



Land Use

Courthouse Annex • 2045 13th Street • Boulder, Colorado 80302 • Tel: 303.441.3930 • Fax: 303.441.4856
Mailing Address: P.O. Box 471 • Boulder, Colorado 80306 • www.bouldercounty.org

BOARD OF COUNTY COMMISSIONERS

PUBLIC HEARING (Decision)

Tuesday, July 25 – 3:30 PM
Commissioners Hearing Room, Third Floor
Boulder County Courthouse, 1325 Pearl Street, Boulder

Docket IGA-17-0003 and BCCP-17-0002 Jamestown Comprehensive Plan Update

Staff: Amy Oeth, Planner II, Boulder County
Nicole Wobus, Long Range Planning and Policy Manager, Boulder County

INTRODUCTION

The Town of Jamestown's [current comprehensive plan](#) was adopted in 1981. It has served the town effectively since that time, and the town still holds a similar vision for maintaining its small town character. However, the 2013 flood, along with a need to reflect current community conditions, spurred the plan update.

Per the provisions of the county's 1981 intergovernmental agreement (IGA) with the Town, the Board of County Commissioners (BOCC), along with the Planning Commission (PC) and Town of Jamestown Board of Trustees, adopt the plan. Additionally, the Jamestown Comprehensive Plan is referenced in the Mountain Subregion component the Boulder County Comprehensive Plan (BCCP), and that reference will require an update to BCCP to reflect the updated Jamestown Comprehensive plan. PC holds decision authority over changes to the BCCP, while BOCC has a referral role. At the hearing on July 25, staff will present a summary of the 2017 Jamestown Comprehensive Plan (Plan), a summary of the July 19 Planning Commission meeting at which PC is reviewing the plan, and a recommendation regarding approval of the plan.

A final adoption draft is posted online at <http://jamestownco.org/comprehensive-plan-update>.

Staff recommends the following motions:

[PC/BOCC] Move to approve the 2017 Jamestown Comprehensive Plan (July 2017 Adoption Draft) and authorize staff to make appropriate clerical corrections to portions of the Plan not specifically noted herein.

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Key Links:

- 2017 Jamestown Comprehensive Plan (July 2017 Adoption Draft): <http://jamestownco.org/comprehensive-plan-update/>

I. COMPREHENSIVE PLAN UPDATE OVERVIEW

A. Studies that led to the Plan Update

Jamestown was severely impacted by the flood event in 2013. The recovery planning efforts and studies that followed became a key catalyst for this update. The recovery studies that informed this update include the Jamestown Area Long Term Recovery Plan, Jamestown Hazard Investigation and Risk Assessment, and 2015 Land Use and Housing Study

- **Jamestown Area Long Term Recovery Plan (2016):** The Jamestown Area Long Term Recovery Plan is intended to guide the Town government and community in its rebuilding as well as to enhance certain aspects of the greater Jamestown area community to both mitigate the impacts of, and become more resilient to, future disruptive events. The planning process included several community meetings; work sessions with six Community Planning Groups. A Plan Implementation Group was formed to assist with turning the concepts and actions of the plan into reality.
- **The Jamestown Hazard Investigation and Risk Assessment (HIRA):** The 2015 HIRA was developed to better identify and assess a variety of hazards that the community may face due to its physical setting. The report also provided recommendations to better mitigate the impacts of the identified hazards. The process included public review of the findings and included an advisory team made up of community members.
- **The 2015 Land Use and Housing Study:** A companion to the 2015 HIRA, the 2015 Land Use and Housing Study analyzed the housing and land use opportunities. It identifies the parcels within town limits that are more promising for development and conveys issues that the Town should consider before reviewing development proposals in and around town limits. The report also contains a housing survey that measures the community’s attitude toward future development. The process included an advisory team, community housing survey, community meetings, and updates to the Board of Trustees.

