

# Planning Commissioners Workshop

## Best Practices for Local Comprehensive Plans



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Principal, Clarion Associates

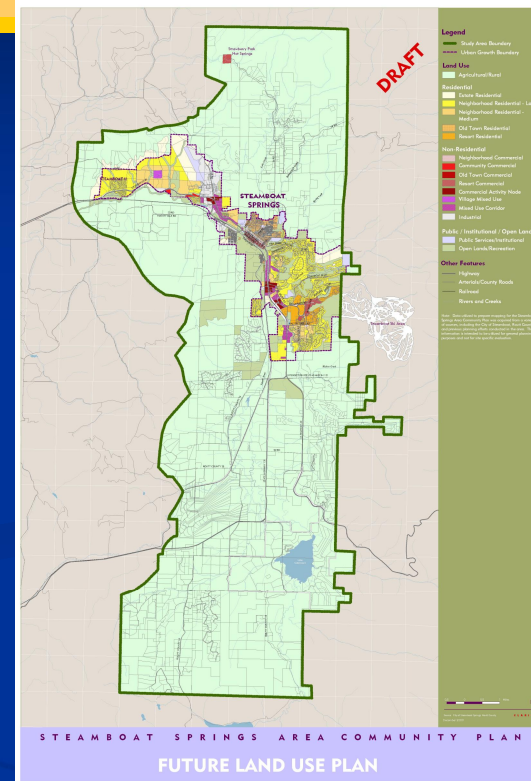
# Topics

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- Master Plans “101”
  - What Should Colorado Plans Include?
  - How Can You Use a Plan?
- What if Your Community Needs to Update Your Plan?
- What Makes an Effective/Innovative Plan?

# *Introduction - Clarion*

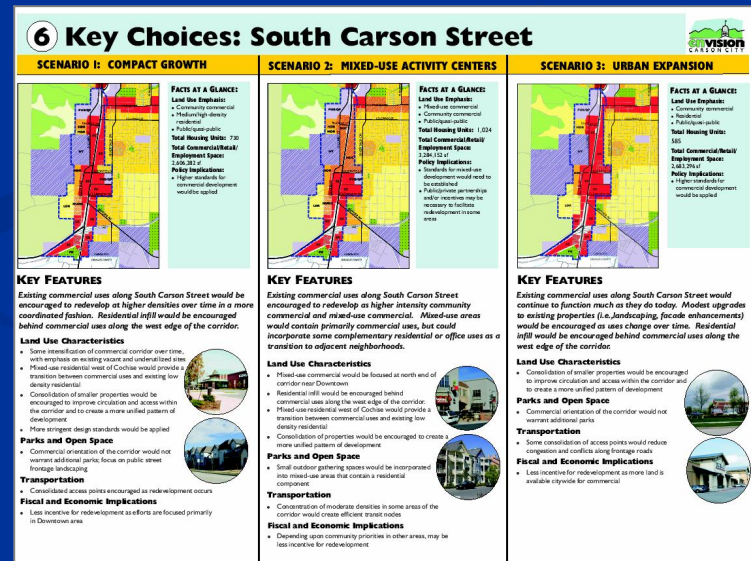
- Comprehensive Planning
- Public Process and Facilitation
- Implementation
- Expertise in:
  - Land Use Analysis/Planning
  - Zoning and Ordinances
  - Community Design/Aesthetics
  - Historic Preservation
  - Parks and Open Space
  - Resource Protection, incl. rural areas
  - Housing
  - GIS



# Comprehensive Plans

Clarion has had over 12 master plans adopted unanimously in the past 5 years, including:

- Arapahoe County, CO
- Longmont, CO
- Manhattan/Riley County, KS
- Boulder City, NV
- Steamboat Springs/Routt County, CO
- Arvada, CO
- Westminster, CO
- Norman, OK
- Henderson, NV
- Pagosa Springs, CO
- Northwest Subarea Plan, CO



# Colorado and National Experience





# Master Plans "101"

# What is a Master (Comprehensive) Plan?

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- It guides where and how the community will grow in the next 20 years.
- It establishes how to allocate resources and prioritize programs.
- It is a policy document, and as such is advisory, not regulatory.

# Master Plans: What is Required?

- CRS - Master Plan
  - Counties and cities have authority to create and adopt master (comprehensive) plans for the physical development of the community.
    - County – CRS 30-28-106
    - Municipal – CRS 31-23-206
    - Intergovernmental Cooperation 29-20-105
  - Planning Commission “makes and adopts” the master plan.

# It Can address...

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- C.R.S. allow a wide range of issues, such as:
  - Growth and land use
  - Community design and character
  - Transportation
  - Cultural and historical preservation
  - Economic vitality
  - Environment and resources
  - Parks, recreation, and trails
  - Fiscal responsibilities



# Why Are Master Plans Helpful?

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- A variety of reasons:
  - Great communities don't just happen!
  - Balance fiscal costs and services and the revenues to provide them
  - Provide for orderly growth and development
  - Provide a sound policy basis for regulations and capital project decisions

# What Role Does a Plan Serve?

- The Master Plan sets the foundation for all land use decisions, from broad policy to detailed site design and development.
- Coordinates other plans.

