



**CITY OF BOULDER
PLANNING BOARD AGENDA ITEM**

MEETING DATE: Dec. 3, 2020

AGENDA TITLE: Public Hearing and Planning Board consideration of Land Use Map, Planning Areas Map, policy and text changes as part of the 2020 Mid-Term Update to the Boulder Valley Comprehensive Plan.

REQUESTING STAFF:

Chris Meschuk, Interim City Manager
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Boulder County Staff:

Hannah Hippely, Boulder County Long Range Planning Manager
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EXECUTIVE SUMMARY

The purpose of this item is for the Planning Board to deliberate and vote on city-initiated and public requests for changes to the Boulder Valley Comprehensive Plan (BVCP). Provided in this memo is the staff analysis and recommendations for Land Use Map; Area I, II, III Map; Policies, and Text.

The Boulder Valley Comprehensive Plan, jointly adopted by the city and county and updated at least every five years, guides development and preservation in the Boulder Valley. The BVCP articulates a vision for the future and details policies that represent long-standing community values. The Land Use and Area I, II, III Maps define the desired land use pattern. The key purposes of the Mid-term Update include the public request process, land use and policy and text changes to reflect adopted processes since the 2015 major update.

The webpage for the project, <https://bouldercolorado.gov/pages/2020-mid-term-update>, includes maps and descriptions of proposed changes, background and analysis, and links to the 2015 plan and maps.

The Intergovernmental Agreement between the city and county 1(BVCP Appendix B) provides direction

1 “city” means Planning Board and City Council

“county” means County Planning Commission and Board of County Commissioners

“city and county” means Planning Board, City Council, County Planning Commission, and Board of County

on the approval procedures and approval bodies for the different types of changes to the plan proposed in this update including:

- Area I land use changes = city
- Area II land use changes along the western edge of the service area below the blue line = city
- Area III land use changes = city and county
- Minor adjustments to the Service Area (Area III-Rural Preservation to Area II) = under 5 acres: city
- Service area contractions (Area II to Area III Rural – Preservation) = city and county
- Policy changes = city and/or county depending on the entity(ies) described in the policy
- Text changes (plan and program summaries, subcommunity and area plan section) = city

Several proposed changes reflect changes to the Blue Line. In 2016 Boulder voters approved the clarification and amendment of “blue line” water provision. The purpose of the ballot measure was to more accurately describe the location of the Blue Line in a manner that continues to prevent further development on the mountain backdrop but does not exclude existing developed areas.

STAFF RECOMMENDATION

Suggested Motion Language:

Staff requests Planning Board consideration of this matter and action in the form of the following motions:

For Area I properties that require two-body review

A motion to approve the following Land Use Map and Planning Areas Map changes to the Boulder Valley Comprehensive Plan as shown and described below and in Attachments A - G:

A. Properties in the area described as Phase 2A of the Transit Village Area Plan along 30th Street and Valmont Road: **Change to Mixed Use Business** as described in Attachment A.

B. Alpine-Balsam City-Owned Properties: **Change to Mixed Use Business and High Density Residential** as described in Attachment B.

C. 1345 S. Broadway / Mt. Hope Church: **No change**

D. 6500 Odell Place: **Change to High Density Residential** as described in Attachment D.

E. 3015-3055 47th St.: **Change to Transitional Business** as described in Attachment E.

F. Hillside Road: Correct errors and change portions of parcels to **Low Density Residential and Public** as described in Attachment F.

G. Minor Adjustments to the Service Area to reflect the 2016 voter approved Blue Line, including Area I, II, III Map changes from **Area III-Rural Reservation to Area II** and Land Use designation

Commissioners

assignment in of **Low Density Residential** as shown and described in Attachment G.

