

Appendix 1

2017 Comprehensive Plan Background

2017 Comprehensive Plan Development Process

Various planning efforts were conducted in Jamestown in terms of recovery from the 2013 flood event. These studies, completed within 2 years prior to the update of the comprehensive plan, were consolidated to inform this update of the comprehensive plan. These studies include the:

Jamestown Area Long Term Recovery Plan (2015)

The *Jamestown Area Long Term Recovery Plan* is intended to guide the Town government and community in its rebuilding as well as to enhance certain aspects of the greater Jamestown area community to both mitigate the impacts of, and become more resilient to, future disruptive events. The themes of the plan are based on nine guiding principles identified by the community. They include: a healthy local government and civic culture; safe community; supportive community services; getting around town; living with nature; land use and housing; and vibrant communities.

The plan was prepared between September 2014 and April 2015. The planning process for the *Jamestown Area Long Term Recovery Plan* included several community meetings, work sessions with six Community Planning Groups. A Plan Implementation Group was formed to ensure that the concepts and actions of the plan become a reality.

The Jamestown Hazard Investigation and Risk Assessment (HIRA)

The 2015 HIRA was developed to better identify and assess a variety of hazards that the community may face due to its physical setting. The report also provided recommendations that the Town should consider to better mitigate the impacts of the identified hazards. The process included public review of the findings and included an advisory team made up of community members.

The 2015 Land Use and Housing Study

A companion to the 2015 HIRA, the 2015 *Land Use and Housing Study* analyzed the housing and land use opportunities for the community based on the information provided in the HIRA. It identifies the parcels within town limits that are more promising for development and conveys issues that the Town should consider before reviewing development proposals in and around Town limits. The report also contains a housing survey that gauges the community's attitude toward future development. The process included an advisory team, community housing survey, community meetings, and updates to the Board of Trustees.

Plan Process and Community Outreach

Community outreach for the 2017 update to the Jamestown Comprehensive Plan began in August of 2016 and occurred throughout the process until the plan adoption by the Jamestown Board of Trustees in July of 2017.

In August 2016, the 1981 comprehensive plan was evaluated to determine what elements were still relevant. Visions, values and concepts from recent planning efforts (the Long-Term Recovery Plan, the Hazard Identification and Risk Assessment, and the Land Use and Housing Study) and adopted procedures and standards were incorporated into the initial draft plan.

Between September and December 2016, meetings were held with the various Community Planning Groups established through the Long-Term Recovery Plan process. Each group discussed issues and desires associated with their particular topic (transportation, land use, environment, etc.) and what elements to include in the comprehensive plan update. Each chapter was revised per group discussions and emailed to the community and posted on the website for community review. Comments on this draft were collected from the community and incorporated into the document. The plan draft was again resent to the community via email and also posted on the website.

During the months between September and December, updates on the plan process and Community Planning Group meetings were presented to the Board of Trustees at their regular monthly board meetings.

The revised draft chapters, two to three chapters at a time, were presented to the Board of Trustees at their regularly scheduled board meetings between January and April 2017. A community meeting was held in May 2017 to review the updates and gather feedback on the draft chapters. After revisions based on the community meeting were incorporated, the draft plan was emailed to community members and posted on the Town website for review.

An update on the plan process and input received during and since the May community meeting was presented to the Board at their June meeting with the request that the Board consider adoption at the July regular meeting. The plan was officially adopted at the July 10, 2017 Board of Trustees meeting.

Appendix 2

1981 Comprehensive Plan Background

1981 Comprehensive Plan Development Process

Between 1978 and 1981, there were five major studies that led to the formation of the *1981 Jamestown Comprehensive Plan*. They are: a household survey, an environmental study, a base information study, a land use study, and finally the policies for future growth which are contained in this document. The first four studies are summarized below.

The Household Survey: In the fall of 1978 a household survey was distributed to the residents of Jamestown. The survey was a product of many hours of work by residents and the student team.

