



**TOWN OF PAONIA**  
**SUNDAY, MARCH 03, 2024**  
**PLANNING COMMISSION WORK SESSION AGENDA**  
**1:30 PM – 3:30 PM**

**Roll Call**

**Work Session**

1. Please join the Planning Commission and Phoenix Rising Resources LLC for a work session focused on the Future Land Use element of the Comprehensive (Master) Plan and public input.

One or more members of the Board of Trustees may be attending this work session.

Documents are also available at:

<https://townofpaonia.colorado.gov/paonia-master-comprehensive-plan-updates>

**Adjournment**

I. RULES OF PROCEDURE

**Section 1. Schedule of Meetings.** Regular Board of Trustees meetings shall be held on the second and fourth Tuesdays of each month, except on legal holidays, or as re-scheduled or amended and posted on the agenda prior to the scheduled meeting.

**Section 2. Officiating Officer.** The meetings of the Board of Trustees shall be conducted by the Mayor or, in the Mayor's absence, the Mayor Pro-Tem. The Town Clerk or a designee of the Board shall record the minutes of the meetings.

**Section 3. Time of Meetings.** Regular meetings of the Board of Trustees shall begin at 6:30 p.m. or as scheduled and posted on the agenda. Board Members shall be called to order by the Mayor. The meetings shall open with the presiding officer leading the Board in the Pledge of Allegiance. The Town Clerk shall then proceed to call the roll, note the absences and announce whether a quorum is present. Regular Meetings are scheduled for three hours, and shall be adjourned at 9:30 p.m., unless a majority of the Board votes in the affirmative to extend the meeting, by a specific amount of time.

**Section 4. Schedule of Business.** If a quorum is present, the Board of Trustees shall proceed with the business before it, which shall be conducted in the following manner. Note that all provided times are estimated:

- (a) Roll Call - (5 minutes)
- (b) Approval of Agenda - (5 minutes)
- (c) Announcements (5 minutes)
- (d) Recognition of Visitors and Guests (10 minutes)
- (e) Consent Agenda including Approval of Prior Meeting Minutes (10 minutes)
- (f) Mayor's Report (10 minutes)
- (g) Staff Reports: (15 minutes)
  - (1) Town Administrator's Report
  - (2) Public Works Reports
  - (3) Police Report
  - (4) Treasurer Report
- (h) Unfinished Business (45 minutes)
- (i) New Business (45 minutes)
- (j) Disbursements (15 minutes)
- (k) Committee Reports (15 minutes)
- (l) Adjournment

\* This schedule of business is subject to change and amendment.

**Section 5. Priority and Order of Business.** Questions relative to the priority of business and order shall be decided by the Mayor without debate, subject in all cases to an appeal to the Board of Trustees.

**Section 6. Conduct of Board Members.** Town Board Members shall treat other Board Members and the public in a civil and polite manner and shall comply with the Standards of Conduct for Elected Officials of the Town. Board Members shall address Town Staff and the Mayor by his/her title, other Board Members by the title of Trustee or the appropriate honorific (i.e.: Mr., Mrs. or Ms.), and members of the public by the appropriate honorific. Subject to the Mayor's discretion, Board Members shall be limited to speaking two times when debating an item on the agenda. Making a motion, asking a question or making a suggestion are not counted as speaking in a debate.

**Section 7. Presentations to the Board.** Items on the agenda presented by individuals, businesses or other organizations shall be given up to 5 minutes to make a presentation. On certain issues, presenters may be given more time, as determined by the Mayor and Town Staff. After the presentation, Trustees shall be given the opportunity to ask questions.

