



# Land Use

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## BOULDER COUNTY PLANNING COMMISSION

### AGENDA ITEM #4 (No public testimony)

Wednesday, December 20, 2017 at 1:30 p.m.

Commissioners' Hearing Room, Third Floor  
Boulder County Courthouse, 1325 Pearl Street, Boulder, CO

### Boulder County Comprehensive Plan Update: Document Redesign and Content Update Work Plan

*Staff:* Nicole Wobus, Long Range Planning and Policy Manager, Land Use Department  
Rick Hackett, Communications Specialist, Land Use Department

### AGENDA

1. Staff presentation
2. Planning Commission questions for staff
3. Planning Commission discussion, decision on authorization to proceed

### SUMMARY

Staff will report on progress toward updating the Boulder County Comprehensive Plan (BCCP). Topics of focus will include document and website redesign, and a 2018 work plan for BCCP content updates. Staff seeks feedback on the full scope of update efforts, and authorization to proceed with content updates, as described in the work plan, as resources allow.

Webpage: <https://www.bouldercounty.org/property-and-land/land-use/planning/boulder-county-comprehensive-plan/update/>

### ACTION REQUESTED

Staff requests that the Planning Commission provide input on staff's proposed BCCP document redesign and content update work plan, and authorize staff to proceed with various content updates to BCCP.

### Recommended motion language

Move to authorize staff to proceed with the following content updates to the Boulder County Comprehensive Plan, pending staff resource availability and periodic updates to be presented to Planning Commission: Housing Element, Sustainability Element, Economics Element, mapping

(including but not limited to Geology and Natural Hazards and Trails Map), Executive Summary, and preliminary research and scoping for potential new Public Health and Allenspark Townsite Plan Elements, as described in the Boulder County Comprehensive Plan 2018 Work Plan for Ongoing Content Updates.

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### I. BACKGROUND AND OVERVIEW

In May 2017, staff updated Planning Commission (PC) on efforts to improve the design and organization of the Boulder County Comprehensive Plan (BCCP) document and website. Prior to undergoing these efforts the plan’s layout had not been updated since the mid-1990s, and some updated or added components were not previously integrated into the main document. Based on feedback from PC in May, and feedback from the Board of County Commissioners (BOCC) in July, staff integrated all existing components of the plan into a single document, and has been developing a new document template for use going forward.

In addition to making design and organizational improvements to the document, over the last few months staff has prepared a proposed work plan for content updates to the BCCP. During 2017 PC approved updates to both the BCCP Open Space element and Sustainable Materials Management element. Staff’s proposed 2018 BCCP Content Update Work Plan is intended to prioritize updates of other elements of the plan to implement as staff resources are available.

The BCCP, originally adopted in 1978, is the county’s primary policy document guiding land use in unincorporated Boulder County. The document also addresses issues related to land use (e.g., economics, health and safety), and planning relationships with municipalities located within the county. Per Colorado statute the (C.R.S. 30-28-106) the county’s Planning Commission has authority over the document; the BOCC provides input to help guide changes to the BCCP. The BCCP was originally on a 3-5 year update schedule. Since the mid-1990s it has been the practice of the Land Use Department to update the BCCP on a rolling, as-needed basis.

Staff seeks PC feedback on all the proposed design and content-related updates described in this report, as well as authorization to proceed with content updates to the BCCP. The initial content updates would focus on the Housing and Economics elements, due to the interrelated nature of those elements, as well as the Sustainability element.

### II. PROPOSED BCCP DOCUMENT REDESIGN OVERVIEW

Primary objectives in redesigning the BCCP document template included: 1) improve user experience and navigability of the document, both through design and organizational changes; 2) establish consistency across elements; 3) maintain design simplicity to ensure the document is easy for staff to update over time, and to maintain reasonable print costs.

Notable changes reflected in the proposed new document template include:

- Updated table of contents which groups all “county-wide elements” and all “geographic-based elements,” includes some minor renaming of components for consistency and clarity, and organizes elements in alphabetical order.
- Designed each element so it can be printed and used as a stand-alone piece (e.g., each element has a cover sheet, and new elements start on a new front-facing page).
- Applied a new element format that first presents background and context, then goals grouped together with associated policies.
- Added policy titles to make it easier to call out the key topic covered in each policy and improve document navigability.
- Included more visuals and graphics where applicable.
- Applied design best practices based on findings from recent element updates, and review of other comprehensive plans.
- Revised design will transfer to an interactive electronic version (web and e-book).
- Added references to attachments and associated materials.
- Moved maps so they are located alongside the relevant element, as appropriate.
- Added “pull quotes” to help convey key themes within each element.

Attachment A is a sample of the proposed new document template, including an updated cover, table of contents, and one example element (the recently adopted Open Space element). The proposed template reflects revisions resulting from input provided by staff both from Land Use and other county departments.

### **III. PROPOSED BCCP CONTENT UPDATE WORKPLAN OVERVIEW**

Land Use staff gathered information and met with subject matter experts from other departments during the course of the summer and fall of 2017 to gauge an appropriate staging and schedule for element updates. Through this process staff prioritized a few BCCP elements for updates or development: 1) finalization of an update to the Cultural Resources element; 2) updates to Housing, Economics, and Sustainability elements; 3) potential addition of Public Health and Allenspark Townsite Plan elements; 4) a range of mapping updates; and 5) update to the Executive Summary once the document is converted to the new design template.

A number of factors beyond the control of staff will affect the pace at which the update efforts proceed for each element. Attachment B presents staff’s proposed work plan for the staging of updates based on information available at this time, with an understanding that the planning process is dynamic and will need refinement.

### **IV. CONCLUSION AND NEXT STEPS**

After receiving feedback from PC on the new design template at the December 2017 meeting, staff plans to convert all existing content to the new template, as well as reorganize the BCCP website. Staff will also proceed with the proposed 2018 BCCP Content Updates Work Plan pending authorization from PC at the December meeting.

**Recommended motion language**

Move to authorize staff to proceed with the following content updates to the Boulder County Comprehensive Plan, pending staff resource availability and periodic updates to be presented to Planning Commission: Housing Element, Sustainability Element, Economics Element, mapping (including but not limited to Geology and Natural Hazards and Trails Map), Executive Summary, and preliminary research and scoping for potential new Public Health and Allenspark Townsite Plan Elements, as described in the Boulder County Comprehensive Plan 2018 Work Plan for Ongoing Content Updates.



