



**CITY OF BOULDER  
CITY COUNCIL AGENDA ITEM**

**MEETING DATE: Dec. 15, 2020**

**AGENDA TITLE:** Public Hearing and consideration of motions to amend the BVCP Land Use Map, Planning Areas Map, policy and text, and extend the term of the Boulder Valley Comprehensive Development Plan IGA as part of the 2020 Mid-Term Update to the Boulder Valley Comprehensive Plan.

**REQUESTING STAFF:**

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**Boulder County Staff:**

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**EXECUTIVE SUMMARY**

The purpose of this item is for the City Council 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 changes to the BVCP 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 (BVCP Appendix B) provides direction

on the approval procedures and approval bodies<sup>1</sup> 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 to the BVCP Planning Areas reflect changes to the location of the Blue Line. The Blue Line was created by voters in 1959 as part of the city Charter to prohibit city water from being provided above a certain location. In 2016 Boulder voters approved the clarification and amendment of Blue Line location. 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.

The Boulder Valley Comprehensive Plan Intergovernmental Agreement adopted in 2017 by the city and county currently extends through December 31, 2037. It includes a commitment as part of the term of the agreement that “As part of the mid-term and major updates, each Party agrees to hold a duly noticed public hearing to determine, among other things, if the term of this Agreement should be extended an additional five years from the date of termination.” Included in the recommendation is a draft motion to extend the term of the IGA.

## STAFF RECOMMENDATION

### **Suggested Motion Language:**

Staff requests City Council consideration of this matter and action in the form of the following motions:

**Motion to approve Land Use Map and Planning Areas Map changes to the Boulder Valley Comprehensive Plan as shown and described in the staff memo and in Attachments A – I thereto.**

**Motion to approve policy and text changes to the Boulder Valley Comprehensive Plan as shown and described in Attachment J**

**Motion to amend the Boulder Valley Comprehensive Plan Intergovernmental Agreement (IGA) between the City of Boulder and Boulder County to extend the term an additional five years to December 31, 2042 as shown in the Amendment in Attachment K.**

<sup>1</sup> “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 Commissioners

## **Summary List of Proposed Changes:**

### ***Area I, III, and III properties that require two-body review***

- A. Properties in the area described as Phase 2A of the Transit Village Area Plan along 30<sup>th</sup> 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 at this time
- D. 6500 Odell Place: Change to High Density Residential as described in Attachment D.
- E. 3015-3055 47<sup>th</sup> 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 assignment in of Low Density Residential as shown and described in Attachment G.

### ***Area I, II and III properties that require four-body review***

- 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 and Mountain Parks properties as described in Attachment I.

### ***Policy and Text changes:***

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

### ***IGA Term***

- K. Extension of the term of the Intergovernmental Agreement between the City of Boulder and Boulder County for an additional five years as shown and described in Attachment K.

## **COMMUNITY SUSTAINABILITY ASSESSMENTS AND IMPACTS**

The Boulder Valley Comprehensive Plan is the overarching policy document that guides sustainability efforts. Through the Comprehensive Plan policies and maps, the overall goal and intent of community sustainability is established.

- **Economic:** The BVCP land use and Area I, II, III maps guide city decisions relative to annexation and zoning. Therefore, although the map changes do not have direct economic impacts, they

provide the policy guidance for future zoning and development decisions that may affect property values and economic development opportunities.

- **Environmental:** The BVCP articulates the environmental goals and policies that guide city decision making. Specific to this update, analysis of potential land use map changes provides information on the potential environmental implications of each request where relevant.
- **Social:** The BVCP provides policy guidance for creating a healthy and inclusive community. Specific to this update, revisions are proposed to reflect affordable housing goals and programs for community health and livability and address the needs of the entire community.

## OTHER IMPACTS

- **Fiscal:** BVCP changes are legislative actions and do not have regulatory impacts on properties. However, several of the requests for land use changes or planning area changes could result in rezoning requests or annexation requests, which if approved and developed/redeveloped could generate additional tax revenue for the city.
- **Staff time:** The staff time involved in the major update to the BVCP is an anticipated part of the work program.

## 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 online platform 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.

## PLANNING BOARD ACTION

The Planning Board held a public hearing and voted on the recommended changes on Dec. 3, 2020. The board passed the following motions to approve all of the changes recommended by staff.

Land Use and Planning Area changes:

On a motion by D. Ensign seconded by J. Gerstle the Planning Board voted 7-0 to approve the



Land Use Map and Planning Areas Map changes to the Boulder Valley Comprehensive Plan as shown and described in the staff memo and in Attachments A – C and E – G.

On a motion by H. Zuckerman seconded by D. Ensign the Planning Board voted 6-1 (J. Gerstle opposed) to approve the Land Use Map and Planning Areas Map changes to the Boulder Valley Comprehensive Plan as shown and described in the staff memo and in Attachment D.

The board made the following two motions for the approval of planning area changes for city-owned Open Space properties in order to separate the consideration of the property at 0 Linden for which Board member Gerstle was recused for property interests in the nearby area.

On a motion by S. Silver seconded by L. Montoya the Planning Board voted 7-0 to approve the Land Use Map and Planning Areas Map changes to the Boulder Valley Comprehensive Plan as shown and described in the staff memo and in Attachments H and I, excepting H(4).

On a motion by D. Ensign seconded by S. Silver the Planning Board voted 6-0 (J. Gerstle recused) to approve the Land Use Map and Planning Areas Map changes to the Boulder Valley Comprehensive Plan as shown and described in the staff memo and in Attachments H(4).

#### Policy and Text changes

On a motion by H. Zuckerman seconded by P. Vitale the Planning Board voted 7-0 to approve the policy and text changes to the Boulder Valley Comprehensive Plan as shown and described in Attachment J. In addition, to preserve Boulder's industrial land use and industrial areas for the sake of the city's diversity, sustainability, and resilience as a community, Planning Board approves a policy change whereby the word "light" is deleted in Policy 2.21 where it appears before the word "industrial." The full text of Policy 2.21 is included in the Analysis section below.

In the context of discussing the merits of both the recommended land use changes at 6500 Odell Place and 30<sup>th</sup> Street from Mixed Use Industrial to residential and mixed use land uses, the board members discussed concerns about the city's ability to be a resilient "full-service" community with sufficient space for a range of industrial uses and that all industrial areas should be 'part of the discussion' when considering competing needs.

Their recommended change to Policy 2.21 Light Industrial is aimed at ensuring consideration of the impacts of displacing industries and businesses when industrial areas (not just light industrial) are considered for a change from industrial to residential (for purposes of improving the jobs:housing balance and/or adding housing that is affordable to low to middle income residents) or to other uses. Board members expressed that, on balance, future conversions may be supported but there are potential impacts that should be considered. They clarified that this recommendation does not reflect a lack of support for the changes they approved at Odell Place and 30<sup>th</sup> St.

In addition, the board made the following motion to request future analysis about the status of industrial areas city-wide.

On a motion by D. Ensign seconded by S. Silver the Planning Board voted 7-0 that Planning

Board recognizes that several of the proposed mid-term BVCP changes positively address the jobs/housing imbalance and affordability, however they may have the side-effect of reducing the development opportunity for industrial uses. Planning Board recommends that the city prioritize a study of recent and future status and trends in city-wide industrial zoning inventory, potentially informed by the East Boulder Subcommunity Plan, to assure that we can better understand the ramifications of such land-use changes.

Board members affirmed that this work may be informed by the analysis and recommendations underway through the East Boulder Subcommunity Planning Process (e.g. existing conditions inventory already complete) but should not delay the work of that planning project.

## **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.

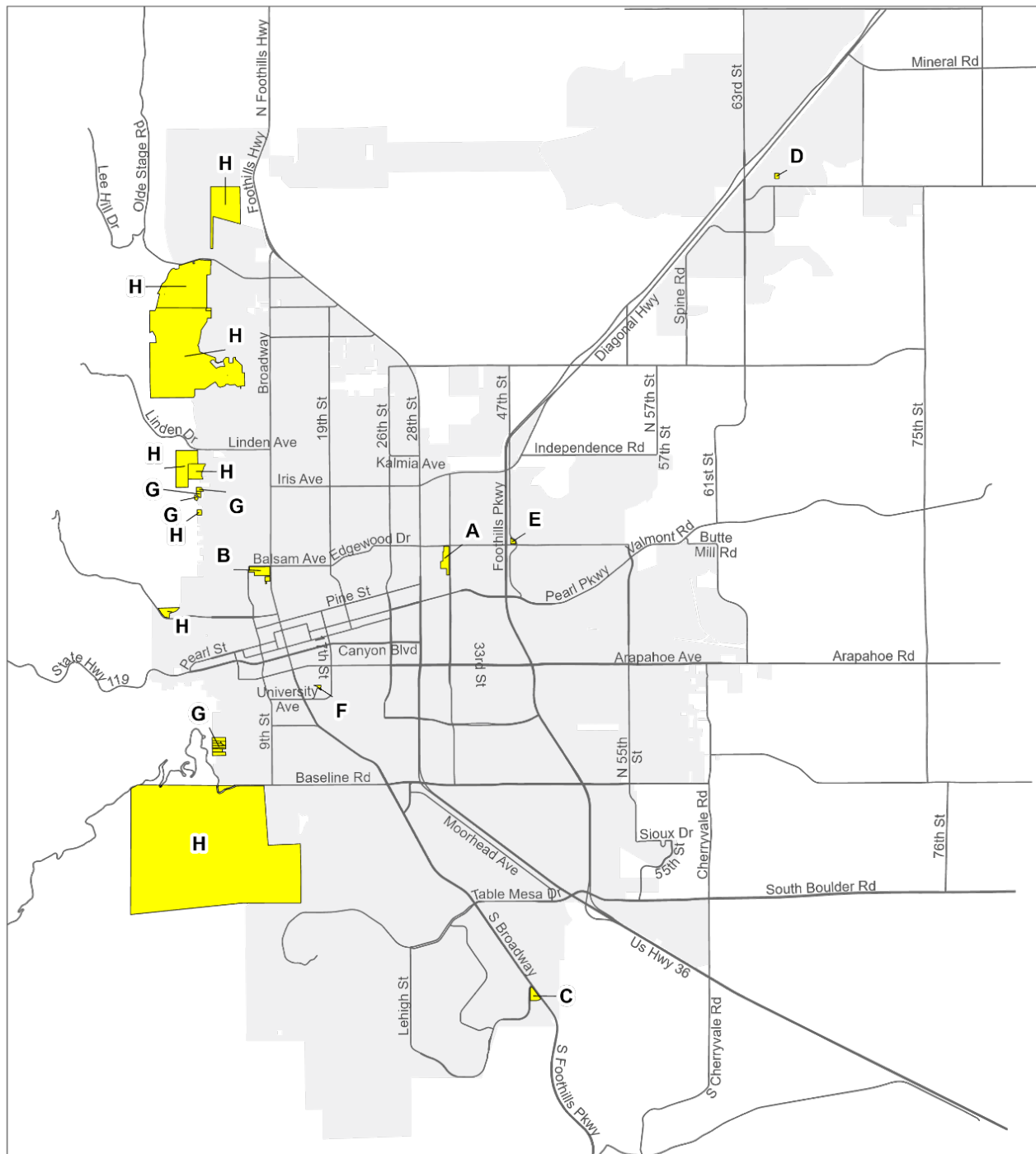
A brief summary of staff recommendations is described below and the attached staff reports.

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

City Approval (2 Body)	
Land Use Map Changes	
A. 30 <sup>th</sup> Street / Valmont – Phase 2A TVAP	Land Use change from <b>Mixed Use Industrial and Service Commercial to Mixed Use Business</b> 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 <sup>th</sup> Street into a lively and engaging corridor with a mixture of residential and commercial uses.
B. Alpine-Balsam	Land use change from <b>Public to High Density Residential and Mixed Use Business</b> 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 <b>Low Density Residential</b> 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"> <li>(1) Neighborhood-serving retail uses through the potential code-changes for 15-minute neighborhoods anticipated early next year.</li> <li>(2) Application for land use, rezoning, and concept plan for a more detailed development concept.</li> </ul>
D. 6500 Odell Place	Land Use change from <b>Mixed-Use Industrial to High Density Residential</b> . 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.

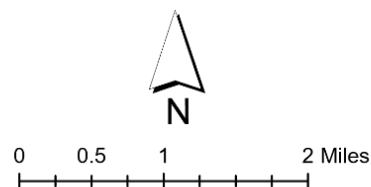
E. 3015-3055 47 <sup>th</sup> Street	Land Use change from <b>Medium Density Residential to Transitional Business</b> . This change reflects the existing office uses in this location and the intent for these uses to remain.
F. Hillside Road and nearby areas	Land Use change for portions of parcels to accurately reflect <b>Public</b> land use and <b>Low Density Residential</b>
<b>Area I, II, III Map Changes</b>	
G. Properties now below or partially below the Blue Line	<p>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</p> <p>Land Use designation of low density residential (LR) for selected parcels (200 and 211 Hawthorne, 3360 2<sup>nd</sup> St.) that did not previously have a land use designation.</p>
<b>City and County Approval ( 4 body)</b>	
H. OSMP properties now above the Blue Line	<p>Area I to Area III – Annex</p> <p>Area II to Area III – Rural Preservation</p>
I. OSMP new properties	Land Use changes to reflect recently acquired OSMP properties <i>(not shown on the map below. See staff report for map of locations)</i>

See Map Below of general locations of the areas of change. Detailed maps are provided in the staff reports attachments.



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.

<b>Section / Policy</b>	<b>Purpose / change</b>	<b>Approved Policy, Plan, or Process</b>
<b>City Approval (2 Body)</b>		
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
Chapter III Section 2 Built Environment	Amend Policy 2.21 Light Industrial Areas	Recommended by the Planning Board on Dec. 3, 2020 <i>Not included in Attachment J. See Analysis below.</i>
<b>City and County Approval (4 Body)</b>		
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-,	Adopted by City Council in 2018

	and middle-income households by 2035	
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

### ***Assessment of Proposed Policy Change by Planning Board***

At the Dec. 3, 2020 Planning Board meeting, the board recommended the following minor change:

#### **Policy 2.21 Light Industrial Areas**

The city supports its ~~light~~ industrial areas, which contain a variety of uses, including technical offices, research and light manufacturing. The city will preserve existing industrial areas as places for industry and innovation and will pursue regulatory changes to better allow for housing and retail infill. The city will encourage redevelopment and infill to contribute to placemaking and better achieve sustainable urban form as defined in this chapter. Housing should occur in a logical pattern and in proximity to existing and planned amenities, including retail services and transit. Analysis will guide appropriate places for housing infill within areas zoned Industrial General (IG) (not those zoned for manufacturing or service uses) that minimize the potential mutual impacts of residential and industrial uses in proximity to one another.

#### **Light Industrial Area Guiding Principles**

1. Preserve established businesses and the opportunity for industrial businesses. The primary role of the industrial areas for research and light manufacturing should be maintained through existing standards. Housing infill should play a subordinate role and not displace established businesses or the opportunity for industrial businesses.
2. Encourage housing infill in appropriate places. Housing infill should be encouraged in appropriate places (e.g., at the intersection of collector/ arterial streets, near transit and on underutilized surface parking lots) and along open space and/ or greenway or trail connections. Housing should be located near other residential uses or retail services.
3. Offer a mix of uses. Encourage the development of a mix of uses that is compatible with housing (e.g., coffee shops, restaurants) to serve the daily needs of employees and residents, in particular at the intersection of collector/arterial streets.
4. Encourage a richness of transportation amenities. The multimodal system in industrial areas should be improved with convenient and pleasant ways to get around on foot, by bike and with local connections to regional transit.
5. Pursue parking management strategies. Encourage parking management strategies, such as shared parking.

As described above, the board recommended this change in order to express that the city supports all industrial areas, not just light industrial. They expressed concern about the city's ability to be a resilient "full-service" community with sufficient space for a range of industrial uses and that all industrial areas



should be ‘part of the discussion’ when considering competing needs.

The intent of this policy was to guide anticipated regulatory changes that would allow for more housing and retail infill in light industrial areas without displacing industries and preserving these areas as places for industries. The extent of regulatory changes will be further defined through the development of the code changes. This work is anticipated as part of future code amendments.

While this proposed change was intended as a minor refinement to clarify broad support of industrial areas and may have limited impact from a regulatory perspective, the mid-term update is not intended to be a time for significant policy changes. Given that this topic was not discussed in the scoping or screening processes for the update, nor has there been an opportunity to conduct further analysis or community notification about this change, staff does not recommend this change move forward at this time.

Regarding the Planning Board’s additional motion to request for “a study of recent and future status and trends in city-wide industrial zoning inventory, potentially informed by the East Boulder Subcommunity Plan, to assure that we can better understand the ramifications of such land-use changes”, staff recognizes the value of such information and can incorporate citywide context regarding changes to land designated Light Industrial or General Industrial into the final East Boulder Subcommunity Plan recommendations.

### ***IGA Term Extension***

The Boulder Valley Comprehensive Plan Intergovernmental Agreement adopted in 2017 by the city and county currently extends through December 31, 2037. It includes a commitment as part of the term of the agreement that “As part of the mid-term and major updates, each Party agrees to hold a duly noticed public hearing to determine, among other things, if the term of this Agreement should be extended an additional five years from the date of termination.”

Demonstrating commitment to the shared history of cooperative planning and purposes of the jointly adopted plan to protect the natural environment of the Boulder Valley while fostering a livable, vibrant and sustainable community, staff recommends extending the IGA another five years. An amendment to the term is included in Attachment K.

### **NEXT STEPS**

Public hearings and consideration of changes by Boulder County Planning Commission and Board of County Commissioners will be scheduled in January. Once all four approval bodies have completed public hearings and consideration of changes to the plan, the ordinance adopting the 2020 Update to the Boulder Valley Comprehensive Plan will be brought for consideration by the City Council.

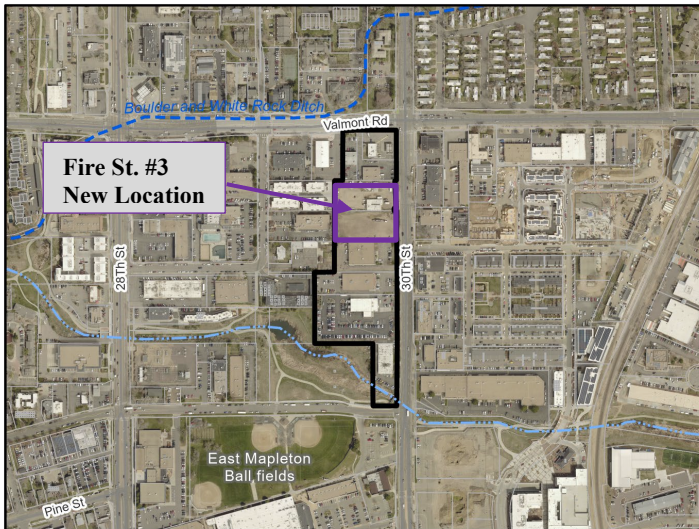
Rezoning to implement land use changes approved in the mid-term update will be further analyzed and considered in 2021. Rezoning next steps specific to the area are described in the staff reports.

## **ATTACHMENTS:**

- A: Staff Report: TVAP Phase 2A: 30<sup>th</sup> 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 47<sup>th</sup> 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
- K: Amendment to the Boulder Valley Comprehensive Development Plan Intergovernmental Agreement

## A. Transit Village Area Plan (TVAP) Phase 2A 30<sup>th</sup> / Valmont

## City -Initiated



TVAP Phase 2A includes the following parcels:

- 2995 30th. (Gas Station)
- 2960 Valmont
- 2885 30th St.
- 2875 and 2751 30th St. (Fire Station Site)
- 2691 30th St.
- 2633 30<sup>th</sup> St.
- 2555 30th. St.
- 2445 30<sup>th</sup> St.

Currently the west side of 30<sup>th</sup> Street is predominantly automobile-oriented retail or storage uses. Most are one-story buildings with large parking lots. The city purchased two parcels for the new Fire Station #3 relocated from 30<sup>th</sup> & Arapahoe.