**Section 8. Public Comment.** After discussion of an agenda item by the Board of Trustees has concluded, the Mayor shall open the floor for comment from members of the public, who shall be allowed the opportunity to comment or ask questions on the agenda item. Each member of the public wishing to address the Town Board shall be recognized by the presiding officer before speaking. Members of the public shall speak from the podium, stating their name, the address of their residence and any group they are representing prior to making comment or asking a question. Comments shall be directed to the Mayor or presiding officer, not to an individual Trustee or Town employee. Comments or questions should be confined to the agenda item or issue(s) under discussion. The speaker should offer factual information and refrain from obscene language and personal attacks.

**Section 9. Unacceptable Behavior.** Disruptive behavior shall result in expulsion from the meeting.

**Section 10. Posting of Rules of Procedure for Paonia Board of Trustees Meetings.** These rules of procedure shall be provided in the Town Hall meeting room for each Board of Trustees meeting so that all attendees know how the meeting will be conducted.

## **II. CONSENT AGENDA**

**Section 1. Use of Consent Agenda.** The Mayor, working with Town Staff, shall place items on the Consent Agenda. By using a Consent Agenda, the Board has consented to the consideration of certain items as a group under one motion. Should a Consent Agenda be used at a meeting, an appropriate amount of discussion time will be allowed to review any item upon request.

**Section 2. General Guidelines.** Items for consent are those which usually do not require discussion or explanation prior to action by the Board, are non-controversial and/or similar in content, or are those items which have already been discussed or explained and do not require further discussion or explanation. Such agenda items may include ministerial tasks such as, but not limited to, approval of previous meeting minutes, approval of staff reports, addressing routine correspondence, approval of liquor licenses renewals and approval or extension of other Town licenses. Minor changes in the minutes such as non-material Scribner errors may be made without removing the minutes from the Consent Agenda. Should any Trustee feel there is a material error in the minutes, they should request the minutes be removed from the Consent Agenda for Board discussion.

**Section 3. Removal of Item from Consent Agenda.** One or more items may be removed from the Consent Agenda by a timely request of any Trustee. A request is timely if made prior to the vote on the Consent Agenda. The request does not require a second or a vote by the Board. An item removed from the Consent Agenda will then be discussed and acted on separately either immediately following the consideration of the Consent Agenda or placed later on the agenda, at the discretion of the Board.

## **III. EXECUTIVE SESSION**

**Section 1.** An executive session may only be called at a regular or special Board meeting where official action may be taken by the Board, not at a work session of the Board. To convene an executive session, the Board shall announce to the public in the open meeting the topic to be discussed in the executive session, including specific citation to the statute authorizing the Board to meet in an executive session and identifying the particular matter to be discussed “in as much detail as possible without compromising the purpose for which the executive session is authorized.” In the event the Board plans to discuss more than one of the authorized topics in the executive session, each should be announced, cited and described. Following the announcement of the intent to convene an executive session, a motion must then be made and seconded. In order to go into executive session, there must be the affirmative vote of two thirds (2/3) of Members of the Board.

**Section 2.** During executive session, minutes or notes of the deliberations should not be taken. Since meeting minutes are subject to inspection under the Colorado Open Records Act, the keeping of minutes would defeat the private nature of executive session. In addition, the deliberations carried out during executive session should not be discussed outside of that session or with individuals not participating in the session. The contents of an executive session are to remain confidential unless a majority of the Trustees vote to disclose the contents of the executive session.

**Section 3.** Once the deliberations have taken place in executive session, the Board should reconvene in regular session to take any formal action decided upon during the executive session. If you have questions regarding the wording of the motion or whether any other information should be disclosed on the record, it is essential for you to consult with the Town Attorney on these matters.

## **IV. SUBJECT TO AMENDMENT**

**Section 1. Deviations.** The Board may deviate from the procedures set forth in this Resolution, if, in its sole discretion, such deviation is necessary under the circumstances.