For Area II and III properties that require four-body review

A motion to approve the following Land Use Map and Planning Areas Map changes to the Boulder Valley Comprehensive Plan as shown and described below and in Attachments H - I:

H. Service Area Contraction to reflect the 2016 voter approved Blue Line including Area I, II, III Map changes from **Area I to Area III – Annex and Area II to Area III – Rural Preservation** for city Open Space and Mountain Parks properties as described in Attachment H

I. Land Use changes for recently acquired city **Open Space** properties as described in Attachment I.

Policy and Text changes:

A motion to approve the following policy and text changes to the Boulder Valley Comprehensive Plan as shown and described below and in Attachment J:

J. Policy and Text changes to reflect adopted policies and plans since the last update as shown and described in Attachment J.

PUBLIC FEEDBACK

The city and county have requested public feedback on all proposed changes and have received feedback in virtual office hours, via BeHeardBoulder online platform, email, letters, and phone calls.

- BeHeardBoulder hosted information, Q&A, and feedback forms for the proposed changes from Oct. 4 – Nov. 18, 2020.
- On multiple dates in October staff held virtual office hours to provide information and listen to feedback about the parcels with land use change requests.
- Notice of the process, office hours, BeHeardBoulder, public hearing opportunities was mailed to property owners whose properties would be affected by the proposed changes and property owners, residents and businesses within 600 feet subject properties and notice was published in the Daily Camera 10 days prior to the first public hearing. Notice of the process was also shared via the Planning E-Newsletter, Nextdoor, and direct contact with neighborhood stakeholders.
- Comments received are documented in the staff report for each request.
- The Open Space Board of Trustees (OSBT) and Boulder County Parks and Open Space Advisory Committee (POSAC) reviewed the proposed changes to areas designated Open Space. The OSBT approved motions to recommend the proposed changes related to Open Space.

BACKGROUND

The BVCP states, “The Boulder Valley Comprehensive Plan is a joint policy document legislatively adopted by the City of Boulder and Boulder County. The plan is updated periodically to respond to changed circumstances or community needs.” The BVCP Intergovernmental Agreement outlining amendment procedures describes the intent of a major update is to consider requests that reflect changes in circumstances and community desires. The

intent of a mid-term update is to provide an opportunity for changes that align with BVCP policies and plans.

The primary purposes for the mid-term update include:

1. Provide an opportunity for the public to request amendments to the BVCP;
2. Amend the BVCP to reflect policy and text amendments stemming from policies and plans accepted by the council since the last update; and
3. Amend the BVCP Land Use and Area I, II, III Maps to reflect amendments resulting from the Blue Line revisions, open space property acquisitions and annexations, and other miscellaneous amendments.

The city and county conducted a major update during the period 2015 to 2017, with the update adopted by the approving bodies in 2017. The next major update will be initiated in 2025.

The Planning Board and City Council provided feedback on the scope and schedule of the update in [December 2019](#) confirming the staff recommendation to keep the scope and update process streamlined, not include amendments that explore new policy direction, and complete the update in 2020.

In March 2020, the city and county received 13 public requests to change the BVCP land use designation on individual properties as part of the Boulder Valley Comprehensive Plan update (“map-based change requests”). The screening process for public applications was conducted in [June 2020](#). The purpose of the request process is to include an opportunity for landowners and the general public to submit for specific amendments to the plan. The Planning Board and City Council confirmed the list of proposed changes to receive further study in the midterm update process as described in detail in the Analysis section below.

Several proposed changes reflect the revised location of the Blue Line approved by voters in 2016. The purpose of the ballot measure was to more accurately describe the location of the Blue Line in a manner that continues to prevent further development on the mountain backdrop but does not exclude existing developed areas.

ANALYSIS

The 2020 Mid-Term update includes the following types of proposed changes:

- I. BVCP Land Use and Area I, II, III Maps
- II. Policies and Text

Changes to the Land Use and Area I, II, III Maps

The BVCP Land Use and Area I, II, III Maps define the desired future land use pattern for the Boulder Valley regarding location, type and intensity of development. Land use designations provide a generalized picture of desired future uses in the Boulder Valley and guide zoning decisions.

