

inclusive community, not one that is homogeneous and unwelcoming of “others.” Residents want to avoid the kinds of changes that have occurred in other small mountain towns, such as an influx of second homeowners. Goals and policies for this community value address our commitment to those things that contribute to our community and help make Paonia, Paonia:

Goals and Policies for these values may include:

- Diverse housing options
- Updated planning and zoning **regulations**
- Inclusive governance and community engagement
- Civil discourse
- Accessible community services including aging in place and in community
- Support for community nonprofits
- Public safety

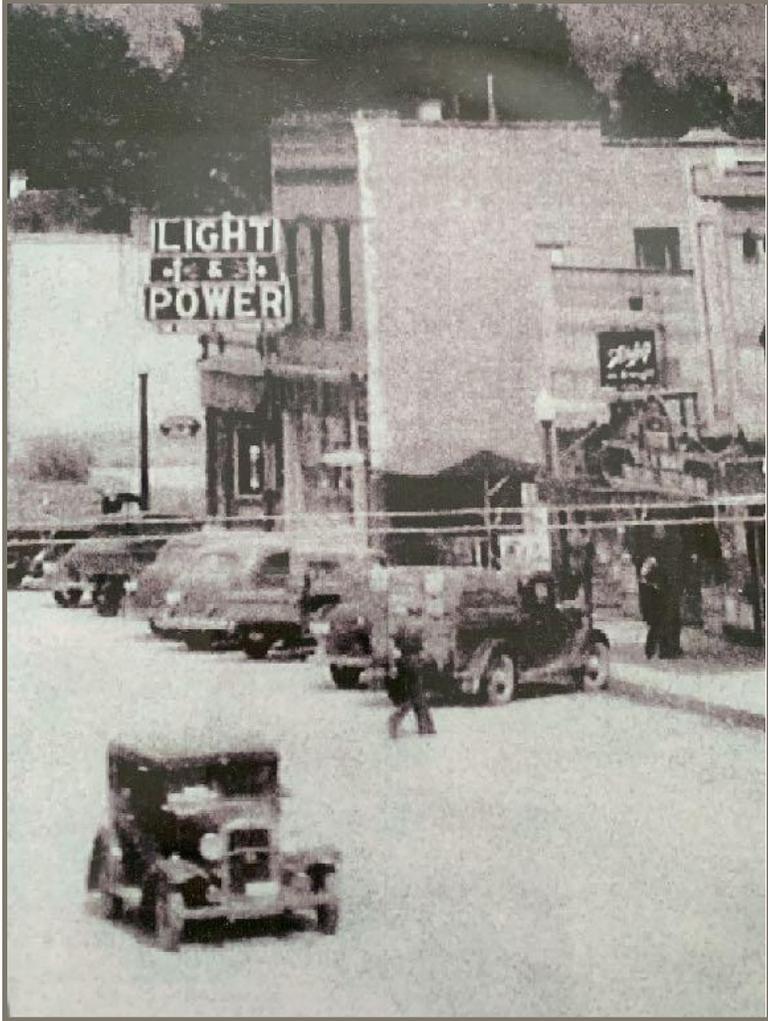
A healthy natural environment.

Respecting and preserving our beautiful landscape, our water resources and a healthy natural environment is valued by most who live and visit Paonia. From the North Fork of the Gunnison River to the Grand Mesa National Forest and the West Elk Wilderness, Paonia’s beautiful natural surroundings, and the recreational opportunities they provide, are one of the main reasons residents choose to live in this community. Protecting the scenic values, the agricultural practices and the riparian character of natural areas in and around Paonia through responsible environmental practices is something the community values strongly. Paonia seeks to ~~must~~ grow in a ways that protect and preserve s the natural environment and its ~~these~~ valuable resources. Paonia residents must also be aware of the changes to our local environment that could arise as a result of climate change. Goals and policies for this community value should address:



- Source-water protection for domestic and irrigation uses
- Air quality protection
- Dark skies protection
- Preservation of natural habitats and ecosystems

- Conservation of open space, farm and ranch lands
- Sustainable development practices
- Access to and protection of the river corridor
- Community tree and forest management
- Climate adaptation



- Architecture and culture **Historic preservation**

Honoring our history and heritage.