Original ideas for the survey came from a “brain storming” workshop with the townspeople. Ideas were grouped according to topic and the students began the process of transforming each idea into a viable question. Every two weeks a meeting was held with interested residents in which the questions were critiqued. In addition, students sought feedback from survey methodologists, sociologists, and other outside experts. Four drafts were written before the survey reached its finished form. The survey was then distributed by the committee members.

After a two week response period, the surveys were picked up. Of the 157 surveys distributed, 109 were returned. This represents a 69% response rate which is a very high response rate for a self-administered survey and indicates a strong interest in the issues raised. The results of the Household Survey, question by question, appear in the Appendix of the *1981 Jamestown Comprehensive Plan*.

The Environmental Analysis: The “Jamestown Environmental Analysis” was carried out by an environmental study group made up of town residents and Peter Patten, a staff planner and student from the University. The group met six times during the spring of 1979. Environmental factors of importance to Jamestown were identified, mapped and analyzed. The citizens’ values as to the importance of each environmental factor were determined. A composite map of each environmental factor was constructed using an overlay process. The valuable information generated from this study guided further development of the comprehensive plan.

The Base Information Study: After the groundwork was laid through the Household Survey and the Environmental Analysis, the Base Information Study was done. (This planning study was the first phase in the formal development of the plan). The study compiled and explored the planning issues identified through town meetings and the survey and presented a range of alternatives available to Jamestown citizens. This study is located in the Appendix of the 1981 plan document. The Planning Study serves as the basis for policy decisions made.

The Land Use Study: The next major step in formalizing the *1981 Jamestown Comprehensive Plan* was completed during the Land Use Study. This study examined the many possible ways Jamestown could develop in the future. Several scenarios of the future were generated. Each scenario was based on a different combination of utility, environmental and land use policies.

The ultimate goal was to give the Planning Commission an indication of what results could be expected if alternative policies were adopted.

Who Was Involved

It was always the intent of the process to provide an opportunity for input from every resident of Jamestown. The Household Survey went a long way in achieving that goal. There were also numerous public meetings, (seven altogether), held to keep the public informed and to solicit more comments. The study was very much influenced by the Jamestown Planning Commission which met every two weeks in the fall, winter, and spring of the past 2-1 /2 years to work with the students. Together they have researched the various issues and growth alternatives involved in the study.

Participants included:

Anne Hasse	Mike Kent	Dixon King	Albert Basenett
Delores Breffle	John Chartier	Claudia Daniel	Deborah Heard
Barrie McLean	Carol Perrin	Jeff Richardson	Arthur Stewart
Steve Strickler	Orma Taylor		

Re-evaluation and Revision of the Comprehensive Plan

The third stage of the planning process is the review and updating the comprehensive plan. The ongoing evaluation of the plan encourages flexibility and maintains consistency with community concerns. When reviewing the effectiveness of the plan, questions should be asked such as:

- Is the community moving in the direction determined in the comprehensive plan?
- Do new studies indicate that parts of the comprehensive plan need to be updated or new sections added?
- Are the implementation tools effective in carrying out the comprehensive plan policies?

Intergovernmental Planning

Jamestown should continue to work closely with Boulder County in any review or updating process of the plan. A greater degree of contact and coordination should be developed between these and other relevant government entities. It is advantageous for Jamestown to become more aware of, and take a larger role in decisions concerning development external to its municipal borders. The policies in the Jamestown Comprehensive Plan were developed with careful consideration of the Boulder County Comprehensive Plan. This coordination will result in more efficient use of services, consistency of development policies, and an overall integrated planning effort. The development of this intergovernmental relationship is necessary in order to provide a healthy mountain environment.