The Area I, II, III Map delineates the following three major areas within the Boulder Valley Planning

Area:

- Area I is that area within the City of Boulder which has adequate urban facilities and services and is expected to continue to accommodate urban development.
- Area II is the area now under county jurisdiction where annexation to the city can be considered consistent with plan policies. New urban development may only occur coincident with the availability of adequate facilities and services.
- Area III is the remaining area in the Boulder Valley, generally under county jurisdiction. Area III is divided into the Area III-Rural Preservation Area, where the city and county intend to preserve existing rural land uses and character, Area III – Annex for areas within city limits intended to preserve rural land uses and character, and the Area III-Planning Reserve Area, where the city and county intend to maintain the option of future Service Area expansion. *No changes to the Area III-Planning Reserve are proposed in this update.*

Staff’s approach to analyzing public requests for map-based changes is consistent with previous BVCP Major Updates (i.e. achieving diverse and affordable housing, furthering climate action goals, improving jobs and housing balance). Each proposed change has been analyzed for alignment with BVCP policies, alignment with adopted area plans, compatibility with nearby neighborhoods, and adequacy or impact on urban facilities and services. Staff reports for each proposed change are included in Attachments A – I.

The role of the comprehensive plan is to provide policy guidance to attain Boulder Valley’s future goals and address many topics of importance and need to the entire community; therefore, some policies seemingly compete with each other, and can be cited in support of or against a proposal. The final decision should be consistent, on balance, with the policies and goals of the BVCP. It should not be a weighting, zero sum analysis, or scorekeeping exercise. Therefore, staff considered different change requests on balance with the overall intent of the plan, unique property context and issues, and concerns and policies highlighted by the public. Ultimately, staff used professional judgment and precedent to guide the evaluation in support of policy decisions by elected and appointed officials.

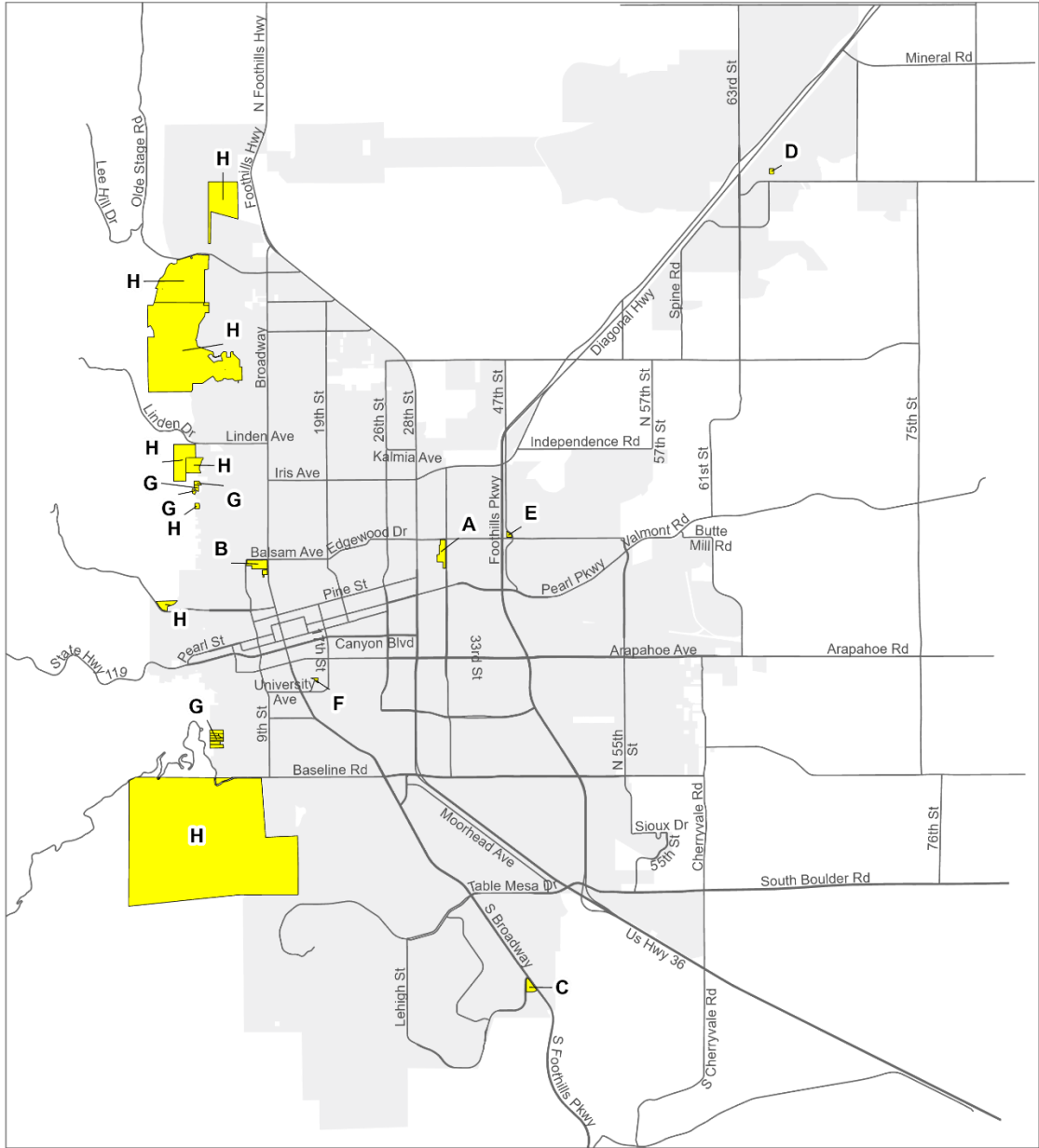
A brief summary of staff recommendations is described below and the attached staff reports.