## How Does the Plan Relate to Other Planning Steps?

### COMPREHENSIVE PLAN

GOALS AND POLICIES  
FUTURE LAND USE MAP

### SUBDIVISION

LAYOUT AND LOTS  
STREETS  
LAND DEDICATION

### ZONING:

SPECIFIC USES  
SPECIFIC PARCELS

### SITE PLANNING:

SPECIFIC SITE PLAN  
BUILDING/LANDSCAPE  
ROADS  
PARKING

### DEVELOPMENT:

SUBDIVISION  
BUILDING PERMIT  
CONSTRUCTION



# What Should it Contain?

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- Land Use Maps
- Goals, Objectives and/or Policies, and Actions.
  - Goal: Our Community will Support Pedestrian Improvements to the Local Transportation System
    - Policy: New development shall include an interconnected pedestrian and bicycle system.
      - Action: Develop standards for sidewalks and bike lanes in new development.

# Vertically Integrated Policies...

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- Big ideas should tie from top to bottom
- “Follow the thin blue line”
  - Builds a solid policy foundation for topics that will require regulations or program changes
  - Makes it clear – **provides justification** for elected officials to do something difficult politically



# Giving Your Plan Life...

## Taking to Next Level

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- Build your Plan's objectives into community "systems" to keep objectives front and center:
  - Workbook / checklist for development review
  - Plan Monitoring

# Workbooks

## Single-Family Low Development Checklist

Development review checklist for:

- developments designated as Single-Family Low in the Land Use Plan applying to exceed the "by right" density of 4.5 du/ac.

Development Name: \_\_\_\_\_

Reviewed by: \_\_\_\_\_ Date of Review: \_\_\_\_\_

Base Density: \_\_\_\_\_ Requested Density: \_\_\_\_\_

### BUILDING AND SITE DESIGN FEATURES

<input checked="" type="checkbox"/> Achieved?	Development Review Question	Comments/ Suggested Changes
	Does the development use quality building materials?	
	Do the proposed housing models successfully achieve architectural variety as defined in Chapter 5?	
	Does the development contain a variety of housing models as defined in Chapter 5?	
	Does the development transition to adjacent development through appropriate building design and massing?	

# Plan Monitoring

## Annual Plan Review Questions

Measure	Base Level (Year)	2025 Target Level*
<b>Jobs/Housing Balance</b>	0.64 (2002)	0.67
<b>Parkland Acres/1,000 People</b>	2.51 acres/ 1,000 residents (2004)	7.50 acres/ 1000 residents
<b>Sq.ft. Rentable Retail Space per Capita</b>	10.82 (2005)	19.25

### LAND USE

- ☒ Has the city created, adopted and adhered to a set of design criteria for new Master Planned Communities in the negotiation and approval of MPC development proposals in the BLM release area?
- ☒ Has the city created, adopted, and begun to implement the Downtown Master Plan?
- ☒ Has the city implemented the North Fifth Transit Supportive Concept Plan through street improvements and land use and development decisions within the designated corridor and station areas that are in keeping with the principles of transit-oriented development?
- ☒ Are approved projects deviating from the Plan, and if so, why?





**When to Update Your Plan**



# Plans can be Ineffective if they are:

Past their shelf life.

“Measured by the pound,” without clear direction.



# Helpful Plan

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- Deals with up-to-date issues in community
- Provides clear policy direction relating to development and investments
- Prioritizes strategies to get it done!

# *Updating your Plan: What it Takes*

Planning Process (12-18 months):

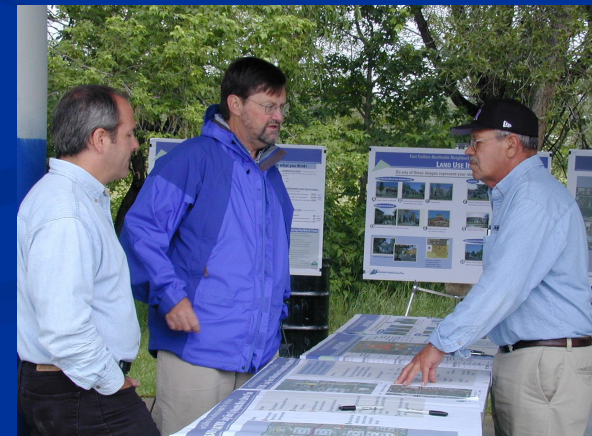
1. Start-up / Public Participation Strategy
2. Fact Finding / Information
3. Visioning and Land Use Scenarios
4. Implementation Strategies (Ordinance Recommendations)





# Elements of Successful Participation

1. Open, transparent process
2. Informative
3. Align expectations
4. Engaging and innovative
5. Focus on outcome





# Open and Transparent Public Process



## ABOUT THE PLAN

Welcome  
What's New  
Plan Description  
In the Press  
Get Involved  
PlanCheyenne Area Map

## PLAN SCHEDULE

Master Plan Schedule  
Upcoming Events  
Meeting Summaries

## PROJECT PHASES

SnapshotCheyenne  
StructureCheyenne  
ShapeCheyenne  
BuildCheyenne

Parks & Recreation Plan  
Transportation Plan



PlanCheyenne

CHEYENNE AREA MASTER PLAN

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LCCC HELPS TO  
SHAPECHEYENNE

SIGN UP FOR THE PLAN CHEYENNE E-MAIL LIST

SUBMIT

CLICK HERE TO SEND US YOUR COMMENTS

## ShapeCheyenne Boards - Interactive Comments

ShapeCheyenne addresses the policy choices, including neighborhoods, parks and open space, economic development, transportation, and more. This component of the plan will contain the goals, policies, and physical plan directions to guide decisions in the future.

The scenarios help the community work toward a preferred land-use plan map that will guide the location of development in our community. Please join the process and let us know which direction is right for our community.



Plan Process Board



Land Use Board



Policy Choices Board

First Name

Last Name

Street Address

City

State

Zip Code

Contact Phone No.