# Boulder County Comprehensive Plan



Amended September 2017

SAMPLE

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# Open Space Element

## Section I. Introduction

Situated at the intersection of the Great Plains and the Rocky Mountains, Boulder County is endowed with an extraordinary geological and biological diversity, a natural heritage that helps form the foundation for an exceptional quality of life. The Open Space Element lays out Boulder County's vision for understanding, preserving, and enjoying this natural heritage.

Section II provides a brief history of the county's open space preservation efforts, establishment and evolution of the Parks and Open Space Department, definitions, and the department's framework for management, engagement, and collaboration.

The goals and policies in Section III provide guidance for the future. The policies in the Open Space Element complement those in other elements of the Boulder County Comprehensive Plan. Specifically, scenic resources and other environmental resource values are addressed in the Environmental Resources Element; regional trails and facilities are addressed in the Transportation Element; maintaining viable agriculture in the county is addressed in the Agriculture Element; cultural resource protection is addressed in the Cultural Resources Element; and flood and other natural hazard mitigation is addressed in the Natural Hazards Element.

## Section II. Boulder County Open Space Program

### A. Origins and Evolution of the Program

The idea of a county open space program was initiated in the mid-1960s by Boulder County citizens who were interested in parks and recreation needs of the unincorporated area and in “preserving open space land in the face of rapid county development” (Boulder County Comprehensive Plan, 1978, History of Open Space Program). In 1967 the Board of County Commissioners appointed an “official” citizens group, the Parks and Open Space Advisory Committee (POSAC), to help formulate a plan for preserving open space. This was at a time when Boulder County’s 741 square miles were home to a population of fewer than 130,000 people. The 2015 population was approximately 319,400. The Boulder County Parks and Open Space Department was formally designated as of January 1, 1975, initially overseeing several properties amounting to approximately 85 acres.

Turning the vision into reality took time and hard work. The first two attempts to pass a county-wide open space sales tax failed in 1978 and 1988. In 1993 the first open space sales and use tax passed: 0.25% for 15 years. Since then, several additional tax resolutions have extended or passed new sales taxes, along with significant bonding authority to accelerate open space purchases. In 2017 the open space sales and use tax stands at 0.6% (see Sales & Use Tax Resolutions, page XX).

Since the last Open Space Element update in 1996, the county’s open space interests have increased to over 100,000 acres of land (see significant milestones, page XX). As a result, stewardship of these lands and engagement with county citizens are increasingly important features of the open space program.



## B. Open Space Definitions, Values, and Functions

Open space is defined as “lands intentionally left free from development.” Open space serves one or more of the following values or functions<sup>1</sup> (listed in no particular order):

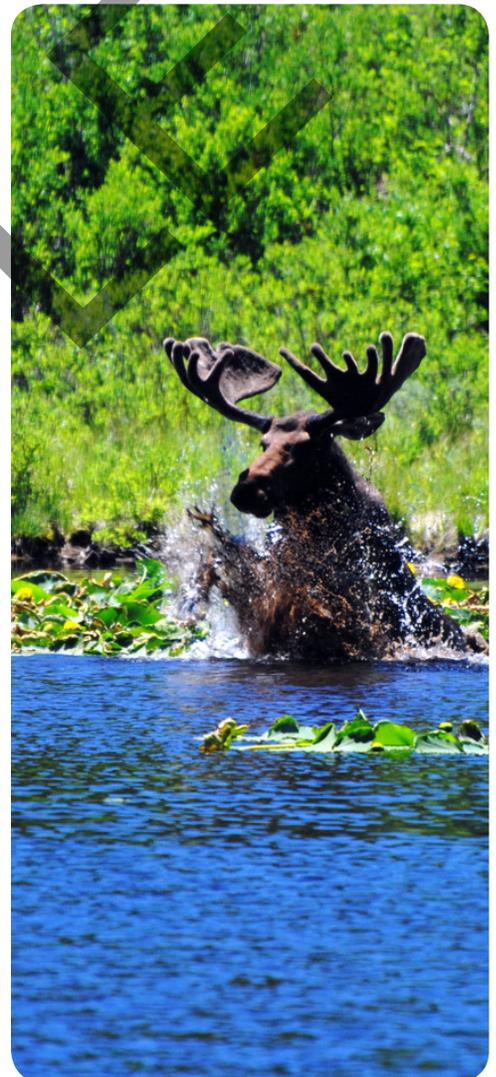
- Conserve rural character of the unincorporated county, scenic corridors, and community buffers to ensure community identity and prevent urban sprawl.
- Preserve natural resources, including significant habitats, native species, and ecological processes.
- Conserve and enhance agricultural lands, especially agricultural lands of local, statewide, and national importance.
- Protect and manage water resources, including agricultural water and in-stream flows.
- Provide passive recreation, trail linkages, and access to public lands.
- Protect, preserve, and restore cultural resources, including historic and pre-historic features.
- Provide opportunities for volunteerism, education, and interpretation of natural and cultural resources.

Passive recreation, referred to in the Open Space Element policies, is defined as non-motorized outdoor recreation with minimal impact on the land, water, or other resources that creates opportunities to be close to nature, enjoy the open space features, and have a high degree of interaction with the natural environment. Further,

- passive recreation requires no rules of play or installation of equipment or facilities, except for trails and associated improvements.
- passive recreation includes activities such as hiking, snowshoeing, cross-country skiing, photography, bird-watching, or other nature observation or study.
- if specifically designated, passive recreation may include bicycling, horseback riding, dog walking, boating, or fishing.

### **Boulder County Parks and Open Space Mission Statement:**

To conserve natural, cultural, and agricultural resources and provide public uses that reflect sound resource management and community values.



<sup>1</sup> Many of these values and functions are set forth in the open space sales and use tax resolutions, <https://www.bouldercounty.org/open-space/management/funding-sources/>.

## C. Open Space Preservation Tools

Boulder County uses a variety of tools to accomplish its goals (see sidebar on Acquisition Tools). In addition to acquiring open space interests, Boulder County protects open space values and functions via the goals and policies set forth in other Comprehensive Plan Elements, including the Agriculture, Cultural Resources, Environmental Resources, and Sustainability Elements. Many of these goals and policies are codified in the Land Use Code.

