



**CITY OF MANITOU SPRINGS
PLANNING COMMISSION
WORKSESSION MEETING AGENDA
Tuesday, November 28, 2017, 6:00 pm**



I. CALL TO ORDER and APPROVAL OF AGENDA

II. NEW BUSINESS

ITEM 1. Discussion with City Council Regarding the *Planning For Hazards* Assessment Memo

III. ADJOURNMENT

Commissioners:

Mike Casey (Term exp 12/31/18)
Alan Delwiche, *Chair* (Term exp 12/31/17)
Jeanne Vrobel, *Vice Chair* (Term exp 12/31/20)
Julia Simmons (Term exp. 12/31/2020)
Julie Wolfe (Term exp. 12/31/20)
Lori Burris (Term exp. 12/31/17)
Gloria Latimer (Term exp. 12/31/18)
Tom Lundgren, Alternate (Term exp. 12/31/2017)
Carey Storm, Alternate (Term exp. 12/31/2021)

City Council Liaison: Coreen Toll

Staff: Wade F. Burkholder, Planning Director
Michelle Anthony, Senior Planner
Karen Berchtold, Planner II
Dylan Becker, Planner I

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**CITY OF MANITOU SPRINGS
MEMORANDUM**

DATE: November 21, 2017

TO: City Council and Planning Commission

FROM: Wade Burkholder, AICP, CFM
Karen Berchtold, AICP

SUBJECT: **Discussion on *Planning for Hazards Assessment Memorandum***

Background

The City of Manitou Springs received a *Planning for Hazards* technical assistance grant from the Colorado Department of Local Affairs (DOLA) to develop land use tools and update the City's zoning and subdivision codes to reduce hazard risk. The project will assist the City to implement priority land use actions from *Plan Manitou*. The outcome of this effort will be proposed updates to the City's zoning and subdivision codes. A work group comprised of City staff and community members is providing feedback on the work products at each phase of the project.

At this joint meeting, the project team will provide a presentation that summarizes their recommendations for moving forward to develop the tools. **The consultant team and staff are seeking feedback to confirm that Planning Commission and City Council members are comfortable with the proposed approach.** The team will also share feedback from the work group meeting held earlier in the day.

The project team is comprised of staff from Clarion Associates (the firm that served as project manager for *Plan Manitou*); Acclivity Associates (the hazard mitigation planning specialist for *Plan Manitou*), and Department of Local Affairs (DOLA) staff. Following the 2012-2013 flooding and fires, DOLA dedicated substantial resources to develop guidance for Colorado communities to reduce and mitigate their hazard risk. DOLA considers this a "pilot project" and will apply what they learn to develop more detailed guidance to assist other Colorado communities. Clarion Associates has extensive experience in zoning code review and development. We're fortunate that the team that DOLA selected for this pilot project includes members and associates from the *Plan Manitou* team.

This is the third task of six primary tasks that comprise the project, which is scheduled to extend through June 2018. Planning staff created a webpage for the project at:
<http://www.manitouspringsgov.com/government/departments/planning/planning-for-hazards>
A more detailed version of this memo will be posted on the project webpage.

Planning for Hazards Assessment memo and approach

At the August 29 City Council meeting, staff informed Council that the project work group selected four

priority tools for the project, and provided background on each tool. Subsequently, Clarion Associates developed a scope of work and concluded they would be able to address all four tools within the scope of this project.

In the Assessment memo (attached), the project team has mapped out an approach to develop the four priority tools. In developing these recommendations, the project team followed seven principles outlined on pages 2-3 of the memo. Planning staff distributed a survey to the *Plan Manitou* mailing list to gauge resident and stakeholder opinions and shared this feedback with the project team to inform the approach. Staff will continue to reach out to stakeholder groups over the next several months.

Clarion Associates staff conducted an extensive review of the City's zoning and subdivision codes, and considered how these four tools will fit into the context of our existing codes. These tools will be applied to address the City's highest natural hazard risks in the areas of flooding, geologic hazards, and wildfire. The project team has concluded a number of the City's existing development standards to reduce risk from flooding and geologic hazards are not working as intended, and have proposed modifications to improve them. They also identified approaches to address these hazards more consistently in the development review process. The goal is to modify these recommended tools and formulate an approach for addressing hazards that is appropriate for the City of Manitou Springs.