**Section 2. Amendment.** The Board may amend these Rules of Procedures Policy from time to time.

## FUTURE LAND USE MAP

### KEY CONSIDERATIONS

- Preserving Paonia’s small town feel and rural and historical character
- Maintaining the Town’s agricultural legacy and its connection to agricultural and public lands
- The increasing demand for affordable housing
- Identifying options for a gradual density increase
- Maintaining the economic vitality of the historic downtown
- Maintaining commercial development along Grand Ave. and clustering new commercial development along the Town’s gateways
- Identifying areas for creative mixed use and business opportunities
- Preserving and increasing access to open space and the river
- Protecting wildlife habitat and riparian corridors
- Identifying natural hazards and their implications on existing and future development

### MAP ELEMENTS

#### Future Land Use Categories

1. **Downtown Commercial Core** – The vibrant commercial heart of Paonia with a unique historic character. This area is oriented towards local businesses and pedestrian access. Its restaurants and the Paradise Theater are the gravitational center of community life. Commercial activities are generally limited to small scale retail, professional offices, and restaurants and food trucks. Maintaining local core businesses that serve the community’s daily needs in this district is a key step to preserving the small town feel and sense of self-reliance.

Primary Uses: Small scale retail, restaurants, professional offices, and other compatible commercial uses

Supporting Uses: Institutional, civic and government facilities, parks and recreational facilities, residential

2. **Mixed Use** – This category is intended to support a range of uses that serve and complement the Downtown Core while blending with lower density residential areas. The commercial, residential mix, and light industrial mix contributes to maintaining access to services and provides diverse housing options. Mixed Use areas are walkable and connected to nearby amenities, parks, and open space.

Primary Uses: Mixed residential, light industrial, home office, art studios, commercial, restaurants, public

Supporting Uses: Small scale manufacturing, institutional

3. **Downtown Neighborhood** – Part of the oldest residential neighborhood in the historic town grid, this area is predominantly defined by historical architecture styles and single-family housing. Slightly higher residential density than other residential areas is located here due to its proximity to Grand Ave and the Town’s most vibrant commercial axis. Maintaining the historic character and scale while allowing for increased density is the focus in this area.

Primary Uses: Residential including one, two and three family housing



Supporting Uses: Home office/studio, parks, institutional, ADUs

4. **Town Original Neighborhood** – This district encompasses the central residential neighborhood in the historic town grid, characterized by tree-lined streets and an older architecture (turn of the century to 1940's). Its historic architectural character, walkability and small neighborhood feel are highly valued by the community. Maintaining walkability by sidewalk improvement, tree maintenance and off-street parking solutions is key in this area.

Primary Uses: Residential, single family

Supporting Uses: Home office/studio; ADU, institutional

*\*Note to Staff: we'd like to discuss density with the public ("gentle", duplexes, ADUs) and where they are appropriate within different neighborhoods.*

5. **Traditional Neighborhood** – This district defines a more recent residential part of the Town (post 1950), with mostly single-family homes properties. It represents a transition from the historic core residential and mixed use areas towards the lower density residential districts that border agricultural land and open space. Residential density in this area will increase gradually over time with the addition of new ADUs or two family dwellings.

Primary Uses: Residential single family

Supporting Uses: Senior apartments. Two family dwellings and ADUs

6. **Conservation Neighborhoods** - Low-density conservation developments at the edge of Town, dedicated to preserving open space and the wildlife habitat corridor within the Town's larger geographic and ecological context. This area acts as a transition buffer between the Town and the surrounding open lands. It offers a pedestrian and visual connection between the Town core and the recreational areas outside of the Town limits, reflecting the community's appreciation of its natural environment. Conservation measures such as conservation easements are encouraged in this area.

Primary Uses: Residential (cluster or conservation development)

Supporting Uses: Parks and trails, natural habitat preservation, access easements

7. **Urban Farmland** – This area is defined by agricultural land that supports the practice of cultivating crops, raising livestock, and agritourism. It creates a transition between Town living and the surrounding rural farmland and it contributes to conserving open space and historic agricultural land. This category plays a critical role in preserving Paonia's rural history and character and in reinforcing its local culinary farm-to-table tradition. Development in this area includes clustered and single family housing in conjunction with agriculture and land conservation.