Regional cooperation is an essential ingredient of Boulder County's open space preservation efforts. Boulder County has been a leader in establishing a regional vision for open space preservation, working with local communities to identify where rural preservation is appropriate and, likewise, where urban development is desired. This work has resulted in a series of intergovernmental agreements and a number of joint purchases with communities within the county. As mandated by the 1993 sales tax

### What's in a word? Protect v. Preserve v. Conserve:

Open space lands are "protected" from development but protection can be carried out in different ways. "Conserve" suggests responsible and sustainable use of natural resources whereas "preserve" implies maintaining the landscape in its original, or pristine, state. In the Open Space Element policies, "conserve" is used for policies relating to working landscapes such as agricultural properties while "preserve" is used for policies relating to broader protection.

resolution, Boulder County annually solicits input from municipalities and stakeholders on open space acquisition and trail priorities (see Policy OS 5.03).

Following passage of the open space sales and use tax in 1993, the next two decades saw prolific additions to the county's open space interests. At the 40-year anniversary in 2015, the county open space program surpassed the 100,000-acre milestone of preserved lands, along with 115 miles of trails. About half of these properties are in the foothills and mountains, and half in the plains, including about 25,000 acres of agricultural lands. Approximately 60% of these lands are owned in fee and the remaining 40% are privately owned under conservation easement. The majority of county-owned land is open for public use.

Boulder County has accomplished many of its major acquisition goals. However, acquisition tools will continue to play an important role in the program as significant opportunities become available.

**"One generation plants the trees, the next generation sits in the shade." – Unknown**

## D. Management Framework

As the program has evolved and matured, the Boulder County Comprehensive Plan continues to provide the overarching guidance for finding the appropriate balance of uses in the stewardship of county open space through careful management and citizen engagement. Management policies provide the next level of guidance and contain more detailed direction for addressing landscape level and system-wide issues. Property specific management plans offer the greatest level of detailed management guidance for specific properties or groups of properties. The Boulder County Parks and Open Space Department Mission, Rules and Regulations, department-wide goals, annual performance measures, and work plans also reflect guidance from the Comprehensive Plan.

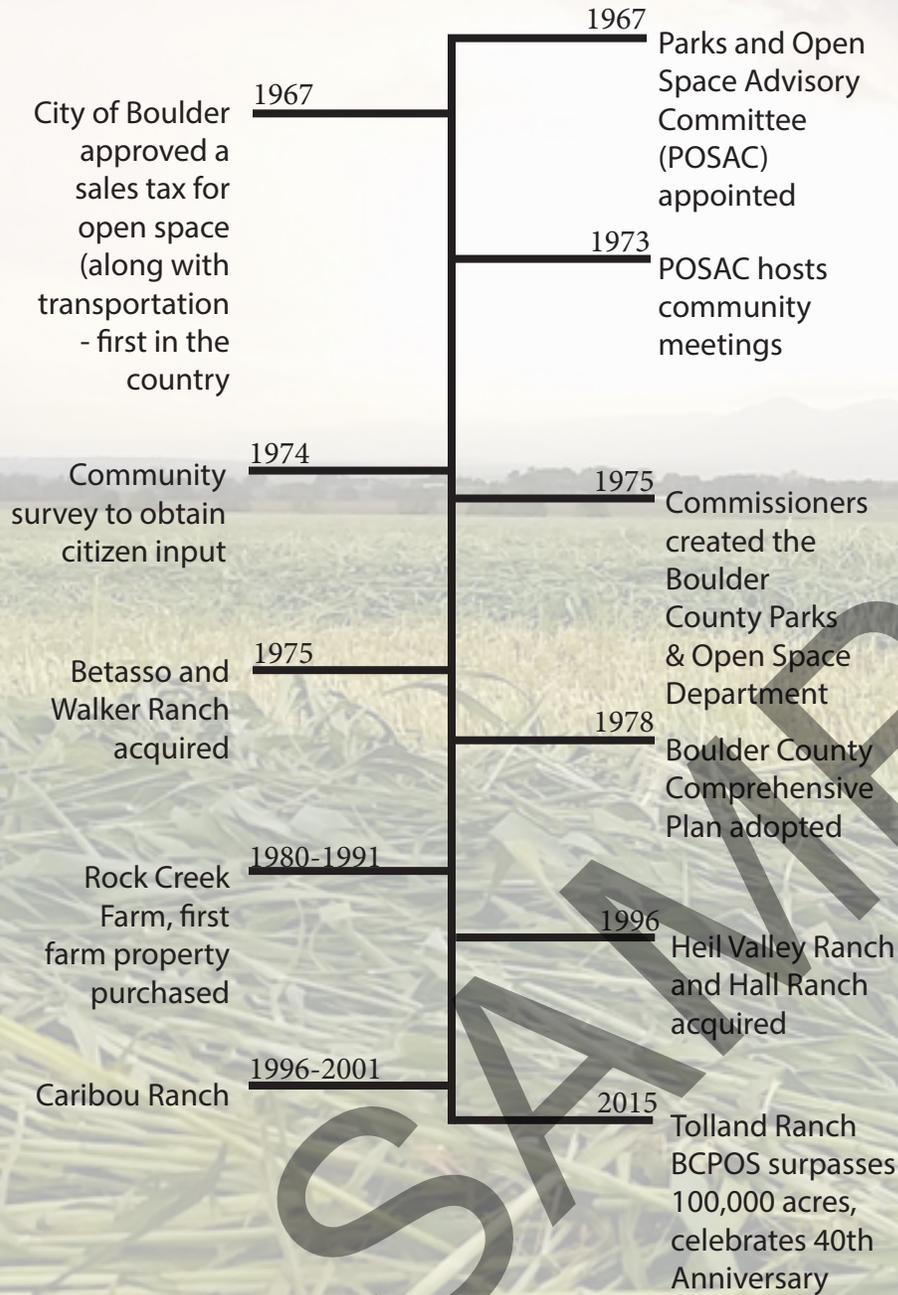


### Acquisition Tools

The county acquires different interests in land for open space purposes. The interests are acquired by full purchase, full or partial donation, intergovernmental agreement, or regulatory/required means.