The assessment memo also lays out an approach to address the City's wildfire risk. The *Plan Manitou* Hazard Mitigation Plan (HMP) Risk Assessment generated a series of wildfire risk maps, including a Wildland Urban Interface (WUI) map. The WUI map was incorporated into the plan to guide land use planning and other wildfire risk reduction actions. Through the City's HMP process, we learned that the City does not have any wildfire mitigation regulations in its zoning code, indicating a significant gap in the City's wildfire mitigation strategy and toolbox. The memo notes that the *International Wildland Urban Interface Code* provides a recommended approach to address wildfire risk, with model regulations that a community can apply. The memo describes each element of this model code and how they might apply to the City's development and building codes, with the provision that each element will need to be further evaluated and tailored to address our local conditions and hazard risk and mitigation needs.

Next Steps

The project team and staff are seeking your feedback to confirm the City's approach for making updates and additions to the City's zoning and subdivision codes to address natural hazard risk. Once we have confirmed the approach, the consultant team will move forward to draft the code updates. Staff will continue to solicit feedback to inform draft code development; however, our objective is to confirm the overall project approach this evening.

The project sequence and upcoming work products are:

- | | |
|------------------------|---|
| Mid-March 2018: | Project team will prepare draft code updates and present them to the working group and Planning Commission/City Council |
| April 2018: | Round 2 updates to code, if needed |
| Mid-May 2018: | Preparation of adoption draft |
| June 2018: | Proposed adoption of final draft |

Attachments:

Planning for Hazards assessment memo dated November 20, 2017

MEMORANDUM

TO: Karen Berchtold and Wade Burkholder, City of Manitou Springs
FROM: Matt Goebel and Tareq Wafaie, Clarion Associates
DATE: November 20, 2017
RE: Manitou Springs Planning for Hazards Assessment Memo

Background

Project Overview

The City of Manitou Springs was selected to participate in a pilot project managed by the Colorado Department of Local Affairs (DOLA) to update the city's zoning and subdivision regulations to reduce the city's risk to key natural hazards: flooding, geologic hazards, and wildfire. This project will implement actions from *Plan Manitou*, the city's integrated master plan – hazard mitigation plan.

Planning staff is working with DOLA staff and a consulting team led by Clarion Associates, with support from Acclivity Associates, to facilitate this project. The project began in April 2017 and extends through June 2018. A working group that includes city staff and stakeholders was convened to guide the direction of the project in Manitou Springs and will review work products at each stage of the project. At their last meeting, the working group reviewed possible ideas for zoning and other land use tools. The group discussed important criteria, such as the ability to reduce risk, alignment with community goals, and staff capacity, and selected four priority tools for reducing the city's natural hazard risk:

- Hazard overlay districts;
- Site plan and subdivision review procedures;
- Streamside buffers; and
- Wildland-urban interface (WUI) code integration.

This memorandum is intended to provide guidance for how to implement those priority tools by identifying recommendations to improve Manitou Springs' zoning and subdivision regulations to reduce risk to hazards. The recommendations are based on feedback from meetings with staff and the working group, the consultant team's assessment of the zoning and subdivision regulations, and a survey that was distributed to members of the public and other city stakeholders. The survey yielded more than 100 responses; approximately 90 percent were residents, and nearly eight percent were board or commission members. A couple of highlights from that survey are summarized below:

- 60 respondents think that hazard mitigation should be a priority when approving new

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development; yet only 20 respondents think that stricter standards should be applied to redevelopment.

- 63 respondents either agree or strongly agree that development regulations should be stricter in high hazard areas. 24 respondents agree or strongly agree that stricter regulations should apply to both new and existing development/redevelopment; whereas 31 respondents either disagree or strongly disagree.

Implementing *Plan Manitou*

Again, a key component of this project is to implement relevant elements from *Plan Manitou*, the city's integrated master plan – hazard mitigation plan. Related to land use tools, the essential goals and policies from *Plan Manitou* are shown below.

Goal LU-5: Minimize risks to property, infrastructure, and lives from natural hazards and disasters.

Policy LU-5.1 High Hazard Areas – guide new development away from and discourage density increases in high risk areas...

Policy LU-5.2 Flood Hazard Areas – encourage flood mitigation measures for existing structures...discourage additional development in mapped floodplain areas...

Policy LU-5.3 Steep Slopes and Geologic Hazards – avoid development on slopes with grades steeper than 30 percent...encourage implementation of best management practices for both existing and new development...

Policy LU-5.4 Wildland-Urban Interface – Mitigate risk to existing and future development in the mapped wildland-urban interface (WUI)...