- Paonia is seen by residents and visitors as an “authentic” community. Whether it is a fifth generation ranching family, a third generation coal miner or a millennial newcomer, the Western story of the founding and the settlement of Paonia is important to the character of the Town. This feeling is derived from a blend of Paonia’s historic past as a Western coal town, its ranching and agricultural community, its proximity to the mountains and outdoor recreation, and its welcoming of creative and innovative entrepreneurs.

Goals and policies for ~~this community value seek to retaining and preserving and enhance key aspects of Paonia’s small-town character and identity should include the preservation of its history, including: as the community grows in the future through a continued commitment to:~~

- The legacy of mining, agriculture and ranching
- Traditional community events and activities
- Outdoor recreation including hunting and fishing

**The Master Plan’s goals and objectives provide guidance for how the Town of Paonia will work towards achieving the community vision set forth in the previous part of the Master Plan as part of its day-to-day actions and decision-making processes. The goals and objectives are reflective of the community’s vision and the community values they share. As such, goals and objectives are organized by the five community values:**

- **Sense of Community**
- **Vibrant Steady Economy**
- **Individualism, Diversity and Inclusivity**
- **Healthy Natural Environment**
- **History and Heritage**

**The community values, goals, and objectives are not presented in any order of importance or priority—each are equally important to achieving the community’s vision for the future. Actions to support the implementation of the goals and objectives are provided in Part V of the Plan.**

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# PART 3. GOALS & OBJECTIVES MATRIX

S



**sense of community.** Providing excellent services and a safe, healthy, welcoming atmosphere contribute to a sense of community and preserve a small town feel where people choose to live.

**GOAL COM -1:** The Town Staff and Trustees are committed to establishing, implementing and reviewing this Master Plan and regard it as a living document to be used in decision-making.

**OBJECTIVE COM 1.1** The Board of trustees will pass by resolution the contents of this Master Plan in 2021.

**OBJECTIVE COM 1.2** The Staff and Trustees will reference the Action Plan in establishing priorities for the Town.

**OBJECTIVE COM 1.3.** The Staff and Trustees will review the Master Plan annually and recommend amendments and upgrades.

**GOAL COM-2.** Communications. Encourage citizen participation and dialogue with elected and appointed officials and town administration in order to foster broad- based representation and input for local government decisions.

**OBJECTIVE COM 2.1.** Multi-Media Outreach

**OBJECTIVE COM 2.2** Be a model for transparency, efficiency and good governance

**OBJECTIVE COM 2.3.** Boards and Commissions Representation

**OBJECTIVE COM 2.4.** Relationship Building

**OBJECTIVE COM 2.5.** Volunteer opportunities

**GOAL COM-3:** Provide Quality Services to the Town and its residents

**OBJECTIVE COM 3.1.** Law Enforcement Services

To the extent possible, ensure that the Paonia Police Department has the staff, facilities, equipment, resources, and training necessary to provide the community with the desired level of public safety services.

**OBJECTIVE COM 3.2.** Emergency Management. Ensure Town government is prepared to respond to and continue providing services during emergencies. Strive to return to normal operations as soon as is feasible following such events.

**OBJECTIVE COM 3.3 :** Complete a Capital Improvement Plan (CIP) for Town Infrastructure to Ensure the Town’s infrastructure can adequately support current and future residents.

- A CIP is a long-range plan for the replacement of aging infrastructure as well as identifying financing strategies to fund these replacements.
- Annually review the CIP to anticipate immediate and future funding needs.
- Annually update the CIP to reflect work that has been completed and the changing condition of the Town’s infrastructure.
- Create digital maps of the water/wastewater distribution system and train staff on utilizing these maps.
- The Board of Trustees and staff should prioritize projects based on the CIP.

**OBJECTIVE COM 3.4.** The Town will develop a safe and well-connected transportation system that balances the needs of automobiles, bicycles, and pedestrians. Improvements to the transportation system should reflect the priorities listed in the CIP.

- The CIP will identify and prioritize sections of road and sidewalk that require maintenance or improvements.
- Coordinate water and sewer infrastructure repairs with street maintenance and repairs.
- Consider approaches to improve the safety for individuals commuting via bicycle (bike lanes, trails, etc.).
- Evaluate the transportation needs of the elderly and disabled to determine the best ways to help this population.
- Continue progress on the Signage & Wayfinding plan to provide clear, adequate signage to direct people to support local businesses in the community.
- Develop and implement a Safe Route to Schools plan to protect students as they travel to and from school.