### Request Summary for 30<sup>th</sup> Street / Valmont

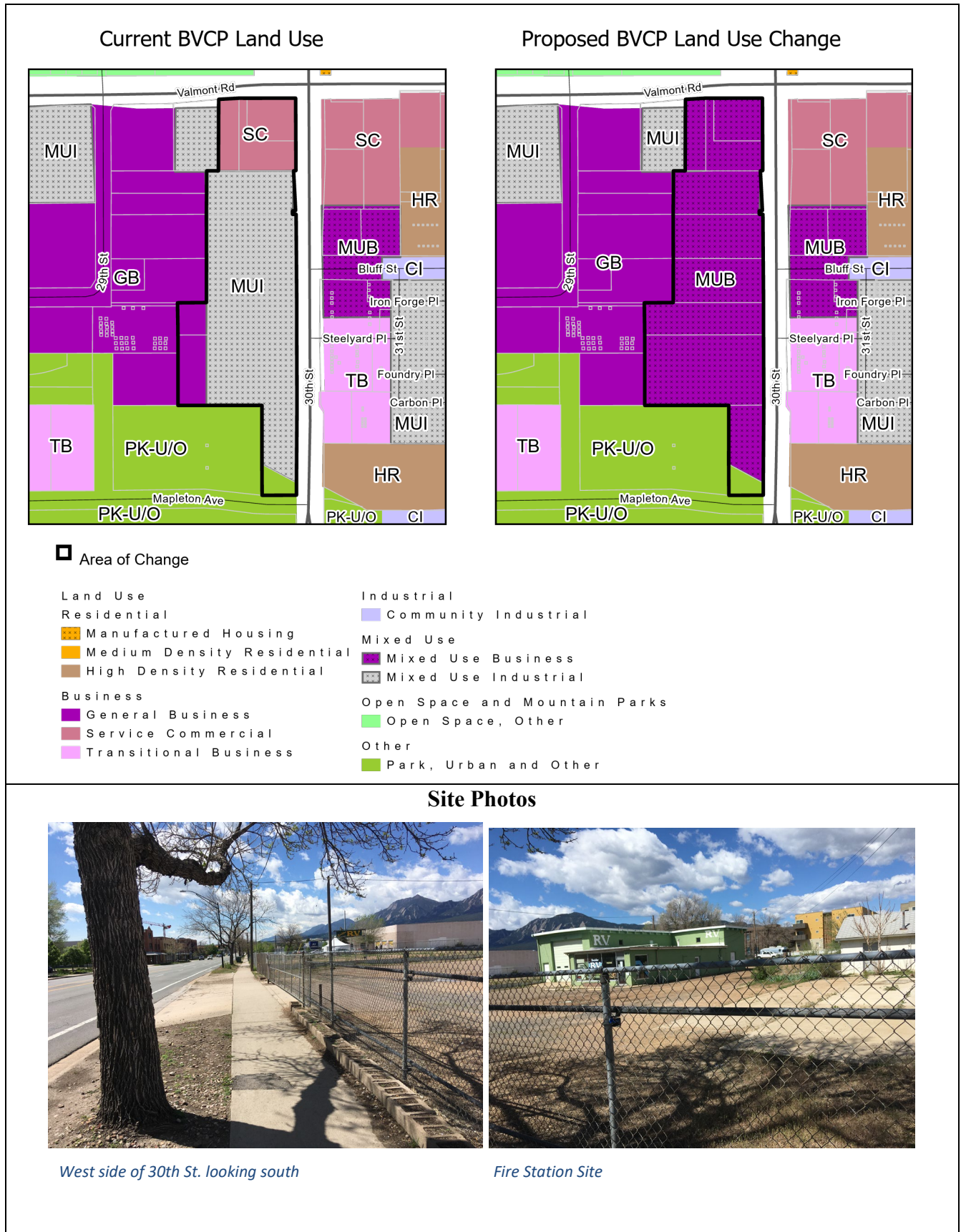
- Requester: City-initiated to implement Phase 2A recommendations of the Transit Village Area Plan
- Type of Request: BVCP Land Use Map change
- Brief Description of Request: Mixed Use Industrial (MUI) and Service Commercial (SC) to Mixed Use Business (MUB)
- Approval Required: City Approval - Two body

### Existing Conditions

- BVCP Designation: Service Commercial (SC) and Mixed Use Industrial (MUI)
- Zoning: Service Commercial (BCS) and Transitional Business BT-1)

### Jobs and Housing Assumptions

- *Housing*: There are no existing housing units the area.
- *Jobs*: Current number of jobs in the area is not available.
- *Projections*: The 2015 BVCP Update projections were based on TVAP recommendations and estimated up to approximately 110 new housing units and up to 450 additional jobs in this area. These projections did not factor the new Fire Station in this location.





## STAFF RECOMMENDATION

Staff is recommending changing the current land use designation from **Mixed-Use Industrial and Service Commercial to Mixed Use Business** to implement the recommendations in the [Transit Village Area Plan](#) and facilitate redevelopment to an engaging diversity of uses. These recommendations include:

- Land Use changes will implement the Transit Village Area Plan (TVAP) Land Use Plan recommendations for this area:
  - Mixed-Use 1 Land Use Prototype as described in TVAP
  - BVCP Land Use: Mixed-Use Business
  - Zoning: Business Main Street (BMS)
- Developing the new Bluff St. connection on the west side of 30<sup>th</sup> Street in conjunction with Fire St. Development and in partnership with adjacent property owner will contribute to the access and mobility vision for a more pedestrian-friendly 30<sup>th</sup> Street with new transportation connections, wide sidewalks, first-floor storefronts, and pedestrian-scale architecture.
- Building on the progress in new housing that has occurred in TVAP Phase 1, the land use change may encourage the addition of new housing. The plan describes the intent for “new housing will most likely be located internally to properties, away from 30<sup>th</sup> Street, and will range from townhouses to higher-density apartments.
- The site can be served by city services and is within walking distance of transit and retail services. The change would not negatively impact provision of urban services.



Two- to three-story mixed-use buildings. Predominant use may be business or residential. Tuck-under, structured and/or surface parking.  
1.0 Floor Area Ratio

*Who would live here:* Mixed use can range in price and types of households served, from affordable to higher-end.

*Who would work here:* Retail workers would be those associated with small- and medium-sized retail stores, restaurants, and personal services. Office workers would be those associated with professional, corporate or technical fields.

## COMMUNITY INPUT

Property owners, residents, businesses within 600 ft. of the properties proposed for changes and nearby neighborhood groups were mailed notification and encouraged to provide feedback to staff or through BeHeardBoulder. Staff talked with several neighbors who either had no feedback or were in support of the changes.

Feedback from BeHeardBoulder:

- I'm worried that there will be parking minimums rather than parking maximums and that the city will pat itself on the back for allowing more mixed use zoning further from downtown while continuing to only allow single family low density right next to downtown (Mapleton hill and Chautauqua) The city needs a city wide mixed used policy, to reduce minimum lot size throughout, allow up to 4 dwelling units on any lot on the city, up to 3 stories on any city lot, enforce parking maximums, and allow small scale commercial spaces on any lot (provided they

have no more than one parking spot if within one mile of downtown (which should be ada) and no more than 3 if outside of that. It seems like right now you are taking away the already limited industrial space in order to avoid having to densify near downtown (you know, where the jobs are and where people want to live.) I support this, and the transit village is good. but its part of boulder's general policy of 'yes we'll densify, but only way way over there'

## ANALYSIS

### Criteria for Land Use Map Changes

To be eligible for a Land Use Map change, the proposed change:

- On balance, is consistent with the policies and overall intent of the comprehensive plan;
- Would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the city;
- Would not materially affect the land use and growth projections that were the basis of the comprehensive plan;
- Does not materially affect the adequacy or availability of urban facilities and services to the immediate area or to the overall service area of the City of Boulder;
- Would not materially affect the adopted Capital Improvements Program of the City of Boulder; and
- Would not affect the Area II/Area III boundaries in the comprehensive plan.

### Evaluation:

- On balance, is consistent with the policies and overall intent of the comprehensive plan;

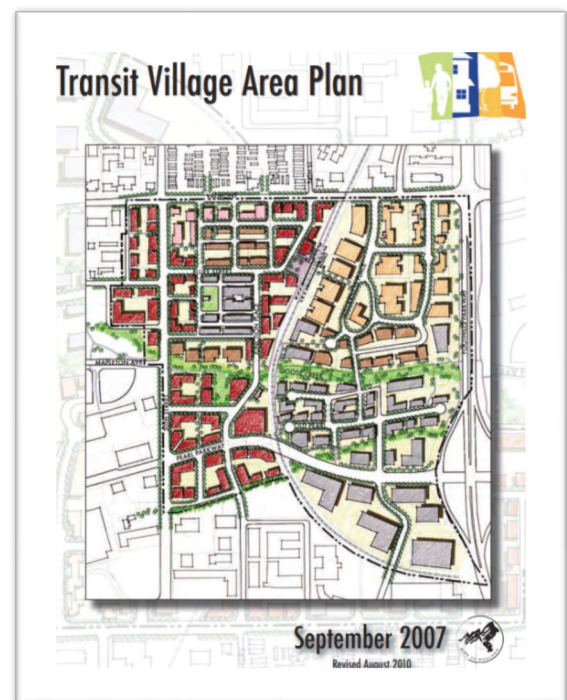
The recommended change is consistent with BVCP Policies and the [Transit Village Area Plan](#).

#### *Implementing the Transit Village Area Plan (TVAP)*

This plan was developed to outline the city's vision for the future of the 160-acre Transit Village (now typically referred to as Boulder Junction) and guide long-term development of the area. An area planning process provides the opportunity for the community to evaluate and shape its expectations and goals for the area in anticipation of significant changes. It also ensures public improvements will be in place.

The Vision outlined in the plan describes "The Transit Village area will be:

- A lively and engaging place with a diversity of uses, including employment, retail, arts and entertainment, with housing that serves a diversity of ages, incomes, and ethnicities.
- A place that is not overly planned, with a "charming chaos" that exhibits a variety of



building sizes, styles, and densities where not everything looks the same.

- A place with both city-wide and neighborhood-scale public spaces. A place that attracts and engages a broad spectrum of the community, not just people who live and work here or come to access the transit in the area.
- A place that emphasizes and provides for alternative energy, sustainability, walking, biking and possible car-free areas.”
- The vision for the 30<sup>th</sup> Street corridor describes: *“with a change to a mixed-use designation, the district will evolve to take on the character set by the Steelyards project: a mixture of commercial and residential uses in two-to three-story buildings located along the street, with parking behind, supported by a network of new streets and alleys. The vision is to transform 30<sup>th</sup> Street into a business main street, with neighborhood and community-serving retail, restaurants, commercial services and offices.”*

Other BVCP Policies that inform this recommendation include:

### ***2.16 Mixed Use & Higher-Density Development***

The city will encourage well-designed mixed-use and higher-density development that incorporates a substantial amount of affordable housing in appropriate locations, including in some commercial centers and industrial areas and in proximity to multimodal corridors and transit centers. The city will provide incentives and remove regulatory barriers to encourage mixed-use development where and when appropriate. This could include public private partnerships for planning, design or development, new zoning districts, and the review and revision of floor area ratio, open space and parking requirements.

### ***2.33 Sensitive Infill & Redevelopment***

With little vacant land remaining in the city, most new development will occur through redevelopment in mixed-use centers that tend to be the areas of greatest change. The city will gear subcommunity and area planning and other efforts toward defining the acceptable amount of infill and redevelopment and standards and performance measures for design quality to avoid or adequately mitigate negative impacts and enhance the benefits of infill and redevelopment to the community and individual neighborhoods. The city will also develop tools, such as neighborhood design guidelines, to promote sensitive infill and redevelopment.

- b) Would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the city;

No cross-jurisdictional impacts are anticipated from this change.

- c) Would not materially affect the land use and growth projections that were the basis of the comprehensive plan;

BVCP Projections included consideration of this change as the vision for the Transit Village / Boulder Junction. The projections include up to approximately 110 new housing units and up to 450 additional jobs in this area. These projections did not factor the new Fire Station in this location.

- d) Does not materially affect the adequacy or availability of urban facilities and services to the immediate area or to the overall service area of the City of Boulder;

Assessment of adequacy and availability of urban facilities and services includes:

- *Full range of urban services:* Analysis of future impacts and mitigation on city facilities and services was completed in the TVAP planning process. The city has the capacity to serve redevelopment as infill in Area I by existing facilities and services. Appropriate impact fees and development excise taxes will be applied to new development to contribute to funds for mitigation of impacts on city facilities and services due to growth.
  - While TVAP Phase 1 included development of the Boulder Junction Parking and Access Districts, Phase 2A sites will not be required to join the district but will be encouraged to join the districts to provide access benefits for future residents, workers and visitors to the area.
  - The TVAP recommended a vision for 30<sup>th</sup> Street that included on-street parking and a landscaped median to be examined after plan adoption. Staff recommends reconsideration of these recommendations due to existing size and configuration of the 30<sup>th</sup> Street right-of-way. It is recommended to conduct further studies to develop a new recommended 30<sup>th</sup> St. design in conjunction with future rezoning
- e. *Would not materially affect the adopted Capital Improvements Program of the City of Boulder;* TVAP Phase I includes areas on the east side of 30<sup>th</sup> Street to the railroad tracks; Valmont Road to Walnut Street. Redevelopment of Phase I largely complete. The TVAP Implementation Plan indicates Phase 2A can move ahead when evaluation of alignment options and design of a Bluff Street connection west of 30<sup>th</sup> Street has been completed and funding identified. The city and neighboring property-owners are currently working together to finalize design for the Bluff St. connection and secure funding.
- f. *Would not affect the Area II/Area III boundaries in the comprehensive plan.* This change will not affect the Area II/Area III boundaries in the comprehensive plan.

### **Implementation and Future Zoning**

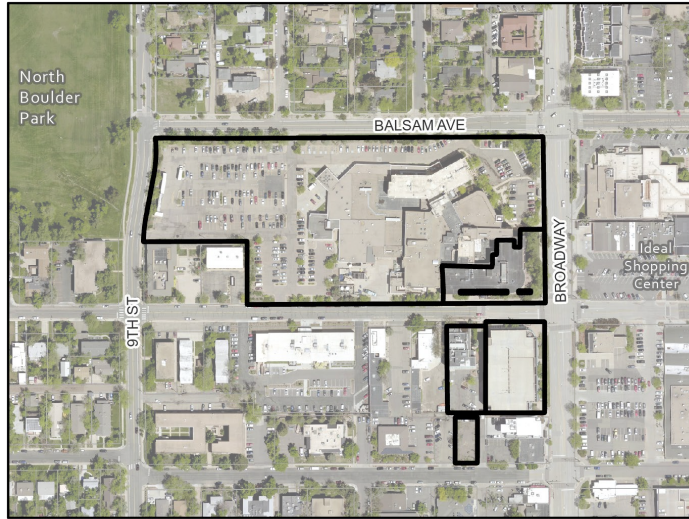
Most of the area is currently zoned BT-1. The three parcels at the corner of 30<sup>th</sup> & Valmont are zoned Service Commercial (SCB). The TVAP Implementation Plan indicates the future zoning associated with the Mixed Use Business Land Use would be Business Main Street (BMS). BT-1 and BMS both allow a mix of residential and commercial uses. Current development on the west side of 30<sup>th</sup> Street is predominantly auto-mobile oriented with parking along the street. BMS zoning has a more urban character. TVAP plans for the 30th Street Corridor District to be more urban in character, with 30<sup>th</sup> Street as a business main street where buildings are located at the street and pedestrian interested is provided by active ground uses.

Staff is recommending allowing rezoning for properties in this area to occur with redevelopment. This will avoid non-conformities of existing development and an affordable housing project currently in the design and permitting process be completed. A rezoning from BT-1 to BMS will not significantly increase the development potential of the properties in this area. Several potential permanently affordable housing projects in this area are in the design and permitting process. Staff is working with those property owners to facilitate successful projects that meet the urban design goals in TVAP.



## B. Implement Alpine-Balsam Area Plan for City-Owned Properties -

## City Initiated



### Site Description

The Alpine-Balsam area is a lively and well-loved neighborhood center located north of downtown Boulder with a thriving commercial center, diverse array of housing, close proximity to North Boulder Park and western Open Space, and access to high-frequency transit along Broadway.

The city's 2015 purchase of the property that formerly housed the Boulder Community Health (BCH) Hospital was an investment for the community, motivated by the desire to shape the redevelopment of an area that has been focused around a major healthcare facility for decades, to address the city's decentralized service challenges by creating a City Service Center, and to address critical affordable housing needs.

The [Alpine-Balsam Area Plan](#) was adopted in 2019. The plan serves as a guide for decisions about land use and redevelopment of the city-owned properties and public facilities and services in the area.

### Summary of Proposed Changes for Alpine-Balsam

- Requester: City of Boulder as property owner to implement direction from the Alpine-Balsam Area Plan
- Type of Request: Land use map changes
- Brief Description of Request: Public (PUB) to Mixed Use Business (MUB) and High Density Residential (HR)
- Approval Required: Two body

### Existing Conditions

- BVCP Designations: Public (PUB)
- Zoning: Public
- Lot Size: Approx. 8 acres
- Existing Buildings:
  - Renovation of Medical Office Pavilion
  - Existing Brenton Building
  - Existing Parking Structure
  - Planned demolition of hospital

### Jobs and Housing Assumptions

- *Housing*: There are no existing housing units on the site.
- *Jobs*: Limited existing jobs in the Brenton Building and retail space of the parking garage. The site will be the future location for relocated city service center and potentially small-scale commercial spaces.
- *Projections*: The area plan estimates future dwelling units ranging 210 – 260.

## STAFF RECOMMENDATION

Staff is recommending land use changes for the city-owned site for the following reasons:

- Implementing the BVCP Land Uses is one of the first regulatory steps to achieving the vision outlined in the Alpine-Balsam Area Plan.

BVCP land use designations are less specific than those outlined in the area plan but they must be updated to proceed with the next steps to develop zoning and other regulatory tools to ensure the desired outcomes described in the plan. See the analysis below for a comparison of the Area Plan Land Use Prototypes and BVCP Land Use Categories.

The city's approach for Area Plan implementation has been to:

- Adopt the Area Plan
  - Change the BVCP land use designations
  - Create and implement zoning that is appropriate for achieving the goals and objectives described in the Area Plan
  - Develop other regulatory and implementation mechanisms to implement the plan (e.g. Access and Parking Districts, Urban Design Strategies, etc.)
- No other changes to land use are proposed in the Alpine-Balsam area (i.e. privately-owned properties).

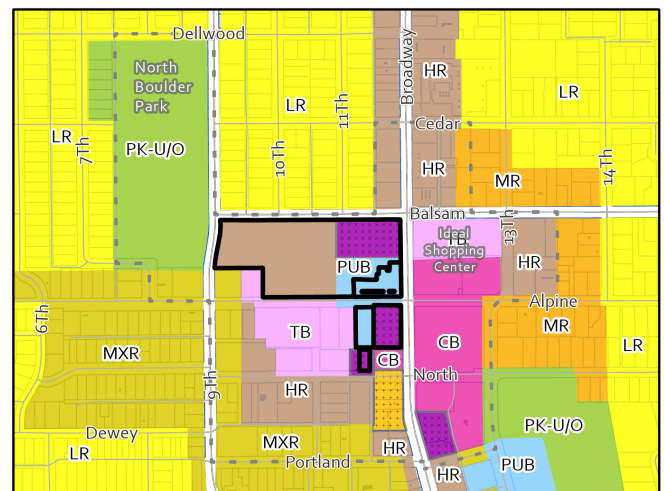
### Area Plan Land Use Concept Map



Alpine-Balsam City Owned Properties  
 Alpine-Balsam Area Plan Boundary

High Density Residential 1  
 High Density Residential 2  
 High Density Residential 3  
 Mixed Use Business  
 Public

### Recommended BVCP Land Uses



Alpine-Balsam Area Plan Boundary  
 Alpine-Balsam City Owned Properties

**Land Use**  
**Residential**  
 Low Density Residential  
 Medium Density Residential  
 Mixed Density Residential  
 High Density Residential  
**Business**  
 Community Business  
 Transitional Business  
**Mixed Use**  
 Mixed Use Business  
 Mixed Use Residential  
**Other**  
 Park, Urban and Other  
 Public

See below for a comparison of the Area Plan Land Use Prototypes shown in the Concept Map and the BVCP Land Use Categories.

## COMMUNITY INPUT

Community engagement processes for the Alpine-Balsam Vision Plan and Area Planning processes included hundreds of people over four years.

