



# Land Use

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## BOULDER COUNTY BOARD OF COUNTY COMMISSIONERS

July 18, 2017  
3:00 P.M.

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

### Boulder County Comprehensive Plan: Open Space Element Update BCCP-15-0001, Sustainable Materials Management Element Update BCCP-16-0001, and redesign of the BCCP graphics and layout

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#### AGENDA

1. COUNTY STAFF PRESENTATION
2. BOARD OF COUNTY COMMISSIONERS DISCUSSION AND FEEDBACK

#### ACTION REQUESTED

General update, No Action Requested

#### REPORT CONTENTS

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## I. INTRODUCTION

This report summarizes the changes to the Open Space Element (OSE) update, the Sustainable Materials Element (SMME) update, and the graphical redesign of the Boulder County Comprehensive Plan (BCCP). Land Use Staff worked with Parks & Open Space staff on a recent update to the BCCP OSE, and with staff from the Resource Conservation Division on an update to the SMME (previously called the Solid Waste Element). The OSE update began in 2015. That element had not received an update since 1996. The OSE was approved by Planning Commission (PC) in March 2017. The SMME update began in 2016. The last time it received an update was in 1987. Most recently, the SMME was reviewed and approved by the Resource Conservation Advisory Board (RCAB) on June 28. It will be presented to PC with a recommendation for approval in August.

The goals for both the OSE and SMME element updates include:

- Update and broaden the goals and policies to reflect changes in the range of programs and services provided, and to reflect current conditions
- Eliminate redundancies and references to specific programs
- Streamline and simplify the document narrative
- Provide a forward-looking focus to help navigate future opportunities and challenges

In addition to the OSE and SMME updates, staff is making changes to bring all BCCP content together into one document, and to update the document design. The BCCP has not received a complete graphical design update since 1999. Staff is working to develop a modern comprehensive plan design with updated graphics, map designs, colors, and structure. After finalizing a new document design and template, staff will convert the existing BCCP content to the new template and apply it to any updated BCCP content going forward.

## II. OPEN SPACE ELEMENT UPDATE

At previous meetings staff has presented BOCC with a summary of the goals for the update as well as proposed policy changes. PC, BOCC, the Parks & Open Space Advisory Committee and members of the public provided valuable feedback that was incorporated into the changes adopted by the PC.

Key changes to the plan:

- Introduced a new policy framework, and re-organized policies around the following goals: Value, Conserve, Steward, Engage, and Collaborate.
  - Note that new Goal 1 addresses open space values regardless of land ownership (what staff refers to as little “o” open space), while new Goals 2-4 relate to county-owned open space lands (big “O” Open Space) and new Goal 5 is a blend of both.
- Cleaned up the text and removed redundant language. Staff also removed programmatic language as that is best suited for master plans.
- Defined the terms open space values and functions, and expanded on the passive recreation definition.
- Made changes to maps, transitioning to Open Space & Public Lands map and the View Protection Corridor Map
  - Previously three maps accompanied the OSE and staff proposed two maps to accompany the updated element: The BCCP Open Space and Public Lands Map and the View Protection Corridor (VPC) Map.
  - The purpose of the Open Space & Public Lands map is to provide the reader with a broad overview of the general scale and location of lands protected from development in the county, and an understanding of the categories of open space protection those lands fall within.
  - Staff developed the VPC map in response to a finding that the basis for the previous “Open Corridor Roadside” mapping was not clear, and that many roads believed to

have views worthy of protection were not included in the map. Land Use staff will use the new VPC mapping as a tool to identify properties that warrant a heightened level of attention to scenic and aesthetic issues.

- A scoring system is used to reflect the relative aesthetic resources present throughout the county road system.
- Planners will now have the ability to view the scoring range within which a particular road segment falls during planning reviews. This will serve as another tool available to them as they consider a variety of aesthetic factors associated with each property.
- Established plan for annual map updates
  - Staff plans to update the OSE mapping on an annual basis. Annual updates to the VPC map will incorporate findings related to cultural and historic resources resulting from land use reviews conducted during the previous year, and the annual update to the Open Space and Public Lands map will reflect changes in open space interests held by the county.