**GOAL COM 4** Land Use Planning. Consider planning and growth recommendations for residential, commercial, industrial, open space and recreation land uses within the Town limits and the three-mile influence area around its borders.

**GOAL COM 5** Identify solutions for Affordable Housing.

- Accessory Dwelling Units

Affordable Housing Guide for Local Officials

[https://www.cshba.com/uploads/6/9/4/3/69431517/dola\\_affordable\\_housing\\_guide.pdf](https://www.cshba.com/uploads/6/9/4/3/69431517/dola_affordable_housing_guide.pdf)

Colorado Housing affordability Data Explorer

<https://public.tableau.com/profile/connor.everson5568#!/vizhome/ColoradoHousingAffordabilityDataExplorer/Introduction>

**GOAL COM 6.** Community Events. Support community events that cater to a range of community interests, backgrounds, and ages.

# V

**ibrant and steady economy.** Promoting economic vitality while preserving our small town character. Strategically positioning Paonia for the future. Promoting a steady local economy by supporting agriculture, energy, creative industries, health & wellness, recreation & tourism and our local supporting businesses.

### Community Focus

Build and maintain a diversified economy  
Promote local businesses/services/creative industries  
Promote tourism & outdoor recreation industries  
Support home-based entrepreneurs & a mobile workforce  
Maintain a vibrant downtown

**GOAL SE 1.** Support existing/anchor businesses

**GOAL SE 2.** Address emerging businesses through planning and zoning including Home-Based Businesses, Mobile Workforce, Pop-ups and Food Trucks, Short-term Lodging.

**GOAL SE 3.** Demonstrate support for out-of-town business generators including outdoor Recreation, Tourism, Energy, Farms, Wineries, Creative Industries.

**GOAL SE 4.** Maintain and support a vibrant downtown and Creative District.

**GOAL SE 5.** Build and maintain healthy Town financial reserves.



**ndividualism, diversity and inclusivity.** Honoring the diversity of our population and their independent spirit and freedom of expression.

**Community Focus**

- Maintain inclusive governance and community engagement
- Provide transparency and clear communication
- Encourage accessible community services including aging in community
- Support community nonprofits & volunteers
- Provide excellent public safety options
- Encourage & support diverse housing options

**GOAL ID 1.** Maintain inclusive governance

**GOAL ID 2.** Develop a Communications Plan that is accessible to the community

**GOAL ID 3.** Create a Public Safety Plan that aligns with GOAL COM 3.

**GOAL ID 4.** Maximize the benefits of local nonprofits and volunteers.

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**healthy natural environment.** Respecting and preserving our beautiful landscape, our water

**Community Focus**

- Complete source-water protection for domestic & irrigation uses
- Incorporate sustainable development practices
- Explore air quality protection and climate change plan
- Implement dark skies protection
- Preserve natural habitats and ecosystems including :
  - Community tree and forest management
  - Conservation of open space, farm and ranch lands
  - Access to and protection of the river corridor

resources and a healthy natural environment is valued by most who live and visit Paonia.

**GOAL HE 1.** Complete Park, Trails & Recreation plan

- GOAL HE 2.** Complete Water Protection Plan
- OBJECTIVE HE 2.1 Source water protection
  - OBJECTIVE HE 2.2 Drought Management
  - OBJECTIVE HE 2.3 Water Quality Management
  - OBJECTIVE HE 2.4 Protect river corridor habitat

**GOAL HE 3.** Dark Skies Management Plan

**GOAL HE 4.** Air Quality Protection Plan

**GOAL HE 5.** Implement sustainable development and managed growth practices that conserve open space and protect the natural environment.

**GOAL HE 6.** Identify Town’s role and responsibility in preparing for and reacting to climate change.

# H

**onoring our history and heritage.** Retain and enhance key aspects of Paonia’s small town character and identity as the community grows in the future.