Email Address

## LAND USE BOARD FEEDBACK

Do you have comments about the ShapeCheyenne Land Use Board?

# Engaging & Innovative

- Make it interactive
  - Fitting the phase and meaningful
- Involve all levels of public, including elected officials
- Recruit stakeholders
- Make it fun - food helps!
- Mix up the tools



- Photo "vision" exercises
- Surveys
- Land Use Planning "Sim" Community
- "Red light/Green light" questions or dot exercises
- Electronic keypad polling
- High Tech? Computer scenarios (e.g., 3D or VIZ)







**Best Practices:  
Innovative Plans**



# Ideas for Leading-Edge Plans

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1. Community-Based
2. Focused on Needs with Effective Implementation
3. Simple Concepts / Use of Technology
4. Integrating Plans
5. Addressing Contemporary Themes
6. Using “Big Ideas” vs. Plan Elements



# Community-based

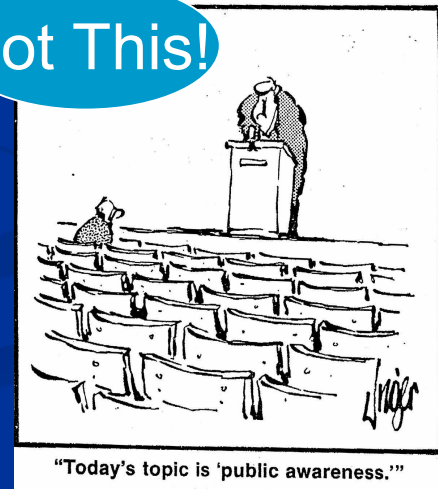
- Involve:
  - Staff
  - Planning Commission and Elected Officials
  - Stakeholders
  - Others...
- Each Step:
  - Fact finding
  - Visioning and Scenarios (choices and implications)
  - Implementation (what is public willing to do?)

Norman, OK Advisory Committee

This!



Not This!



# Plan Implementation

- Shouldn't Say it Unless You Mean It
  - Clear (no “puffy clouds”)
  - Have the support of elected and appointed officials
- Vertically Integrated Policies – “Follow the Thin Blue Line”
- Taking your Plan to the Next Level



# Effective Implementation

- What is public willing to do?
  - Realistic strategies
  - Public has “weighed in” on acceptable actions



**Policy Issue 1: Treatment of Floodplain Areas**

	Circle one for each option			Why did your group choose this rating?
Option 1: Acquisition of Floodplain Properties	GREEN	YELLOW	RED	
Option 2: Regulations to keep development out of the floodplain	GREEN	YELLOW	RED	
Option 3: Regulations to minimize damage from floodplain development	GREEN	YELLOW	RED	

**WHAT DO THESE RATINGS MEAN?**

GREEN — This policy option is appropriate for Norman  
YELLOW — Proceed with caution; policy option may be appropriate for Norman, with some reservations  
RED — Stop! Policy option not appropriate for Norman

# Using Technology for User-Friendly

- Improves how we plan!
  - Sharing information and communicating
  - Analyzing choices and implications
  - Presenting complex technical ideas or concepts.





# Websites a fundamental tool





**CHEYENNE AREA MASTER PLAN**

SIGN UP FOR THE PLAN CHEYENNE E-MAIL LIST

**SUBMIT**

[CLICK HERE TO SEND US YOUR COMMENTS](#)

**ABOUT THE PLAN**

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- StructureCheyenne
- ShapeCheyenne
- BuildCheyenne
- Parks & Recreation Plan
- Transportation Plan

## Welcome to PlanCheyenne.com

# PlanCheyenne: ADOPTED!

PlanCheyenne was adopted by the County on November 7th and by the City Council on November 13th. The plan will undergo an editing process to include all items adopted by the elected officials, including elements resulting from the public comment. The website will gradually change into a searchable, electronic version of PlanCheyenne, with an eye toward being user-friendly. In the meantime, you can access the draft plan in the following ways:

- Click and download the files below.** (Note that many files are very large and have been broken down into smaller pieces for slower internet connections. Several files are offered in full chapters for high speed connections.)  
[Downloadable Plan Files](#)
- Order an electronic version of PlanCheyenne on CD.** (Please contact the MPO at 637.6281 for more information.)
- View/Check Out a paper copy from the MPO or at area libraries**