Staff presented the OSE at public hearings, meetings, PC, and the BOCC multiple times throughout the process, as summarized in Table .

**Table 1: Summary of key dates for Open Space Element update**

<b>Date</b>	<b>Event</b>	<b>Purpose</b>
<b>April 23, 2015</b>	POSAC Hearing	Introduced and received approval for proposed OSE Goals and Policy framework
<b>June 17, 2015</b>	PC Hearing	
<b>July 28, 2015</b>	Public Open House	
<b>April 13, 2016</b>	POSAC-Planning Commission Joint Study Session	Introduced updated OSE narrative and policies
<b>June 23, 2016</b>	POSAC Hearing	Held public hearing and recommended approval to PC
<b>Aug. 17, 2016</b>	PC Hearing	Provided progress report
<b>Aug. 24, 2016</b>	Referral Request	Solicited comments from County departments and peer agencies in Boulder County
<b>Aug. 25, 2016</b>	Board of County Commissioners Hearing	Provided overview of OSE Update and request for input
<b>Oct. 19, 2016</b>	PC Hearing	Held public hearing and requested adoption of OSE Goals and Policies component (policy narrative component of OSE update); PC decided to wait for completion of the mapping component to provide approval of the updated OSE
<b>Nov. 16, 2016</b>	PC Hearing	Held public hearing and requested direction and feedback
<b>March 15, 2017</b>	PC Hearing	Held public hearing and received approval of the OSE with direction to make minor text changes before finalization
<b>June 21, 2017</b>	PC Hearing	Presented minor text and policy edits to PC for final approval

### III. SUSTAINABLE MATERIALS MANAGEMENT ELEMENT UPDATE

Since initiating the element update in 2016, staff has presented the SMME to RCAB on multiple occasions, and PC had an opportunity to provide feedback at a joint study session in March 2017. The element is ready for final approval from the Planning Commission.

Key changes:

- Applied a new structure, organizing the document into goals and associated policies, similar to the structure of the BCCP Open Space Element.
- Incorporated content to reflect new themes, such as E-Waste, Zero Waste principles, and other conceptual/philosophical shifts in the markets and methods and technologies.
- Incorporated a focus on Sustainable Materials Management (SMM), which is: *“a systemic approach to using and reusing materials more productively over their entire lifecycles. It represents a change in how our society thinks about the use of natural resources and environmental protection. By looking at a product’s entire lifecycle we can find new opportunities to reduce environmental impacts, conserve resources, and reduce costs.”*<sup>1</sup>
- Defined hazardous waste and how it relates to hydraulic fracturing fluids.
  - This change differs from the previous Solid Waste Element because it focuses on taking responsibility of processing waste within the county instead of pushing it out to other jurisdictions for processing. It should be noted that permanent storage was not included as a responsibility for the county.
  - The definition for Hazardous Waste was included to ensure waste from hydraulic fracturing fluids would be captured in this element.
- Streamlined the document and removed programmatic language.
- Removed detailed lists of items related to broader policies.
  - Multiple lists were removed based on PC and RCAB guidance to focus on policy-level content, as well as an interest in providing flexibility for the future by avoiding listing specific facilities and activities.

Table 2, below, describes the list of public meetings and hearings for the SMME:

**Table 2: Summary of key dates for Sustainable Materials Management Element update**

<b>Date</b>	<b>Event</b>	<b>Purpose</b>
<b>8/28/2016</b>	RCAB Kick Off	Introduced and discussed the upcoming SMME update
<b>9/28/2016</b>	RCAB Meeting	Introduced and discuss the upcoming SMME update, this time with Land Use staff present to discuss roles, plans, and goals
<b>1/23/2017</b>	SMME Open House	Introduced and solicited feedback from members of the public
<b>3/22/2017</b>	RCAB/PC Joint Study Session	RCAB and Planning Commission members discussed the SMME draft and gave feedback to staff to incorporate into the draft
<b>5/18/2017</b>	Referral to county departments and external agencies	A draft of the SMME was sent to a list of county departments and external agencies to review and provide comment for the element
<b>6/28/2017</b>	RCAB Meeting	RCAB approved the latest draft SMME for finalization and adoption of changes

#### **IV. BCCP REDESIGN AND MODERNIZATION**

The BCCP layout and structure will undergo a redesign. Staff intends to create a new template which would be applied to all existing content for the comprehensive plan, as well as updated content going forward.