Appendix 3

1981 Comprehensive Plan Implementation Tools

Introduction

In general, the community planning process is made up of three stages. First, base information and community goals are combined to attempt to answer the questions of what is the community? And what direction does the community want to go in the future? Jamestown's comprehensive plan can be used to define and direct the future of the community. The plan offers guidance to local officials when they face community issues. The comprehensive plan policies also encourage governmental action which is coordinated with the community's interests.

Jamestown should choose those regulations which it will be able to administer relatively inexpensively and efficiently. Moreover, the implementation tools should work for the town by protecting Jamestown's small mountain-town character and by providing a way to handle new growth within the community.

Ordinances and Regulations

The second stage implementation of the plan is concerned with how best to achieve the comprehensive plan policies. Municipalities have statutory powers which enable them to place restrictions on private actions to protect the public good and welfare. Jamestown can use its powers to develop ordinances and regulations which will enforce the comprehensive plan policies.

Jamestown should choose those ordinances which are best suited to the town's particular needs. The building regulation or code, zoning ordinance, and subdivision ordinance are considered to be the basic implementation tools of planning. Jamestown has already established a building code. However, the town still needs to develop some type of zoning and subdivision ordinances. In addition, a capital improvements program should be developed which clearly defines the town's ability to provide services and maintain facilities. The community is then able to balance its revenues with future residents' demands. The following list explains briefly the traditional planning regulations as well as some alternative regulations to use for the implementation of the comprehensive plan.

Subdivision Regulation

Definition: These are locally adopted laws which regulate the process of converting new land into development. Specific criteria are set which must be met before development can take place.

Purpose: Used to ensure that minimum standards considered vital for livable development are met by new developments and that the necessary services are provided.

Potential Problems: This type of land use regulation tends to allow single family detached residential development only. It is fairly rigid and inflexible in the type of design. It tends to not

promote the best use of a parcel, but merely the meeting of the universally applied minimum standard.

Annexation

Definition: This is a power authorized by the State for local municipalities to add unincorporated contiguous territory to the municipality. As a land use regulation, it is used as a method of directing and timing development.

Purpose: This is used to allow new development to coincide with established areas, and to allow expansion of towns. It gives more local control over unincorporated land.

Potential Problems: Any given municipality needs goals and policies to determine if, when and under what circumstances the town is capable of absorbing annexation, both in the long and short term.

Capital Improvements Program

Definition: This technique examines the current and future capacity of the town's utility systems and sets a schedule for their improvements and/or expansion. This schedule is used to determine where and how much and when new development can take place.

Purpose: This is used to stimulate or curb growth according to a timetable for development based on the expansion and capacity of public services, utilities and facilities. It is also used to ensure that adequate services are provided to new developments as well as to older areas of the town.

Potential Problems: There may be problems with actually following the established timetable. By holding up development in one area due to the lack of utility capacity, the overall cost may increase due to inflation and time delay. In Colorado, land use decisions made on this basis are authorized under H.B. 1034.

Other Land Use Controls

Zoning

Definition: The division of a town or county into districts and the regulations within each district of building use, land use, density, coverage of lots, bulk of structures, etc. Traditionally, zoning has focused on different types of land use and their location in relation to one another to provide a balanced community which serves the needs of all its current and potential future residents.

Purpose: Has been used to protect and preserve the single family house neighborhood. Used as a means to maximize property values and preserve the status quo. It originated as a control over land uses considered to be nuisances or health hazards to residences and to ensure that adequate housing is provided in a community. Zoning sets standards of acceptable uses for different areas in the community.

Potential Problems: It is considered rigid and inflexible and inappropriate to promote new growth or just to control new growth. It does not allow flexibility in design of development or natural mixture of land uses and building types. It assumes that all similar development has a similar impact on the community and allows or prohibits development without an analysis of the

actual impacts of the development. It can be difficult to administer because it does not and may not be able to address the problems and needs of the community and does not allow for changes in technology, community conditions, public attitudes, all of which affect development.