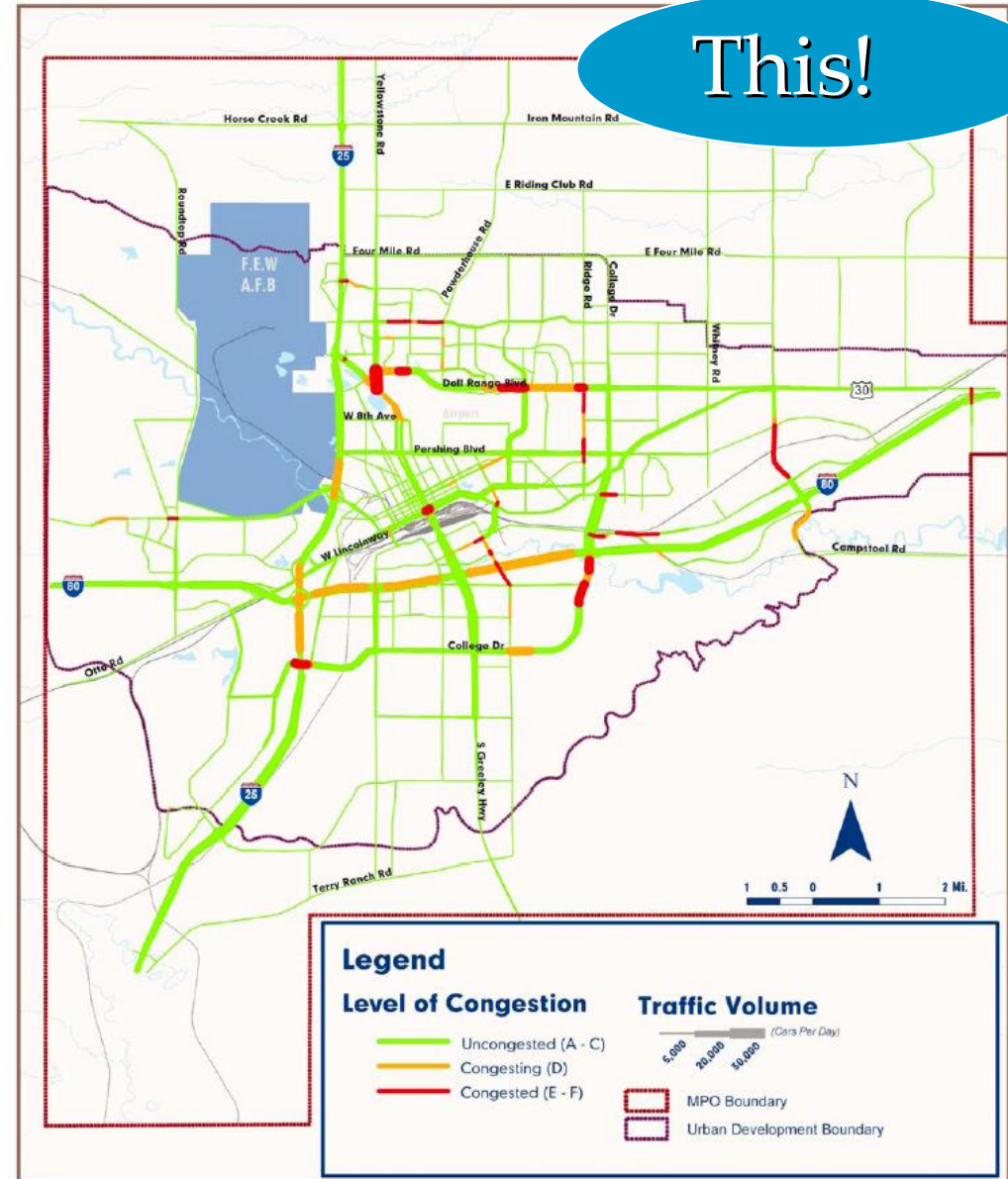
# Simplifying Concepts

Not this!



Figure 10: 2030 Congestion with the 2030 Roadway Vision Plan

This!



This map shows areas that will be congested in 2030 if Cheyenne grows at 2% per year and the Roadway Vision Plan is built. (LSA)



# Land Use/Growth Analysis

## ■ Indicators

2026 Map  
2025 Goals  
Towns & AG  
Areas By Town  
Corporations  
Municipal Areas  
Agricultural Areas  
Total Goals

Agriculture  
Winter Range  
Housing Mix  
Average Dist

Access to B

Indicator

Legend

Water  
Green  
Blue  
Yellow  
Orange  
Red

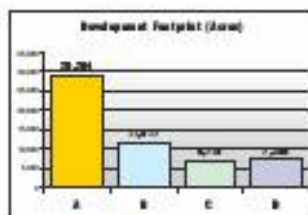
Hydrology  
Green  
Blue  
Yellow  
Orange  
Red

Land Use Plan  
Agriculture  
Housing  
Commercial  
Industrial  
Residential  
Public  
Other

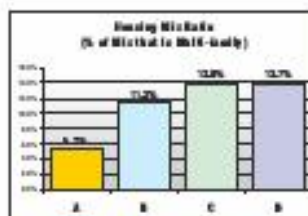
Other Factors  
Public  
Private  
County  
City  
Town  
Village  
Unincorporated  
Other

Blaine County 2025  
Vision and How We'll Get There

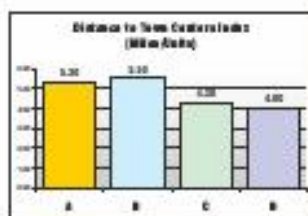
### What are the Indicators?



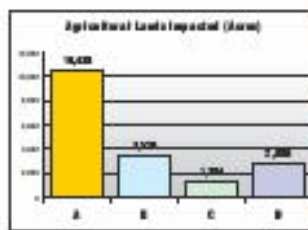
**Development Footprint Indicator:**  
A greater development footprint indicates less efficient use of land and more county sprawling or dispersed development on larger lots.



**Housing Mix Ratio:**  
A higher ratio number indicates a higher proportion of multi-family housing as part of the mix.



**Distance to Services Ratio:**  
A lower distance indicates less travel time, less cars in transportation system, and greater convenience for residents.



**Irrigated Agriculture Land Impacted Indicator:**  
A lower number of acres impacted indicates greater agricultural land conservation.

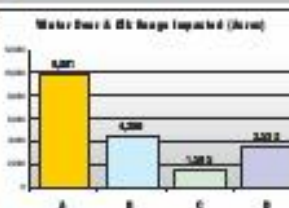
**Habitat Land Impacted Indicator:**  
A lower number of acres impacted indicates greater wildlife and conservation.

