



**TOWN OF MILLIKEN  
PLANNING COMMISSION  
AGENDA MEMORANDUM**

<b>To:</b> Chairman Woodcock and Planning Commissioners <b>From:</b> Martha Perkins, Community Development Director <b>Via:</b> Kent Brown, Town Administrator		<b>Public Hearing Date:</b> January 6, 2016	
<b>Agenda Item #</b>	<b>Action:</b> x	<b>Discussion:</b>	<b>Information:</b>
<b>Agenda Title:</b> Public Hearing/Meeting for the Review and Possible Approval of Resolution No. 15-23 “A Joint Resolution of the Planning Commission and Town Board of Trustees Adopting the 2016 Comprehensive Plan for the Town of Milliken, Weld County, Colorado”			
<b>Attachments:</b> Resolution No. 15-23 “A Joint Resolution of the Planning Commission and Town Board of Trustees Adopting the 2016 Comprehensive Plan for the Town of Milliken, Weld County, Colorado.”			
<b>Staff Recommendation:</b> Staff recommends approval by the Planning & Zoning Commission.			

**PURPOSE**

To consider and approve Resolution No. 15-23, “A Joint Resolution of the Planning Commission and Town Board of Trustees Adopting the 2016 Comprehensive Plan for the Town of Milliken, Weld County, Colorado.” The Resolution adopts the Town of Milliken’s Comprehensive Plan and Disaster Resiliency Update – Envision Milliken 2016 to provide guidance on where and how the community will grow and evolve over the next 10-20 years.

**BACKGROUND INFORMATION**

<b>Type of Action:</b>	Adoption of “2016 Envision Milliken Comprehensive Plan” or Envision Milliken 2016
<b>Location:</b>	Milliken Colorado in Weld County
<b>Comprehensive Plan</b>	Replaces the Envision Milliken – 2009 Comprehensive Plan
<b>Notice</b>	The Public Hearing was noticed/published in the <i>Johnstown Breeze</i> on December 3, 2015. Referrals were mailed out to outside agencies and adjacent municipalities on December 1, 2015.

## **COMPREHENSIVE PLAN GOALS IMPLEMENTED**

The Town of Milliken, acting through its Planning Commission, is empowered to make, and, adopt or supplement a master or comprehensive plan for the physical development of the municipality. Once adopted the "2016 Milliken Comprehensive Plan" or "Envision Milliken 2016", the Plan shall supersede all previous Comprehensive Plan versions that were adopted by the Town of Milliken.

The Town with their contractor, Clarion Associates LLC, provided the public with several opportunities to participate and comment on Milliken's Comprehensive Plan as it was being drafted. During the Plan's development, the Town held three community meetings, six focus group sessions, two youth workshops, and a multiple of on-line surveys. Public Involvement was crucial during the Plan's development. Town staff shall meet with Town of Gilcrest and Town of Platteville for their comments regarding the three-mile planning area before this draft Comprehensive Plan and accompanying Resolution 15-23 go before the Commission on Wednesday, January 6, 2016.

One of "2016 Milliken Comprehensive Plan's" eight guiding principles is to become "a safer and more disaster resilient community," which builds on the strength and resolve demonstrated by Town residents and many community partners in the wake of the September 2013 flood. The goals under this guiding principle include directing future growth and public/private investment away from hazard prone areas and minimizing risk and the effects of future hazard events on the Town's essential infrastructure.

The seven other guiding principles of the "2016 Milliken Comprehensive Plan" include: a strong, diversified economic base; a vibrant downtown that functions as the heart of the community; a complete and highly accessible system of parks, open space, trails, and recreational opportunities; a distinct community identity that reflects Milliken's cultural, archaeological, historic, and agricultural resources; a fiscally sustainable pattern of development; a diverse mix of housing types to meet the needs of residents of all ages, incomes, and abilities; and a well-connected community.

## **COMPLIANCE WITH TOWN LAND USE CODE**

This staff memorandum is prepared in accordance with the Land Use Code. Staff complied the most relevant sections of the Code for the Planning and Zoning Commission and the Town Board's review of the application. The applicable Code sections are included at the end of the staff report after the suggested motions to enable a Commissioner or Board Trustee to look up relevant sections of the Code and still be able to read through staff's review of the case easily.

## **STAFF RECOMMENDATION**

Staff recommends that the Planning and Zoning Commission approve Resolution No. 15-23 "A Joint Resolution of the Planning Commission and Town Board of Trustees Adopting the 2016 Comprehensive Plan for the Town of Milliken, Weld County, Colorado." The Planning Commission will adopt the Plan before it goes to the Town Board for approval.