Primary Uses: Single Family Residential

Supporting Uses: Agriculture, open space conservation, land trusts, worker housing

**Urban Growth Area (UGA)** – Includes areas near the boundaries of the incorporated municipality, and represents a way to achieve ordered and controlled urban growth in accordance with the County and in harmony with the rural character of the North Fork Valley. New development in this area should focus on maintaining productive rural areas, open land and scenic viewsheds and it should be concentrated in

proximity to existing infrastructure. The UGA includes several Natural Hazard areas, the most significant being the FEMA 100-year floodplain.

For more details on planning and development in these areas, please refer to the *Paonia – Delta County IGA* and the *Town of Paonia Highway 133 Corridor Master Plan (Planning Areas A and B)*.

**3-Mile Plan Area** – Considers properties within 3 miles outside of the Town limits that are not included in the Urban Growth Area. New development in this area should be compatible with its surroundings and designed within the context of preserving existing agricultural areas and wildlife corridors. The 3-Mile Area includes several natural hazards, including flooding, landslide and runoff prone regions, and is overall characterized by a significant wildfire risk.

For more details on planning and development in these areas please refer to the *Paonia – Delta County IGA* and the *Town of Paonia Highway 133 Corridor Master Plan (Planning Areas A and B)*.

**Historic Core** – The central area of Town that is defined approximately from Niagara Ave. to Rio Grand Ave., and from First Street to Fourth Street. The buildings and streets in these areas reflect the original settlement of Paonia around the turn of the 20th century and into the 1940's. While not all properties are historic, this area generally displays a unique architectural character and a rich historic legacy that are highly valued by the community. Remodels and new development in these areas should be compatible with the general character and scale of the surrounding neighborhood. The Historic Core generally includes future land use categories: Downtown Core, Town Core and Town Original Neighborhoods, and some Mixed Use/Light Industrial.

**Gateways** – The two main gateways to Paonia play a crucial role in connecting the Town geographically (through Hwy 133) and represent key nodes in the future of the Town as they are located mostly in UGA areas. They provide opportunities for improved signage, safe pedestrian paths, and recreation access. For more details on planning and development in these areas refer to the *Town of Paonia Highway 133 Corridor Master Plan*.

- a. Samuel Wade Road represents the main access point from the highway. While future commercial and residential development is encouraged in this area, it is crucial to preserve agricultural land and the scenic view sheds. Development should be concentrated in clusters in order to maintain Paonia's small-town, agricultural character.
- b. Grand Avenue is the secondary access to the Town from the highway. Development in this area should focus on landscaping and beautification, on integrating the River Park and on creating a safe bike and pedestrian-friendly access to the Paonia K-8 School.