### Quality of Life Indicators:

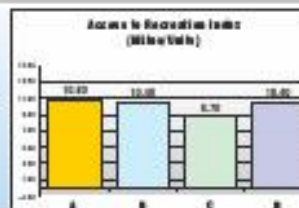
**Key to Ratings:**  
● = High Rating  
○ = Medium Rating  
○ = Low Rating

### Overall Comparison

		Development Footprint (smaller)	Housing Mix (more diverse)	Distance to Services (shorter)	Irrigated Agriculture Land Impacted (less)	Wildlife Land Impacted (less)	Recreation Access (closer)
Scenario A	Present Trend	○	○	○	○	○	○
Scenario B	Present Trend/Conservation Hybrid	○	○	○	○	○	○
Scenario C	Town Focused Development	●	●	○	●	●	●
Scenario D	Town and New Town(s) Focus	●	●	○	○	○	○



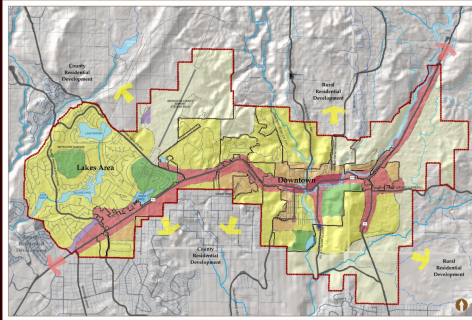
**Recreation Access Ratio:**  
A lower distance indicates less travel time and impacts on transportation system and greater access to recreation sites.



# GIS Maps (Can be Conceptual)

## PAGOSA SPRINGS ♦ Comprehensive Plan Future Land Use Scenarios

### Scenario 1



#### Conventional Development

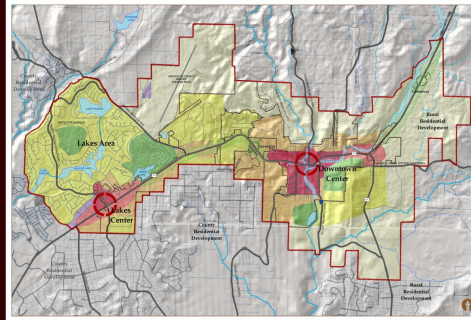
##### Scenario Description

This scenario projects current development patterns into the future, providing a view of what Pagosa Springs may look like when fully developed.

##### Key Characteristics:

- Commercial development continues to focus on and expand along the Highway 160 corridor and begins to expand southward along Highway 84.
- The majority of new residential development occurs in new large single-family lot county developments and low-density subdivisions.
- Does not emphasize the conservation of open space or natural features.
- Transportation remains predominantly auto-dependent and focuses along Highway 160 as the main roadway into which most other streets feed.

### Scenario 2



#### Balanced Centers

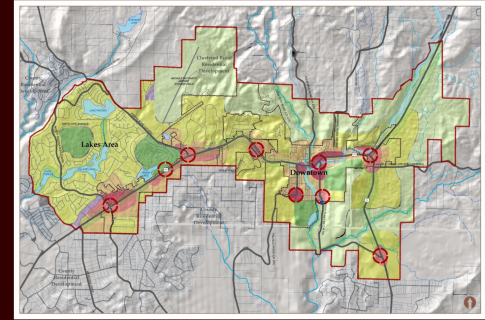
##### Scenario Description

Under this scenario, new development and commercial activity are focused in two "activity centers", with open space keeping other areas along the highway more open.

##### Key Characteristics:

- Commercial development occurs in focused centers in the Downtown and Pagosa Lakes area.
- More development occurs in and directly around the town rather than surrounding rural areas.
- Open space corridors are conserved along Putt Hill and Highway 160 as well as portions of major rivers, with development set back from these features.
- Transportation remains predominantly auto-dependent but additional trails in the greenway connect east and west. "Centers" are designed to be pedestrian-friendly.

### Scenario 3



#### Multiple Activity Centers

##### Scenario Description

Under this scenario, development focuses in a number of localized activity centers. Development is more clustered to conserve open space and natural areas.

##### Key Characteristics:

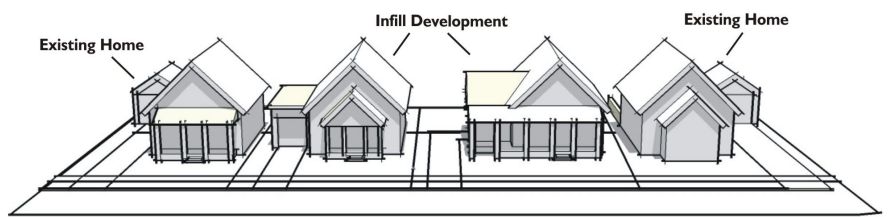
- Commercial development occurs in multiple focused centers.
- Clustered development in rural areas conserves significant portions of land as open space while still allowing the same number of units as allowed by zoning.
- Open space is preserved along riparian corridors, highways, and in areas of steep slopes.
- Transportation system places a stronger emphasis on local street network connectivity. Trails along open space corridors connect neighborhoods with activity centers. "Centers" are designed to be pedestrian-friendly.