## PLANNING AND ZONING COMMISSION APPROVAL

\_\_\_\_\_ The Planning & Zoning Commission after hearing testimony, examination of the documents presented and the findings of fact APPROVES Resolution No. 15-23 "A Joint Resolution of the Planning Commission and Town Board of Trustees Adopting the 2016 Comprehensive Plan for the Town of Milliken, Weld County, Colorado."

or:

\_\_\_\_\_ The Planning & Zoning Commission after hearing testimony, examination of the documents presented and the findings of fact DOES NOT APPROVE Resolution No. 15-23 "A Joint Resolution of the Planning Commission and Town Board of Trustees Adopting the 2016 Comprehensive Plan for the Town of Milliken, Weld County, Colorado."

## LAND USE CODE RELEVANT SECTIONS

### Sec. 16-1-90. Relationship to Comprehensive Plan.

It is the intention of the Town that this Code implement the planning policies adopted in the Comprehensive Plan ("Comprehensive Plan") for the Town and its extraterritorial planning area. While this relationship is reaffirmed, it is the intent of the Town that neither this Code nor any amendment to it may be challenged on the basis of any alleged nonconformity with the Comprehensive Plan.

- (1) Requirement for Comprehensive Plan Amendment. Where a development proposal would be in substantial conflict with the Comprehensive Plan, an amendment to the Comprehensive Plan will be required prior to any zoning or subdivision approvals. A substantial conflict will exist when a development proposal would result in changes from the designations of the Land Use Plan Map, Transportation Plan Map or Parks and Open Space Map in the Comprehensive Plan.
- (2) Criteria for Evaluating Amendment Proposals. Amendments to the Comprehensive Plan resulting from development proposals under this Code shall be evaluated according to the criteria and procedure outlined in the Comprehensive Plan. (Ord. 480 §1.9, 2003)

## STATE STATUTE CODE RELEVANT SECTIONS

### 31-23-206. Master plan.

- (1) It is the duty of the commission to make and 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. When a commission decides to adopt a master plan, the commission shall conduct public hearings, after notice of such public hearings has been published in a newspaper of general circulation in the municipality in a manner sufficient to notify the public of the time, place, and nature of the public hearing, prior to final adoption of a master plan in order to encourage public participation in and awareness of the development of such plan and shall accept and consider oral and written public comments throughout the process of developing the plan. Such plan, with the accompanying maps, plats, charts, and descriptive matter, shall, after consideration of each of the following, where applicable or appropriate, show the commission's recommendations for the development of said municipality and outlying areas, including:

- (a) The general location, character, and extent of existing, proposed, or projected Colorado Revised Statutes 2013 228 Title 31 streets, roads, rights-of-way, bridges, waterways, waterfronts, parkways, highways, mass transit routes and corridors, and any transportation plan prepared by any metropolitan planning organization that covers all or a portion of the municipality and that the municipality has received notification of or, if the municipality is not located in an area covered by a metropolitan planning organization, any transportation plan prepared by the department of transportation that the municipality has received notification of and that covers all or a portion of the municipality;
- (b) The general location of public places or facilities, including public schools, culturally, historically, or archaeologically significant buildings, sites, and objects, playgrounds, squares, parks, airports, aviation fields, military installations, and other public ways, grounds, open spaces, trails, and designated federal, state, and local wildlife areas. For purposes of this section, "military installation" shall have the same meaning as specified in section 29-20-105.6 (2) (b), C.R.S.
- (c) The general location and extent of public utilities terminals, capital facilities, and transfer facilities, whether publicly or privately owned or operated, for water, light, sanitation, transportation, communication, power, and other purposes, and any proposed or projected needs for capital facilities and utilities, including the priorities, anticipated costs, and funding proposals for such facilities and utilities;
- (d) The general location and extent of an adequate and suitable supply of water. If the master plan includes a water supply element, the planning commission shall consult with the entities that supply water for use within the municipality to ensure coordination on water supply and facility planning, and the water supply element shall identify water supplies and facilities sufficient to meet the needs of the public and private infrastructure reasonably anticipated or identified in the planning process. Nothing in this paragraph (d) shall be construed to supersede, abrogate, or otherwise impair the allocation of water pursuant to the state constitution or laws, the right to beneficially use water