**Vision Plan:** An in-depth community engagement process informed the vision plan process resulting in the adopted plan in 2017. This included an open house, four “pop-up” events out, an online questionnaire, and a community design workshop attended by over 100 people. Altogether, **over 600 people** provided input, and thousands of written comments were submitted.

**Area Plan:** From May 2018 through August 2019, community engagement for the Alpine-Balsam Area Plan included several phases. Throughout the process, purposes of engagement included raising awareness about the project, getting feedback on goals, sharing draft site scenarios to get feedback on key policy choices, discerning community preferences for the Alpine-Balsam area regarding land use, character, access and mobility, and getting feedback on options and area plan components. [The full summary of engagement](#) to date is provided on the project website and included as a supplemental document to the Area Plan.

For the BVCP Mid-Term Update, property owners, residents, businesses within 600 ft. of the city-owned site were mailed notification and encouraged to provide feedback to staff or through BeHeardBoulder. Notification also included direct messaging through Next Door and other neighborhood contacts. BeHeardBoulder Feedback and e-mail received are attached below.

Concerns raised include:

- Ensuring the plan’s recommendations for decreasing density across the site with the highest buildings along Broadway.
- Choices for relocating city services in this location.
- Assurances that the city achieve affordable housing goals at this site.

## ANALYSIS

### Criteria for Land Use Map Changes

To be eligible for a Land Use Map change, the proposed change:

- a) On balance, is consistent with the policies and overall intent of the comprehensive plan;
- b) Would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the city;
- c) Would not materially affect the land use and growth projections that were the basis of the comprehensive plan;
- d) Does not materially affect the adequacy or availability of urban facilities and services to the immediate area or to the overall service area of the City of Boulder;
- e) Would not materially affect the adopted Capital Improvements Program of the City of Boulder; and
- f) Would not affect the Area II/Area III boundaries in the comprehensive plan.

## Evaluation:

### a). On balance, is consistent with the policies and overall intent of the comprehensive plan;

The recommended changes area consistent with BVCP Policies and the Alpine-Balsam Area Plan.

In 2019 the Planning Board and City Council adopted the [Alpine-Balsam Area Plan](#). The Area Plan outlines the desired future development of an area – its character and scale, mix of land uses, and the locations of streets, paths, parking, public spaces and urban services. The Vision Statement describes the vision for the former Boulder Community Health site:

*“Alpine-Balsam will be a vibrant multi-generations hub for community life and local government services – a welcoming and inclusive new model for equitable affordable, and sustainable living.”*

The Area Plan’s Chapter 2 describes the Key Components of City Site Redevelopment in detail, summarized:

**East Block:** *Recommended BVCP Land Uses: Public (PUB) and Mixed Use Business (MUB)*  
City service center in the renovated Medical Office Pavilion and flexible mixed-use for the northern part of the East Block to be determined at a future time. Uses could include additional consolidated city services and community uses (e.g. relocated Older Adult Services/ Multi-cultural Center) or could become housing or some combination of ground-floor commercial with housing above.

**Center Block:** *Recommended BVCP Land Use: High Density Residential (HR)*  
The center block is designated high density residential to support affordable housing projects that might include a variety of rental housing, Permanently Supportive Housing and middle income for-sale housing that could meet the city goals for a wide diversity of affordable housing types and price ranges.

The Area Plan included flexibility to allow for a process to determine the feasibility of relocating Boulder County’s Service Hub to Alpine-Balsam in the Center Block. The viability for Boulder County to relocate services from their campus at Iris and Broadway to Alpine-Balsam was evaluated by a joint City-County Working Group that met several times in late 2019 and found unsurmountable challenges to bring county services to Alpine-Balsam – specifically the inability to meet both city and county parking needs in the existing structure. The plan indicates if relocation is determined to be infeasible, HDR3, High Density Residential 3 land use would be applied in that location.

**West Block:** *Recommended BVCP Land Use: High Density Residential (HR)*  
Housing is envisioned in the West Block in the form of two to three-story town homes or apartments. Directly adjacent to North Boulder Park and furthers from Broadway, this area is envisioned as the least dense of the high-density residential prototypes.

**South Parcels:** *Recommended BVCP Land Use: Mixed Use Business (MUB)*

Two small vacant parcels on the north side of North Street are owned by the city. These will be evaluated for potential future city needs or future sale.

The area planning process and final plan were developed with attention to the surrounding neighborhood context as reflected in:

- decreasing building heights and density from Broadway to North Boulder Park,
- significant flood mitigation buffer along Balsam,
- connections improved connections to, through, and from the site.
- Urban design strategies for a significant amount of new public and private green space.

b) [Would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the city;](#)

No cross-jurisdictional impacts are anticipated from this change.

c) [Would not materially affect the land use and growth projections that were the basis of the comprehensive plan;](#)

BVCP Projections from the 2015 major update did not account for changes in land use at this site from a major health care facility to a mix of civic, residential and small-scale business uses. The area plan projects up to approximately 260 new housing units. Generally these changes will result in a slight improvement of the overall jobs:housing balance.

d) [Does not materially affect the adequacy or availability of urban facilities and services to the immediate area or to the overall service area of the City of Boulder;](#)

For several decades the site has been fully developed as a regional hospital and health care facility. The impact of redevelopment on urban facilities and services was evaluated in the planning process and minimal impacts are anticipated.

e) [Would not materially affect the adopted Capital Improvements Program of the City of Boulder](#)

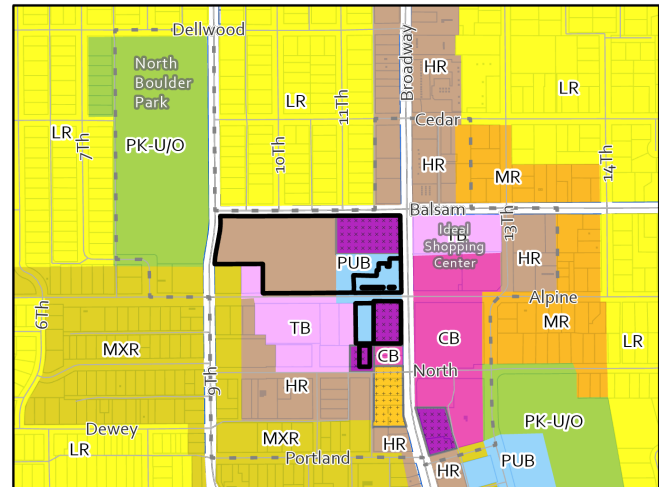
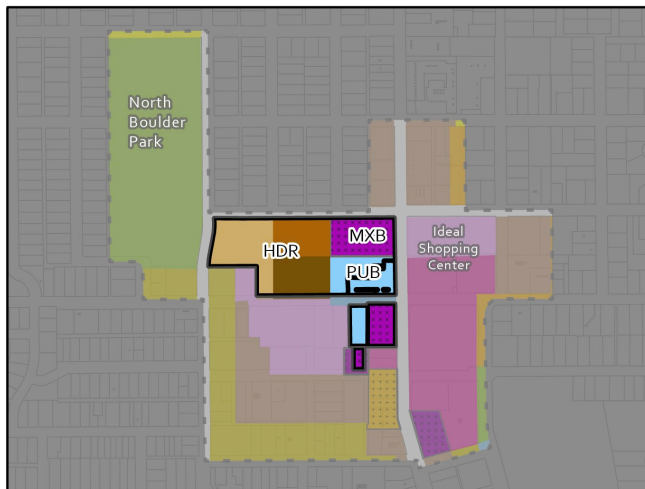
- The existing roadway network in the area is well-developed and estimated to be able to adequately serve projected residents, employees and visitors to the site. System improvements for all modes of access and mobility are recommended and will be programmed in the CIP as the site develops.
- Several areas within the areas are impacted by the 100-year, Conveyance, and High Hazard flood zones. Flood mitigation improvements are programmed in site design to provide flood conveyance for the 100-year flows so that development occurs outside the 100-year floodplain.

f) [Would not affect the Area II/Area III boundaries in the comprehensive plan.](#)

This change will not affect the Area II/Area III boundaries in the comprehensive plan.



### Comparison of Area Plan Prototypes and BVCP Land Use Designations



Alpine-Balsam Land Use Prototypes		BVCP Land Use Designations and Descriptions	
<b>High Density Residential 1 (HDR1):</b>	Least dense of the high-density residential prototypes. Characterized by 2-3 story, alley-loaded townhome units and/or low-rise, smaller footprint apartment buildings.	<b>High Density Residential (HR)</b>	The areas are generally located close to the University of Colorado, in areas planned for transit-oriented redevelopment and near major corridors and services. Consists of attached residential units and apartments. More than 14 dwelling units per acre
<b>High Density Residential 2 (HDR2):</b>	Characterized by 3 story, low-rise apartment buildings. Building heights would be within 35' with any exception over the 35' to allow for appropriately proportioned pitched roof forms.		
<b>High Density Residential 3 (HR3):</b>	Characterized by 4 story, mid-rise apartment buildings. Building heights would be between 35' and 55' to allow for a fourth floor and any appropriately proportioned pitched roof forms. <i>This will be applied to the Center Block southern section that is no longer being considered for Boulder County services (see below)</i>		
<b>Mixed-Use 2: (MU-2):</b>	Characterized by mid-rise buildings up to 4 stories and including flexibility for either	<b>Mixed Use Business (MUB)</b>	MUB development may be appropriate and will be encouraged in some business areas. Specific

	mixed or single use of commercial and residential uses. Strictly mixed-use with active, ground floor uses, with residential or office uses above. Building heights would be generally between 35' and 55' with an exception over 35' to allow for a taller first floor for mixed-use buildings. The density would allow up to 2.5 floor-area-ratio.		zoning and other standards and regulations will be adopted which define the desired form intensity, mix, location and design characteristics of these uses. Consists of business or residential uses. Housing and public uses supporting housing will be encouraged and may be required.
<b>Public (PUB):</b>	Characterized by mid-rise buildings up to 5 stories, with flexibility for renovation of the medical office pavilion for a city service center. Buildings will be designed to complement and integrate with the public realm. Building heights up to 5 stories and 55'.	<b>Public (PUB)</b>	PUB land use designations encompass a wide range of public and private non-profit uses that provide a community service. They are dispersed throughout the city.

### Alpine-Balsam Implementation Next Steps

Information about hospital deconstruction and other implementation work can be found on the Alpine-Balsam Implementation Project website: <https://bouldercolorado.gov/planning/alpinebalsam> and community members can sign-up to receive the Alpine-Balsam newsletter.

### *Zoning Analysis and Community Engagement to Follow BVCP Land Use Changes*

Analysis is underway to determine if the objectives in the plan can be achieved with existing zoning districts and to assess the benefit of developing Form Based Code (FBC) for the city-owned properties at Alpine-Balsam. FBC is a type of legal design regulation that describes the desirable physical characteristics of buildings and is established to create a sense of place in the area being developed or redeveloped. Boulder has employed Form Based Code Form in Boulder Junction area to further implement the goals of the Transit Village Area Plan.

This approach is potentially attractive for Alpine-Balsam to craft specific urban design and character regulatory tools prior to review of development applications. The process to develop Form Based Code would include community engagement to identify preferences for a range of urban design topics such as building mass, scale, bulk, orientation, configuration, and architecture character. It is anticipated that the community process to guide zoning options and decisions will commence later this year or in early 2021:

- Kickoff and Baseline Information Sharing – late 2020 or Q1 2021
- Community Engagement – Q1 – Q2 2021
- Adoption – Q3 2021

**Alpine-Balsam****BeHeardBoulder Q&A Feedback and Compiled E-mails (through 11/24/20)**

10/11/2020 07:18 AM

The higher density, the better!

10/11/2020 10:51 AM

yes I support this. it should be high density mixed use. parking maximums! get rid of the flat open parking lots, they're a hideous eye sore. if there must be parking, one small structure in the back should be adequate rather than rolling tarmac as far as the eye can see. you say you aren't changing the land use of any of the private property around this lot, well you should! it should all be medium density mixed use!! all. of. it. no more single family only zoning, especially not this close to downtown!! it's classist and racist.

10/26/2020 07:49 AM

Please require more affordable housing for families as a requirement for sacrificing views and space.

11/09/2020 10:21 PM

It makes no sense that the city purchased the most expensive land in the city and then forced the highest level of density to justify their overpayment. this purchase was made with the purpose of city offices (which also made no sense at the highest priced real estate in the city) and then the city shifted plans. Why isn't the Holiday development model being pursued here? So much more livable and in keeping with the neighborhood.

**Comments Via E-mail**

10/7/2020

Hi Jean,

Thanks for running the show with the Alpine Balsam development! I'm excited to see what goes there. My wife and I live on the east side of North Boulder Park at 2816 9th st. We moved here because we recently had our first child, and we had dreams in a few years of our kids walking across the street and playing in the park before dinner.

**I'd like to express my concern for HDR2/HDR3 in the Alpine-Balsam area for the part not directly off Broadway for the following reasons:**

The entire perimeter of the park is currently wonderfully safe, with very little traffic. I see bikers every morning. I see countless parents pulling over to pick up and drop off their kids on the side of 9th street. Frisbees and soccer balls roll into the street non-stop, and no one is nervous and getting killed picking one up. I feel safe walking across the street into the park every evening with my newborn in my arms.

If the city tries to shoe-horn in HDR2/HDR3 density into the Alpine-Balsam development, the quiet safety of 9th street will be over. In the last month, I've personally seen the trucks coming from the Mapleton site hit the telephone pole once and the street sign twice. I'm not sure what happened last week, but they seemed to hit something that required a day's worth of construction to fix. The point is that the roads aren't designed for fluid traffic. A real estate developer will pretend the roads don't need expanding, but whether it is done immediately or a couple years later when the congestion has caused frustration, the city will expand the roads, and we'll have turned North Boulder Park into Denver.


Additionally, the real winners in big high density residential development are wealthy real estate developers. I've worked with Blackstone and Broomfield and many real estate firms in my previous financial life in NYC, and they're always the ones who get the better end of the deal, and the public loses. Additionally, the state and federal tax treatment they get is basically to pay not taxes, so the public loses again. It would irk me to see North Boulder Park ruined so another real estate developer can make an extra \$100 million.



**I'm not one to protest but offer no solution, so I'd suggest the following.**

- 1.) Patience with the decision. Covid is a big deal, but a temporary one. Retail and storefront will come back, but making economic decisions for 2023 based on 2020 will be costly for the city.
- 2.) Fade HDR3/HDR2 from Broadway to HDR1 on North Boulder Park. Place 2-3 retail stores/cafes off North Boulder Park to add additional revenue for the city.
- 3.) Boulder is a wonderful place, and it's important that all types of people can enjoy it. Enforce that developers must offer a significant chunk of equal-opportunity housing. This will enable you to zone HDR2/HDR3 near Broadway as an opportunity zone, which will result in developers bidding up more the property driving additional city revenue, and allowing you to keep HDR1 near the park. Additionally, the tax treatment requires all profits are reinvested in the area, so it will keep the buildings and properties nice for all residents. And it will help reduce Boulder yuppiness.

Oliver

C. 1345 S. Broadway	Public Request
	<p><b>Request Summary for 1345 S. Broadway</b></p> <ul style="list-style-type: none"> <li>• <u>Requester</u>: Property Owner – Mt. Hope Church</li> <li>• <u>Type of Request</u>: Land use map change</li> <li>• <u>Brief Description of Request</u>: Low Density Residential (LR) to another land use that might support business, residential, or mixed use.</li> <li>• <u>Approval Required</u>: Two body</li> </ul> <p><b>Existing Conditions</b></p> <ul style="list-style-type: none"> <li>• BVCP Designation: Low Density Residential (LR)</li> <li>• Zoning: Low Density Residential RL-1</li> <li>• Lot Size: Approx. 4 acres</li> <li>• Existing Buildings:</li> </ul>
<p><b>1311 – 1345 S. Broadway</b></p> <p>The site is the location of Mt. Hope Lutheran Church. Approximately 2 acres of the property are undeveloped. The property is bounded by Broadway, Greenbriar Blvd., and Chambers Dr. There is low and medium density housing nearby as well as the Fairview High and Southern Hills Middle schools.</p>	<p><b>Jobs and Housing Assumptions</b></p> <ul style="list-style-type: none"> <li>• <i>Housing</i>: There are no existing housing units on the site.</li> <li>• <i>Jobs</i>: Not available</li> <li>• <i>Projections</i>: The 2015 BVCP Update projections did not identify growth for this site.</li> </ul>

### STAFF RECOMMENDATION

Analysis explored potential land use changes from **Low Density Residential** to another land use that might support business, residential, or mixed use.

Staff is not recommending a specific change to the land use at this time, however recognize that a change could be supported in the future with a more specific development plan. There is cautious support in the neighborhood and policy support in the comprehensive plan for neighborhood-scale retail, housing, or mixed use in this area. Due to the limitations with virtual meetings and online participation there was not the ability to have more robust engagement with neighbors, students and staff of the nearby schools as desired for a change of this type. Given the frequency of comments about

potential traffic and safety impacts, staff recommends further analysis around a more specific change to address potential traffic and access concerns.

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:

- (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.

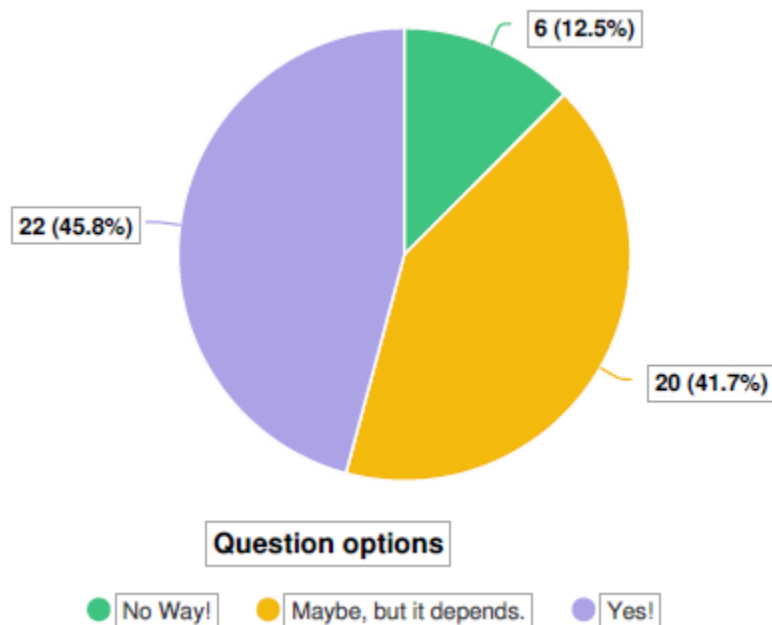
## COMMUNITY INPUT

Written notice of the proposed change and update process was sent to property owners, residents and businesses within 600 feet subject properties. Notice of the process was also shared via the Planning E-Newsletter, Next Door, and direct contact with neighborhood contacts.

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.