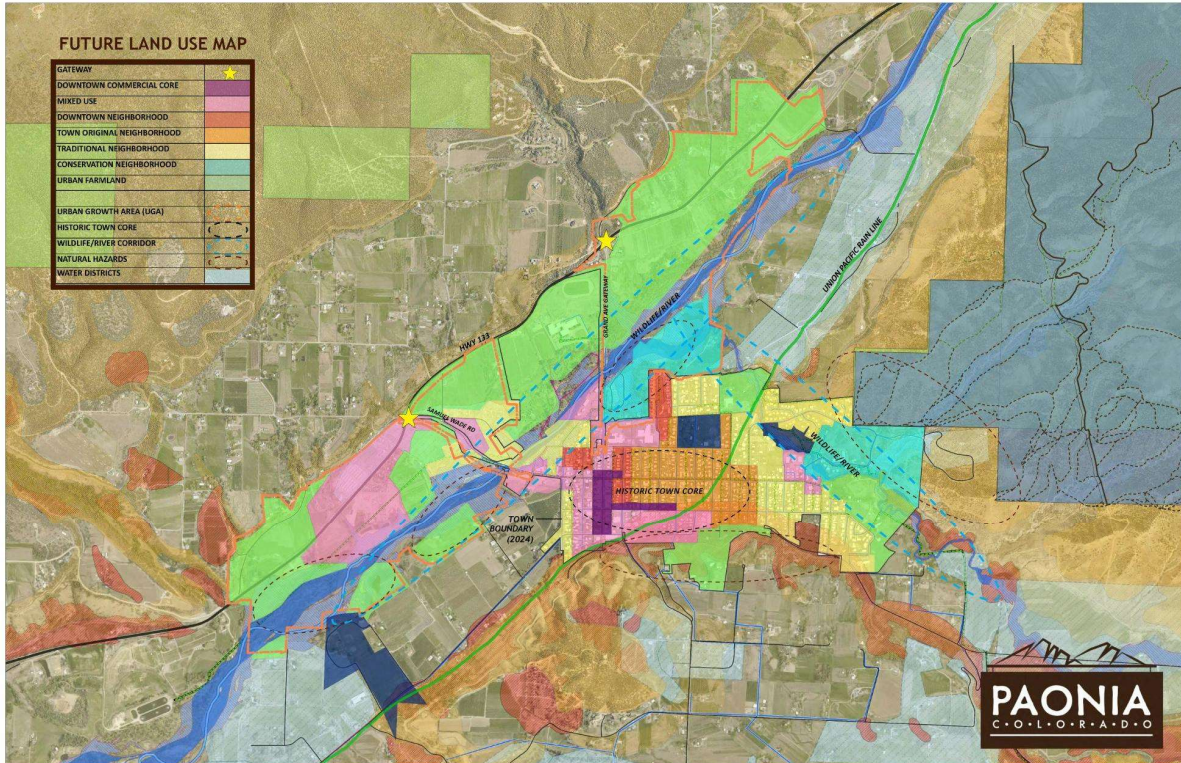
**Wildlife/River Corridor** - The “green backbone” of the Town, it is a system of areas that include the existing parks, the Gunnison River and Minnesota Creek riparian corridors and the Jumbo Mountain BLM area, complemented by pockets of conservation land within the Town limits. This area overlaps with identified wildlife habitat zones and it is intended to recognize and protect endangered species as well as the existing ecological systems that intersect with the Town. This area offers recreational opportunities as well as habitat continuity and protection for wildlife, and will benefit from further conservation and protection efforts, as well as improved accessibility. Responsible development in the area will include measures to preserve habitat and wildlife corridors.

**Natural Hazards** - Paonia is shaped by the surrounding hills and mesas, as well as the rise and fall of the river and its tributaries. Natural hazards are a part of living close to wilderness and the natural cycles of our environment. It's necessary to plan and prepare for the following risks: the recurrence of floods along the river and other waterways during spring runoff and significant precipitation events; landslides in areas with steep slopes and/or soil conditions susceptible to settling or expansion; runoff across areas that can increase erosion and channelize drainage; and wildfire risk, particularly in neighborhoods within the Wildland-Urban Interface.

For information on these areas refer to the *FEMA 100 year floodplain*, the *Colorado State Forest Service Wildland/Urban Interface*, and existing maps referencing the region's wildfire hazard areas and areas prone to landslides and runoff.