Recommended Land Use and Area I, II, III Map Changes:

City Approval (2 Body)	
Land Use Map Changes	
A. 30 th Street / Valmont – Phase 2A TVAP	Land Use change from Mixed Use Industrial and Service Commercial to Mixed Use Business to implement the recommended land use changes from the 2007 Transit Village Area Plan for this phase of the plan. The change supports redevelopment of 30 th Street into a lively and engaging corridor with a mixture of residential and commercial uses.
B. Alpine-Balsam	Land use change from Public to High Density Residential and Mixed Use Business on portions of the site that are not

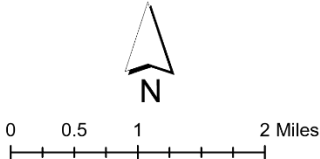
	intended for future city services. The recommended changes reflect direction from the 2019 Alpine-Balsam Area Plan. Implementing the BVCP Land Uses is one of the first regulatory steps to achieving the vision outlined in the Alpine-Balsam Area Plan.
C. 1345 S. Broadway / Mt. Hope Church	Not recommended for a land use change at this time. Analysis explored potential land use changes from Low Density Residential to another land use that might support business, residential, or mixed use. Community feedback indicates cautious support for changes to this site for neighborhood-serving retail or commercial and potentially housing as mixed-use. Staff recommends further exploration of a potential land use change in conjunction with or through other processes that might include: <ul style="list-style-type: none"> (1) Neighborhood-serving retail uses through the potential code-changes for 15-minute neighborhoods anticipated early next year. (2) Application for land use, rezoning, and concept plan for a more detailed development concept.
D. 6500 Odell Place	Land Use change from Mixed-Use Industrial to High Density Residential . The change supports housing goals and aligns with The Gunbarrel Community Center Plan vision for the area characterized as a mix of residential and compatible light industrial uses. Residential uses at this location would be compatible with surrounding land use designations and uses, particularly the existing high density residential to the north.
E. 3015-3055 47 th Street	Land Use change from Medium Density Residential to Transitional Business . This change reflects the existing office uses in this location and the intent for these uses to remain.
F. Hillside Road and nearby areas	Land Use change for portions of parcels to accurately reflect Public land use and Low Density Residential
Area I, II, III Map Changes	
G. Properties now below or partially below the Blue Line	Planning Area changes: Area III – Rural Preservation to Area II to ensure that the planning areas and their provision of city water services are in alignment with the new location of the Blue Line Land Use designation of low density residential (LR) for selected parcels (200 and 211 Hawthorne, 3360 2 nd St.) that did not previously have a land use designation.
City and County Approval (4 body)	
H. OSMP properties now above the Blue	Area I to Area III – Annex Area II to Area III – Rural Preservation