Aesthetic Zoning

Definition: Aesthetics are considered in establishing lot size, building height, setbacks, density controls, etc. It is now used as part of historic preservation and specific architectural controls. This involves the creation of a zone district based on beauty or aesthetics of the structure within the district.

Purpose: This technique is used to maintain a type of design (i.e. old west facades) to prevent incompatible design of new structures or preserve and maintain historic area.

Potential Problems: To date, there have been challenges to the legal basis for establishing aesthetic zones. Due process and the taking issue are both challenges to aesthetic zone districts. Georgetown's historic district preservation ordinance has been successfully challenged.

Interim Controls

Definition: These are controls of regulations enacted to prevent or restrict development until the planning process for a town has completed a land use or comprehensive plan, and permanent regulations designed to implement what plans have been developed.

Purpose: This allows a "moratorium" on development during the planning process. Interim controls are intended to preserve that status quo so that any new development proposed will be in accordance with the plan being developed. They are used mainly to ensure that development proposals which may not coincide with a proposed master plan are not authorized under the soon-to-be obsolete system of land use control. Thus, a new development is reviewed so that it will comply with the goals of the community as stated in the master plan.

Potential Problems: The major problem is in determining what type of development / redevelopment may be authorized and prohibited during the planning period. New development proposals may be rushed into the Planning and Zoning Commission for consideration before the interim controls are adapted. Opposition to any change in the current system of land use regulation may be quite strong.

Natural Hazards

Definition: Natural features and hazards of the area are identified and zone districts established for these areas specifying land use restrictions for each district. Conservation zones might be agricultural districts; hazard zones include the floodplain, avalanche areas, etc.

Purpose: This is an attempt to apply traditional zoning to the environment. It is a means of conserving resources while providing recreational opportunities.

Potential Problems: Usually no other land uses are allowed in these districts. These zones have not been effective in areas with high growth pressures, mainly due to land speculation and the availability of rezoning. It does not have a good track record in preserving the areas designated for preservation.

Performance Standards

Definition: The identification and listing of acceptable levels of nuisance or impacts of development (as opposed to specifying acceptable terms of uses). Establishes limits on the external effects of a development, development standards, which must be met by any development before it will be approved.

Purpose: Designed to address the problems faced in rural areas experiencing rapid growth. It essentially creates a working relationship between the community and the developer. The problems faced by the town are identified and solutions stated in the performance standards. The developer, by complying with the performance standards, helps the community to mitigate its problem or achieve a stated objective.

Potential Problems: The cost to the developer in meeting design standards may increase the cost of development in the area. It can be difficult to apply and enforce these to environmental hazards. Administration may be difficult or confusing. There is basic background information needed to establish the performance standards, which is an additional cost to the community.

Performance Zoning

Definition: A town is divided into zone districts and environmental features are identified as hazardous or in need of protection. On this basis any proposed development with an identified hazard on the site is allowed to build at the authorized district density, but only on that portion of the site considered to be developable.

Purpose: This technique is used to protect natural resources, prevent development in environmentally hazardous areas, and to promote flexibility in site design.

Potential Problems: Administration may be a problem, depending on the staff available to review proposed developments. The relative newness of the technique makes it difficult to predict its effectiveness. The community has the responsibility of providing detailed overall base information while the developer needs only to provide information about the development itself.

Phased Development

Definition: Controlled timing and location of development by establishing what land is most desirable or most necessary for development. This allows growth which will coincide with improvements and/or expansion of community facilities and services.

Purpose: This method recognizes that growth and change are inevitable and sets a process for the community to absorb change. It sets a time frame on which new growth can be based, controls how much and where new growth occurs, ensures the provision of adequate services.

Potential Problems: This method is sometimes challenged, but it is becoming generally accepted as a legitimate means of controlling development. Once a timetable is set, it may be difficult to alter it as needs and desires of the community change. The coordination of phased development is very difficult.

Appendix 4

Properties Partially Inside / Partially Outside Town Limits