### Summary of Feedback and Key Themes

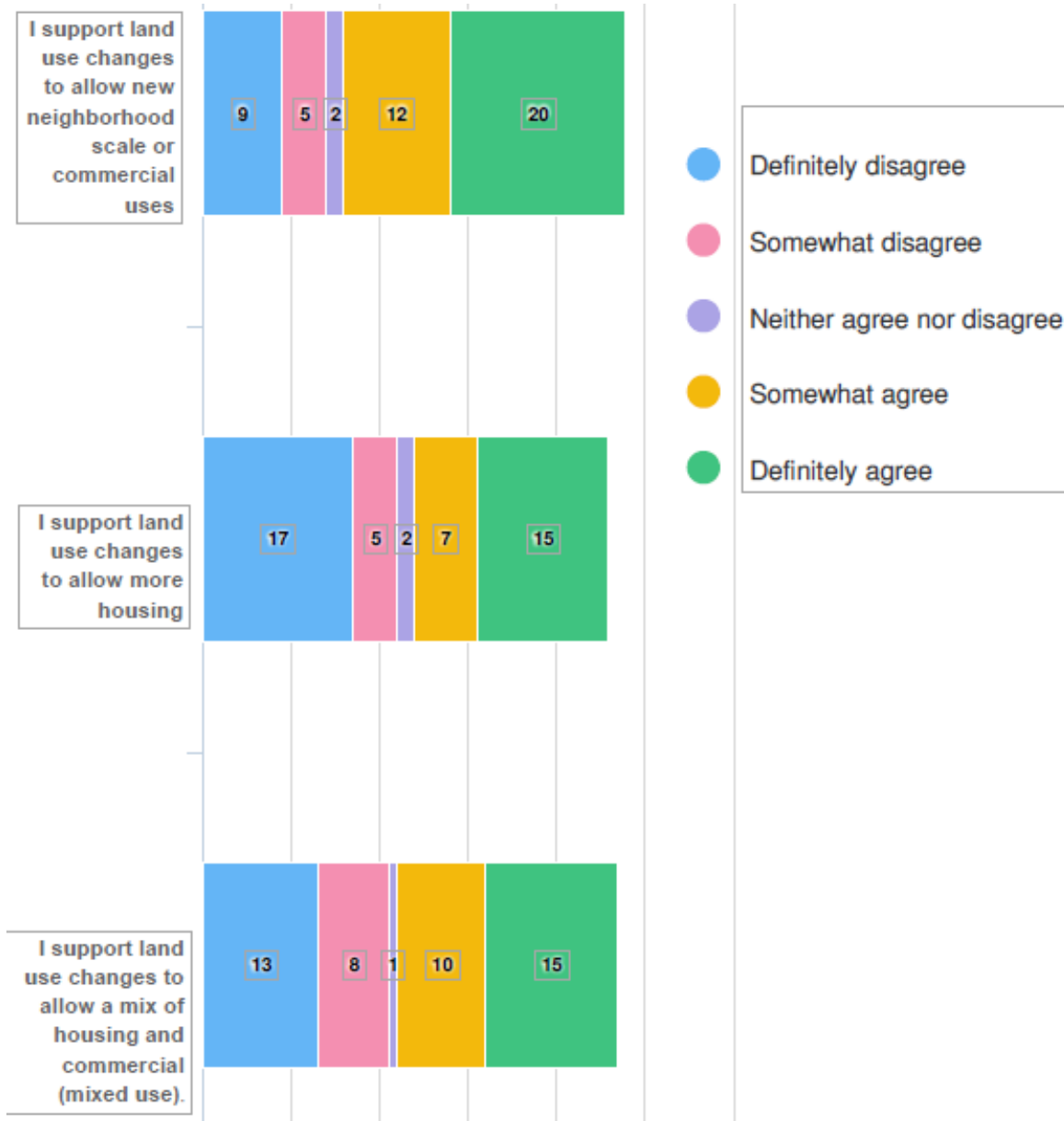
Forty eight participants provided feedback through the BeHeardBoulder questionnaire. The majority of respondents were people who live nearby (65%) and are highly supportive of a land use change in this location.



The questionnaire asked about people's level of support for three general land uses: neighborhood-scale retail or commercial uses, housing, or a mix of commercial and housing as mixed use. Their responses are shown in the charts below.

People are much more supportive of neighborhood-scale retail than housing or mixed use. Support for

housing and mixed use was quite evenly split between people who would support that new use there and people who would not support it. However as expressed in the comments, many may be more supportive of changes if a higher level of detail could be provided about the development concept. Many people described support for uses such as cafes and restaurants, small-scale retail, mixed use and affordable housing. The full report from the BeHeardBoulder questionnaire and compiled e-mail comments attached below provides more detail about the types of uses people would like to see.



### Concerns

People's concerns mainly focused on traffic, safety and parking. Some expressed concern about a change in this location negatively affecting the character of the neighborhood. Key issues include:

- A high level of concern about safety and accessibility at the intersection of Toedtli and Greenbriar as well as Greenbriar and Broadway, especially during peak school and community hours. This includes high speed, inconsistent signals, long waits for pedestrian signals, and
- Suggestions to explore changes to the intersection to make it more functional, safer, less noisy, more attractive and appropriate as a welcome point to the city.
- Request for consideration and improvements for access and parking for Fairview and Southern Hills populations in conjunction with land use changes and/or access improvements on this site.

This information has been shared with Transportation and Mobility staff for consideration in capital planning for these areas regardless of a land use change.

### **Feedback from Nearby School Populations**

Staff worked with Growing Up Boulder to reach out to faculty, staff and students at Fairview and Southern Hills Schools. Due to remote learning environment the ability to interact with classes was limited and the level of response was only about 10 individuals. Feedback was generally supportive of retail or café/restaurant uses that would serve students. People commented that this area is heavily youth-centric and keeping it safe needs to be a high priority.

## **ANALYSIS**

The Mt. Hope Lutheran Church at 1345 S Broadway has requested consideration of a land use change from Low Density Residential (LR) to another land use designation that allows the vacant portions of the site (approx. 2 acres) to provide more benefit to the community.

Staff is not recommending a specific change to the land use at this time, however recognize that a change could be supported in the future with a more specific development plan.

Community input indicates a lot of support within the neighborhood for neighborhood-serving commercial uses. There is also support for housing, especially if it would include a high level of affordability. Based on the feedback received:

- The addition of neighborhood-scale and serving retail uses at the site are potentially supportable. Some commercial uses in conjunction with housing could be supportable.
- The addition of housing at a medium or high density could potentially be supportable at the site if issues around access and views could be addressed.

### *Code Amendments to Encourage 15-Minute Neighborhoods*

A project is underway to consider amending the city Land Use Code to further diversify uses within neighborhood centers and potentially identify areas that that would encourage 15-minute neighborhoods by allowing retail and service uses to encourage greater levels of walkability. Staff are working to assess options and additional community engagement is expected in 2021. More information on the project can be found here: [Code Amendment: Use Tables & Standards Phase 2 \(boulder.colorado.gov\)](https://boulder.colorado.gov/code-amendment-use-tables-standards-phase-2)

### *Transportation and Mobility*

There is a lot of concern about potential traffic impacts to an already busy intersection and area. If potential land use changes move forward for this site, staff recommends further traffic studies and attention to access and safety.

# Feedback on proposed land use change at 1345 S. Broadway

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## **SURVEY RESPONSE REPORT**

01 October 2020 - 17 November 2020

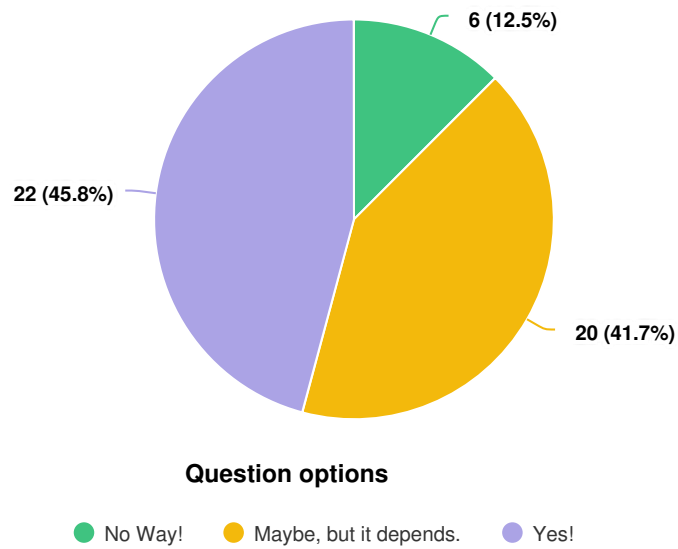
### **PROJECT NAME:**

2020 BVCP Mid-Term Update: 1345 S. Broadway (Mt. Hope Church)





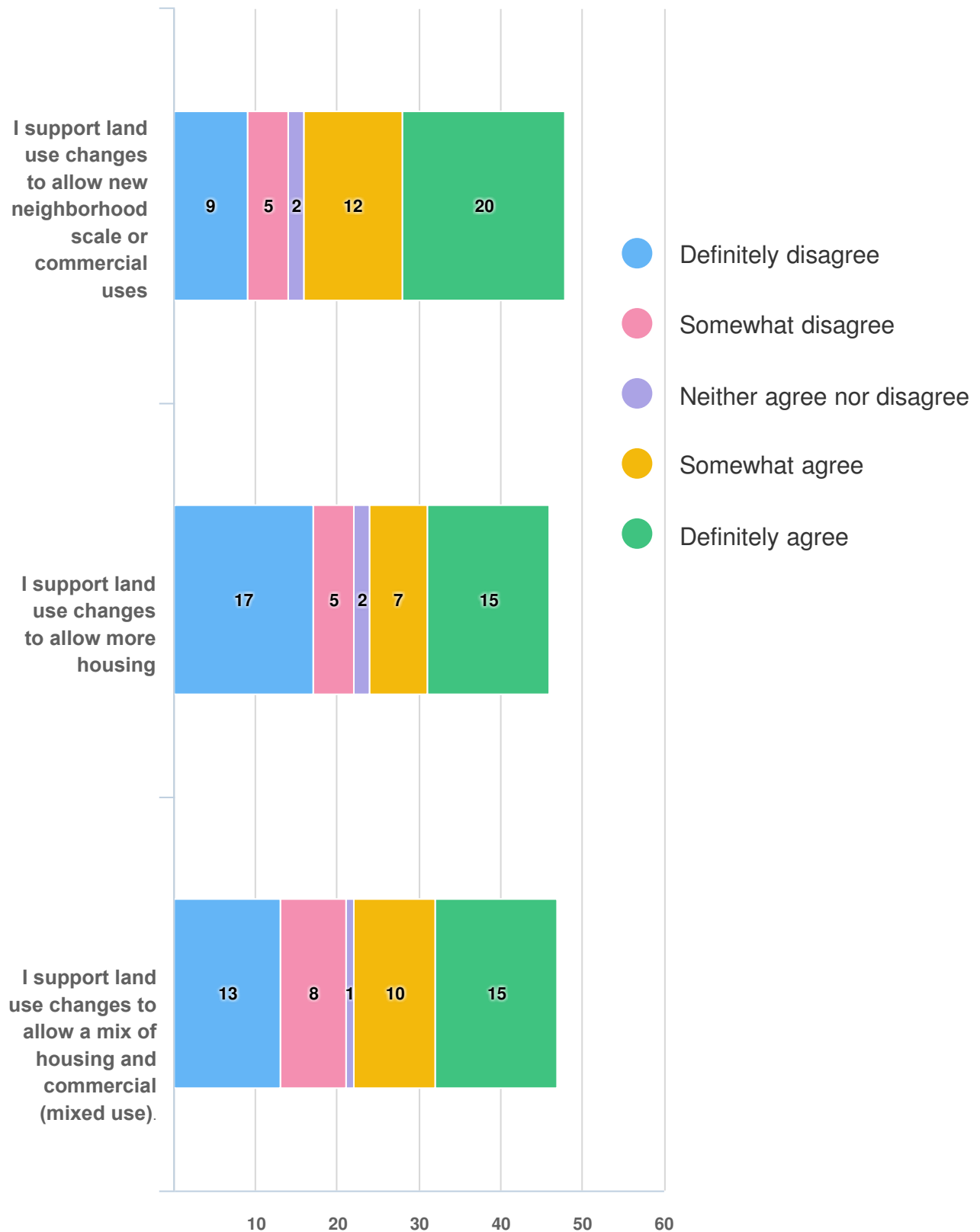
# SURVEY QUESTIONS

**Q1** Could you support a land use change in this location?

Optional question (48 response(s), 0 skipped)

Question type: Emoji Question



**Q2 Let us know your thoughts on new future uses at this site****Question options**

Optional question (48 response(s), 0 skipped)

Question type: Likert Question

**Q2** | Let us know your thoughts on new future uses at this site

**I support land use changes to allow new neighborhood-scale retail or commercial uses.**

Definitely disagree : 9



Somewhat disagree : 5



Neither agree nor disagree : 2



Somewhat agree : 12

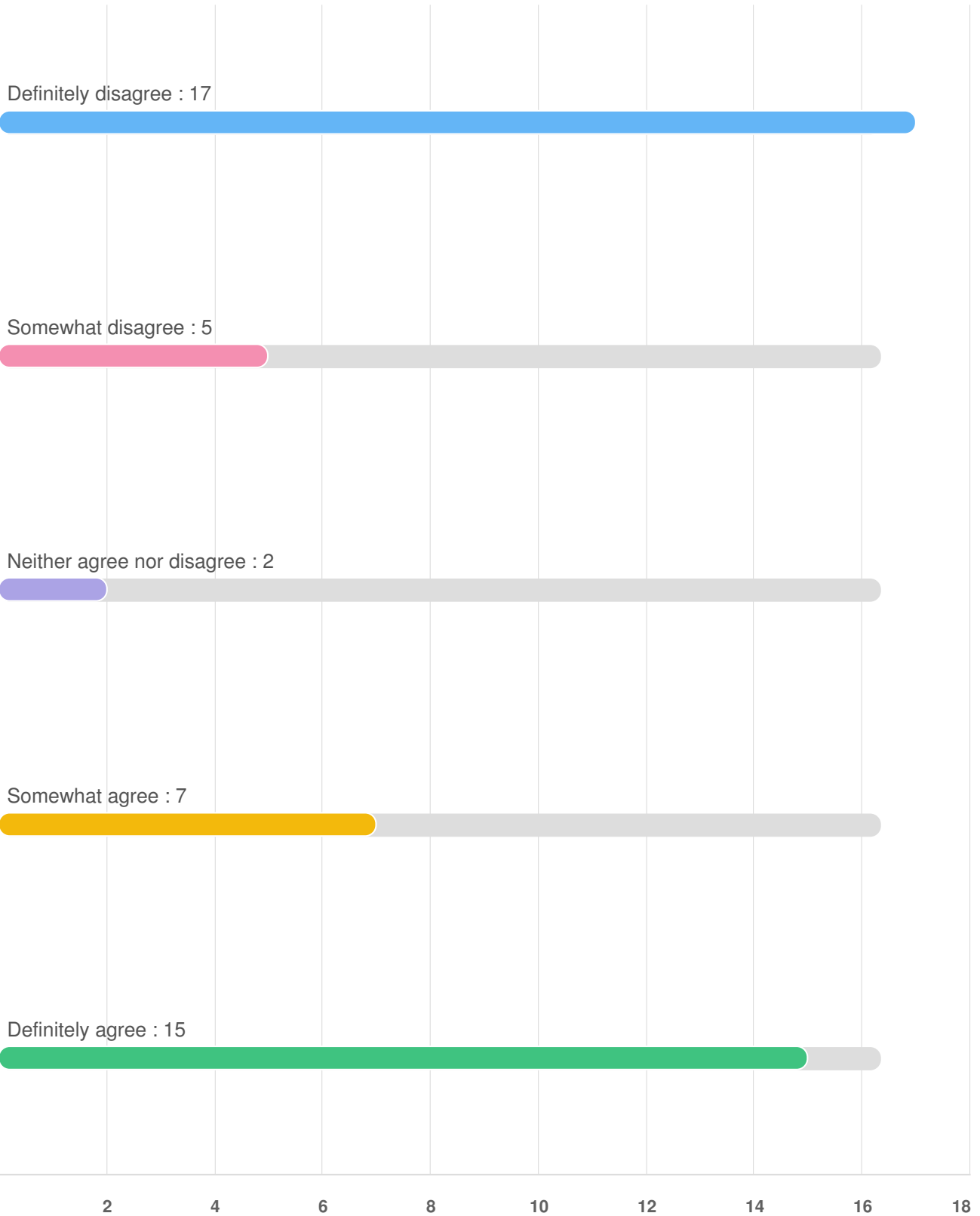


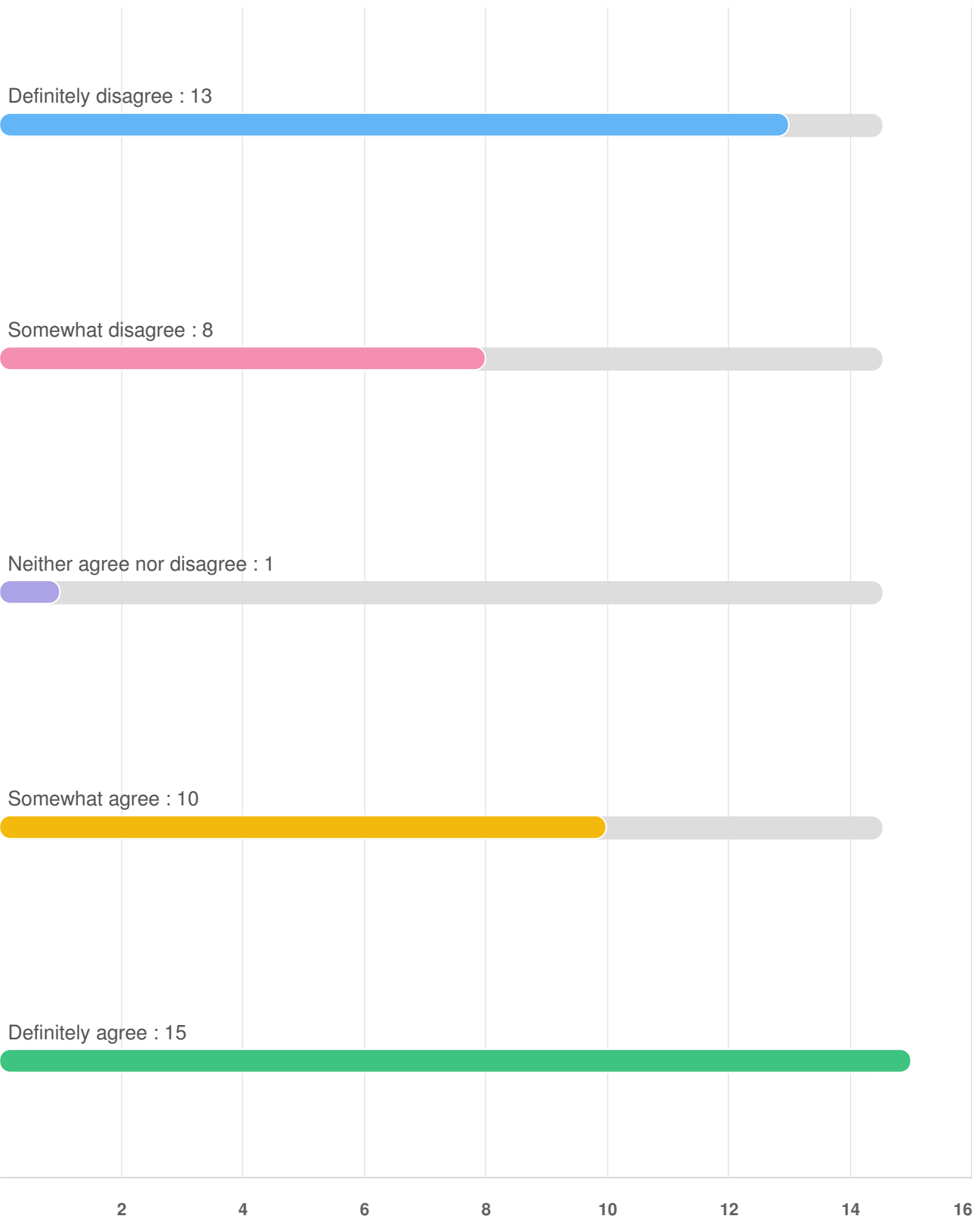
Definitely agree : 20



2 4 6 8 10 12 14 16 18 20 22

## Feedback on proposed land use change at 1345 S. Broadway :

**I support land use changes to allow more housing.**

**I support land use changes to allow a mix of commercial and housing (mixed use).****Q3 | What are your ideas about a land use change in this location?**

**Feedback on proposed land use change at 1345 S. Broadway : Survey Report for 12 March 2018 to 17 November 2020**

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Anonymous

10/08/2020 04:05 PM

I live in the Mountain Shadows complex. I like the idea of a coffee shop and a place or two to eat.

Anonymous

10/11/2020 08:30 AM

Would especially love to see food/beverage retail (e.g., coffee shop, deli, pizza place, brewery, ice cream shop), perhaps a small convenience store/grocery/market, to have these things walkable from home.

LetsFicks

10/11/2020 10:58 AM

this whole area should be medium density mixed use! form based zoning rather than use based zoning please! we desperately need more housing in this city, but we need to keep an eye towards complete neighborhoods, so there should be corner stores, small scale grocery stores, etc. also it should be allowed to be 3 or 4 stories by right. the whole neighborhood. the whole city should be medium density mixed use, except downtown which should be highdensity mixed use, and industrial areas, which should be industrial. all this single family zoning is ruining our city and making us look like 60 year old rich white nimbys who are terrified of minorities moving in. it's not 1950 anymore!!!