- pursuant to decrees, contracts, or other water use agreements, or the operation, maintenance, repair, replacement, or use of any water facility.
- (e) The acceptance, removal, relocation, widening, narrowing, vacating, abandonment, modification, change of use, or extension of any of the public ways, rights-of-way, including the coordination of such rights-of-way with the rights-of-way of other municipalities, counties, or regions, grounds, open spaces, buildings, property, utility, or terminals, referred to in paragraphs (a) to (d) of this subsection (1);
  - (f) A zoning plan for the control of the height, area, bulk, location, and use of buildings and premises. Such a zoning plan may protect and assure access to appropriate conditions for solar, wind, or other alternative energy sources; however, regulations and restrictions of the height, number of stories, size of buildings and other structures, and the height and location of trees and other vegetation shall not apply to existing buildings, structures, trees, or vegetation except for new growth on such vegetation.
  - (g) The general character, location, and extent of community centers, housing developments, whether public or private, the existing, proposed, or projected location of residential neighborhoods and sufficient land for future housing development for the existing and projected economic and other needs of all current and anticipated residents of the municipality, and redevelopment areas. If a municipality has entered into a regional planning agreement, such agreement may be incorporated by reference into the master plan.
  - (h) A master plan for the extraction of commercial mineral deposits pursuant to section 34-1-304, C.R.S.;
  - (i) A plan for the location and placement of public utilities that facilitates the provision of such utilities to all existing, proposed, or projected developments in the municipality;
  - (j) Projections of population growth and housing needs to accommodate the projected population for specified increments of time. The municipality may base these projections upon data from the department of local affairs and upon the municipality's local objectives.
  - (k) The areas containing steep slopes, geological hazards, endangered or threatened species, wetlands, floodplains, floodways, and flood risk zones, highly erodible land or unstable soils, and wildfire hazards. For purposes of determining the location of such areas, the planning commission should consider the following sources for guidance:
    - (I) The Colorado geological survey for defining and mapping geological hazards;
    - (II) The United States fish and wildlife service of the United States department of the interior and the parks and wildlife commission created in section 33-9-101, C.R.S., for locating areas inhabited by endangered or threatened species;

- (III) The United States Army corps of engineers and the United States fish and wildlife service national wetlands inventory for defining and mapping wetlands;
  - (IV) The federal emergency management agency for defining and mapping floodplains, floodways, and flood risk zones;
  - (V) The natural resources conservation service of the United States department of agriculture for defining and mapping unstable soils and highly erodible land; and
  - (VI) The Colorado state forest service for locating wildfire hazard areas.
- (2) As the work of making the whole master plan progresses, the commission may from time to time adopt and publish a part thereof. Any such part shall cover one or more major sections or divisions of the municipality or one or more of the foregoing or other functional matters to be included in the plan. The commission may amend, extend, or add to the plan from time to time.
  - (3) (Deleted by amendment, L. 2007, p. 613, § 2, effective August 3, 2007.)
  - (4)
    - (a) Each municipality that has a population of two thousand persons or more and that is wholly or partially located in a county that is subject to the requirements of section 30-28-106 (4), C.R.S., shall adopt a master plan within two years after January 8, Colorado Revised Statutes 2013 230 Title 31 2002.
    - (b) The department of local affairs shall annually determine, based on the population statistics maintained by said department, whether a municipality is subject to the requirements of this subsection (4), and shall notify any municipality that is newly identified as being subject to said requirements. Any such municipality shall have two years following receipt of notification from the department to adopt a master plan.
    - (c) Once a municipality is identified as being subject to the requirements of this subsection (4), the municipality shall at all times thereafter remain subject to the requirements of this subsection (4), regardless of whether it continues to meet the criteria specified in paragraph (a) of this subsection (4).
  - (5) A master plan adopted in accordance with the requirements of subsection (4) of this section shall contain a recreational and tourism uses element pursuant to which the municipality shall indicate how it intends to provide for the recreational and tourism needs of residents of the municipality and visitors to the municipality through delineated areas dedicated to, without limitation, hiking, mountain biking, rock climbing, skiing, cross country skiing, rafting, fishing, boating, hunting, and shooting, or any other form of sports or other recreational activity, as applicable, and commercial facilities supporting such uses.
  - (6) The master plan of any municipality adopted or amended in accordance with the requirements of this section on and after August 8, 2005, shall satisfy the requirements of section 29-20-105.6, C.R.S., as applicable.
  - (7) Notwithstanding any other provision of this section, no master plan originally adopted or amended in accordance with the requirements of this section shall

conflict with a master plan for the extraction of commercial mineral deposits adopted by the municipality pursuant to section 34-1-304, C.R.S.