The town recognizes that with its existing vacant lots, the limited development allowed in unincorporated areas of the county, and its close proximity to Boulder, Longmont, and Denver, there will likely be pressure for growth as housing costs continue to rise across the region. The town acknowledges that growth, including the provision of services, is constrained due to steep slopes, floodplains and other natural hazards. The updated comprehensive plan reflects the physical challenges and potential growth pressures facing the community. The updated plan also incorporates content and revised policy language that draws upon the findings of the recent studies noted above.

B. Process

Meetings were held throughout the Long-Term Recovery Plan process which led up to the Comprehensive Plan Update. Through emails and the town website, the community was provided with information on the plan and draft plans to review and comment on. Comments were incorporated into the plan. A community meeting was also held to review and edit the final draft before final approval by the Board of Trustees.

II. SUMMARY BY CHAPTER WITH COUNTY STAFF NOTES

For each chapter staff provided clerical suggestions to Jamestown. These suggestions have been incorporated where appropriate. More substantial comments, which were incorporated into the July 2017 Adoption Draft are included in the summaries below.

○ *Chapter 1 – Introduction*

The Introduction explains the purpose of the plan, the need for a comprehensive plan in Jamestown, the need for updating the 1981 Comprehensive Plan, and the role of the plan's policies in decision-making.

County staff does not have any comments for this chapter.

○ *Chapter 2 – Community Profile*

The Community Profile chapter contains the following sections: Setting, Settlement and Historic Economy, Demographics, Housing Information, and Existing Land Use. Today, the mountain town is primarily a residential community with approximately 250 residents. The median household income and the median home values are less than that of Boulder County overall, but home values are steadily increasing. Most housing units are single family, 76.2% are owner-occupied, and there is a growth rate of about one housing unit per year. A breakdown of the town's land uses is located on page 2-5 of the plan.

County staff does not have any comments for this chapter.

○ *Chapter 3 – Values, Vision and Guiding Principles*

This chapter contains the following sections: Vision Statements; the Nine Guiding Principles; and value and vision statements from the Jamestown Area Long Term Recovery Plan, 2015 Land Use and Housing Study, and 1981 Comprehensive Plan.

County staff does not have any comments for this chapter.

○ *Chapter 4 – Environment*

This chapter covers a broad spectrum of topics related to the physical environment. It recognizes that Jamestown wishes to both protect and celebrate the unique natural, aesthetic and historic features of the town and its surroundings (creeks, national forest, mountains, mines), while also preparing for and mitigating the natural hazards associated with those features (slope failure, floods, wildfire, etc.). The chapter includes content addressing Natural Hazard Areas of Concern (e.g., slope hazard areas, rock flow and debris flow hazard areas); Areas of Special Interest (also noted in the BCCP)¹, and Living with Nature. The chapter also includes content related to more general environmental topics such as air and water quality, as well as the building permit process.

¹ These Areas of Special Interest include the town-owned cemetery, the Blue Jay Mine, the Glory Hole, the Little Big James Creeks, three areas within Roosevelt national Forest (Porphyry Mountain, Owen's Flats and Gillespie Meadow).

Note: The floodplain maps in Chapter 4 were recently discovered to contain a mapping error. This will be remedied at a future date and does not affect the boundaries of the Jamestown Service Area depicted in the comprehensive plan map.

County staff has no comments on the majority of content in this section. Notable comments that were incorporated are highlighted below.

- Jamestown’s proposed flood policy would protect to a 100 year standard, consistent with FEMA requirements. Per county staff recommendation, Jamestown has added a sidebar to note that the county also encourages limited development within the 500 year floodplain and note other county flood management principles.
 - Chapter 4 of the updated Jamestown Comprehensive Plan, under “Current Regulations and Programs,” also includes reference to the fact that Boulder County reviews and issues building permits for the Town of Jamestown per a 1997 intergovernmental agreement between the town and county. Staff recommended including clarifying language to note that the IGA calls for Boulder County to administer Jamestown’s building code when reviewing building permit applications for structures in Jamestown (i.e., not Boulder County’s building code).² Therefore, where the Jamestown Comprehensive Plan lists “Proposed Programs and Actions” related to their building permit system, any changes would apply to the town’s own building code.
 - Boulder County’s Wildfire Partners Program staff also provided feedback on Environmental Policy #6 – Wildfire Hazard Areas, and Jamestown was able to incorporate feedback into the plan.
- *Chapter 5 – Circulation*
This chapter contains an overview of Jamestown’s transportation system, ideas for improvements, a list of current regulations and programs, circulation policies, and proposed strategies for achieving the town’s vision. As County Road 94 runs through the middle of Jamestown, the town has a working relationship with the county for road maintenance and snow removal on this county road. Jamestown also aims to work with the county to update mapping to show road right-of-way throughout the town.