Anonymous

10/16/2020 10:52 AM

I would love a small amount of housing on top of some great retail. Maybe a cafe or two that's affordable for kids and teachers and families? Or a skateboarding shop?

Anonymous

10/17/2020 09:42 PM

I am opposed to any land use change in this location.

BoulderJ

10/21/2020 11:15 PM

I and most LR-1 neighbors adjacent to the church lot can be supportive of some well-planned MIXED-USE development (vs. housing-only, which would be much more contentious). It can certainly include some affordable housing options for a limited number of new residents, though also should include some local, 15-minute walkable shops/services/amenities for existing residents, including the large student/teacher populations that the schools draw on a daily basis. One seemingly ideal aspect would be a "Rayback Lite" portion of the development that would feature a multi-functional gathering/coffee/bar space with regular food truck service. This would allow the greatest variety and highest benefit of services to the community in a confined amount of space. Along with ANY development, a significant revision of the intersections and traffic control for cars/bikes/peds needs to occur. I feel that all of the above can be combined synergistically with thoughtful and integrated planning.

Anonymous

10/25/2020 06:55 PM

I would be supportive of truly affordable housing, possibly a mixed use development with retail/amenities.

Anonymous

10/26/2020 04:20 PM

Underpasses or bridges from the vacant lot across Broadway. Turn it into a park. Or a neighborhood garden. Bike park. WALKABLE services only. NO CARS.

SoBoNeighbor

This space should be used to solve a social issue, not to just financially

**Feedback on proposed land use change at 1345 S. Broadway : Survey Report for 12 March 2018 to 17 November 2020**

10/26/2020 05:15 PM

benefit the church or developer. Such issues it could benefit are diversity and low income support within Boulder, or elder care. However, given the financial strain on churches during the pandemic, I am concerned that financial goals will trump the social benefits. Possible uses could be a small number of town homes designated for low income BIPOC families (not college students) that would allow them to take advantage of the school system, a low-income daycare to benefit workers who travel in to Boulder from more affordable neighborhoods, or a senior center/housing which would allow elder generations to live near their extended families. I do not see any benefit to using it for retail as there is space available at the Table Mesa Shopping Center. I also think college housing would be detrimental to the neighborhood and dangerous for the large number of young children that frequent the area.

Anonymous

10/26/2020 07:25 PM

The Broadway/Greenbriar intersection and nearby streets are already overwhelmed with residential and Fairview/Southern Hills traffic.

Anonymous

10/26/2020 07:48 PM

I think this would make a nice community center with housing. The density and scale of the housing should not be greater than the Mountain Shadows and other townhomes on the south side of the property, and could provide for a good mix of middle-income/workforce affordable housing. (60-100% AMI)

Anonymous

10/26/2020 08:15 PM

I'd like to see the land used for expanded community gardens. Local residents could rent one or more garden plots for a modest fee to be used to pay for water needed to nurture plants. By growing their own vegetables, herbs and/or flowers, gardeners would be improving the environment around our neighborhood, while at the same time improving their health, building community by developing relationships with other gardeners and perhaps collaborating on what to grow and how to grow the plants. The land would need cultivation and the soil would need amendment in order to be ready for gardening. In this area, such soil preparation takes years of work (as I know from my own gardening experience in the Table Mesa neighborhood).

Anonymous

10/26/2020 09:33 PM

I recommend this land be used for school parking. Alternatively, a community garden. A community garden would be beneficial to the health and well-being of our community. It could be integrated into the school education and provide both the community and students with access to healthier food choices if a food stand was integrated as part of the design. I definitely oppose the use of this land for commercial / retail use.

Doug Bachman

10/27/2020 10:15 AM

I'd like to see a plan for the entire property instead on pieces. The Church doesn't appear to be doing very well. Residents are worried the developer/agent isn't being transparent.

Anonymous

10/28/2020 01:39 PM

I live on Chambers Dr. facing the south side of Mt. Hope Lutheran church. The very south end of Boulder desperately needs a bit of commerce! A restaurant or two and a small grocery would serve the entire neighborhood as well as the students at both Southern Hills Middle School and Fairview High School who must now drive during their free periods. It would decrease car

**Feedback on proposed land use change at 1345 S. Broadway : Survey Report for 12 March 2018 to 17 November 2020**


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	traffic and provide WALKABLE SERVICES to residents which is something we desperately need and want! Boulder is such a wonderful place to live in so many ways but it is NOT a walkable city and that's a detriment.
Anonymous 10/29/2020 08:22 AM	A local coffee shop and convenience store with a community meeting room would be helpful. Also, affordable housing would be a good use of the weed-strewn vacant lots.
Anonymous 10/31/2020 12:43 PM	Please use it to provide an underpass for bikes, hikers, school and church attendees. Please don't change the zoning until after there are plans that better solidify its use. It seems like a poor use of time and money to make a zoning change without knowing what you want to do with the land. How about you provide a plan for what you'd do with the land using its current zoning designation, along with an alternative for how you might alter that plan if the zone were to change?
Anonymous 11/01/2020 01:38 PM	I think it would be great to have a cafe or restaurant there, specifically for students of Southern Hills Middle School and Fairview High School. But I also think that more housing would benefit our community.
Anonymous 11/01/2020 01:39 PM	Restaurant
Anonymous 11/01/2020 02:20 PM	The corner could have a convenience store or an apartment complex
Anonymous 11/01/2020 02:25 PM	Don't change it
Anonymous 11/01/2020 02:26 PM	Needs a cafe, that would be a great spot for high schoolers!
Anonymous 11/01/2020 02:28 PM	I think the most beneficial and most urgent need would be for affordable housing. Something like a cafe would probably be frequented by middle schoolers (such as my child), but that would be ok. I think having a "hangout" space for them to buy drinks and pastries and such would be fine.
Anonymous 11/01/2020 05:32 PM	I would like to see a place for the teens in middle school and high school to hang out and spend time together, a place where they can meet and spend time together.
MountainMel 11/01/2020 05:50 PM	There is an INSANE amount of affordable housing programs and condos and mixed use homes being built all over central, north and east Boulder. At some point the scales will be tipped and there won't be any place for those residents to move up to because nobody is building normal homes anymore in Boulder. So either consider normal single family homes or bring in some fun retail because everything is incredibly congested around the King Soopers. There isn't even any retail along Table Mesa anymore. As one of the LARGEST areas for middle school and high schools students, consider something that would engage them. Even a skate park or community center

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**Feedback on proposed land use change at 1345 S. Broadway : Survey Report for 12 March 2018 to 17 November 2020**

for our youth. DON'T CAVE TO DEVELOPMENT FOR CONDOS. DON'T DO IT! We are over fun with condos, the views which we all LOVE would be ruined and you'd be just another spot in Boulder like Boulder Junction, East Arapahoe, etc. BE CREATIVE - PLEASE PLEASE PLEASE! It's one of the first things people coming/going from the South would see and or use so please give long term consideration to that aspect of the community.

Anonymous

11/02/2020 07:38 AM

Medium Density housing. Plenty of retail at Broadway and Table Mesa, close enough to support more housing.

Anonymous

11/02/2020 08:13 AM

It would be great for the students attending Southern Hills and Fairview high school to have a walkable place to get lunch, or snacks before/after school in the way that Boulder HS and Casey Middle school so, thus I support the idea of either commercial (restaurant/cafe) or mixed use that includes some food options.

Anonymous

11/02/2020 09:34 AM

I OK with doing something to the location. I think the right plan would be good for the neighborhood.

Anonymous

11/02/2020 10:44 AM

I think there should be a cafe

Anonymous

11/02/2020 12:16 PM

Perhaps something that benefits students at Southern Hills and Fairview.

Anonymous

11/02/2020 12:21 PM

It's be nice for Fairview high school students, as well as nearby neighborhoods and eventually CU Boulder South campus, to be able to walk to a local pizza or coffee shop without walking 20-25 minutes to Table Mesa. Also an art/pottery/music teaching studio would be nice there. Might need to make Chamber Dr. a one-way direct (only exit onto Broadway) to reduce traffic problems and force people to use the Greenbriar Blvd traffic light.

Anonymous

11/02/2020 02:45 PM

Prefer small retail or commercial office space. Concern with more housing.

Anonymous

11/02/2020 02:49 PM

No multi family units. Local business only.

Anonymous

11/02/2020 05:55 PM

I believe that having a multi-family build in the community along with affordable housing will be a great advantage for us here to be able to provide more diversity which we need during these un-optimistic times. We have these big schools that have the ability to project a larger number of student enrollment.

Anonymous

11/03/2020 08:31 AM

Too much development as is.

Anonymous

I think it would be a good idea, however not housing

**Feedback on proposed land use change at 1345 S. Broadway : Survey Report for 12 March 2018 to 17 November 2020**

11/09/2020 03:07 PM

Anonymous

11/09/2020 03:12 PM

Another bar or restaurant that ISN'T Under The Sun, a skate shop, bike shop, soccer store would be great.

Anonymous

11/09/2020 03:40 PM

Icecream shop, sandwhich shop, or other restaurants.

Anonymous

11/09/2020 06:10 PM

This would be a great commercial location. A restaurant or cafe would be ideal.

Anonymous

11/09/2020 08:07 PM

The city of Boulder has very little middle-income housing options through its permanently affordable housing program. Why not add more of that? Many teachers could benefit and actually live in Boulder.

Anonymous

11/10/2020 04:51 AM

This would be a great spot for mixed use development. SHMS, Fairview, and South Boulder residents would really benefit from having a restaurant here. Also, this could be a really prominent spot for Boulder. It would serve as a bookend to the city. Many people arrive in Boulder via 93 and the first thing they see is the red balls at the animal shelter. Could be interesting to think about how this site gesture "welcome to boulder".

Anonymous

11/10/2020 09:09 AM

I would most support mixed use development - retail on the bottom and medium density housing on the top.

Anonymous

11/10/2020 07:10 PM

I think a locally owned retail shop would be great. Or a soda fountain - gathering place for kids

**Optional question** (43 response(s), 5 skipped)

**Question type:** Essay Question

#### Q4 What are your concerns about a land use change in this location?

Anonymous

10/08/2020 04:05 PM

I'd like there to be consideration for parking needs. I am open to mixed-use but think adding only adding higher density housing will be too much for the area to sustain.

Anonymous

10/11/2020 08:30 AM

Would need to consider impact on Broadway/greenbriar intersection for pedestrians wanting to access new establishments. Intersection would likely benefit from new crosswalk on south side of light and changed timing pattern.

LetsFicks

10/11/2020 10:58 AM

that you will cave to pressure and just put single family on it. or an office park (office parks are terrible for the economy and the traffic), or more of those awful swastika townhomes. the swastika houses are such a waste of land!! if everywhere we had swastika houses we instead had sensible row houses

with small back gardens, we'd have so many more townhomes on the same amount of land, they wouldn't be so weird looking, and they'd be nicer places to live.

Anonymous

10/16/2020 10:52 AM

None--it seems like a perfect location for mixed use.

Anonymous

10/17/2020 09:42 PM

Any change that would allow either retail or commercial uses or more housing (or both) would drastically alter the character of the neighborhood. I moved and purchased a home here because it was quiet and residential. There is no need for walkable food or other services when the Table Mesa shopping center is just a mile away, is easily reachable on foot or by bus, and has lots of shopping options and where a Whole Foods Market is about to open. Also, we don't need to bring more traffic to an area that has seen significant traffic increases in recent years. Moreover, with three HOAs just south of the proposed site, the last thing this area needs is more residential density. Additionally, these HOAs would not benefit from drawing more school population traffic when too many students are already trespassing and causing problems in their common areas (including smoking pot and skateboarding).

BoulderJ

10/21/2020 11:15 PM

While the land to the S and E of the church has elevated density/usage (major street & MR-1 zoning), that to the N and W does NOT and is squarely low-density, low-traffic, quiet LR-1 properties. Allowing the higher density to creep N may create some community benefit, though the boundary between high/low MUST be upheld to include strict containment and management of the inevitable traffic/light/noise increases.

Anonymous

10/25/2020 06:55 PM

Having lived on Ludlow St just around the corner from the location for 22 years, I have serious concerns about how traffic would flow. In this neighborhood we call the intersection 'the guillotine'. It is nuts trying to get out of this neighborhood during school arrival and departure times. We have struggled with teen drivers and speeding parents year after year. It will be hard for many to support development of this location without an extremely robust traffic flow/mitigation plan. Some years ago Gillespie was a route to take to head North on Broadway. That was mitigated due to accidents. The Broadway?Greenbriar Guillotine intersection became worse after that.

Anonymous

10/26/2020 04:20 PM

Any development should NOT include ANY car access... it would be a hazard for both traffic on Broadway and Greenbriar. It is well known in this community there are significant traffic issues at this corner currently (Broadway, GreenBriar) - a pedestrian was killed at that intersection in 2011. I have been nearly run over multiple times by a car traveling northbound on Greenbriar trying to get onto Broadway. There is a HIGHWAY on one side and a MAJOR thoroughfare on the other (which attracts a TON of new driver/high school traffic - with a tendency of SPEEDING to make the light). If any development is made at this corner the traffic patterns MUST be addressed intelligently. Think pedestrian underpasses or bridges over Broadway and Greenbriar. Additionally, Toedtli is the only street that allows

neighbors an exit from their neighborhood. Any development at this corner impacts that community and emergency services from getting in and out of the neighborhood.

SoBoNeighbor

10/26/2020 05:15 PM

A detailed plan on what the land should be used for is imperative PRIOR to changing the land designation. I will not support any initiative that circumvents this. It is potentially a very dangerous location to increase traffic and population given the number of minors there with the two adjacent schools and the complex traffic flow at that intersection. Changing the designation without an agreed upon plan limits any recourse the city or neighborhood has in directing the land use to beneficial and safe purposes. The traffic flow along Toedtli is already extremely dangerous with near accidents at the intersection, constant speeding, and young, inexperienced drivers. There are many young children that walk, ride bikes, or skate alone along that road. I have not heard any plans from the church or city to address the danger so any land use that increases traffic will be a problem. This also must be addressed before land use change is initiated. I also worry that the church is being taken advantage of by developers as they have financial constraints. This problem is significant enough to warrant entire departments in state justice departments to review development of church properties. Has anyone reviewed this in regards to this request? Finally, I am concerned that without a legally binding agreement on direction of the project before land use designation change, all the suggestions of using the land for low income housing, limiting college usage, or engaging with the neighborhood will disappear. The church showed no plans to engage with the community prior to their request to change the land use designation a few months ago at the council meeting. Our community only found out about the request through personal contacts within the city offices. The realtor presenting the plan was unprepared and did not appear interested in community engagement until after the council demanded it. I am also curious as to who will be maintaining the property that is developed. Will the community be working with Mt Hope to ensure the property is maintained to a livable standard or will it be effectively sold to a developer? Overall I think this land could be put to good use but I have little faith that it will be given the current state of planning.

Anonymous

10/26/2020 06:48 PM

I am concerned about additional light, noise, and traffic, especially in the late afternoon and evening. I am very concerned because that is already an unsafe junction and I can't imagine adding to the traffic there.

Anonymous

10/26/2020 07:25 PM

More traffic, congestion, noise

Anonymous

10/26/2020 07:48 PM

Visual impact and access. The eastern elevation should be built to create a noise buffer and wrap, and community amenities - like community gardens - should be retained. If the market allows, a community cafe space would also be nice.

Anonymous

10/26/2020 08:15 PM

I don't believe our section of Boulder needs any further commercial or residential development. We have plenty of businesses in the Table Mesa

shopping center. Our neighborhood has more than enough residences, as evidenced by the amount of traffic flowing through our streets. The intersections near Mt. Hope Church are clogged with all kinds of traffic because of the crowdedness of the neighborhood and because of the two main schools nearby (Fairview and Southern Hills). There is also a lot of pedestrian traffic and bicycle traffic, largely emanating from the schools and the bus stop across from the property in question. Adding more car traffic to the mix would only increase the danger to all people in the area.

Anonymous

10/26/2020 09:28 PM

Further expansion of medium density housing without immediately adjacent services is unprecedented in south boulder. Neighboring Mountain shadows more closely resembles bear creek apartments. We don't need more senior housing or higher density without transit solutions. The skip only goes one way across the street and adding density of housing would increase ped/bike/vehicle conflict

Anonymous

10/26/2020 09:33 PM

Parking and traffic are my primary concerns. Parking on Longwood Avenue and a section of Gillaspie Drive have been limited to 2 hours pushing the traffic, safety and parking issues to Greenbriar, Toedtli, Knox, Grinnell, Hastings and Ludlow. By making this land into school parking, the neighborhood roads around the schools would be safer and less congested. We don't want to encourage more student driving to school so in addition to converting this land into a parking lot, the 2 hour parking limit should be implemented on all neighborhood roads around the school. Entrance and exit to the parking lot would be on Chambers in order to spread out the traffic flow from Greenbriar and Broadway, which is already high. The Table Mesa Shopping center has many sections of the property that are unused, which could be used for further commercial / retail development and affordable housing. We definitely DO NOT need more commercial / retail businesses in this area. Let's use existing commercial / retail property in the Table Mesa shopping center more effectively. The Baseline shopping center also has high vacancy that could be used more effectively.

Doug Bachman

10/27/2020 10:15 AM

Mostly traffic. The intersection of Broadway, Greebriar, and Toedtli gets really crazy during rush hour and school start/end. It's already dangerous and I worry how the new traffic will impact the intersection. That's my main concern about retail there. I can't see cars coming and going all of the time being a positive.

Anonymous

10/28/2020 01:39 PM

Very few if any. Please do not allow a building that could in any way compromise residents' views with a building of several stories.

Anonymous

10/29/2020 08:22 AM

I hope changes reflect the needs of the neighborhood and not the developer(s).

Anonymous

10/31/2020 12:43 PM

That intersection is a choke point for multiple schools and half of table Mesa. Any changes would require a review and redesign of the traffic patterns going into and out of that intersection. It is already a traffic jam due to the school, and is a risky intersection with pedestrians and bikers dealing with teenage

**Feedback on proposed land use change at 1345 S. Broadway : Survey Report for 12 March 2018 to 17 November 2020**


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	drivers and busy parents, as well as visitors to the rec room and park. By the way- why is the zone for the entire church block being changed when the claim is to develop only the vacant two acres?
Anonymous 11/01/2020 01:38 PM	I don't have any concerns about it!
Anonymous 11/01/2020 02:20 PM	Adding additional road outlets on Broadway could be dangerous. It's otherwise hard to get access to the northern part of the land.
Anonymous 11/01/2020 02:25 PM	I don't think we need to build on every vacant piece of land in Boulder. There is hardly any land left that doesn't have something crammed onto it. All buildings that have been built over the last 20 years look the same, are the same height and go right up to any set back that is involved. It would be nice if at least one gateway into Boulder is a little less commercial or filled with buildings. Plus, less than a mile down the road is the Table Mesa Shopping center with shops, restaurants etc.
Anonymous 11/01/2020 02:26 PM	The traffic patterns already around the school area-no more housing with parking issues!
Anonymous 11/01/2020 02:28 PM	If it's just so someone can make money, I'm against it. If it's truly to benefit the neighborhood or humanity in general (such as through affordable housing), I would support it.
Anonymous 11/01/2020 05:32 PM	i do want to have any housing, stores or apartment that could put the kids' in danger ot strangers.
Anonymous 11/02/2020 07:38 AM	Don't need more retail here.
Anonymous 11/02/2020 08:13 AM	Traffic in and out of this area from Broadway and the neighborhoods.
Anonymous 11/02/2020 09:34 AM	Additional traffic
Anonymous 11/02/2020 10:44 AM	I don't really have any
Anonymous 11/02/2020 12:21 PM	More traffic problems (congestion, accidents) during the weekdays. Might increase homeless people soliciting.
Anonymous 11/02/2020 02:45 PM	Housing
Anonymous	Decreasing my home value

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**Feedback on proposed land use change at 1345 S. Broadway : Survey Report for 12 March 2018 to 17 November 2020**

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11/02/2020 02:49 PM

Anonymous

11/02/2020 05:55 PM

It is such an enclosed area in the community that having a business on there is not the best because of traffic.