### FUTURE LAND USE MAP

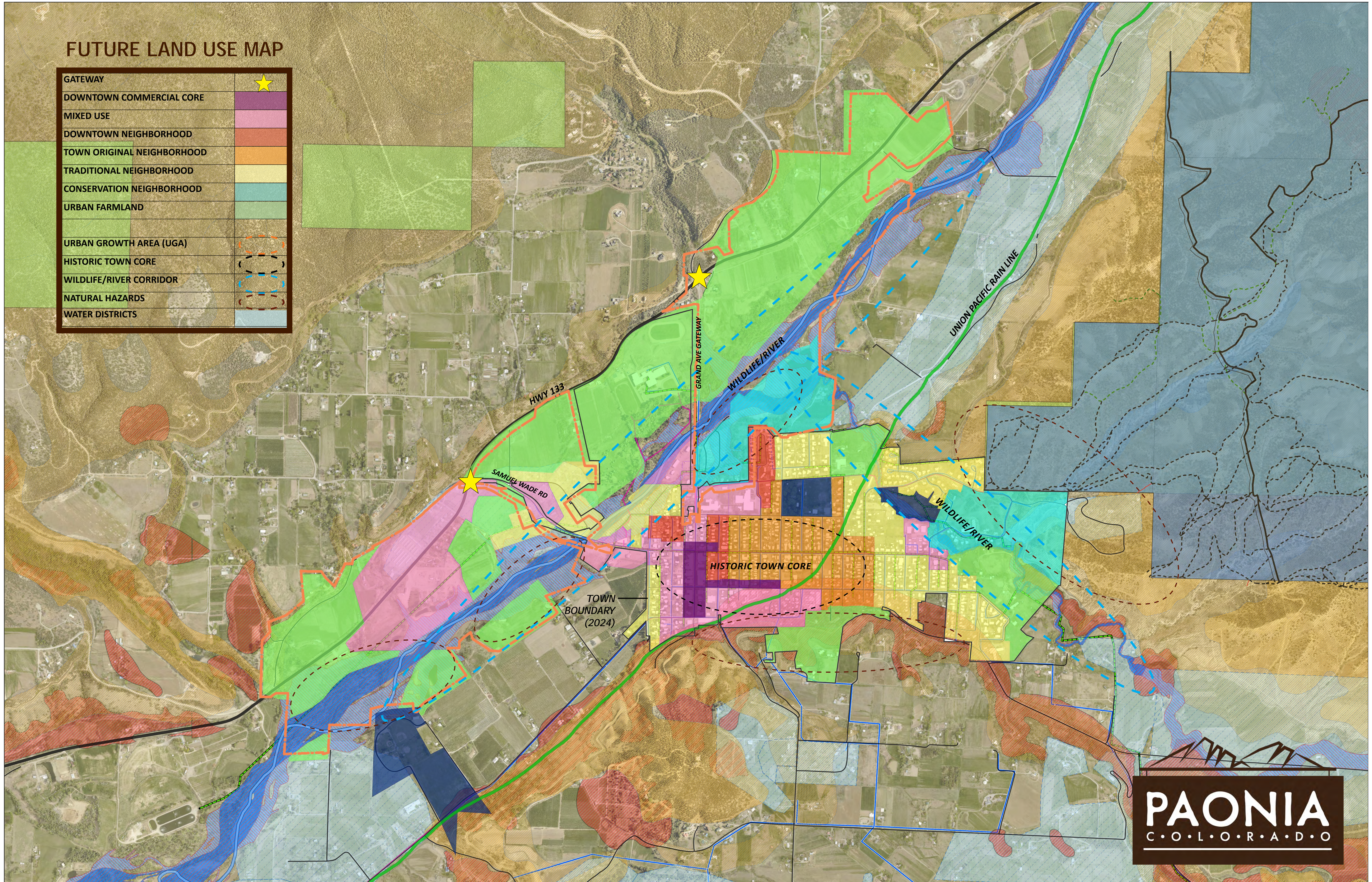
The Future Land Use Map (FLUM) is a graphic representation of the desired future for Paonia, as expressed by the shared community vision. It is a tool meant to guide decision-making. The FLUM is not a zoning map, and it does not regulate or restrict existing or vested uses.