County Transportation staff reviewed this section and specifically supports the following policies and programs: the development and implementation of a CIP program, the development of a parking plan, the establishment of walking paths, the improvement of bike facilities, the establishment of a ride-share program, and continuing to work with the cycling community. The Transportation department also expressed that they are open to collaborating with Jamestown to identify options for traffic calming on County Road 94 as long as it did not cause road maintenance or snow removal issues.

- *Chapter 6 – Utilities*
This chapter contains a detailed overview of existing wastewater treatments system, the water system, and the challenges with both. Wastewater treatment is the responsibility of individual property owners, and these systems are permitted and monitored by Boulder County Public Health. Water for property owners is provided through the town’s water distribution or individual wells. This chapter discusses the possibility of extending the distribution system and the challenges with doing so while maintaining water quality. Current regulations and programs, wastewater and water system policies, and proposed programs are also included in this chapter.

² This clarification was also made where Boulder County’s role in administering the building permit system in Jamestown is referenced in Chapter 8 of the plan.

County staff does not have any comments for this chapter.

○ *Chapter 7 – Facilities and Services*

This chapter provides background on what services and facilities are available, and it discusses the challenges with providing services and potential ways of addressing service gaps. Jamestown currently leverages grants for community improvements, works with local and regional partners to cover some services, and recognizes the need to work with other mountain communities in the area to strengthen services and their resilience to disasters and challenges. The policies and programs described in this chapter work to achieve their vision of fostering a sense of community and good quality of life through volunteerism, partnerships, grant programs and resources, emergency preparedness, and fiscal responsibility.

County staff does not have any comments for this chapter. The Boulder County Community Services Department confirmed that this chapter aligns with how the department currently collaborates with the town.

○ *Chapter 8 – Land Use*

This chapter describes and maps existing land uses, planning areas and future land use. The chapter notes the community's sentiment of maintaining small town character and recognition of the need to provide affordable and diverse housing options (including accessory dwelling units) to allow for a diverse mix of ages, family sizes and incomes in the community. As stated in the plan, projected growth in the town, which is about one single-family home per year, can be met through existing platted lots and mining claims without further annexations. Jamestown is not currently interested in expanding its service area (the town limits) to allow for annexations. Due to the location of the town boundary, there are some parcels that are partially located within the town limits and partially in the unincorporated county. Annexation may or may not be desired by the property owners.

County staff does not have any comments for this chapter.

○ *Chapter 9 – External Factors*

This chapter describes how the changes in the area surrounding Jamestown could affect the town. It sets policies for continuing to work with Boulder County and the Forest Service and lists related IGAs and plans.

County staff does not have any comments for this chapter.

○ *Appendices*

This section includes four appendices: 1) 2017 Comprehensive Plan Background, 2) 1981 Comprehensive Plan Background, 3) 1981 Comprehensive Plan Implementation on Tools, and 4) Map of Properties Partially Inside / Partially Outside the Town Limits.

County staff does not have any comments for this section.

III. CONCLUSION AND NEXT STEPS

Based on careful review of the plan and discussions with Town of Jamestown staff, county staff recommends the following motion:

[PC/BOCC] Move to approve the 2017 Jamestown Comprehensive Plan (July 2017 Adoption Draft) and authorize staff to make appropriate clerical corrections to portions of the Plan not specifically noted herein.