**31-23-207. Purposes in view.** In the preparation of such plan, the commission shall make careful and comprehensive surveys and studies of present conditions and future growth of the municipality, with due regard to its relation to neighboring territory. The plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the municipality and its environs which will, in accordance with present and future needs, best promote health, safety, order, convenience, prosperity, and general welfare, as well as efficiency and economy in the process of development, including, among other things, adequate provision for traffic, the promotion of safety from fire, flood waters, and other dangers, adequate provision for light and air, distribution of population, affordable housing, the promotion of good civic design and arrangement, efficient expenditure of public funds, the promotion of energy conservation, and the adequate provision of public utilities and other public requirements. Colorado Revised Statutes 2013 231 Title 31

**31-23-208. Procedure of commission.** The commission may adopt the plan as a whole by a single resolution or may by successive resolutions adopt successive parts of the plan (said parts corresponding with major geographical sections or divisions of the municipality or with functional subdivisions of the subject matter of the plan) and may adopt any amendment or extension thereof or addition thereto. Before the adoption of the plan or any such part, amendment, extension, or addition, the commission shall hold at least one public hearing thereon, notice of the time and place of which shall be given by one publication in a newspaper of general circulation in the municipality and in the official newspaper of the county affected. The adoption of the plan, any part, amendment, extension, or addition shall be by resolution of the commission carried by the affirmative votes of not less than two-thirds of the entire membership of the commission. The resolution shall refer expressly to the maps and descriptive and other matter intended by the commission to form the whole or part of the plan, and the action taken shall be recorded on the map and plan and descriptive matter by the identifying signature of the chairman or secretary of the commission. An attested copy of the plan or part thereof shall be certified to each governmental body of the territory affected and, after the approval by each body, shall be filed with the county clerk and recorder of each county wherein the territory is located.

**31-23-209. Legal status of official plan.** When the commission has adopted the master plan of the municipality or of one or more major sections or districts thereof, no street, square, park or other public way, ground or open space, public building or structure, or publicly or privately owned public utility shall be constructed or authorized in the municipality or in such planned section and district until the location, character, and extent thereof has been submitted for approval by the commission. In case of disapproval, the commission shall communicate its reasons to the municipality's governing body, which has the power to overrule such disapproval by a recorded vote of not less than two

thirds of its entire membership. If the public way, ground space, building, structure, or utility is one the authorization or financing of which does not, under the law or charter provisions governing the same, fall within the province of the municipal governing body, the submission to the commission shall be by the governmental body having jurisdiction, and the planning commission's disapproval may be overruled by said governmental body by a vote of not less than two-thirds of its membership. The failure of the commission to act within sixty days from and after the date of official submission to it shall be deemed approval.

### **31-12-105. Limitations.**

(1) Notwithstanding any provisions of this part 1 to the contrary, the following limitations shall apply to all annexations:

(a) In establishing the boundaries of any territory to be annexed, no land held in identical ownership, whether consisting of one tract or parcel of real estate or two or more contiguous tracts or parcels of real estate, shall be divided into separate parts or parcels without the written consent of the landowners thereof unless such tracts or parcels are separated by a dedicated street, road, or other public way.

(b) In establishing the boundaries of any area proposed to be annexed, no land held in identical ownership, whether consisting of one tract or parcel of real estate or two or more contiguous tracts or parcels of real estate, comprising twenty acres or more (which, together with the buildings and improvements situated thereon has a valuation for assessment in excess of two hundred thousand dollars for ad valorem tax purposes for the year next preceding the annexation) shall be included under this part 1 without the written consent of the landowners unless such tract of land is situated entirely within the outer boundaries of the annexing municipality as they exist at the time of annexation. In the application of this paragraph (b), contiguity shall not be affected by a dedicated street, road, or other public way.

(c) No annexation pursuant to section [31-12-106](#) and no annexation petition or petition for an annexation election pursuant to section [31-12-107](#) shall be valid when annexation proceedings have been commenced for the annexation of part or all of such territory to another municipality, except in accordance with the provisions of section [31-12-114](#). For the purpose of this section, proceedings are commenced when the petition is filed with the clerk of the annexing municipality or when the resolution of intent is adopted by the governing body of the annexing municipality if action on the acceptance of such petition or on the resolution of intent by the setting of the hearing in accordance with section [31-12-108](#) is taken within ninety days after the said filings if an annexation procedure initiated by petition for annexation is then completed within the one hundred fifty days next following the effective date of the resolution accepting the petition and setting the hearing date and if an annexation procedure initiated by resolution of intent or by petition for an annexation election is prosecuted without unreasonable delay after the effective date of the resolution setting the hearing date.

(d) As to any annexation which will result in the detachment of area from any school district and the attachment of the same to another school district, no annexation pursuant to section [31-12-106](#) or annexation petition or petition for an annexation election pursuant to section [31-12-107](#) is valid unless accompanied by a resolution of the board of directors of the school district to which such area will be attached approving such annexation.