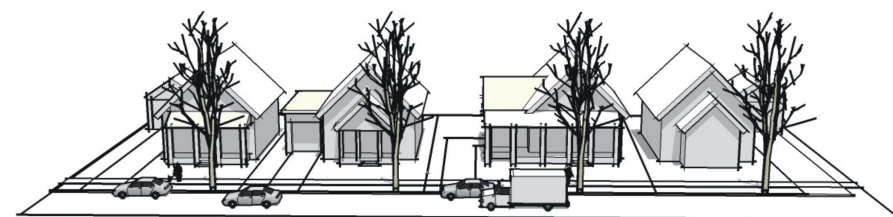


Building Type: A

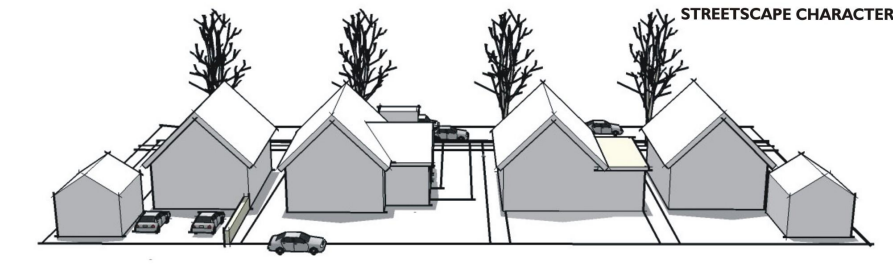
SINGLE UNIT/RESIDENTIAL CHARACTER



BUILDING MASSING/FORM



STREETSCAPE CHARACTER



REAR YARD W/ALLEY ACCESS

Characteristics

BUILDING MASSING/FORM

Scale and massing of individual buildings is consistent with the residential character of the surrounding neighborhood context.

STREETSCAPE CHARACTER

- Homes separated through use of a side setback.
- Building entrances oriented to the primary street frontage.

REAR YARD W/ALLEY ACCESS

Parking accommodated in enclosed garages, on-street, and/or in surface lots behind structures.



RELATIONSHIP TO THE STREET

- Broad front yard setback.
- Sidewalk separated from street by planting area and regularly spaced street trees.

Building Type: C

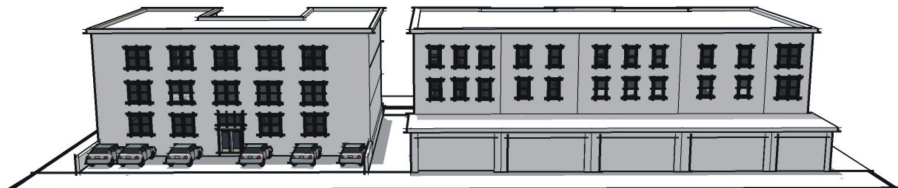
MULTI-UNIT/URBAN RESIDENTIAL CHARACTER



BUILDING MASSING/FORM



STREETSCAPE CHARACTER



REAR YARD W/ALLEY ACCESS

Characteristics

BUILDING MASSING/FORM

Buildings are typically more blocky and urban in form than those in the Neighborhood Transition Character Area.

STREETSCAPE CHARACTER

- Front facade is built to the back of streetscape edge, except where outdoor gathering spaces/community amenities are provided.
- Buildings are built to side lot lines in most cases, although setbacks may be appropriate when providing transitions to a surrounding neighborhood or to an existing historic structure.
- Building entrances oriented to the primary street frontage or a central courtyard.

REAR YARD W/ALLEY ACCESS

Parking accommodated in enclosed garages, on-street, and/or in surface lots behind structures.



RELATIONSHIP TO THE STREET

- Entrances are typically raised above the sidewalk level.
- Sidewalk is wide to accommodate pedestrian traffic and street furniture.
- Street trees placed in grates or surrounded by planting areas.

# Graphics/photos help explain concepts

- Kit of land uses
- Scaled to map
- Density comparisons
- Goal = Comprehension
  - Density
  - Land Use Relationships
  - Perspectives

## Residential - Medium to High Density



## Mixed Use



## Rural Residential

Rural  
Residential  
160 ac  
32 units



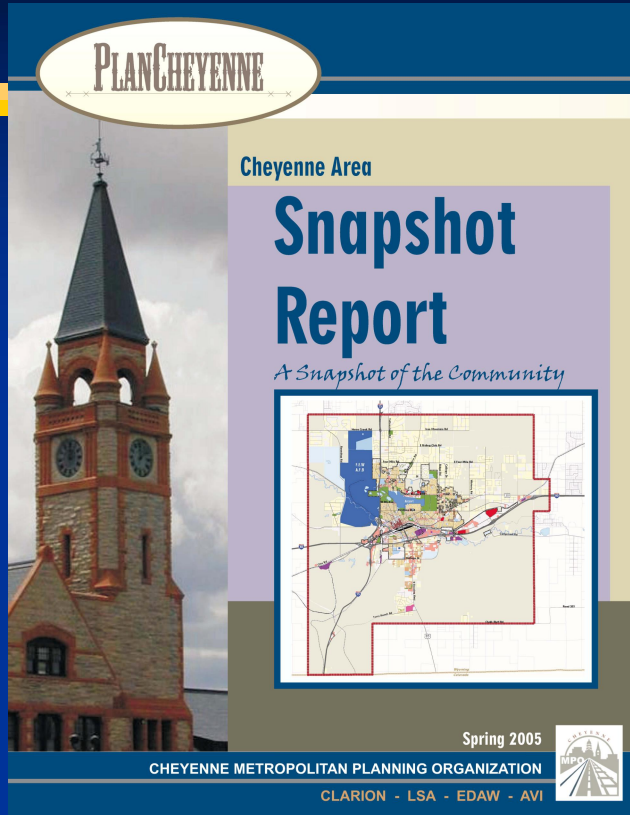
## Single Family Residential

Single Family  
Residential  
160 ac  
570 units





# Graphics/photos improve plans



## SNAPSHOT

### CHEYENNE AREA POPULATION

March 2005

#### FACTS AT A GLANCE

The Cheyenne Area population has continued to grow at a relatively stable rate over the past decades. In 2000, the Cheyenne Area accounted for 90% of the total population in Laramie County, so trends in Laramie County reflect those in the Cheyenne Area. The following statistics and data are relevant to the Cheyenne Area (planning area being considered for *PlanCheyenne*).