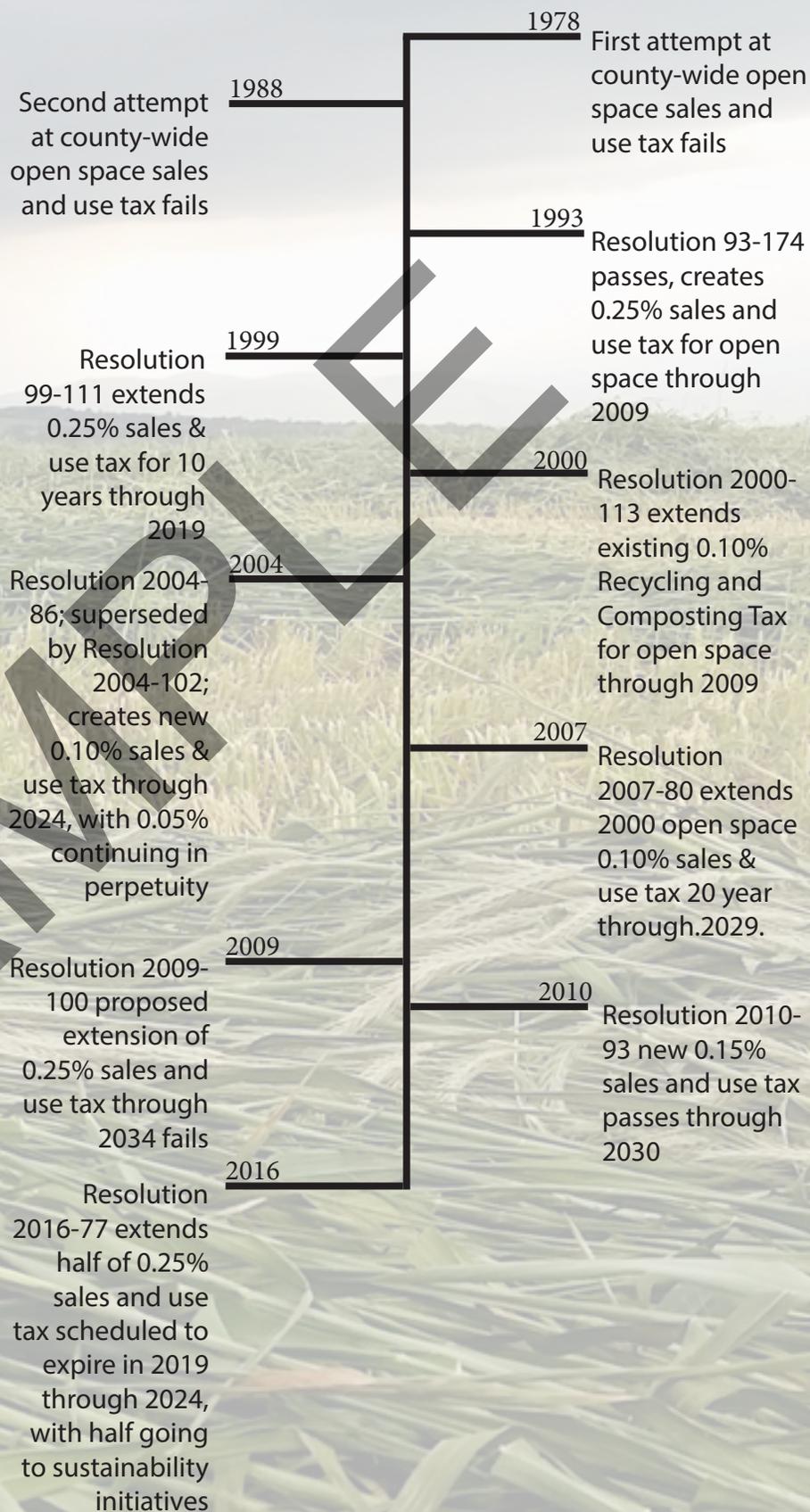
- **Fee title:** The owner conveys the land and any water rights to the county.
- **Conservation easement, deed restriction or restrictive covenant:** The owner agrees to restrict uses of the property in exchange for cash, tax benefits, land use approvals for use of adjacent land, or other compensation, such as transferable development rights (TDRs) that can be sold for use where the county and local municipality have agreed to allow greater density, or transferable development credits (TDCs) that can be sold for use by properties owners wishing to exceed the county's single family residential size threshold.
- **Lease or management agreement:** The county leases land (such as from the State Land Board) or otherwise agrees to manage land for open space.

### Significant Milestones



SAMPLE

### Sales & Use Tax Resolutions



## Section III. Goals and Policies

### **Goal 1: Protect.** Boulder County recognizes and protects open space for its contribution to an exceptional quality of life.

#### **Policies**

**OS 1.01 Conservation Efforts.** Boulder County supports conservation efforts that uphold one or more open space values or functions, consistent with adopted plans and agreements.

**OS 1.02 Development Review.** Open space values and functions, and impacts to county open space, shall be considered in the review of development proposals submitted to the Land Use Department.

**OS 1.02.01** To the extent possible, the county shall avoid, minimize, or mitigate impacts on views from view protection corridors including, but not limited to, those shown in mapping that accompanies this element. The county may preserve these scenic corridor areas by means of appropriate dedication during the development process, reasonable conditions imposed through the development process, or by acquisition. This, however, does not preclude the county from providing essential and appropriately planned road improvements.

**OS1.02.02** Areas that are considered as valuable scenic vistas and Natural Landmarks shall be preserved as much as possible in their natural state.

**OS 1.03 Public Land Dedications.** The Boulder County Land Use Code shall provide for land dedications of parks and open space, trails, and necessary public access to those areas where appropriate.

### **Goal 2: Conserve.** Boulder County conserves the rural character of the unincorporated county by protecting and acquiring lands and waters embodying significant open space values and functions.

#### **Policies**

**OS 2.01 Protection of Open Space Values and Functions.** Boulder County acquires real property rights to protect open space values and functions as outlined under the open space definition in Section II. b.

**OS 2.02 Acquisition Tools.** Boulder County acquires real estate interests in land, water, and minerals through appropriate real estate methods such as fee title, conservation easements, and trail easements.

**OS 2.03 Protect Real Estate Interests.** Boulder County maintains and protects its real estate interests in open space properties to the maximum extent possible and works to prevent illegal uses and minimize impacts from legal third-party activities.

### **Goal 3: Steward. Boulder County purposefully stewards its open space resources through sound management practices and appropriate visitor uses.**

#### **Policies**

**OS 3.01 Management Plans and Policies.** Boulder County prepares management plans and policies as appropriate for open space properties where the county has management authority and uses the plans and policies to manage its open space resources and assets.