(e) (I) Except as otherwise provided in this paragraph (e), no annexation may take place that would have the effect of extending a municipal boundary more than three miles in any direction from any point of such municipal boundary in any one year. Within said three-mile area, the contiguity required by section [31-12-104](#) (1) (a) may be achieved by annexing a platted street or alley, a public or private right-of-way, a public or private transportation right-of-way or area, or a lake, reservoir, stream, or other natural or artificial waterway. Prior to completion of any annexation within the three-mile area, the municipality shall have in place a plan for that area that generally describes the proposed location, character, and extent of streets, subways, bridges, waterways, waterfronts, parkways, playgrounds, squares, parks, aviation fields, other public ways, grounds, open spaces, public utilities, and terminals for water, light, sanitation, transportation, and power to be provided by the municipality and the proposed land uses for the area. Such plan shall be updated at least once annually. Such three-mile limit may be exceeded if such limit would have the effect of dividing a parcel of property held in identical ownership if at least fifty percent of the property is within the three-mile limit. In such event, the entire property held in identical ownership may be annexed in any one year without regard to such mileage limitation. Such three-mile limit may also be exceeded for the annexation of an enterprise zone.

(II) Prior to completion of an annexation in which the contiguity required by section [31-12-104](#) (1) (a) is achieved pursuant to subparagraph (I) of this paragraph (e), the municipality shall annex any of the following parcels that abut a platted street or alley, a public or private right-of-way, a public or private transportation right-of-way or area, or a lake, reservoir, stream, or other natural or artificial waterway, where the parcel satisfies all of the eligibility requirements pursuant to section [31-12-104](#) and for which an annexation petition has been received by the municipality no later than forty-five days prior to the date of the hearing set pursuant to section [31-12-108](#) (1):

(A) Any parcel of property that has an individual schedule number for county tax filing purposes upon the petition of the owner of such parcel;

(B) Any subdivision that consists of only one subdivision filing upon the petition of the requisite number of property owners within the subdivision as determined pursuant to section [31-12-107](#); and

(C) Any subdivision filing within a subdivision that consists of more than one subdivision filing upon the petition of the requisite number of property owners within the subdivision filing as determined pursuant to section [31-12-107](#).

(e.1) The parcels described in subparagraph (II) of paragraph (e) of this subsection (1) shall be annexed under the same or substantially similar terms and conditions and considered at the same hearing and in the same impact report as the initial annexation in which the contiguity required by section [31-12-104](#) (1) (a) is achieved by annexing a platted street or alley, a public or private right-of-way, a public or private transportation right-of-way or area, or a lake, reservoir, stream, or other natural or artificial waterway. Impacts of the annexation upon the parcels described in subparagraph (II) of paragraph (e) of this subsection (1) that abut such platted street or alley, public or private right-of-way, public or private transportation right-of-way or area, or lake, reservoir, stream, or other natural or artificial waterway shall be considered in the impact report required by section [31-12-108.5](#). As part of the same hearing, the municipality shall consider and decide upon any petition for annexation of any parcel of property having an individual schedule number for county tax filing purposes, which petition was received not later than forty-five days prior to the hearing date, where the parcel abuts any parcel described in subparagraph

(II) of paragraph (e) of this subsection (1) and where the parcel otherwise satisfies all of the eligibility requirements of section [31-12-104](#).

(e.3) In connection with any annexation in which the contiguity required by section [31-12-104](#) (1) (a) is achieved by annexing a platted street or alley, a public or private right-of-way, a public or private transportation right-of-way or area, or a lake, reservoir, stream, or other natural or artificial waterway, upon the latter of ninety days prior to the date of the hearing set pursuant to section [31-12-108](#) or upon the filing of the annexation petition, the municipality shall provide, by regular mail to the owner of any abutting parcel as reflected in the records of the county assessor, written notice of the annexation and of the landowner's right to petition for annexation pursuant to section [31-12-107](#). Inadvertent failure to provide such notice shall neither create a cause of action in favor of any landowner nor invalidate any annexation proceeding.

(f) In establishing the boundaries of any area proposed to be annexed, if a portion of a platted street or alley is annexed, the entire width of said street or alley shall be included within the area annexed.

(g) Notwithstanding the provisions of paragraph (f) of this subsection (1), a municipality shall not deny reasonable access to landowners, owner of an easement, or the owner of a franchise adjoining a platted street or alley which has been annexed by the municipality but is not bounded on both sides by the municipality.

(h) The execution by any municipality of a power of attorney for real estate located within an unincorporated area shall not be construed to comply with the election provisions of this article for purposes of annexing such unincorporated area. Such annexation shall be valid only upon compliance with the procedures set forth in this article.