Anonymous

11/03/2020 08:31 AM

The roads can't handle the extra cars. The schools can't handle the extra kids.

Anonymous

11/09/2020 03:07 PM

No housing. We are very crowded already

Anonymous

11/09/2020 03:12 PM

N/A

Anonymous

11/09/2020 03:40 PM

We do not want any housing to be added.

Anonymous

11/09/2020 06:10 PM

None

Anonymous

11/10/2020 04:51 AM

Morning traffic and parking at Fairview & SHMS is already pretty challenging. Wouldn't want this development to compound that.

Anonymous

11/10/2020 09:09 AM

I would \*not\* support development where traffic is primarily routed to Greenbriar - during the morning rush hour, especially, where school and work times converge, traffic on Greenbriar (and in South Boulder overall) are already horrendous. So, along with this development, there needs to be better access to Broadway.

Anonymous

11/10/2020 07:10 PM

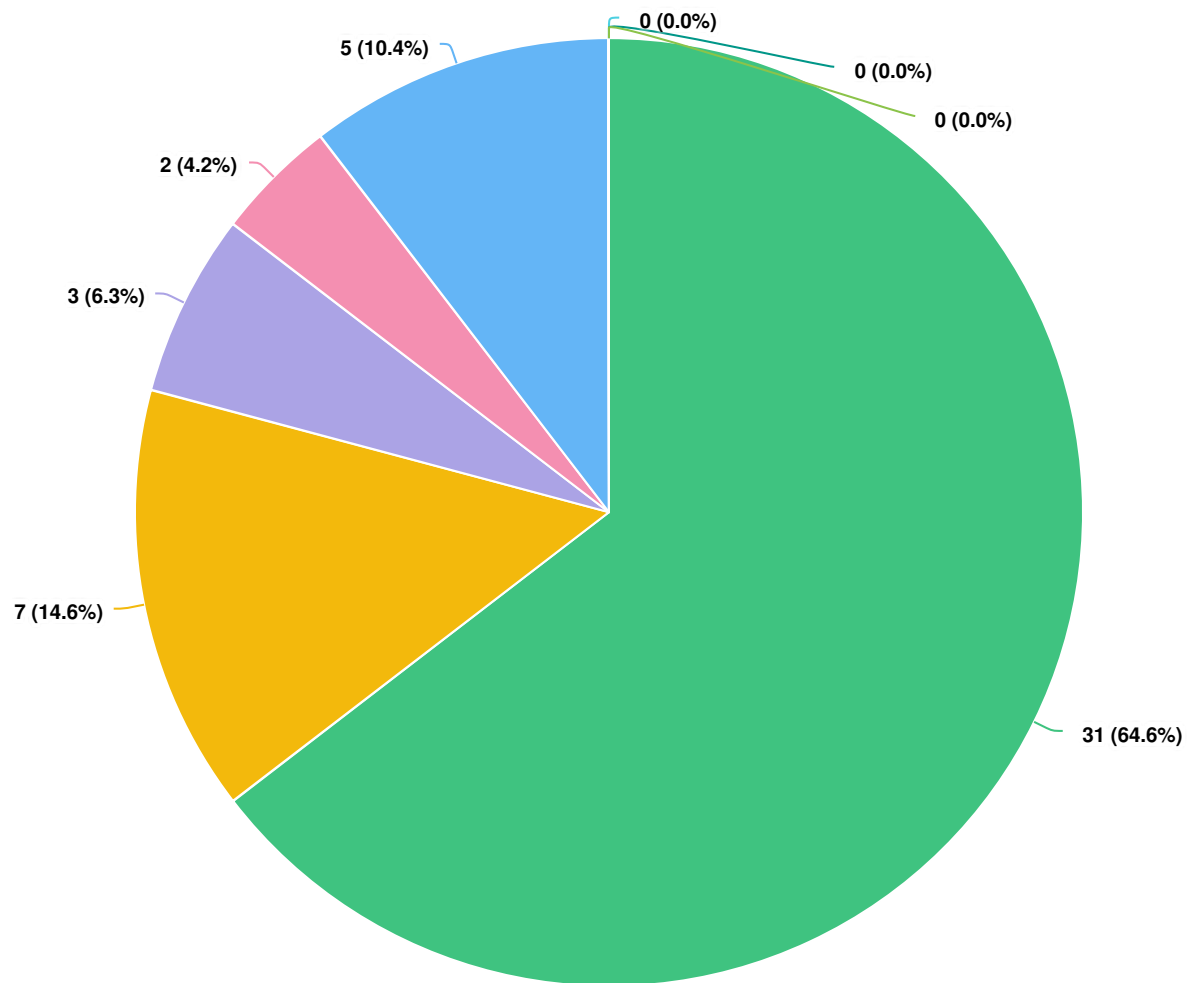
Safety of kids

**Optional question** (41 response(s), 7 skipped)

**Question type:** Essay Question



**Q5** To help us understand who is providing feedback please choose the option below that best describes your relationship with the area.

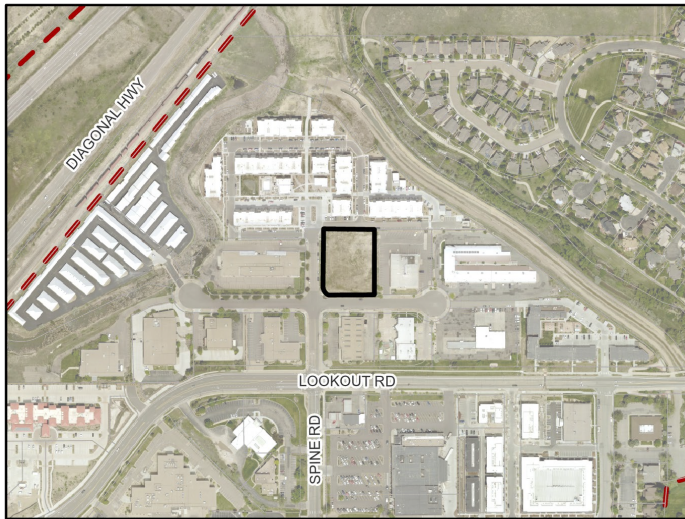


#### Question options

- I attend services or events at Mt. Hope
 ● I don't frequent the area
 ● I work nearby (not school)
 ● Other (please specify)
- I frequent the area for hiking, visiting friends, etc.
 ● I work at a nearby school
 ● I go to school nearby
 ● I live nearby

Optional question (48 response(s), 0 skipped)

Question type: Radio Button Question

**D. 6500 Odell Place****Staff-Initiated****6500 Odell Place**

The site is located in the Gunbarrel Green subdivision in the northeastern corner of Odell Place and Spine Road, a block north of Lookout Road. It is currently vacant. Adjacent land uses are mainly light industrial and commercial to the east, south and west with a multifamily residential development directly to the north. The King Soopers grocery is located one block to the south. The site is within the planning area for the Gunbarrel Community Center Plan.

Staff is proposing this land use change in partnership with Boulder Housing Partners (BHP). BHP has an interest in the property and is pursuing a permanently affordable housing project on the site.

**Request Summary for 6500 Odell Place**

- Requester: Boulder Housing Partners (potential property owner in conjunction with current property owners)
- Type of Request: Land use map change
- Brief Description of Request: Mixed Use Industrial (MUI) to High Density Residential (HR)
- Approval Required: Two body

**Existing Conditions**

- BVCP Designation: Mixed Use Industrial (MUI)
- Zoning: Industrial General (IG)
- Lot Size: 47,893 sq. ft.
- Existing Buildings: vacant

**Jobs and Housing Assumptions**

- *Housing*: There are no existing housing units on the site. A change to HR might yield between 20-35 new units.
- *Jobs*: The site is currently vacant.
- *Projections*: The 2015 BVCP Update projections were based on the current IG zoning and estimated up to an additional 65 jobs and no housing units.

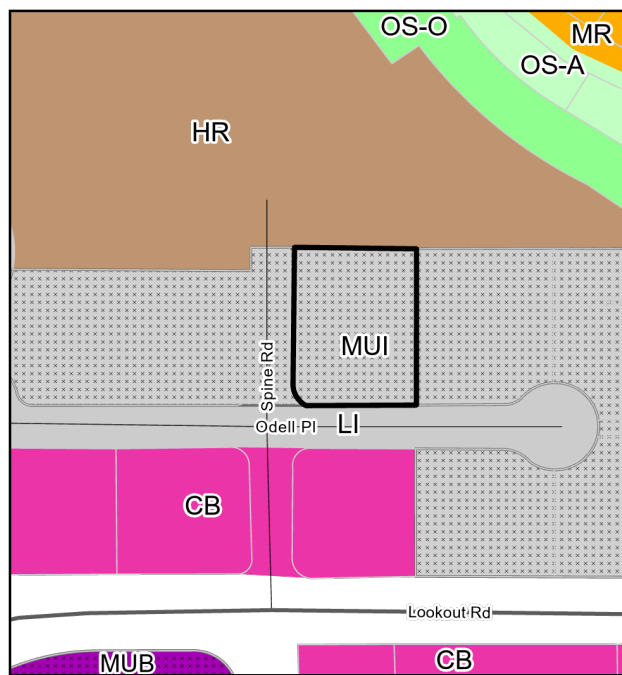


Site looking northwest toward adjacent residential



Site looking south toward the commercial center

### Current BVCP Land Use



Area of Change

#### Land Use

##### Residential

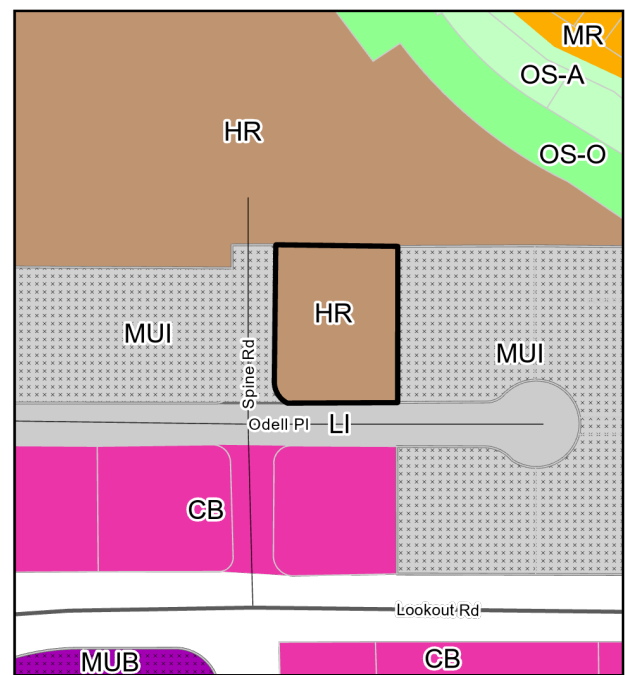
Medium Density Residential

High Density Residential

##### Business

Community Business

### Proposed BVCP Land Use Change



#### Industrial

Light Industrial

#### Mixed Use

Mixed Use Business

Mixed Use Industrial

#### Open Space and Mountain Parks

Open Space, Acquired

Open Space, Other

## STAFF RECOMMENDATION

Staff is recommending changing the current land use designation from **Mixed-Use Industrial to High Density Residential** for the following reasons:

- High Density Residential Land Use would support the city's housing goals and align with The Gunbarrel Community Center Plan vision for the area as *"characterized by a mix of residential and compatible light industrial uses. It is intended to provide a transition between the more intense commercial areas and the established residential areas to the northeast."*
- Residential uses at this location would be compatible with surrounding designations and uses, particularly the existing high density residential to the north.
- The site can be served by city services and is within walking distance of transit and retail services. The change would not negatively impact provision of urban services.

## COMMUNITY INPUT

Written notice of the proposed change and update process was sent to property owners, residents and businesses within 600 feet subject properties. Notice of the process was also shared via the Planning E-Newsletter, Next Door, and direct contact with neighborhood contacts.

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.

Feedback received from community members on BeHeardBoulder and by e-mail are included at the end of this staff report. Key themes include:

- Concern about parking and further impacting on-street parking in the area that is utilized by Apex residents and customers of nearby businesses.
- Opposition to the change in land use to residential since the Gunbarrel Community Center Plan calls for Mixed Use Industrial.
- Support for the change in land use to residential to provide affordable housing.
- Questions about improvements to paths and connections to trails.
- Concern about growth in Gunbarrel generally and not having a more detailed plan for the subcommunity and frustration that many aspects of the vision for the area outlined in the Gunbarrel Community Center Plan have not been realized.
- Concern about lack of access to developed parks in Gunbarrel.
- Concern about this staff initiated change not following process for public requests.

## ANALYSIS

### Criteria for Land Use Map Changes

To be eligible for a Land Use Map change, the proposed change:

- a) On balance, is consistent with the policies and overall intent of the comprehensive plan;
- b) Would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the city;
- c) Would not materially affect the land use and growth projections that were the basis of the comprehensive plan;
- d) Does not materially affect the adequacy or availability of urban facilities and services to the

- immediate area or to the overall service area of the City of Boulder;
- e) Would not materially affect the adopted Capital Improvements Program of the City of Boulder; and
- f) Would not affect the Area II/Area III boundaries in the comprehensive plan.

### **Evaluation:**

- a). On balance, is consistent with the policies and overall intent of the comprehensive plan;

Overall, the recommended change to High Density Residential the change is consistent with BVCP values and policies regarding mix of uses, balancing housing supply and employment, and would further the goal of increasing housing opportunities.

The immediate area is a mix light industrial and residential uses with high density residential adjacent to the site to the north and other light industrial uses adjacent to the east, west and south. The site is within walking distance of retail services and transit. While a change to purely residential land use reduces space for general industrial uses in this area it achieves the overall intent to better allow housing in a logical pattern.

Relevant BVCP policies that inform the recommendation include:

#### ***1.10 Jobs:Housing Balance***

Boulder is a major employment center, with more jobs than housing for people who work here. This has resulted in both positive and negative impacts, including economic prosperity, significance in-commuting and high demand on existing housing. The city will continue to be a major employment center and will seek opportunities to improve the balance of jobs and housing while maintaining a healthy economy. This will be accomplished by encouraging new housing and mixed use neighborhoods in areas close to where people work, encouraging transit-oriented development in appropriate locations, preserving service commercial uses, converting commercial and industrial uses to residential uses in appropriate locations, improving regional transportation alternatives and mitigating the impacts of traffic congestion.

#### ***2.16 Mixed Use & Higher-Density Development***

The city will encourage well-designed mixed-use and higher-density development that incorporates a substantial amount of affordable housing in appropriate locations, including in some commercial centers and industrial areas and in proximity to multimodal corridors and transit centers. The city will provide incentives and remove regulatory barriers to encourage mixed-use development where and when appropriate. This could include public private partnerships for planning, design or development, new zoning districts, and the review and revision of floor area ratio, open space and parking requirements.

#### ***7.02 Affordable Housing Goals***

“The city will study and consider substantially increasing the proportion of housing units permanently affordable to low-, moderate-and middle-income households beyond our current goal of at least ten percent of the housing stock for low and moderate incomes.”



As part of this Comprehensive Plan update, an amendment is proposed to Policy 7.02 reflecting the 2018 adoption by City Council increasing the goal from 10 to 15% permanently affordable homes.

### 7.10 Balancing Housing Supply with Employment Base

“..The city will explore policies and programs to increase housing for Boulder workers and their families by fostering mixed-use and multi-family development in proximity to transit, employment or services and by considering the conversion of commercial-and industrial-zoned or -designated land to allow future residential use.”

### Gunbarrel Community Center Plan

The site is within the “Mixed Use Industrial/Residential District” of the [Gunbarrel Community Center Plan \(GCCP\)](#) and is envisioned as follows:

*“This area will be characterized by a mix of residential and compatible light industrial uses. It is intended to provide a transition between the more intense commercial areas and the established residential areas to the northeast. Development in this area would be less intense than in the retail areas with mainly 2-3 story buildings. The development in this area would be pedestrian-oriented, with minimal building setbacks, parking to the rear of or underneath the buildings, detached sidewalks and tree lawns. The first floor or street front uses would be predominantly industrial in character while the uses above the first floor may include industrial, residential, or limited office uses.”*

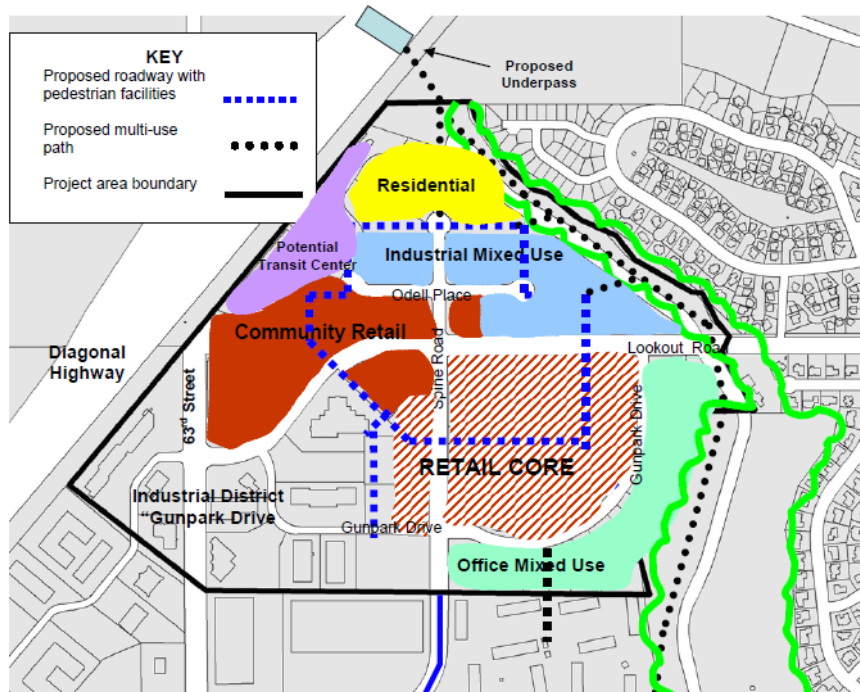


Figure 7: Land Use Concept

The Mixed Use Industrial land use described in the GCCP intended for there to be a mix of housing and light industrial uses in the area. Mixed Use Industrial Land Use with the current Industrial General zoning cannot result in a mix of uses for this site due to the size of the parcel. While housing is allowed under the current Industrial General (IG) zoning subject to a use review and conditional use standards, the site does not meet the 2 acre minimum lot size for residential development in the IG zoning district.

Creation of mixed uses on each parcel is the ideal, the combination of non-residential uses in an affordable housing project is extremely difficult due to current funding mechanisms. Vertical mixed use with live/work or ground floor industrial uses has proven difficult to achieve especially for permanently affordable projects. The vision for a mix of uses may need to be realized as a mix of uses in separate buildings but within the general vicinity.

While some residents object to redevelopment and new housing, key objectives of the plan include:

- Provide opportunities for adding more housing to the commercial area of a size, character, and density that will help support the retail uses and bring day and evening activity into the commercial center.
- Provide an appropriate mix of housing densities and types that is compatible with the surrounding neighborhoods and provides affordable housing to workers in the area.

Redevelopment of key areas in the planning area has not yet occurred which would facilitate the investment in infrastructure and public amenities described (i.e. public open space and play area identified in the SW corner of Spine, pedestrian and bike connections and infrastructure).

b) [Would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the city;](#)

No cross-jurisdictional impacts are anticipated from this change.

c) [Would not materially affect the land use and growth projections that were the basis of the comprehensive plan;](#)

The change would not materially affect BVCP projections and would slightly improve the jobs:housing balance. The zoning capacity for housing units in Gunbarrel is much more limited than zoning capacity for jobs. Future growth on the site is anticipated to be up to an additional 65 new jobs, that would be reduced and the number of new housing units would increase by approximately 20-35 units.

Several community members have raised the concern that 2015 BVCP set the “carrying capacity” in Gunbarrel at 12,300 residents or 5,800 housing units. This is not an accurate characterization of the [BVCP 2015-2040 Projections](#) that describe zoning capacity. The BVCP projections are estimates to provide “a broad sense of what type, location, and pace of housing and jobs might occur communitywide based on current adopted policies (e.g., current zoning).” This analysis does not represent a maximum number of residents and employees above which services cannot be provided or would degrade level of service. It is merely the number of housing units, population



and jobs anticipated by 2040 under the current regulations. These projections did not account for changes to the development code that were made to encourage additional residential development in industrial areas which have resulted in approval and permitting of a high number of residential units than was projected in 2015.