**OS 3.01.02** Plans and policies are based on sound planning practices, regional context, public input, and desired future conditions.

**OS 3.01.03** Through planning and management, Boulder County strives to preserve significant resources and enhance protection and restoration of native ecosystems and their native species populations while also providing passive, sustainable, and enjoyable public uses that connect the public to their environment.

**OS 3.02 Climate Change.** Through planning and management, Boulder County prepares for and adapts to the impacts of climate change.

**OS 3.03 Adaptive Planning.** Boulder County monitors and evaluates uses and resources on open space to inform management decisions and seeks to be innovative in its approaches to on-the-ground management of open space resources utilizing knowledge of current conditions, latest science, and best technologies and practices.

**OS 3.03.01** Monitoring data shall be synthesized, analyzed, and utilized to adapt management practices in response to changing conditions.

**OS 3.03.02** Monitoring data shall be available to the public as appropriate, subject to the Parks and Open Space Department's sensitive data policy.

**OS 3.04 Facilities and Improvements.** Boulder County provides appropriate improvements that serve the open space values and functions of the property while maintaining the rural and natural character.

**OS 3.04.01** Recreational facilities shall be designed and maintained to avoid or minimize the degradation of natural and cultural resources while providing an exceptional and sustainable user experience.

**OS 3.04.02** Open space trails shall provide for multiple uses, unless otherwise specified in a management plan.

**OS 3.04.03** Regional trails linking to open space are coordinated with Boulder County Transportation and other government agencies and may have special rules.

**OS 3.04.04** Boulder County may establish regional parks such as the Boulder County Fairgrounds or similar facilities at the direction of the Boulder County Commissioners.

**OS 3.04.05** Agricultural infrastructure such as center pivot sprinklers, hay sheds, grain bins, and other improvements may be constructed as appropriate to support agricultural goals.

**OS 3.04.06** Infrastructure needed to support the use and management of historic structures, museums, and other related resources shall be developed in a manner compatible with the setting and historic character of the resources.

**OS 3.04.07** Infrastructure needed for purposes of ecological restoration shall be constructed as appropriate to support the natural and ecological functioning of the resources.

#### **Goal 4: Engage. Boulder County actively engages the public in stewarding, understanding, and enjoying county open space.**

##### **Policies**

**OS 4.01 Parks and Open Space Advisory Committee.** The Board of County Commissioners shall appoint a Parks and Open Space Advisory Committee to provide a forum for public input and advice to the Board of County Commissioners and Parks and Open Space Department regarding Parks and Open Space plans, programs, and actions.

**OS 4.02 Engagement Through Communication.** Boulder County shall promote awareness of the county's irreplaceable natural and cultural resources and the best practices for their protection, conservation, restoration, and enjoyment through communication methods designed to reach a broad spectrum of the public.

**OS 4.03 Engagement Through Education.** Boulder County shall reach out to the public through educational programs, volunteer opportunities, and regular interactions at open space properties.

**OS 4.04 Public Input.** Boulder County shall seek and consider public input about open space acquisitions and management through a variety of informal and formal engagement tools.

**OS 4.04.01** Open space land acquisitions, the capital improvements plan (CIP), and management plans and policies require approval by the Board of County Commissioners, after a public hearing and after review and input by the Parks and Open Space Advisory Committee.

**Goal 5: Collaborate. Boulder County collaborates with stakeholders and partners to promote and protect open space values and functions.**

**Policies**

**OS 5.01 Stakeholders.** Boulder County shall invite input from a broad spectrum of stakeholders relevant to the policy and management issues under consideration.

**OS 5.02 Peer Agencies.** Boulder County shall work closely with federal, state, and local authorities to promote and achieve mutual acquisition and management goals.

**OS 5.03 Annual Open Space and Trails Request.** Boulder County shall annually solicit input from and provide updates to municipalities and stakeholders on open space preservation and trail priorities.

**OS 5.04 Good Neighbor Policy.** Boulder County Parks and Open Space shall respect nearby private property owners through communication and appropriate actions.



**Amendment Status and History**

Goals & Policies	Associated Maps	Background Element
<b>March 15, 2017</b> <b>July 17, 1996</b> <b>April 6, 1978</b>	<b>March 15, 2017</b> <b>July 17, 1996</b> <b>April 6, 1978</b>	<b>March 15, 2017</b> <b>July 17, 1996</b> <b>April 6, 1978</b>

## Boulder County Comprehensive Plan 2018 Work Plan for Ongoing Content Updates *December, 2017*

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### I. Introduction

The Boulder County Comprehensive Plan (BCCP) undergoes an ongoing update process to ensure sufficient attention is devoted to each element update, and to respond to the changing needs of the county. Land Use staff processes BCCP updates in close coordination with subject matter expert staff from other county departments. Staff from other departments bring valuable knowledge, awareness of related activities and master planning efforts, and they help identify appropriate stakeholders to include in the update process. Element updates can take many months, requiring a moderate level of consistent involvement by a core team of staff. Therefore, staff availability is a significant consideration in planning for element updates. Additional key factors driving work planning for BCCP updates are the level of need for substantive changes to an element, as well as related planning efforts and other timing-related factors.

During the course of the summer and fall of 2017 Land Use staff gathered information and met with subject matter experts from other departments to gauge an appropriate staging and schedule for element updates. Through this process staff prioritized a few BCCP elements for updates or development: 1) finalization of an update to the Cultural Resources element; 2) updates to Housing, Economics, and Sustainability elements; 3) addition of Public Health and Allenspark Townsite Plan elements; and 4) a range of mapping updates. In addition, staff will update the document’s Executive Summary when the document is converted to its redesigned template.<sup>1</sup> A number of factors beyond the control of staff will

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<sup>1</sup> Staff will begin implementing conversion to the redesigned template after receiving PC input on the draft redesigned template at the December 2017 PC meeting.

affect the pace at which the update efforts proceed for each element. Staff developed this recommended plan for staging of updates based on information available at this time, with an understanding that the planning process is dynamic and will need refinement. Staff plans to regularly monitor progress on BCCP update efforts and to share progress with Planning Commission (PC) and BCCP on approximately a bi-annual schedule.

## II. Work Planning Approach for BCCP Element Updates

The primary components of the work planning approach for the BCCP element updates are staging, staffing, scoping and scheduling.

### A. Staging

The proposed staging, or ordering of element updates, is shown in Section IV below, and Exhibit A. The staging is based on a combination of need (item 1), and timing factors (item 2).