**Community Focus**  
Honor the legacy of mining, agriculture and ranching  
Support traditional community events and cultural activities  
Promote outdoor recreation including hunting and fishing  
Encourage historic preservation

**GOAL HH 1. Preserve Paonia’s Heritage**

OBJECTIVE HH 1.1. Encourage historic preservation

OBJECTIVE HH 1.2 Incentivize residential house restoration projects

**GOAL HH 2. Support and promote traditional events and activities**

**GOAL HH 3. Support Paonia Creative District and local arts and culture**



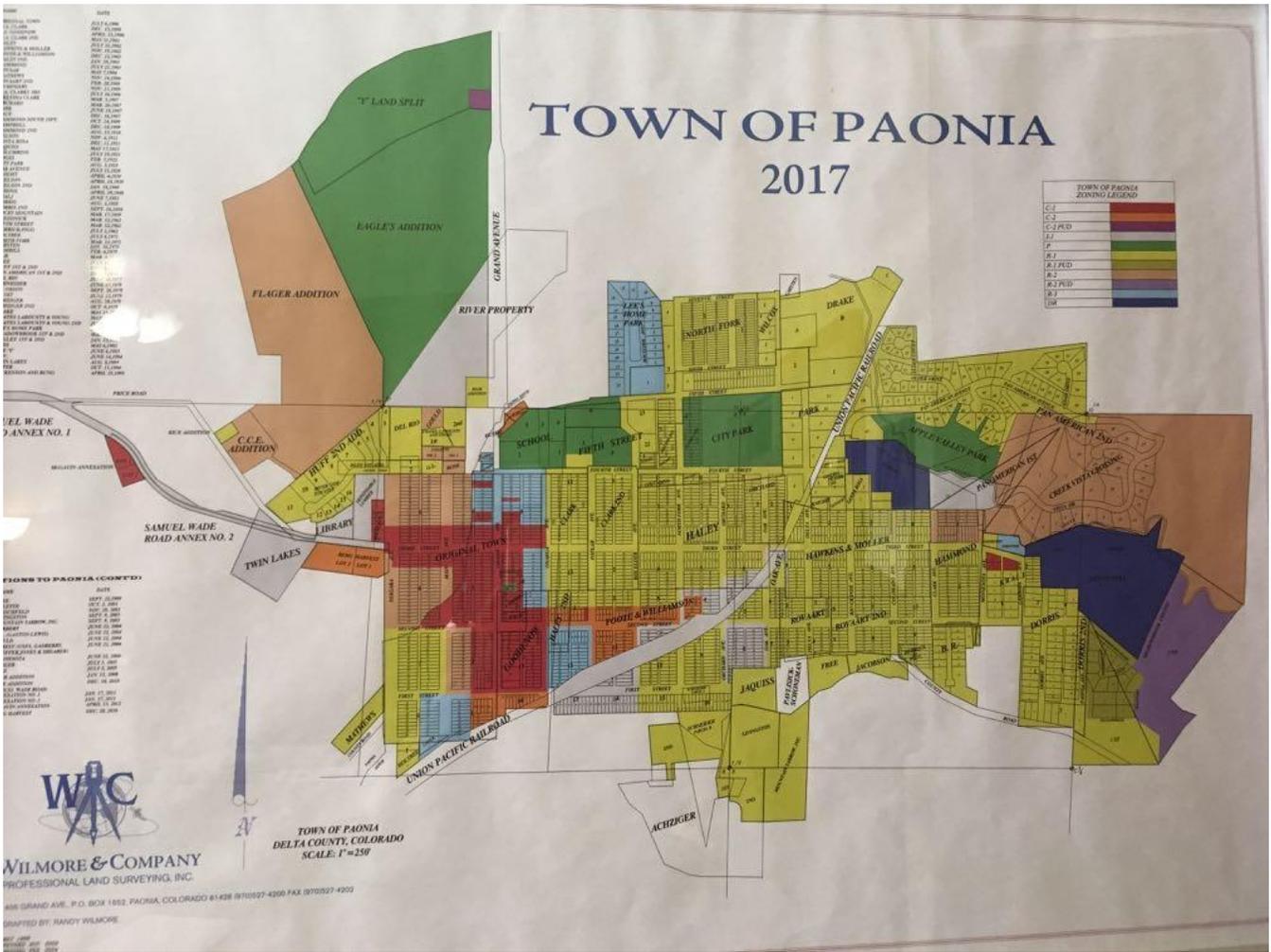
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# PART 4. GROWTH FRAMEWORK