The BCCP was first adopted in 1978 and the second edition was completed in 1996. The current BCCP still has the dated layout and design that has been in place for several decades. Due to factors such as an outdated table of contents and incompatibility with current software, it is difficult to make updates to the main BCCP document. Therefore, staff has placed updated components on the website but did not update the comprehensive plan document itself to include new elements. As a result, members of the public do not have the ability to download and view the BCCP in its entirety. Rather, they must download multiple documents and assemble them on their own. Staff is working to remedy the issues identified here by making a variety of changes to improve the experience of those who use of the BCCP website and related documents.

Goals for updating the BCCP layout, design, and website include:

- Consolidate all current BCCP documents and elements into a single document, improving accessibility
- Create a new document template that will allow staff to easily replace old elements with new ones as updated elements are adopted (i.e., auto-updates to the table of contents, headers, and footers, etc.)
- Modernize layout and graphics

The BCCP improvements will include four separate tracks that will proceed simultaneously: 1) consolidate current BCCP components into a single document; 2) develop and apply a new document template, 3) improve the BCCP website, and 4) establish a process for annual map updates, as appropriate.

##### **1. Consolidate current BCCP documents into a single document**

The first track, an immediate priority, is to consolidate all of the amendments into a single interim document. This *Interim Layout BCCP* will include all currently adopted components of the BCCP. The ability to download the full document with one click will make the content more accessible and will improve the user experience. The *Interim Layout BCCP* will not have consistent structure, design, and layout throughout, since the primary goal is to quickly assemble all current components into one document until staff can develop and implement a new layout for the full document.

##### **2. Develop and apply a new document template**

This track, on a longer timeline, will primarily focus on designing a new BCCP document template that will allow staff to seamlessly incorporate updated BCCP elements as they are approved. The new template will include improvements to the document structure, layout, and graphics. Staff hopes to make the layout and graphics more contemporary, while maintaining themes that reflect the BCCP's overarching focus on environmental and open space preservation. Once a design is approved by PC, staff will begin to merge all previous elements into the new template. The new approved template will replace the *Interim Layout BCCP* once the conversion is complete.

##### **3. Improve the BCCP website**

The third track of work will involve general improvements to the BCCP website, with a focus on making it easy for individuals to identify and access key documents associated with each BCCP element. For example, an appendix associated with the OSE will provide supplemental information

regarding the role of the VPC map. The Environmental Resources Element (ERE) also has reference material associated that could be made more easily accessible. . A new website layout will make it easier for individuals to identify and access such files, providing links to each element of the BCCP and placing links to associated files in close proximity.

#### **4. Establish a process for annual map updates**

Mapping components of the BCCP can benefit from periodic updates to reflect current conditions and to implement corrections identified by staff and others. For example, data gathered during the course of the year could be added to the VPC (e.g., data pertaining to historic structures) to make the map resource more robust, and staff or members of the public may identify deficiencies or gaps in the new mapping. Other potential BCCP map updates that could benefit from a clearer approval process include updates to ERE maps so that, where data are consistently available within municipal boundaries, those data are reflected in the mapping (e.g., wetlands). Staff is considering the possibility of introducing an annual map update process in which any necessary map updates and corrections identified during the course of the year would be assembled and presented to Planning Commission for approval at one time.

#### **V. CONCLUSION**

No action is requested at this time. For this session, staff welcomes feedback and direction on the plans outlined here.