# FUTURE LAND USE MAP

GATEWAY	★
DOWNTOWN COMMERCIAL CORE	■
MIXED USE	■
DOWNTOWN NEIGHBORHOOD	■
TOWN ORIGINAL NEIGHBORHOOD	■
TRADITIONAL NEIGHBORHOOD	■
CONSERVATION NEIGHBORHOOD	■
URBAN FARMLAND	■
URBAN GROWTH AREA (UGA)	⋯
HISTORIC TOWN CORE	⋯
WILDLIFE/RIVER CORRIDOR	⋯
NATURAL HAZARDS	⋯
WATER DISTRICTS	■



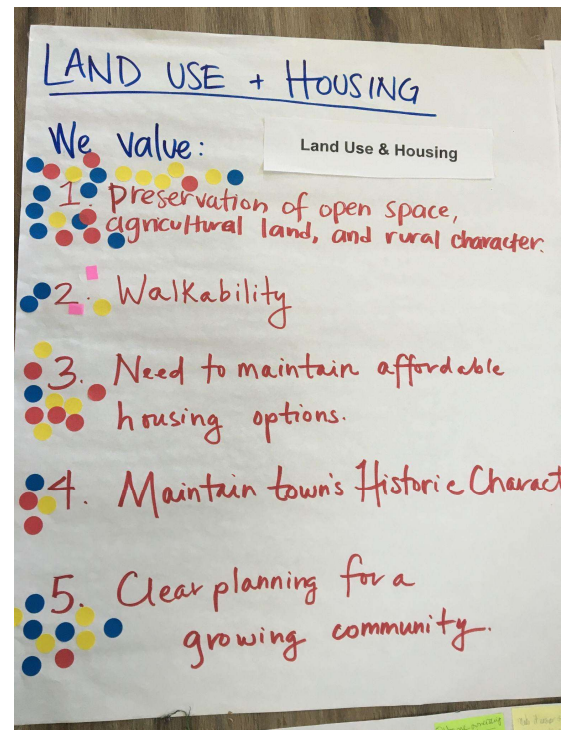


## LAND USE FRAMEWORK

**VISION:** Paonia's rural character and slower pace of life are interconnected with the landscape, the seasons, and the thriving community life. Urban agriculture thrives, the community feels connected to the surrounding farmland and natural landscape. Wildlife corridors, greenways and viewsheds are protected and cherished. The Town contains walkable, tree-lined streets that surround a small but vibrant historic downtown. The historic core neighborhoods are celebrated, while "gentle" growth harmoniously adds to the character of the Town and provides housing for all walks of life that make up the diverse local community.

### VALUES

- Open space, agricultural land, and interconnection with nature.
- The Town's rural character and historic heritage.
- Clear planning for a growing community.
- A diverse and accessible community comprised of all ages, incomes, family status, race, religion or creed.



### OVERVIEW:

Paonia's residents appreciate the slow-paced rural life, the neighborly encounters, the natural environment and the farming and ranching legacy. The local history and traditions shape the Town's identity and there is general consensus within the community that Paonia should maintain its historic small-town feel and rural character. Development should be directed in a way that benefits the existing residents and that preserves the established character of the Town.

Development in Paonia has been slow and steady for several decades with slight population fluctuations. An increase in housing demand has been observed over the past 3 years, determined mainly by the migration from urban cores to rural areas during the COVID pandemic. In 2020, a water tap moratorium was adopted that prevented the sale of new water taps, which curtailed new construction. The moratorium, along with the pandemic-driven migration, has increased the cost of housing in Paonia.

The increased housing demand has brought up the necessity for a solid land use framework that preserves the characteristics which are currently valued by the community and make Paonia a unique place to live. Along with the increased housing demand, rising costs place a spotlight on the need for affordable housing. In response to this need, the Town conducted a *Housing Needs Assessment and Housing Action Plan* in conjunction with this Master Plan process. The *Housing Needs Assessment and Housing Action Plan* is an element of the Comprehensive Plan and may be referred to for a current housing diagnosis and for identifying strategies to address the housing needs.