1. Is there a need for substantive changes to the element?
  - a. Is the content of the element outdated or misaligned with conditions that currently exist in the county?
  - b. Is new information or data available that may change the substance or impact of the element (i.e., completion of a study, planning best practices, etc.)?
  - c. Is there a need for related Land Use Code updates that must stem from a broader policy review and update?
2. How do other factors affect timing of the element update?
  - a. When will key staff be available to participate in processing the update (both Land Use Staff and subject matter expert staff from other departments)?
  - b. What is the most appropriate sequence of events to increase the likelihood that the resulting update will remain relevant for the foreseeable future?
    - For example: Should other planning efforts or studies be completed first, or are other developments anticipated that would affect the outcomes of the update?

### B. Staffing

Land Use staff will consult with department heads and others to identify a core team of staff to participate in each element update. The core team will generally include two members of the Land Use Long Range Team, as well as two or more subject matter expert staff from the appropriate Boulder County department(s). For subject matter experts participating on a core team, the level of effort will likely be greatest at the outset of the element update when the focus is on defining the scope. Core team staff should plan on bi-weekly meeting during this stage, along with efforts to gather input from stakeholders both internal and external to the county organization. The level of effort during later stages will likely be much less, depending on the extent to which advisory boards or PC request changes to early iterations of the update.

### C. Scoping

Defining the scope of an update includes determining: 1) who the key stakeholders are and the appropriate role for them to play in the update process, and 2) what content-related changes are needed. Subject matter experts on the core team will identify stakeholders to invite to participate in the process, and any advisory boards that will help guide content updates and provide feedback and/or approval of key drafts. Staff will also determine what maps or other resources, if any, must be developed or updated to support the narrative component of the element.

In most cases, when staff initiates an element update it will involve comprehensive updates to both the narrative goals and policy content as well as any mapping associated with the element. However, given staff resource constraints or other unique circumstances, staff may only amend components or map-related resources associated with an element. Staff intends to advance any map-related updates as part of an annual map update process (see Section III for further explanation).

The process steps associated with an element update are defined in Exhibit B. The steps necessary for a particular element update, as well as the schedule, will vary based on whether an advisory body will engage in the process, and to what extent. For example, the Resource Conservation Advisory Board (RCAB) played a key role in the Sustainable Materials Management element update, as did the Parks and Open Space Advisory Committee (POSAC) in the Open Space element update.

#### ***D. Scheduling***

The schedule for a given element update will depend primarily on:

- The availability of the core team members and other reviewers, recognizing the potential emergence of other high priority tasks
- The scope and breadth of a given update
- The number of modifications and revisions requested as the update proceeds

Anticipated schedules for BCCP element updates are included in Exhibit B. There is inherent uncertainty in the schedules of key staff, as higher priority tasks can arise due to the nature of our role as a government entity. In addition, schedules will depend in part on the outcomes of each stage of the update process and the number of stakeholders engaged in the process (e.g., whether advisory boards must sign off on changes at key milestones). Schedules will become clearer after the initial stages of each element update, and will require ongoing refinement.

There are a number of factors impacting the ability to establish a firm work plan and timeline. One important factor affecting core team member availability, and thus element update schedules, is the timing of Land Use Code updates. There are a number of identified code amendment projects and given the regulatory issues needing to be addressed, that work generally carries a higher level of priority and time sensitivity than do BCCP element updates. Both Code updates and BCCP element updates require attention to detail by core team staff, and they require close involvement by department heads, county attorneys, etc. Therefore, depending on the level of complexity of a Code update or BCCP element update, Land Use may choose to take only one Code or BCCP item forward to BOCC (for input) or to PC (for review or decision) at a time. For cases in which the Code and BCCP items are less complex, staff may choose to take multiple items forward at a time. Other factors which may impact timing are other projects or docket processing needs that may pull various land use staff or staff from partner agencies away to these higher priorities.

### **III. Annual Map Updates**

On an annual basis staff will assess the need for map updates, and will bring a package of proposed map updates forward to PC for approval, as appropriate. Staff will coordinate resources in an effort to present proposed updates during the third quarter of each year. Annual map updates could span a range of purposes, which may include data updates, updates to jurisdictional boundaries, corrections, formatting improvements, adoption of new maps, etc. For 2018 staff anticipates reviewing, with potential for updating, the formatting (color schemes, etc.) of all BCCP maps as part of the BCCP document redesign.

In addition, staff anticipates map updates for the Trails Element to reflect current conditions in the county, and for the Geology and Natural Hazards Elements to incorporate new geologic hazard maps.

## IV. Proposed Staging of Content Updates

One element update awaits finalization (Cultural Resources), and several elements are ready to initiate the update process (Housing, Economics, Sustainability, Geology and Natural Hazards). Given limitations on Land Use staff availability, we propose to focus efforts on taking forward the Housing, Economics and Sustainability elements first. Land Use staff will also coordinate with subject matter expert staff to complete preliminary research and scoping for the Geology and Natural Hazards element updates, as well as adopting updated Geology and Natural Hazard maps, as noted. Any identified need for updates to the narrative components of the Geology and Natural Hazards elements would take place at a later time, but is anticipated to occur within the next three years. A few additional existing elements have been identified to potentially undergo update within the next three years (Trails Map, Fire Protection and Agriculture).

Two new elements have the potential to be added to the BCCP: a Public Health Element and an Allenspark Townsite Plan Element. Initial research efforts are underway by Public Health staff, as Public Health and Land Use Departments support adding a Public Health Element to the BCCP and wish to begin the preliminary phase of this process while there is Public Health staff availability. Addition of an Allenspark Townsite Plan Element is anticipated within the next year as well, as staff recently re-initiated Townsite Planning Initiative discussions with the Allenspark area community after previous efforts were disrupted following the 2013 flood.

### A. In Process

1. Cultural Resources Element (last updated: 1994)
  - Need:
    - PC conceptually approved an update to this element in 2013. The outstanding task is to finalize language and align the structure and format with the new template.
  - Timing factors:
    - The element will ultimately include a historic timeline for Boulder County. However, that will be added at a later time due to limited staff capacity.

### B. Updates and Content Development: Ready to Initiate

#### **Tier 1 Updates**

These element updates will be the first to proceed and will receive the greatest level of near-term attention from staff.