In addition to the various goals and policies related to risk reduction throughout the document, *Plan Manitou* also identifies areas of hazard risk and vulnerability, and includes a capability assessment of the current zoning and subdivision regulations. ***That assessment concludes that the current zoning and subdivision regulations are deficient in addressing risk to flooding, geologic hazards, and wildfire.***

Notable gaps in the current regulations include a lack of wildfire mitigation standards, the absence of a formal review process or criteria for site plans, and the lack of hazard-specific ordinances outside the floodplain ordinance. To address those gaps, several actions were identified in *Plan Manitou* to further reduce risk. Those land use actions are important components of the city's hazard mitigation strategy and are the impetus for this project.

General Principles We Followed When Developing Recommendations

Because the project has a limited scope focused on targeted updates addressing hazard risk reduction, our team followed the following principles when developing recommendations:

- **Strengthen Hazard-Related Standards.** Where the current regulations are silent on particular hazards or unclear and/or insufficient, we recommend new or revised standards specifically aimed at reducing risk to flooding, wildfire, and geologic hazards. The recommendations focus on tools that will have the most impact on risk reduction to Manitou Springs' three biggest hazards – flooding, geologic hazards, and wildfire.
- **Focus on Tools Prioritized by the Working Group.** As mentioned above, the city has already spent a lot of time preparing strategies for how to best address risk, and the working group identified priority land use tools:
 - Hazard overlay districts;
 - Site plan and subdivision review procedures;

- Streamside buffers; and
- Wildland-urban interface (WUI) code integration.

The recommendations in this memo are aligned with the previous work of staff and discussions with the working group.

- **Recognize the Difference between New Development and Redevelopment.** For many of the recommended tools presented in this memo, it will be essential to determine the trigger points for when the standards would apply to new development (on land not previously developed) versus existing development or redevelopment (new construction on a site that has already been developed). Further policy discussion on these appropriate distinctions will be required during the drafting stage. The team recognizes that because Manitou Springs is largely built out (not much vacant land remains to be developed), not all aspects of risk can be fully addressed through new or revised land use tools. Several comments submitted through the survey were related to the need to make the current regulations more flexible as they relate to infill and redevelopment.
- **Simplify Where Possible.** For chapters and/or sections where we recommend changes, we also recommend simplifying complex regulations for clarity and to make them more user-friendly.
- **Strike a Balance between Protecting Public Safety and Property Rights.** We understand the need to balance new and/or revised regulations intended to reduce hazard risk, while respecting individual property rights.
- **Minimize Large-Scale Structural Changes to the Current Regulations.** With targeted updates, it is important to keep the current general framework intact for Manitou’s zoning and subdivision regulations instead of coming up with new or revised regulations that would require systemic changes to city processes and administration. Rather than drafting entire new sections or chapters, we propose integrating new standards where necessary into the existing code framework.
- **Minimize Changes that are Unrelated to Hazards.** Again, because this project is aimed at risk reduction as the primary goal, our team makes only limited recommendations for updates outside of that overarching goal.

Summary of Recommendations

The recommendations in this memo are organized into four main categories:

- Improve current standards that address natural hazards;
- Establish new standards to address natural hazards;
- Integrate risk reduction into the development review procedures; and
- Improve hazard mapping.

The recommended modifications to the Manitou Springs zoning and subdivision regulations to address hazard risk are listed in the table on the following page, and more detail on each of the recommendations is provided in the remainder of this memo following the table.

Summary Table of Recommendations

1. Improve Current Standards that Address Natural Hazards

- 1-A. Improve floodplain regulations
- 1-B. Enhance geologic hazards regulations
- 1-C. Integrate risk reduction into zoning district standards
- 1-D. Consolidate and enhance subdivision regulations

2. Establish New Standards to Address Natural Hazards

- 2-A. Introduce new tools to reduce risk in a coordinated way
- 2-B. Establish a floodplain overlay district
- 2-C. Integrate elements of the International WUI Code into the zoning and subdivision regulations
- 2-D. Coordinate WUI updates with landscaping requirements
- 2-E. Introduce common open space requirements
- 2-F. Embrace green infrastructure options
- 2-G. Provide mitigation information to property owners

3. Integrate Risk Reduction into the Development Review Procedures

- 3-A. Enhance approval criteria
- 3-B. Clarify the subdivision master plan requirements
- 3-C. Consider hazard mitigation during review of minor subdivisions
- 3-D. Clarify grading permit requirements
- 3-E. Ensure development “pays its own way”
- 3-F. Clarify Environmental Impact Statement (EIS) requirements
- 3-G. Clarify minor modifications procedure
- 3-H. Integrate evacuation plan priorities

4. Improve Hazard Mapping

- 4-A. Coordinate zoning and subdivision updates with current geological hazards mapping project
- 4-B. Enhance WUI mapping