Key Dates:

- The Jamestown Board of Trustees met and approved the plan on Monday, July 10.
- Planning Commission Hearing and Deliberation: July 19 (A summary of this meeting will be provided to the BOCC on July 25.)
- Board of County Commissioners Hearing and Deliberation: July 25

ATTACHMENTS

- A. Mountain Subregion Section of the BCCP
- B. Summary of Changes from the 1981 Jamestown Comprehensive Plan

Key Link:

2017 Jamestown Comprehensive Plan (July 2017 Adoption Draft):
<http://jamestownco.org/comprehensive-plan-update/>



Jamestown Comprehensive Plan

Boulder County Comprehensive Plan

MOUNTAIN SUBREGION

Goals, Policies, & Maps Element

Subregion Vicinity

Subregional boundaries were established in 1978. The graphic above shows the general location of the subregion. Larger scale maps are available in the First Edition of the *Boulder County Comprehensive Plan*, archived at the Land Use Department offices.

The Eldora Preservation Plan Area was established in 1995.

The *Jamestown Comprehensive Plan* was adopted by the Boulder County Planning Commission on August 26, 1981 with the following provisions:

1. The “Policies” section and “Proposed Land Use Map” are hereby adopted as part of the *Boulder County Comprehensive Plan* and recommended for adoption by the Board of County Commissioners of Boulder County.
2. Other portions of the text, maps and appendices of the *Jamestown Comprehensive Plan* are hereby recognized as background information, supportive documentation and program direction for implementation of the Plan.
3. The existing Town limits of Jamestown are hereby adopted as the Town’s Service Area and recommended for adoption by the Board of County Commissioners of Boulder County. No annexations to the Town shall be approved without consideration of an amendment to the Plan.
4. These “Special Interest Areas” (Gillespie Gulch, Owens Flats, Porphyry Mountain) identified in the *Jamestown Comprehensive Plan* are hereby designated “Natural Landmarks” in the Environmental Resources Element of the Boulder County Comprehensive Plan and are recommended for designation by the Board of County Commissioners of Boulder County. This designation and recommendation for designation is adopted with the understanding that federal cooperation is necessary and that county action may be advisory only in some cases.

Jamestown, Nederland, & Ward of incorporated communities in the mountains of Boulder County. All other townsites are under the jurisdiction of the county.

AMENDMENT STATUS

Goals & Policies	Associated Maps	Background Element
Amended 7/16/95	N/A	N/A



Goals, Policies, and Maps

5. By this adoption of the *Jamestown Comprehensive Plan* it is mutually agreed by the Town of Jamestown and Boulder County that the town and county will pursue development of an intergovernmental agreement pursuant to CRS, 29-1-203, as amended, to further the implementation of this Plan and other coordinated planning efforts.

On October 26, 1981, the Board of County Commissioners approved the Plan and signed an intergovernmental agreement with the Town of Jamestown.

Resolutions of the Boulder County Planning Commission and Board of County Commissioners, including policies and maps of the *Jamestown Comprehensive Plan*, may be consulted in the Boulder County Land Use Department.

The Eldora Preservation Plan Referral Areas map is broken into two areas. The area surrounding the townsite is associated with MS 1.01 and the outlying area is associated with MS 1.02.

Eldora Preservation Plan

The Eldora community formally disincorporated as a municipality in 1973. Steadily increasing growth pressures, including increased visitations to surrounding National Forest lands motivated Eldora citizens to develop a preservation plan for their community. The Boulder County Planning Commission adopted the following policies on July 19, 1995.

MS 1.01 The county shall utilize the Eldora Civic Association as a referral entity for land use applications within the Eldora Preservation Plan study area that require or may require a public hearing pursuant to the provisions of the *Boulder County Land Use Code*. The Civic Association shall be responsible for insuring that such referrals are directed to any other committees or organizations charged with administration and management of the Eldora Environmental Preservation Plan.

MS 1.02 Certain types of land use proposals regulated by the *Boulder County Land Use Code* such as “Areas and Activities of State Interest”, rezonings, special uses, and planned unit developments may have impacts reaching well beyond the proposal site. The county may refer such proposals to the Eldora Civic Association when they are located within an extended referral area bounded by the Continental Divide on the west, the Boulder/Gilpin county line to the south, the westerly corporate limits of the Town of Nederland on the east, and the Caribou Townsite/County Road 128 to the north.