1. Housing (last updated: 1983)
  - Need:
    - PC has identified affordable housing as a top planning issue facing the county.
    - There is a need for refreshed policies before processing code changes.
  - Timing factors:
    - Must follow completion of Regional Affordable Housing Strategic Plan (end of 2017) both to inform policies and to ensure availability of BCHA/related staff.
    - This element update should proceed in tandem with the Economics update.

2. Economics (last updated: 1987)
  - Need:
    - The element is outdated and needs a review to assess its relevance and if necessary bring it into alignment with current conditions in the county.
    - Outcomes would inform the Housing Element update, as it is important to consider housing within the broader context of the regional economy.
  - Timing factors:
    - This element update should proceed in tandem with the Housing Element update.
    - This element update may be largely led by Land Use staff, in coordination with staff in the Commissioners' Office and other departments which will be identified in the scoping process.
3. Sustainability (last updated: 2007)
  - Need:
    - The element was initially developed to address a limited set of objectives (i.e., house size limits, Transfer of Development Rights, and green building). The current element does not address the breadth of the county's sustainability vision and practices. For example, the County's staff in the Commissioners' Office has identified a need for greater attention to climate change, water and resiliency, among other topics.
  - Timing factors:
    - The county's Sustainability staff (within the Commissioners' Office) would be the subject matter expert leads for this update. This is a cross-cutting topic, and staff from other departments may also wish to play a key role (e.g., DRT planners and building staff within Land Use, as well as Parks and Open Space and Transportation staff).
    - Efforts of the Sites for Sustainability Task Force (a Land Use, Sustainability and Parks and Open Space staff collaborative effort) will inform this element update.
4. Executive Summary
  - Need: The document's current Executive Summary focuses on features (e.g., formatting, structure) specific to the previous version of the BCCP and will need updating. The updated Executive Summary will orient readers to the new document design and provide an overview of the document's scope and purpose.
  - Timing Factors: Staff plans to update the Executive Summary when the BCCP document is converted to its redesigned template. Conversion to the redesigned template is planned for early 2018.

## **Tier 2 Updates**

Comprehensive updates to these elements will proceed following completion of Tier 1 element updates. Components of these elements (e.g., maps) may undergo updates prior to initiating a comprehensive element update.

1. Natural Hazards (last updated: 1995)
  - Need:
    - There are opportunities for more thoughtful integration of the Geology and Natural Hazards elements, and components of both element could benefit from updates and improved accessibility to planners (e.g., the matrix of factors for requiring a geotechnical study to explore hazards on a property is available in background information related to the Geology Element and is not easily accessible).
    - An updated element would reflect outcomes from:

1. Geohazard mapping and other work by Cesare, Inc. in March 2017
  2. Recent and ongoing floodplain and other statewide hazard mapping
  3. Updated county flood policy articulated in the 2015 BVCP update
- Timing factors:
    - Given other near-term priorities staff proposes to start with a limited update for this element: adopting new geologic hazard maps only. Work on policy updates would take place at a later time, but is anticipated within a three-year timeframe.
    - When a policy update occurs, staff will pair this with the Natural Hazards Element update due to the relationship in substance.
    - Land Use, Transportation (flood team, and County Engineer) and Office of Emergency Management staff are available to move forward with an update. Representatives from those departments would form the core team for updates to the Geology and Natural Hazards Element updates.
    - Staff met with Colorado Geologic Survey (CGS) in October 2017. CGS is working on peer review of the Cesare, Inc. geologic hazard maps, and is available to provide review and support on policy updates.
2. Geology (last full update: 1983; resource extraction update: 2012)
    - Need:
      - See summary above for Natural Hazards Element. An update to the Geology and Natural Hazards Elements would take place in parallel as a key area of focus for those updates would be improved integration of the two elements.
      - Content related to mineral resources and extraction is the primary factor that warrants having an element separate Geology Element; much of the content of the existing Geology Element could potentially be combined with that of the Natural Hazards Element.
    - Timing factors:
      - See summary above for Natural Hazards Element.

### **Potential New Elements**

1. Public Health:
  - Need:
    - Public Health Department and Land Use staff are interested in adding an element on this topic so related policies will be centrally located and easy to access.
  - Timing factors:
    - Public Health staff would be available to devote a high level of effort for scoping and researching this element through Q1 2018. At that point they expect to have limited capacity until late 2018.
2. Allenspark Townsite Plan
  - Need:
    - Citizens in the Allenspark area wish to continue earlier Townsite Plan Initiative discussions with the county to identify a potential need for policies unique to the Allenspark Townsite and other townsites in that area. Previous discussions were put on hold due to staff constraints after the 2013 flood. There is interest in developing an Allenspark Townsite Plan Element, similar to the Eldorado Springs Townsite Plan Element that is currently a part of the BCCP.
  - Timing Factors:
    - The “Allenspark 747 Community” group met with staff in August 2017 and is working with staff on an updated draft Townsite Plan. Staff expects this will result in an updated draft Townsite Plan in late 2018.

- Community meetings and additional engagement with summer residents of the Allenspark and neighboring community are expected to take place in spring and summer of 2018.

### *C. Elements Likely to Undergo Updates within Three Years*

For various reasons updates to these elements are not ready to proceed at this time (e.g., other planning efforts need to be completed first, staff availability, etc.). However, staff anticipates the timing will be appropriate to initiate updates within three years.

#### 1. Trail Map (last updated:1999)

- Need:
  - Parks and Open Space (POS), Transportation and Land Use staff met in November 2017 to review the need for a Trails Map update. Staff determined that a review and update would be beneficial within the next few years, but there is currently insufficient staff capacity to initiate an update.
  - Regional Mountain Trails Plan: Staff initiated a sub-plan for mountain trails before the 2013 flood. Transportation staff ultimately took over this effort. This may be incorporated with the broader Trails Map update.
- Timing factors:
  - Both Transportation and POS staff will need to be heavily involved, and the update is anticipated to involve active engagement by numerous stakeholders. Transportation staff does not have sufficient capacity to address an update at this time.
  - Based on the outcomes of the November planning meeting staff would like to consider conducting a basic map update to reflect current conditions and master plans within a year. A more comprehensive update and visioning effort would take place at a later time when greater staff capacity is available.