Public feedback received during the community engagement process for this Comprehensive Plan expressed the community's desire for future land planning to be respectful of the natural environment and to focus on preserving the open land, the agricultural tradition and the scenic view sheds that characterize the valley. Special attention should be paid to the conservation and protection of the existing wildlife

corridors within the Town limits and to improving river access. Areas prone to flooding and wildfire should be carefully considered, along with development of guidelines for building within the FEMA 100-year floodplain and in areas prone to landslides or runoff.

The community appreciates that new development should be directed in a way that benefits the existing residents and that maintains the established character of the Town. Growth outside of Town limits is currently defined by the *Paonia - Delta County Inter Governmental Agreement (IGA)* and the *Highway 133 Corridor Master Plan*. The current growth planning strategy focuses on protecting productive agricultural areas, open land and scenic viewsheds, specifically the *West Elk Scenic Byway*. It states that annexation and new residential development should be concentrated in proximity to existing infrastructure, and the fiscal impacts of new development should be covered by the residents who benefit from any extension of municipal utility services. Future development within the *3-Mile Growth Area* and the *Urban Growth Areas* along Highway 133 should be compatible with its surroundings and should focus on maintaining a critical mass of agricultural land. (Additional information can be found in the *Paonia - Delta County Inter-Governmental Agreement (IGA)* and the *Highway 133 Corridor Master Plan*).

This Future Land Use Framework is a holistic response to the community’s concerns. It is a tool for decision making and future zoning revisions. It offers guidance on how to manage change in the future in a way that maintains the community’s vision for the Town.

**POLICIES**

**POLICY LUF-1: Preserve Paonia’s rural character while balancing the need for infill, economic growth, housing and redevelopment.**

**POLICY LUF-2: Approach development with clear and consistent regulations and procedures that are effective and fair.**

**POLICY LUF-3: Promote a built environment that is in harmony with the existing scale and historic character of Paonia while remaining open to contemporary, energy efficient and alternative building methods.**

**POLICY LUF-4: Support diverse and affordable housing options for all to ensure that Paonia remains a complete and vibrant community.**

**POLICY LUF-5: Enhance the Town’s resiliency to natural disasters and environmental hazards.**

**POLICY LUF-6: Promote access to open space, river corridor and surrounding countryside.**

**POLICY LUF-7: Protect key wildlife habitat and riparian corridors.**

**POLICY LUF-8: Maintain viewsheds, open lands and the rural feel of the Town.**

**ACTION ITEMS**

Please refer to the *Town of Paonia Comprehensive Plan - Action Item List* for the current *Land Use Framework Action Items*.

# ACTIONS LIST

## LAND USE FRAMEWORK

### ACTION ITEMS

### TIMING

ACTION LUF-1: Implement the <i>Housing Needs Assessment and Housing Action Plan</i> in order to prioritize access to affordable housing options.	Short-term (1-2 yrs)
ACTION LUF-2: Create and implement risk management standards and guidelines for development in hazardous areas, including the urban-wildland interface, the FEMA 100-year flood zone, and in areas susceptible to landslide and runoff.	Short-term (1-2 yrs)
ACTION LUF-3: Identify properties for development that are connected to existing infrastructure and could be promoted for light industrial, commercial space, vocational training and business incubators.	Short-term (1-2 yrs)
ACTION LUF-4: Identify vulnerable species and habitat within and near Town and develop strategies for responsible development and protecting crucial land.	Medium-term (3-5 yrs)
ACTION LUF-5: Create and implement a strategy to improve and increase pedestrian access along the Gunnison River corridor, as well as connections to community amenities outside of Town.	Medium-term (3-5 yrs)
ACTION LUF-6: Update land use regulations to align with this Comprehensive Plan.	Medium-term (3-5 yrs)
ACTION LUF-7: Create new design standards and guidelines based on neighborhood context. Create a review framework to support the preservation of the Town Core historic architectural character and scale, and provide a review process that is proportionate to the scale of the intervention and that is open to contemporary, energy efficient and alternative building methods.	Medium-term (3-5 yrs)