MS 1.03 The county recognizes the unique rural and historic character of the Eldora community. In addition, policy MPA 1.08 of the *Boulder County Comprehensive Plan*, Mountain Planning Area, authorizes the county to assist communities desiring to preserve their historic character. Therefore, future development proposals which have potential visual, noise, or transportation impacts on the community from either within or outside the townsite shall be reviewed and acted upon by the county with significant weight being given to the compatibility of those proposals with the maintenance of that rural and historic character.

MS 1.04 Where consistent with the *Land Use Code* and other goals and policies of the *Comprehensive Plan*, the county may work with the Eldora community and other land owners/managers in the area to further cooperative

planning and land use management initiatives and actions.

MS 1.05 As provided by the Eldora Civic Association from time to time, the county Land Use Department shall maintain a current edition of the Eldora Environmental Preservation Plan and attendant maps, tables, and figures for reference by county staff, other interested parties, and the public when reviewing land use proposals and plans in the Preservation Plan and extended referral areas.

Notes

1 Not to be confused with 24-65.1, CRS, (H.B. 1041, “Areas and Activities of State Interest”) and the Colorado State Land Use Commission.

2 “geohazards” includes soils, landslides, slope, rockfalls, flashflood corridors, floodplains, subsidence, avalanches, and alluvial fans.

A portion of the Eldora Townsite is included in the National Register of Historic Places.

Jamestown Comprehensive Plan Update

Summary of Changes from 1981 Comprehensive Plan

The 2017 Jamestown Comprehensive Plan follows a similar format that the 1981 plan did. The chapters are based on the elements in the 1981 plan with a few new chapters on values and vision and community profile. The implementation section of the 1981 plan was moved to the appendix and programs and actions for implementation are included in each chapter.

The Town service area is not modified and remains as it did in 1981. Land use remains as was in 1981 with undeveloped areas expected to be residential. Cottage industry is allowed but non-residential is limited to existing non-residential uses.

The following summarizes the modifications made to the plan and notes where new sections have been inserted.

Acknowledgements

- updated to include participants in 2017 update

Chapter 1: Introduction

Need for a comprehensive plan

- Updates to vacant land count
- Adds improvements to access roads may cause increase in attraction to area

Need for an update to the 1981 comprehensive plan (new section)

- States age of 1981 plan
- Notes flood event
- Notes planning processes (Long-Term Recovery Plan, Hazard Identification and Risk Assessment (HIRA), and Land Use and Housing Study) done with recovery

Planning process of 1981 plan moved to the appendices.

Chapter 2: Community Profile (new chapter)

- Adds language on setting, settlement and historic economy, demographics, household income, housing value, housing types, housing tenure, growth rate, and existing land use

Chapter 3: Values, Vision and Guiding Principles (new chapter)

- Adds vision statements from Long-Term Recovery Plan
- Adds adopted Nine Guiding Principles adopted by the Board of Trustees
- Adds value and vision statements of the Land Use and Housing Study
- Highlights value and vision statements from the 1981 comprehensive plan

Chapter 4: Environment

- Adds value statements from Long-Term Recovery Plan in regard to environment

Natural hazards of concern

- Updates natural hazards areas of concern sections with data from HIRA
- Adds a debris flow and mines, mill tailings, and radon subsections
- Adds new flood plain mapping
- Updates areas of special interests with Boulder County acknowledgement (no new areas just what has been done with the designation)
- New digitized map of areas of special interest
- Adds living with nature section (from Long-Term Recovery Plan)

Current regulations and programs (new section)