Section to be developed by Planning Commission to align with GOAL COM 4 to include a review of LDRs and Zoning to reflect changes in the community. Supporting documents include:

- Town Zoning Map
- Highway 133 Plan
- Delta County Master Plan
- Intergovernmental Agreement on growth by the Town and County Commissioners
- Existing LDRs

## PART 5. ACTION PLAN

# Roles and Responsibilities

Town staff plays a critical role in helping to implement the Master Plan in the course of carrying out their regular duties. For each implementation action, the Town department responsible for leading the action and any supporting partners are listed. An overview of each department’s regular duties is provided at right.

## Timing

Anticipated timeframes for completion of the implementation actions are as follows:

- **Short-term:** to be initiated within 1-3 years of the Master Plan’s adoption
- **Medium-term:** to be initiated within 4-7 years of the Master Plan’s adoption
- **Long-term:** to be initiated within 8-10 years of the Master Plan’s adoption
- **Ongoing:** actions implemented by Town staff that continue over time. Actions may be implemented sooner than the timeframes identified here if the opportunity to do so arises

### Duties of Town Departments

- **Administration:** The Town Manager serves as the legislative liaison for the Council overseeing the administration and management of the Town in accordance with the policies determined by the Town Council. The Town Clerk’s office provides administrative support to the Town Council and Planning Commission and is responsible for other administrative tasks that support the function of the Town government.  
*Community Development: Community Development consists of Planning, Building, Creative District initiatives. Together these divisions are responsible for development, land use, code enforcement, building permit reviews, and economic vitality efforts.*

### Finance: [Need definitions of duties]

- **Police Department (PD):** The Police Chief provides general law enforcement to maintain public peace and safety; protect life and property and prevent crime.
- **Public Works:** The Public Works Department is responsible for the operation, maintenance, repair, and long-term planning of the Town’s infrastructure. This includes parks, water, sewer, streets, and more

(e.g., staffing or grant funding becomes available) or as community priorities change over the 10 to 20 year Master Plan horizon. Shaded actions indicate those that are already underway not including ongoing actions.

## Resources Required (RR)

The types of resources needed to implement each of the actions listed in this chapter are listed to inform preparation, planning, and budgeting for implementing the actions as well as to help Town staff and elected officials identify needs and gaps in the resources currently available. While the time commitment required for each action will vary, all actions will require Town staff time for completion or ongoing administration. Some of the actions (both those listed as ongoing, and those with shading)

build on Town initiatives and efforts that are already underway.

Other types of resources that may be required to carry out the actions listed include:

- **Regional Collaboration (RC).** Actions to be implemented in partnership with others in the region, such as Delta County, region 10, the Chamber of Commerce, Paonia Creative District, the Paonia School District. In some cases, actions will be initiated by the Town. In other cases, actions reflect ongoing partnerships or initiatives that the Town is already engaged in.
- **Funding (F).** Actions that will require funding through the Town's General Fund and/or Capital Improvement Plan (CIP). Others will require outside support or other specialized services (e.g., through grants or other funding sources) to supplement staff time and expertise.
- **Public (P).** Actions that may include significant interaction with the public, workshops with Town Board of Trustees/Planning Commission and/or the public, reviewing and adopting ordinances, public meetings, and other time from elected and appointed officials.

**GOAL COM -1:** The Town Staff and Trustees are committed to establishing, implementing and reviewing this Master Plan and regard it as a living document to be used in decision-making.

OBJECTIVE	ACTION ITEM	RESPONSIBILITY	TIMING
<b>OBJECTIVE COM 1.1</b> The Board of trustees will pass by resolution the contents of this Master Plan in 2021.			

## APPENDICES

Paonia Community Profile. State Demography Office, October 2020.[Add Link?](#)

Board & Staff Goal Setting Worksession: October 2, 2020

[Include all referenced documents in a master file]

<https://drive.google.com/drive/folders/1VLD30Hi9TqcuJZcDkcpogihH3cxWNshc?usp=sharing>

AGENDA SUMMARY FORM

Agenda Item # CALL	Adjournment
	

Summary:

Vote:	Barb Heck:	Karen Budinger:	Monica Foguth:
Steve Clisset:	Mary Bachran:		