- d) Does not materially affect the adequacy or availability of urban facilities and services to the immediate area or to the overall service area of the City of Boulder;

Assessment of adequacy and availability of urban facilities and services includes:

- *Utilities and Public Safety:* The site is within the city's urban service area and is served with city utilities and police, fire, and EMS.
- *Access and Mobility:* While most of Gunbarrel has limited walkability to services and amenities, this site is within walking distance to retail services and transit. There are wide sidewalks, bike lanes and connections with regional paths along Lookout Road.
- *Planned Transportation and Mobility Improvements:* In regard to transit, the SH119 BRT project has a planned station at 119 and 63<sup>rd</sup> Street, which is within walking distance of the site. Planned improvements for Spine Road include a buffered bike lane south of Lookout and a neighborhood green street (which would include enhanced signing and striping) north of Lookout. There are also planned sidewalk connections through the Gunbarrel Center and planned multiuse path connections to the Cottontail path. These improvements are not yet included in the Capital Improvement Program (CIP).
- *Schools* serving the area have capacity for additional students: Heatherwood Elementary, Platt Middle, Boulder or Fairview High School.
- *Parks and Open Space:* The site is within walking distance to nearby trails that connect to neighborhood and regional parks and open space. The current CIP includes funding for undeveloped park land including Eaton park in Gunbarrel. Development at Eaton Park considers the level of service in that area, with many green spaces provided by Homeowners Associations (HOAs) as required when these areas were developed in unincorporated Boulder and is tentatively planned for 2024 to allow for a capital campaign with a community partner hoping for amenities at that site not normally provided in a smaller neighborhood park.

- e) Would not materially affect the adopted Capital Improvements Program of the City of Boulder; No impact to the CIP is anticipated resulting from this change.

- f) Would not affect the Area II/Area III boundaries in the comprehensive plan. The change would not affect the Area II/III boundaries.

### Rezoning

Staff will initiate rezoning to implement land use changes in the BVCP Mid-term update in 2021. Analysis to determine the appropriate High Density zoning would occur at that time.

**6500 Odell Place****BeHeardBoulder Q&A Feedback and Compiled E-mails (through 11/24/20)**

## BHB Q&amp;A

1. Are there other improvements to transit being considered in the project area boundary? Improvements to the bicycle lane and pedestrian experience along Spine and Lookout would greatly improve the area's walkability.

*Planned improvements for Spine Road include a buffered bike lane south of Lookout and a neighborhood green street (which would include enhanced signing and striping) north of Lookout. There are also planned sidewalk connections through the Gunbarrel Center and planned multiuse path connections to the Cottontail path. These improvements are identified but not yet scheduled in the capital budget. In regard to transit, the SH119 BRT project has a planned station at 119 and 63<sup>rd</sup> Street, which is within walking distance of the site.*

2. I am a resident of Gunbarrel North and I wholeheartedly support the proposed land use change from industrial to residential, especially for affordable housing. I am curious if there is a timeline on a the proposed multi-use path connecting the Odell residential area to the trails and underpass? It would improve the connection between the two neighborhoods as well as access to green space.

*These improvements are not yet scheduled in the capital budget. If redevelopment occurs in the area, the city may have greater ability to prioritize these and/or partner on improvements that can be made in conjunction with a development project.*

3. While I think adding affordable housing in Boulder is needed, the area is already pretty congested with 3 apartment complexes. I currently live in Apex and am aware that people in my complex park their cars along Odell Place. If a new development were to be built on the vacant lot, parking availability would be further decreased, which is a problem. I would prefer that vacant lot be rezoned into a green space. This side of Spine is dedicated to a lot of parking lots and having a green space there would be good for the environment and people living in the area. Research has shown that having the availability of green space on a community is beneficial to resident's mental health and physical health and provide social benefits as well. Read more about the research: <https://www.mdpi.com/1660-4601/16/3/452/htm> Thank you for taking the time to read my comment.

*Great question and interesting article. We agree that green space in the community is essential to quality of life and useable open space is required on-site for residential developments. Also, there is nearby access to multi-use paths that connect with city and county-owned Open Space. This site is privately-owned and changing the future use for a park or other open space would require the city to identify funding and purchase the site.*

4. Please specifically address what the Land Use Code demands for off-street parking. Is the apartment developer required to provide parking for just 1 car per unit as Apex 5510 does? If so, that will create even more of a street parking shortage in this very concentrated area, which is detrimental for both residents and businesses.

*Parking requirements vary by zone district. Typically, there is a minimum requirement of 1 space per unit and some zones require more depending on number of bedrooms. On-street parking is a way for those with more vehicles to park in the public right-of-way. Neighborhood Parking Permit programs is a tool that can be evaluated for use should there be an increased need to address on-street parking.*

5. Will this building offer parking for its residents? Currently, there is not enough parking for residents or Apex, especially when Finkel and Garf is busy.

*Off-Street Parking is required by the Land Use Code for any future use on the site – whether it remains under the current Mixed-Use Industrial Land Use and Industrial General zoning or is changed to a residential*

*zoning.*

6. How is parking being considered? I live at 5510 Apex and there is only room for 1 parking pass per unit in the complex, which means I park on the streets around 6500 Odell Place every day. When the brewery Finkel & Garf (right across from the lot) is even slightly busy my parking options are already severely diminished. I worry that if this lot has 20-35 units there will be no street parking left for me and I don't know where else to go.  
*Off-Street Parking is required by the Land Use Code for any future use on the site – whether it remains under the current Mixed-Use Industrial Land Use and Industrial General zoning or is changed to a residential zoning.*
7. I'm a resident in a complex down 63rd who frequents the area, and I think the proposed project will add needed foot traffic for local businesses alongside the included affordable housing. I was originally curious about proposed pedestrian and cycling infrastructure improvements, but I'm glad to see the response to another question detailing proposed improvements in the area alongside the project.
8. Why do you insist on putting high density housing in Gunbarrel? We have no parks, recreation area, public library, or public spaces. We desperately need amenities. We absolutely do NOT need more high density housing. Please give us just a little of what the rest of Boulder enjoys. We are not your trash dump!!!!
9. I am a Gunbarrel resident who is strongly in favor of affordable housing in my community. Boulder in particular needs to diversify its housing stock and take proactive measures to welcome more residents in. Permanently affordable housing is one way to get this done, so I support the development. Thank you for the opportunity to share my thoughts.
10. I am excited about this land use change. Unlike other proposals for housing in this area it is an appropriate place and fits with the feel and current use of the area. I am also deeply deeply interested in a community planning process -- maybe something like the amazing "Growing Up Boulder" process other areas have used -- to serve the Gunbarrel community as a whole. We need so much more out here in terms of community spaces, parks, libraries etc. Please don't ignore this request. And please let me know how as an actively engaged citizen I can support these steps moving forward. We want: community gardens, playgrounds, a retail center that is bicycle and pedestrian friendly. All of these will support a thriving community and the new housing you'd like to build. I don't want more conflict and fighting. I do want a peaceful process and way forward as a whole community, which includes the people who actually live here. Please reach out to me with questions, clarifications, concerns, and ways to get this whole community moving in the right direction.

## E-Mail Received

**From:** Gwynneth Aten

**Sent:** Thursday, October 29, 2020 5:17:09 PM

**To:** [gatzaj@bouldercolorado.com](mailto:gatzaj@bouldercolorado.com) <[gatzaj@bouldercolorado.com](mailto:gatzaj@bouldercolorado.com)>; boulderplanningboard <[boulderplanningboard@bouldercolorado.gov](mailto:boulderplanningboard@bouldercolorado.gov)>; Council <[council@bouldercolorado.gov](mailto:council@bouldercolorado.gov)>; [planner@bouldercounty.org](mailto:planner@bouldercounty.org) <[planner@bouldercounty.org](mailto:planner@bouldercounty.org)>; [Commissioners@bouldercounty.org](mailto:Commissioners@bouldercounty.org) <[Commissioners@bouldercounty.org](mailto:Commissioners@bouldercounty.org)>

**Subject:** 6500 Odell Ct-Land Use change

This is to address the proposed land use change from Industrial General (which allows some residential use on 2 acres, where Odell is only 1) to Hiigh-Density Residential...quite the leap.

The 2015 BVCP set Gunbarrel's population carrying capacity at 12,300 residents. There were 10,800 of us at the time. Since then over 550 new units have been built. Modestly multiplying by 2.3 persons per unit, that's an increase of 1265, bringing the total to 12,065 at least. WE are strapped to deal with more population.

Since May of this year attempts to increase population in Gunbarrell include Celestial seasonings (268 units/ 616 residents/ 536 more cars?). And now this with a planned attempt at up ticking unit numbers through rezoning after the land use change. It is inappropriate to make this change when the public can not see the PLANS proposed. I also wonder how it is allowed that THIS HOUSING PARTNERS' project skipped to the front of the line, avoiding timing and submission requirements met by all citizen's initiatives, that shortened the public's response time!!.

All this with not a whisper of expanded services. The only Open Space shown on the proposed map is a strip along the farmer's ditch. Gunbarrell needs to expand on it's limited open spaces. Gunbarrel could really use a branch library. (We were here before the expansion of N Broadway.) RTD is Inadequate. Our small King Soopers has expanded as much as it can and falls short in servicing 12K people. We've only one gas station. If you think new "locals" won't need cars you've got another think coming

Gunbarrell is on the edge of sustainability. DO not approve this land change!  
Gwynneth Aten 4870 Twin Lakes Rd, Apt 1, Boulder 80301  
Hi Jean,

I wonder if you have ever even been to Gunbarrel? We are the community you have have stuffing with high density housing against our wishes for the last decade. I know we are a convenient target because you have selectively annexed the tax-paying portions of Gunbarrel then dictate to us how you are going to use them without our consent. The Gunbarrel Town Center was an ideal spot for a library and town center. You turned it into FOUR STORY apartments with space for a couple retail outlets that are now mostly empty. The space across Lookout from that was really our last central options, but your turned that into high density apartments as well. Then you put in yet another high density housing installation behind that. Meanwhile we Gunbarrel residents have gotten absolutely ZERO. The mix of housing densities is already too dense. This is in no way compatible with my neighborhood in Gunbarrel. We are a residential community. You are trying to turn us into a city. If we are a city, we DEMAND amenities parallel to those provided to other parts of the city. We want a library, rec center and parks before there is ANY more construction of housing.

Terry Kleeman  
Gunbarrel Green

# E. 3015-3055 47<sup>th</sup> Street

# Public Request



## Site Description

This property is at the northeast corner of Valmont Rd. and Foothills Pkwy. From the original annexation in 1979, this parcel was intended for industrial use, but the land use for all of the annexation was Medium Density Residential (MR).

The current office buildings were approved and built between 1986 and 1993. In 1997, there was a comprehensive rezoning of areas in the city and this piece of land was assigned Industrial General based on historical zoning. The existing uses on the site include including dental, administrative and professional offices.

## Request Summary for 1345 S. Broadway

- Requester: Property Owner
- Type of Request: Land use map change
- Brief Description of Request:
- Medium Density Residential (MR) to a business or mixed use land use designation
- Approval Required: Two body

## Existing Conditions

- BVCP Designation: Medium Density Residential (MR)
- Zoning: General Industrial (IG)
- Lot Size: ~31,900 sq. ft.
- Existing Buildings: ~12,000 sq. ft.

## Jobs and Housing Assumptions

- *Housing*: No existing or projected units
- *Jobs*: Current jobs estimates are unavailable
- *Projections*: The 2015 BVCP Update projections were based on the current IG zoning and estimated up to an additional 40 jobs and no housing units.



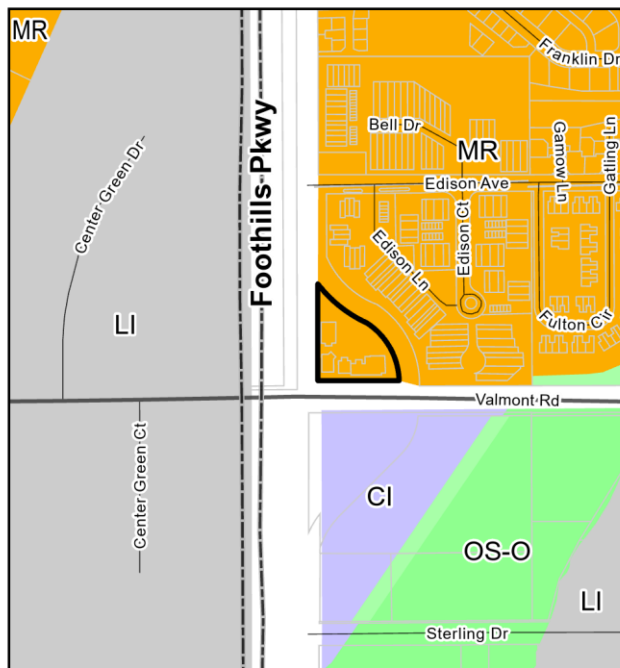


## STAFF RECOMMENDATION

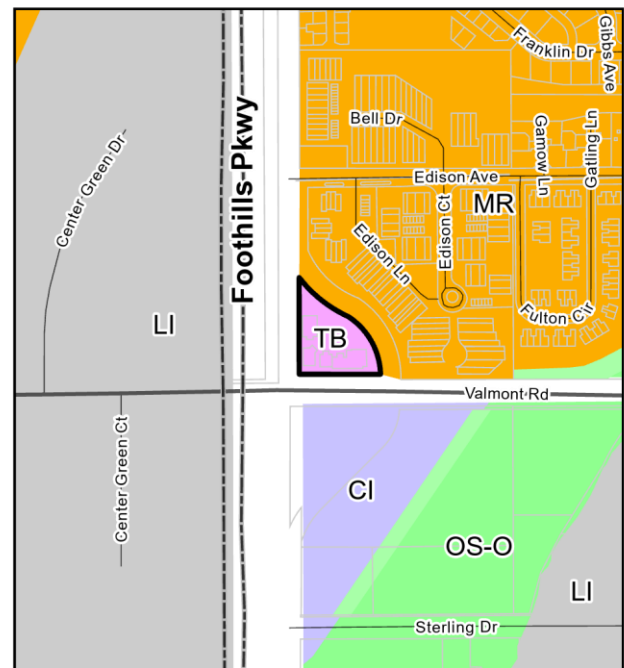
Staff is recommending a land use change to Transitional Business (TB) for the following reasons:

1. Transitional Business Land Use purposefully is shown at the intersection of and along certain major streets and areas that provide a transition to residential areas. The current development provides a buffer between the residential area to the east and Foothills Parkway.
2. Transitional Business in this location aligns with the existing character and current uses on the site. It would also allow for housing in the future.

Current BVCP Land Use



Proposed BVCP Land Use Change



Area of Change

Land Use

Residential

Medium Density Residential

Business

Transitional Business

Industrial

Community Industrial

Light Industrial

Open Space and Mountain Parks

Open Space, Development Rights

Open Space, Other

## COMMUNITY INPUT

Written notice of the proposed change and update process was sent to property owners in the area. Staff received questions from several nearby property owners. No addition feedback was received.

Feedback on BeHeardBoulder:

I don't know why we don't just zone it medium density multi-use to allow it to be anything? I'm worried it will have large setbacks (ugly, encourages speeding) or large parking lots/ parking

minimums (ugly, encourages driving). This minute lot by lot euclidean zoning is stupid. please switch to form based zoning. This lot should not be allowed to be industrial. that's the end of my requirements.

## ANALYSIS

### Criteria for Land Use Map Changes

To be eligible for a Land Use Map change, the proposed change:

- a) On balance, is consistent with the policies and overall intent of the comprehensive plan;
- b) Would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the city;
- c) Would not materially affect the land use and growth projections that were the basis of the comprehensive plan;
- d) Does not materially affect the adequacy or availability of urban facilities and services to the immediate area or to the overall service area of the City of Boulder;
- e) Would not materially affect the adopted Capital Improvements Program of the City of Boulder; and
- f) Would not affect the Area II/Area III boundaries in the comprehensive plan.

### Evaluation:

- a). On balance, is consistent with the policies and overall intent of the comprehensive plan;

Transitional Business Land Use purposefully is shown at the intersection of and along certain major streets and areas that provide a transition to residential areas. The current development provides a buffer between the residential area to the east and Foothills Parkway. The existing uses on the site, including dental, administrative and professional offices, are inconsistent with the current Medium Density Residential land use designation.

- b) Would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the city;

No cross-jurisdictional impacts are anticipated from this change.

- c) Would not materially affect the land use and growth projections that were the basis of the comprehensive plan;

No effect on growth projections is anticipated from this change.

- d) Does not materially affect the adequacy or availability of urban facilities and services to the immediate area or to the overall service area of the City of Boulder;

No effect on urban facilities and services is anticipated from this change.

- e) Would not materially affect the adopted Capital Improvements Program of the City of Boulder;

No impact to the CIP is anticipated resulting from this change.

Would not affect the Area II/Area III boundaries in the comprehensive plan.

The change would not affect the Area II/III boundaries.

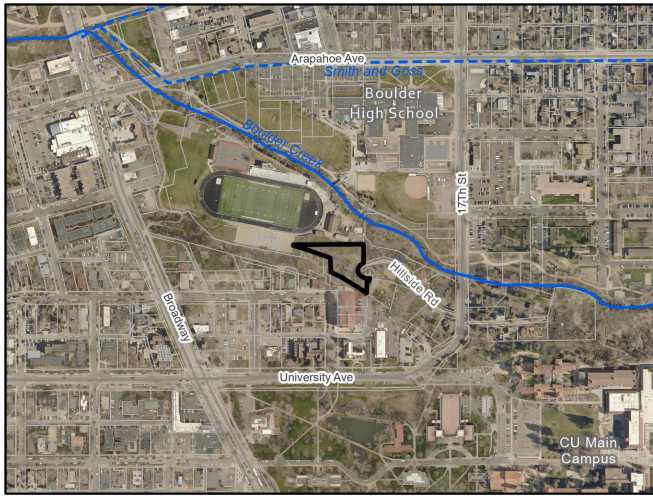


## **Rezoning**

Staff will initiate rezoning to implement land use changes in the BVCP Mid-term update in 2021. Analysis to determine the appropriate Transitional Business zoning would occur at that time.

## F. Hillside Road Properties

## Public Request



### Site Description

The area is a developed single-family neighborhood. The area is within the Hillside Historic District and this change will not affect any of the current regulations regarding historic preservation.

### Addresses included:

- 1590 Hillside Rd. (applicant parcel, outlined)
- 0 Hillside Rd.
- 1610 Hillside Rd.
- 1670 Hillside Rd.
- 1810 Hillside Rd.
- Also includes 2 small portions of parcels owned by the University of Colorado

### Request Summary for 1345 S. Broadway

- Requester: Property Owner of 1590 Hillside Road. Staff recommended including several other properties in the area with similar conditions
- Type of Request: Land use map change
- Brief Description of Request: Land Use amendment from Public (PUB) to Low Density Residential (LR) on a portion of the parcels where applicable.
- Approval Required: Two body

### Existing Conditions

- BVCP Designations: Public (PUB) and Low Density Residential (LR)
- Zoning: RL-2

### Jobs and Housing Assumptions

- The proposed change will have no effect on existing or future housing units or jobs.