Line	
I. OSMP new properties	Land Use changes to reflect recently acquired OSMP properties (not shown on the map below. See staff report for map of locations)



BVCP 2020 Mid-term Update Areas of Change

- Areas of Change
- Street
- Boulder, City Limits



Policy and Text Changes

City and County staff are recommending policy and text amendments to reflect recently adopted master plans, area plans and other confirmed new policy direction. See Attachment J for the recommended policy language for new policies and changes to existing policies in redline/strikeout.

Section / Policy	Purpose / change	Approved Policy, Plan, or Process
City Approval (2 Body)		
Chapter III Section 1 – Intergovernmental Cooperation	New policy: Consultation with federally recognized American Indian Tribes	Memorandum of Understanding and direction in the 2019 Open Space Master Plan recognizing consultation with indigenous people about cultural resources on OSMP/city land
Chapter III Section 1 – Framework for Annexation & Urban Service Provision	Amend Policy 1.16 Annexation, to reflect intent of 2016 Blue Line changes regarding annexation of parcels now eligible for annexation.	Based on ballot language approved by voters in 2016
Chapter V Subcommunity and Area Planning	Subcommunity and Area Planning descriptions	Direction provided by Planning Board and City Council in January 2019
Chapter V Subcommunity and Area Planning	Summary of the Alpine-Balsam Area Plan	Plan Adopted by Planning Board and City Council, Sept 24 and Oct. 1, 2019
City and County Approval (4 Body)		
Chapter III Section 6 Transportation	Amend and add new policy language to reflect 2019 Transportation Master Plan direction, add new policies for Transportation Equity and the Low-Stress Network, and updating other policies	City of Boulder Transportation Master Plan (TMP) – Accepted Fall 2019 Vision Zero Goal Low-Stress Walk and Bike Network Plan
Chapter III Section 7 Housing	Amend and add policy language to reflect the new affordable housing goal to secure 15 percent of all residential properties within Boulder as permanently affordable to low-, moderate-, and middle-income households by 2035	Adopted by City Council in 2018

Chapter III Section 8 Community Well-Being & Safety	Amend Human Services policies to reflect direction from the adopted Homelessness Strategy	Adopted by City Council in 2017
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NEXT STEPS

The City Council will hold a public hearing, deliberate and vote on city-initiated and public requests for changes to the Boulder Valley Comprehensive Plan (BVCP) on Dec. 15, 2020.

Public hearings and consideration of changes by Boulder County Planning Commission and Board of County Commissioners will be scheduled in January.

Rezoning to implement land use changes approved in the mid-term update will be further analyzed and considered in 2021. Rezoning next steps specific to the area are described in the staff reports.

ATTACHMENTS

- A: Staff Report: TVAP Phase 2A: 30th St. and Valmont
- B: Staff Report: Alpine-Balsam
- C: Staff Report: 1345 S. Broadway
- D: Staff Report: 6500 Odell Place
- E: Staff Report: 3015-3055 47th St.
- F: Staff Report: Hillside Road
- G: Staff Report: Properties now below or partially below the Blue Line
- H: Staff Report: OSMP properties now below the Blue Line
- I: Staff Report: Recently acquired OSMP properties
- J: Staff Report: Policy and text changes