#### 2000 U.S. Census Population and Households Profile

- **Population:** In 2000, the Cheyenne Area had a population of 74,160 people in 27,785 households. (US Census – 2000, Census Blocks).
- **Growth:** On a yearly basis from 1990 to 2000, the population of Laramie County (and thus the Cheyenne Area) grew at an annual rate of 1.1%.
- **Future Growth:** Most planning entities in the Cheyenne area project that growth will continue to be hover around 1% annually. However, if the Cheyenne area were to grow as fast 2 percent annually for 25 years, the population could grow by 56,000 new people.
- **Household Size:** The average household size is 2.36 people.
- **1960 to 2000 Growth:** Laramie County had 60,100 residents in 1960 and in 2000 had over 82,000 residents.

#### 2003 Cheyenne Area Population and Households (Estimated)

- From 2000 to 2003, 1,351 new building permits were issued in the Cheyenne Area. In addition, 760 new address points were recorded in the County between 2000-2003 (when county building permits were not included with City Engineering data).
- Therefore, by the end of 2003, the Cheyenne Area had 29,896 households (28,401 occupied) and a population of 79,141 (MPO).

#### Age

- The median age of residents in Laramie County is rising—from 31.9 in 1990 to 35.3 in 2000.

#### Race and Ethnicity

- Cheyenne residents are a mix of ethnicities, including White (85%), Hispanic (11%), Black (3%); Native American (2%); and Asian (1%).

#### Laramie County Population

	1960	1970	1980	1990	2000
<b>Census Population</b>	60,149	56,360	68,649	73,142	81,607
<b>Median Age</b>	26.7	26.7	28.1	31.9	35.3

Source: Economic Indicators for Greater Cheyenne: Annual Trends Edition, 2004.

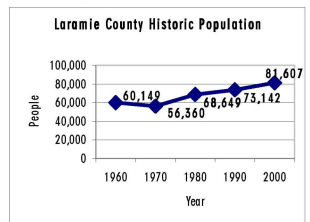


#### TRENDS AND KEY ISSUES

- The population for the Cheyenne Area could grow as fast much as 2% per year from 2003. This means that by 2030, the Cheyenne Area could have 56,000 new residents, and a total population of 135,000 people. Most projections show the area growing at a rate closer to 1% annually.
- Future Cheyenne Area residents will need a diverse range of housing and jobs.
- The population is growing older. *PlanCheyenne* should consider needs of a growing senior population, including housing (see *Snapshot Cheyenne Area Housing* report).

#### Sources:

U.S. Census 2000 - Census Block data for the 2,622 blocks that correlate with the MPO planning area. Center for Economic and Business Data, Economic Indicators, Annual Trends, 2004



CHEYENNE METROPOLITAN PLANNING ORGANIZATION  
CLARION | EDWARDS | LSA | AVI








## How can I find out more about...?

Or enter a keyword

GO

## Table of Contents

### Chapter 1: Intro & Plan Themes

-  Introduction
-  Henderson's Growth
-  Plan Themes
-  Theme 1: Balanced Land Uses
-  Theme 2: Quality Development
-  Theme 3: Integrated Desert Env...
-  Theme 4: Connected Places
-  Theme 5: Arts and Culture

### Chapter 2: Balanced Land Use

### Chapter 3: Quality Development

### Chapter 4: Integrated Desert...

### Chapter 5: Connected Places

### Chapter 6: Arts and Culture

When our neighborhoods and places are well-connected, this encourages social interaction and cultural events, allows outdoor experiences to be more spontaneous and accessible, decreases pollution by encouraging alternative transportation modes, and allows for healthier lifestyles by allowing walking and bicycling.

## Theme 5: Arts and Culture

*Henderson will build community through Arts and Culture.*

Henderson's arts and culture are important aspects of the quality of life in the community. Serving as a basic part of educational and recreational offerings, arts and culture has the ability to strengthen neighborhoods and community involvement. Community art and culture also helps to foster new perspectives and appreciation while making the city a more attractive and appealing environment. For example, this can be as simple as an artistic sign or fence post, a statue, or a public art expression built into the everyday surroundings of the city. Community art and culture should be accessible to the public and have aesthetic, educational, or community-enriching qualities.



Artistic enrichment and cultural opportunity are vital to our community values, quality of life, and economic and social well-being and makes our community a unique and attractive place to live and for visitors to recreate. To build a stronger community, all citizens should have new opportunities for creative involvement, play, and cultural exchange.

[Next Chapter >>](#)



[illegible]

# Plan Integration

- Use your Comprehensive Plan as the integrating element for other plans
  - Transportation
  - Parks and open space
  - Subarea plans



Early Transportation Modeling showed that the area around 1-25 south of the city and would be badly congested in the future (future roads with Level of Service "F" indicated by the red lines).



# Do them together, if you can!

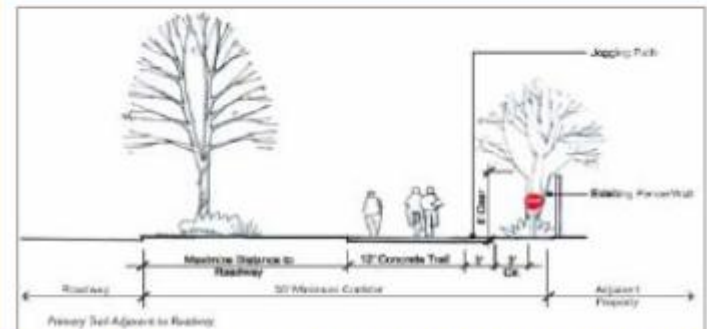
*PlanCheyenne*: land use, transportation, parks, open space



Early Transportation Modeling showed that the area around 1-25 south of the city and would be badly congested in the future (future roads with Level of Service "F" indicated by the red lines).