- Lists Town ordinances and programs

Policies

- Modifies policy for rockfall hazard areas – includes debris flows; adds “evaluation of hazard should be done prior to the issuance of a building permit)
- Modifies the policy for flood hazard areas – changes FIA to FIRM, calls out floodplain ordinance
- Adds desire for fire breaks and roads to respect landscape to wildfire hazard areas
- Updates areas of special interest policy
- Amends the air and water quality policy to include policies from Long-Term Recovery Plan
- Adds policy about living with nature (from Long-Term Recovery Plan)
- Adds policy to work with USFS and Boulder County to address forest management

Proposed programs and actions

- Updates building permit system
- Adds implementation of recent plans
- Adds actions in Long-Term Recovery Plan: work with fire district for fire mitigation, promote environmental education for wildlife conflicts, watershed health, habitat protection
- Adds participation on NFIP and CRS
- Adds continued work with USFS for forest access, management, land use

Chapter 5 Circulation

- Updates statistics, conditions
- Adds value statements, new issues from Long-Term Recovery Plan
- Adds roads map

Current regulations and programs (new section)

- Adds regulations and programs

Policies

- Adds policies from Long-term Recovery Plan: traffic calming, respect of multimodal transportation, paving position, parking
- Adds current policies of maintenance

Proposed programs

- Removes completed projects stated in 1981 plan
- Adds maintenance program suggestion, working with County regarding CR 94
- Adds programs from the Long-Term Recovery Plan: walking paths, improved bicycle facilities, parking, working with cycling clubs
- Adds program for traffic-calming
- Adds recommendation for capital improvements program for maintenance
- Adds recommendation to figure out rights-of-way delineation

Chapter 6 Utilities

- Updates wastewater treatment information
- Updates water system background
- Updates water system map
- Adds new water issues: cost of water, extending service, improvements plan, water quality

Current regulations and programs (new section)

- Adds regulations and programs

Policies

- Adds watershed approach
- Adds new development responsible for extension of water services

Programs

- Recommends developing capital improvements program
- Recommends second source for water
- Participation on watershed protection

Chapter 7 Facilities and Services (services is a new section)

Community facilities and services

- Adds new section on services
- Updates Town facilities including acquired open space
- Updates facilities map

Community services (new section)

- Updates services

Tourism (new section)

- Adds Tourism section

Facility and services issues (new section)

- Lists current issues of providing services, addressing service gaps, funding services and facilities

Current regulations and programs (new section)

- Lists regulations and programs regarding facilities and services

Policies

- Adds policies addressing sense of community, provision of quality services and facilities, meet needs of all residents, fiscal responsibility

Proposed programs

- Adds actions identified in Long-Term Recovery Plan: resource guide, updating emergency plans, training in preparedness, communications, recycling, community resilience, social/health/human services, aging well in community, facility maintenance, and accessibility/openness of town government

Chapter 8 Land Use

Existing land use

- Updates land use information

Land use types and locations

- Updates definitions of the land use types
- Updates existing land use map and planning areas map

Future development and land use

- Updates future land use map
- Adds values from Long-Term Recovery Plan: allowance of accessory dwelling units (adus), slow growth, unique character

- Adds discussion on acquired open space
- Adds development growth rate (approximately 1 du per year)

Service area and annexation (new section)

- Discusses service area not expanding; annexations be considered per request

Current regulations and programs (new section)

- Adds development standards and land use regulations
- Adds current programs

Land Use Policies

- Because core area is near built-out, policy for directing new development there is not emphasized although additional density in core with adus is allowed
- Adds annexation approach
- Adds statement to retain forestland as such

Programs

- Adds direction for drainage study
- Adds programs and actions from Long-Term Recovery Plan: land use committee, unique mountain character
- Recommends plan for maintenance of parks and open space

Chapter 9 External Factors

Current plans and Intergovernmental agreements in regard to land use

- Lists intergovernmental agreements with County, County comprehensive plan, Long-Term Recovery Plan

Policy

- Moves review process policy to programs section

Programs

- Updates continued work with USFS and Boulder County on evaluating land use around Jamestown

Appendices

- Appendices: 2017 comprehensive plan background, 1981 comprehensive plan background, 1981 comprehensive plan implementation tools, map if properties partially inside/ partially outside town limits
- Hazard mapping is in HIRA