#### 2. Fire Protection Component (last updated: 1982)

- Need:
  - The element is old and some components are outdated.
- Timing factors:
  - Another planning effort is underway by OEM to work on short-term plans with each fire protection district on planning for a 3-5 year time horizon. That work is important to complete before initiating a broader update.
  - Based on an August 2017 coordination meeting with Mike Chard, Joe Pelle, Planning Commissioner Doug Young and others, it was determined that a potential update to this element should be revisited in 12 – 18 months (within the August 2018–January 2019 timeframe).

#### 3. Agriculture (last updated: 1997)

- Need:
  - There has been an evolution in the market and the revised Cropland Policy (2017) could be reflected in an updated version of the element.
  - The current BCCP Ag element provides sufficient policy guidance Land Use Code changes under consideration.
- Timing factors:
  - POS staff indicates this is not an appropriate time to proceed with an update to the element due to staff capacity and other factors.

## **V. Next Steps**

Staff requests PC approval to proceed with updates outlined in the BCCP Content Updates Work plan, along with feedback to inform future refinements to the work plan. Following approval, staff will focus efforts on launching and advancing updates to the Housing, Economics and Sustainability Elements. Staff will also work toward finalizing the Cultural Resources Element and move ahead with scoping and research for the potential future Public Health Element and Allenspark Townsite Plan Element. Staff will update Planning Commission with more specific plans for the Public Health and Allenspark Townsite Plan Elements after preliminary research and scoping is complete.

**Exhibit A. BCCP Anticipated Update Schedule <sup>2</sup>**

ELEMENT / COMPONENT	LAST UPDATE	2018			
		1 <sup>st</sup> Quarter	2 <sup>nd</sup> Quarter	3 <sup>rd</sup> Quarter	4 <sup>th</sup> Quarter
Executive Summary	1999	Initiate	Finalize		
Introduction and Goals	1999 [Goals, 2009]				
Guiding Principles	2012				
<b>Planning Area</b>					
Plains Planning Area	1995				
<b>County-Wide Elements</b>					
<u><b>Geology*</b></u>	1984 (oil and gas, 2012)		<i>*Map- only update*</i>		
Environmental Resources	2013				
Open Space	2017				
Transportation	2009				
Cultural Resources	1994	Finalize			
<u><b>Natural Hazards*</b></u>	1995		<i>*Map- only update*</i>		
<u><b>Agriculture</b></u>	1997				
<u><b>Housing</b></u>	1983	Initiate	Develop / Revise	Complete	
Sustainable Materials Management	2017				
<u><b>Sustainability</b></u>	2007	Initiate	Develop / Revise	Complete	
<b>Other County-Wide Issues</b>					
Land Use Surrounding Airports	1978				
<u><b>Fire Protection</b></u>	1982				
Telecommunications	1985				
<u><b>Economics</b></u>	1987	Initiate	Develop / Revise	Complete	
Additional County-Wide Policies	1983				
<b>Sub-Regional</b>					
Southeast	1978				
Niwot, Lefthand, Boulder Creek	1987				
Longmont, Lyons, St Vrain	1988				
Mountain Subregion: Jamestown and Eldora	1995 1995				
<b>Other</b>					
Gold Hill Townsite Plan Amendment	2010				
Eldorado Springs Townsite Plan	2009				
<u><b>Trail Map*</b></u>	1999		<i>*Map-only update*</i>		
<b>Potential New Elements</b>					
<u><b>Allenspark Townsite Plan Amendment</b></u>		Initiate	Develop / Revise		Complete
<u><b>Public Health Element</b></u>		Initiate	Develop / Revise		Complete Q4 '18 / Q1 '19
<b>Annual Map Update</b>		Prepare Proposal		Propose	Finalize

**Underlined/italicized items:** expected to undergo updates / development within 3 years

\* Items undergoing only map updates during 2018

■ Items underway or will get underway during 2018

■ Either 2<sup>nd</sup> Tier priorities or not yet ready to proceed

<sup>2</sup> Organized according to current BCCP document structure. Only items in bold/italics are anticipated for updates within one to three years.

**Exhibit B. BCCP Update Process Steps**

	Step	Timeframe	Level of Effort
INITIATE UPDATE	Obtain authorization from PC to proceed with the element update [This would take place after identifying "core team" and conducting initial research / scoping.]	Pre-step	Moderate
	Core team meeting		High
	Confirm key county staff and internal / external stakeholders (i.e., staff outside of core team to involve before the element goes out for referral; advisory boards, etc.)	1-2 weeks	High
	Review existing element to identify priorities for element update; background research on related department master plans, history of previous element updates, etc.	2-3 weeks	High
	Prepare a high level summary of staff-proposed changes to the element	2-3 weeks	High
	Review high level staff proposed changes with advisory board, if applicable	1 month lead time possible	High
	Conduct a publicly noticed open house to present ideas and solicit initial high level feedback from the public	2-3 week lead time	High
	Core team meeting		High
REVISE / UPDATE CONTENT	Revise element / develop element content based on feedback from open house	2-3 weeks	High
	Present draft revised element to any relevant advisory board	1 month lead time possible	High
	Core team meeting		High
	Revise based on advisory board feedback	2-3 weeks	High
	Conduct a joint study session between PC and advisory board to review and discuss the draft update, as needed	1 month lead time possible	High
	Core team meeting		Low / Moderate
	Revise based on feedback from joint study session, as needed	2-3 weeks	Low / Moderate
	Send out for referral	2 weeks	Low / Moderate
	Core team meeting		Low / Moderate
	Revise based on feedback from referral	2-3 weeks	Low / Moderate
FINALIZE	Take to DRSM and implement any revisions as needed	1 month lead time possible	Low / Moderate
	Present revised element to Board of County Commissioners (BOCC) for input and feedback	1-2 weeks	Moderate
	Core team meeting		Low / Moderate
	Revise based on feedback from BOCC if needed	1-3 weeks	Low / Moderate
	Present revised element to Planning Commission with recommendation for approval	1 month lead time possible	Low / Moderate
	Core team meeting		Low / Moderate
	Revise as needed before finalization	1-3 weeks	Low / Moderate
Take back to DRSM and PC until finalized	TBD	Low / Moderate	
	<b>TOTAL</b>	<b>5 months to 1.5 years</b>	<b>Heavy level of effort for first 3-4 months, then low to moderate for remainder</b>

Notes: 1) Timeframes are generally sequential; 2) The "core team" would consist of the Land Use staff lead and Long Range Ream manager, plus additional key subject matter reps, to extent practical.

Key
Core team meetings
Public meetings