Future Neighborhood and Community Parks

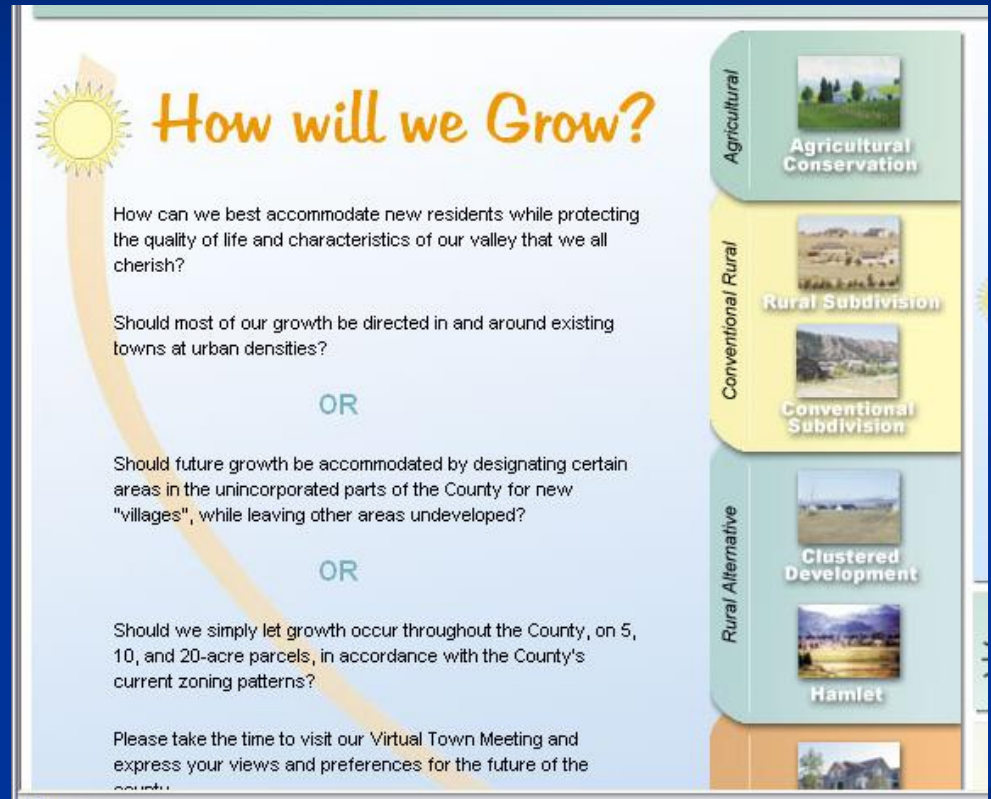


Trails (Source: Cheyenne Parks and Recreation Master Plan, EDAW).



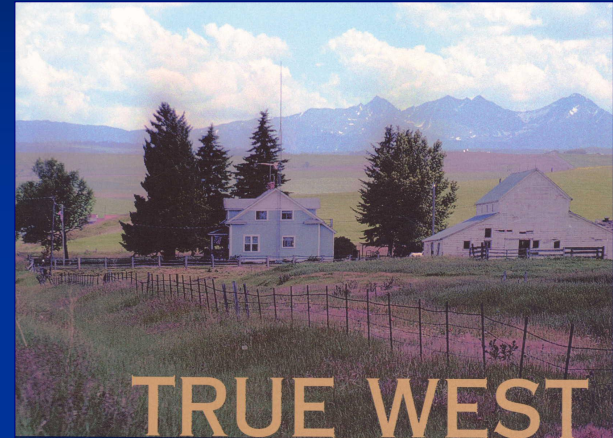
# Working in Contemporary Themes

- Change from decade to decade
- Different in every community
- Watch for buzz words
- Be aware and be well versed



# Contemporary Ideas

- Context of High Growth
- New Urbanism
  - form-based plans and codes
  - Transit-oriented development
  - Activity Centers
- Sustainability
- Quality/Design
- Property rights / rural development /
- Cost of services



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AUTHENTIC DEVELOPMENT PATTERNS FOR SMALL TOWNS AND RURAL AREAS

CHRISTOPHER J. DUERKSEN  
JAMES VAN HEMERT



# Theme-Based Plans

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- Traditional Plan structure:
  - Vision
  - Goals & Policies
  - Elements
    - Land use
    - Transportation
    - Open Space
    - Etc.

# Theme-Based Structure

- Build Plan around big, compelling, ideas, and integrate them!



- ① **A Balanced Land Use Pattern**
- ② **Equitable Distribution of Recreational Opportunities**
- ③ **Economic Vitality**
- ④ **Livable Neighborhoods & Activity Centers**
- ⑤ **A Connected City**



# Good Idea or Problematic?

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## ■ Pros:

- Powerful vision
- Resonates well with officials and citizens
- Strongly integrates all elements

## ■ Cons:

- Hard to do!
- Traditionalists are skeptical
- State statute requirements

# Closing Thoughts: Master Plans

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- Effective tools for growth and investment direction.
- Planning Commission make and adopt.
- You should continue to use once adopted:
  - Plan as the first step (for implementation)
  - Integrate its vision throughout your planning systems (development review, monitoring)
  - Update from time to time

# Your Thoughts and Questions?