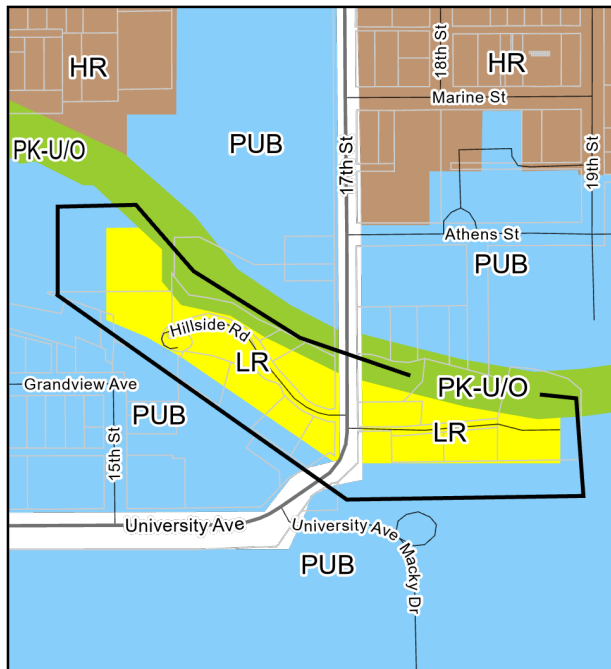


Entrance to Hillside Road

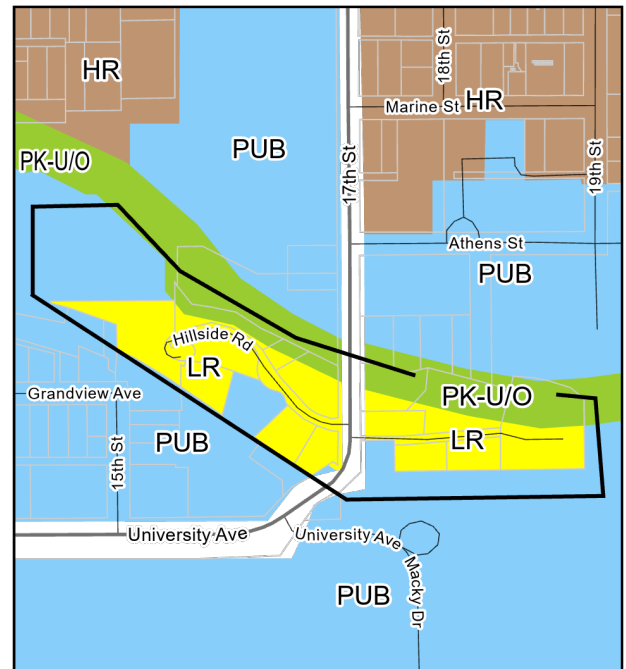


View from Hillside looking uphill toward CU buildings

### Current BVCP Land Use



### Proposed BVCP Land Use Change



### Land Use

#### Residential

- Low Density Residential
- High Density Residential

### Other

- Park, Urban and Other
- Public

## STAFF RECOMMENDATION

Staff is recommending changes to remove the Public (PUB) designation on residential parcels and remove the residential land use on parcels owned by the University of Colorado (CU) and the Boulder Valley School District (BVSD) with public uses.

- This change does not represent a change in policy or vision for Low Density Residential areas or the public uses.
- Correcting this error does not signal a change the low-density residential character of the area. The Public Land Use designation is typically used for all CU and BVSD properties.
- The area is within the Hillside Historic District and this change will not affect any of the current regulations regarding historic preservation.

## COMMUNITY INPUT

Written notice of the proposed change and update process was sent to property owners in the area. Staff received questions from several nearby property owners. No addition feedback was received.

One question was submitted on BeHeardBoulder: why is it low density residential? we shouldn't have that. no more euclidean zoning. if it needs to be low density for ecological reasons (preventing it sliding into the creek or something) then it should be low density mixed use. otherwise it should be medium density mixed use.

## ANALYSIS

### Criteria for Land Use Map Changes

To be eligible for a Land Use Map change, the proposed change:

- On balance, is consistent with the policies and overall intent of the comprehensive plan;
- Would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the city;
- Would not materially affect the land use and growth projections that were the basis of the comprehensive plan;
- Does not materially affect the adequacy or availability of urban facilities and services to the immediate area or to the overall service area of the City of Boulder;
- Would not materially affect the adopted Capital Improvements Program of the City of Boulder; and
- Would not affect the Area II/Area III boundaries in the comprehensive plan.

### Evaluation:

#### a). On balance, is consistent with the policies and overall intent of the comprehensive plan;

- It appears the Public (PUB) land use designation is an error as applied on several parcels in this area and should this request move forward for further consideration, nearby properties should be included to remove the Public (PUB) designation on residential parcels and remove the

residential land use on parcels owned by the University of Colorado (CU) and the Boulder Valley School District (BVSD) with public uses.

- This small area is non-controversial and can be done with existing staff resources during this update.
- This change does not indicate a change in policy or vision for Low Density Residential areas.

b) Would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the city;

No cross-jurisdictional impacts are anticipated from this change.

c) Would not materially affect the land use and growth projections that were the basis of the comprehensive plan;

No effect on growth projections is anticipated from this change.

d) Does not materially affect the adequacy or availability of urban facilities and services to the immediate area or to the overall service area of the City of Boulder;

No effect on urban facilities and services is anticipated from this change.

e) Would not materially affect the adopted Capital Improvements Program of the City of Boulder;

No impact to the CIP is anticipated resulting from this change.

f) Would not affect the Area II/Area III boundaries in the comprehensive plan.

The change would not affect the Area II/III boundaries.

## **G. Planning Area, Map I, II, III, and Land Use Changes Related to the 2016 Blue Line Amendments for Private Properties**

### **Background**

The Blue Line was created by voters in 1959 as part of the city Charter to prohibit city water from being provided above a certain location. The goal was to protect the foothills backdrop by discouraging new development in this natural area. The Blue Line was set along a specific elevation which did not recognize parcel lines.

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. The amendments intended to recognize existing water service agreements, recognize existing development and not expand opportunities for additional or expanded development.

Regarding properties divided by the line, the city will provide water service as follows:

- The water service shall be to the entire building that is within the existing footprint and square footage on Nov. 8, 2016,
- No additional water service shall be supplied west of the line for such property,
- No portion of the building with water service west of the line shall be expanded beyond the existing building footprint or floor area.

### **Area I, II, III Map Amendments to Reflect Voter-approved Blue Line Amendments**

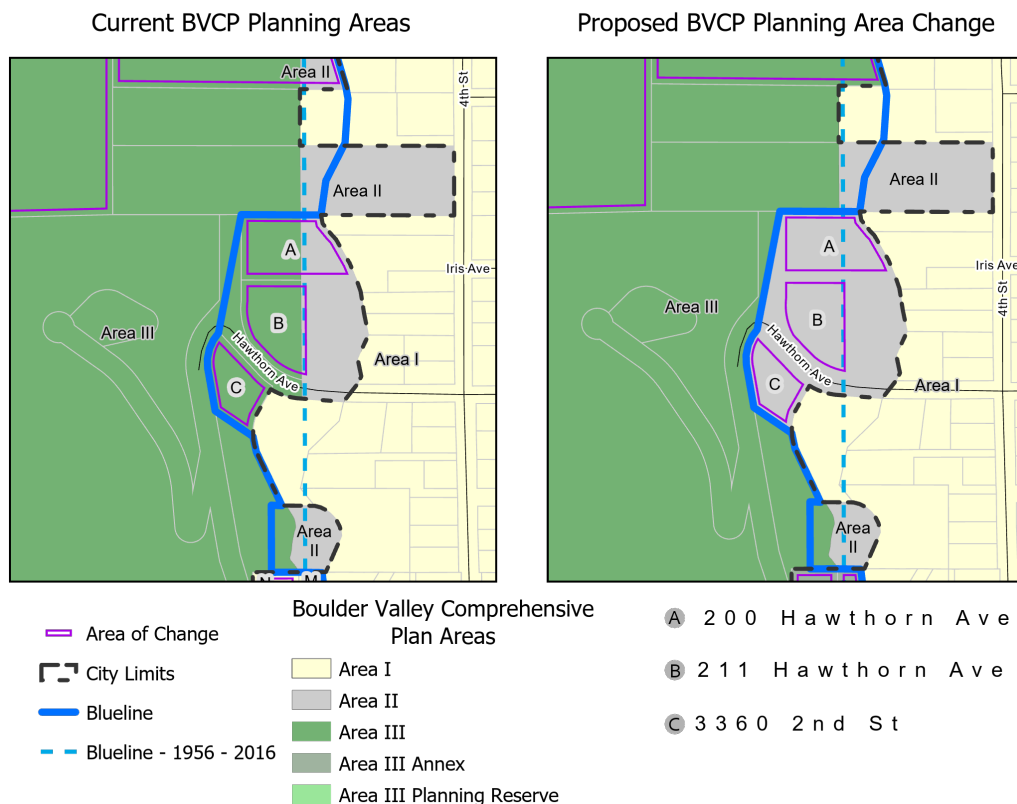
Voter-approved changes to the location of the Blue Line resulted in several areas where changes should be made to Boulder Valley Comprehensive Plan planning areas (*see BVCP Figure 1-1, Policy 1.12 Definition of Comprehensive Planning Areas I, II, III, Policy 2.07 Delineation of Rural Lands*). These changes are being proposed to ensure that the planning areas and their provision of city water services are in alignment with the new location of the Blue Line. The BVCP defines several “Planning Areas.” These indicate the location and extent of urban development and services provided in the Boulder Valley. The BVCP defines:

- Area I as that area within the City of Boulder city limits where city services are provided.
- Area II as the area now under county jurisdiction where annexation to the city can be considered consistent with plan policies.
- Area III – Rural Preservation Area as under county jurisdiction where the city and county intend to preserve existing rural land uses and character.
- Area III – Annex as areas within the city limits where the city and county intend to preserve existing rural land uses and character.

## STAFF RECOMMENDATION

### Description of Location for Service Area Expansions

Location	Recommendation	Description
a. 200 Hawthorne b. 211 Hawthorne c. 3360 2 <sup>nd</sup> Street	Change from Area III Rural Preservation to Area II  Change BVCP Land Use to Low Density Residential (see below for land use change criteria)	<p>These parcels are now below the Blue Line. They are developed with single family homes and do not currently have city water or wastewater services. The county zoning is Forestry. In alignment with the intent of the Blue Line amendments, staff is proposing this change to make these developed properties eligible for annexation and thereby city service provision. The intent is that they would not be eligible for additional development potential upon annexation.</p> <p>These parcels do not have a BVCP Land Use assigned and are recommended to be assigned Low Density Residential (see evaluation below).</p>

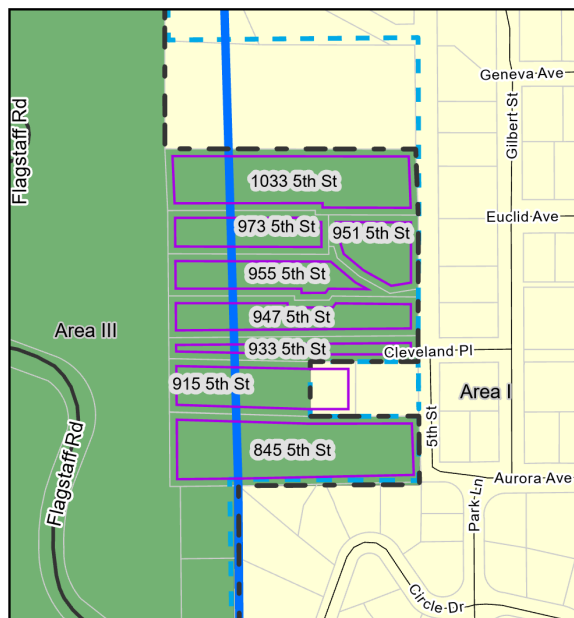




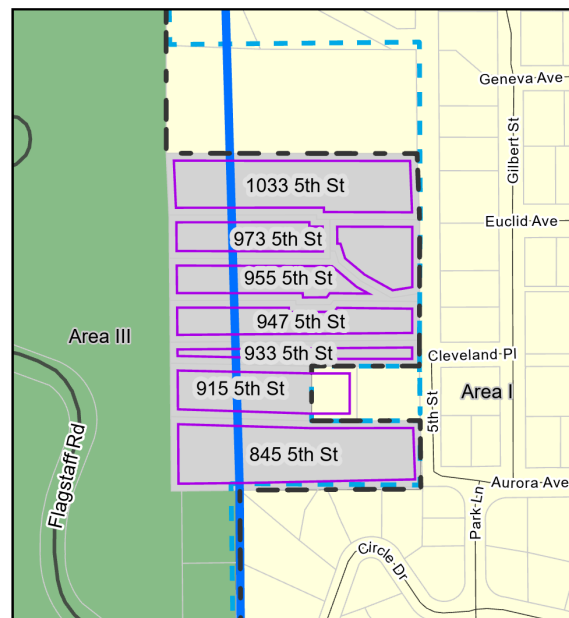
### Description of Location for Service Area Expansions

Location	Recommendation	Comments
d. 845 5 <sup>th</sup> St. e. 915 5 <sup>th</sup> St. f. 933 5 <sup>th</sup> St. g. 947 5 <sup>th</sup> St. h. 951 5 <sup>th</sup> St. i. 955 5 <sup>th</sup> St. j. 973 5 <sup>th</sup> St. k. 1033 5 <sup>th</sup> St.	Change from Area III Rural Preservation to Area II	<p>These parcels have Low Density Residential BVCP Land Use. The county zoning is Forestry. They are developed with single family homes.</p> <p>Some of these parcels have city water, wastewater, and/or stormwater services.</p> <p>These parcels are now below the Blue Line. In alignment with the intent of the Blue Line amendments, staff is proposing this change to make these developed properties eligible for annexation and thereby city service provision. The intent is that these properties would not be eligible for additional development potential upon annexation.</p>

Current BVCP Planning Area



Proposed BVCP Planning Area Change



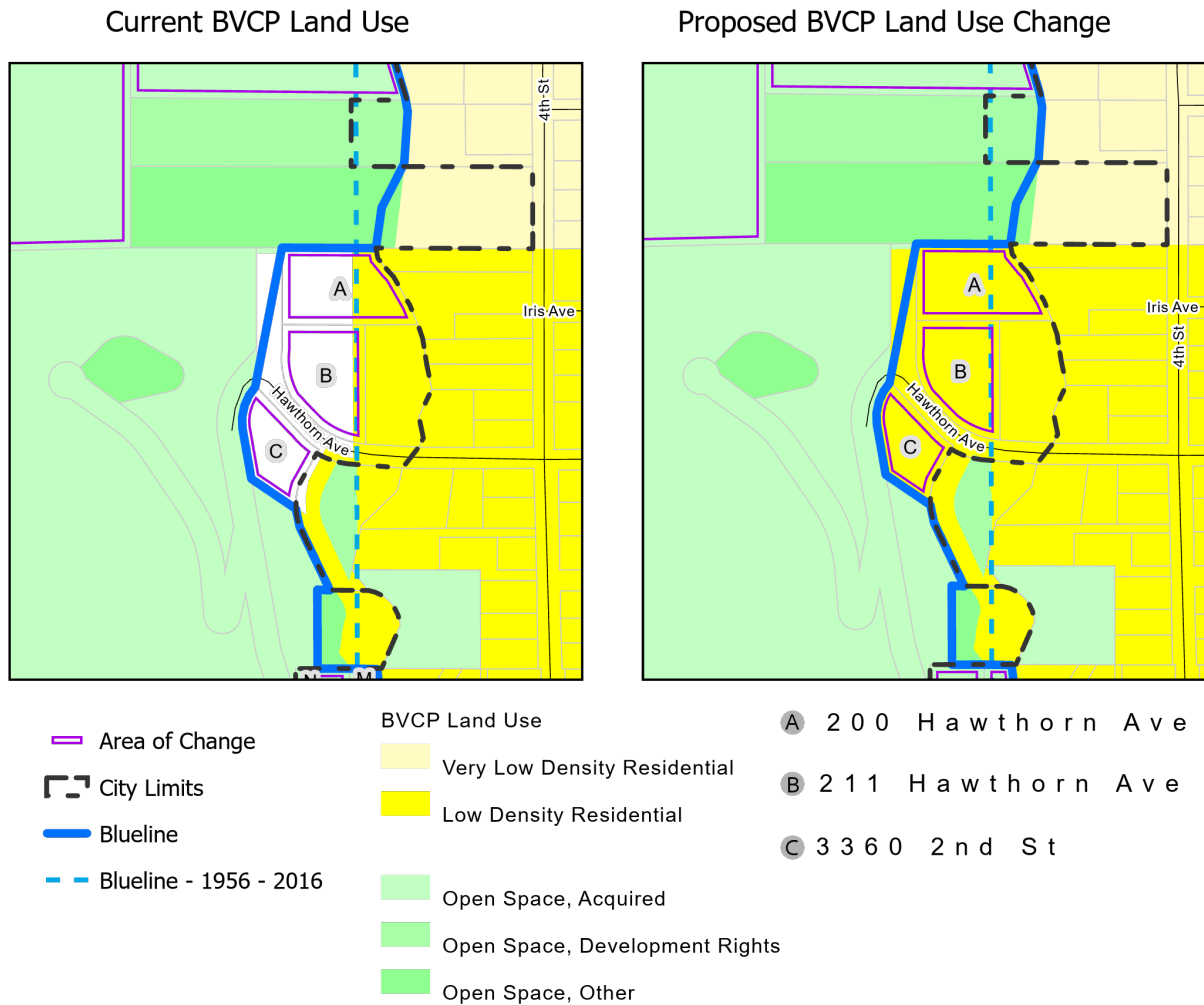
- Area of Change
- City Limits
- Blue Line
- Blue Line - 1956 - 2016

#### Boulder Valley Comprehensive Plan Areas

- Area I
- Area II
- Area III
- Area III Annex
- Area III Planning Reserve



## Description of Location for Land Use Changes



## NOTIFICATION AND COMMUNITY INPUT

An official letter was mailed to all affected property owners on Oct. 29, 2020. The letter provided information about the proposed changes, steps in the approval process, dates for the public hearings, and contact information for city staff.

Staff received phone calls from property owners with questions and feedback supporting preservation of the mountain backdrop, keeping the large lot, rural character of the area but also supportive of properties having the ability to receive city services if they don't already. Submitted letters are included attached to this report.

## ANALYSIS

Revisions to the BVCP Area I, II, III Map are guided by the Amendment Procedures in Appendix B of the Boulder Valley Comprehensive Plan. Minor adjustments to the Service Area are intended to be

small, incremental changes to creates a more logical Service Area boundary. Changes in designation of land from Area III to Area II may be approved as a minor Service Area adjustment based on criteria listed in Sec. A.2.a.i of the BVCP Amendment Procedures and outlined below.

### **Minor Adjustment to the Service Area (Area III – Rural Preservation to Area II)**

#### **Applicability**

- a. **Maximum size:** The total size of the area must be no larger than ten acres.  
*None of the proposed parcels are larger than 10 acres.*
- b. **Minimum contiguity:** The area must have a minimum contiguity with the existing Service Area of at least 1/6 of the total perimeter of the area.  
*Each of the proposed properties has the minimum contiguity.*

#### **Criteria**

- a. **Logical Service Area boundary:** The resulting Service Area boundary must provide a more logical Service Area boundary (Area III/II), as determined by factors such as more efficient service provision, a more identifiable edge to the urbanized area or neighborhood, a more functional boundary based on property ownership parcel lines or defining natural features.  
*These areas are adjacent to the city limits and were moved below the Blue Line in Nov. 2016, which means the property is now located in an area eligible to receive city water services. The properties are fully developed and adjacent to established residential neighborhoods. Inclusion in the Service Area would create a more logical Service Area boundary.*
- b. **Compatibility with the surrounding area and the comprehensive plan:** The proposed change of Area III to II must be compatible with the surrounding area as well as on balance, the policies and overall intent of the comprehensive plan.  
*Changing the Planning Area designation for these properties is consistent with the surrounding area. The properties are fully developed and within the fabric of existing neighborhoods. The intention of the Blue Line change and the recommended planning area change are not intended to encourage redevelopment or allow additional development potential.*  
  
*Several of these properties are included in the Boulder County View Protection Overlay District. The purpose of the district is to provide for reduced height in areas potentially affecting significant views. At the time of annexation application of the protections described in the district should be addressed.*
- c. **No major negative impacts:** It must be demonstrated that no major negative impacts on transportation, environment, services, facilities, or budget will result from an expansion of the Service Area.  
*These parcels are fully developed. In conjunction with the intent of the 2016 Blue Line changes, additional policy language is proposed for Policy 1.16 Annexation to clarify the*

*intent to limit additional development capacity when and if these properties apply for annexation. See Attachment J Policy and Text changes.*

- d. **Minimal effect on land use and growth projections:** The proposed change of Area III to II does not materially affect the land use and growth projections that were the basis of the Comprehensive Plan.  
*The Comprehensive Plan Land Use Designation Map categorizes these areas as Low Density Residential, so the existing state of the neighborhood is anticipated to stay the same in the future and will not materially affect the land use and growth projections of the BVCP.*
- e. **Minimal effect on service provision:** The proposed change of Area III to II does not materially affect the adequacy or availability of urban facilities and services to the immediate area or the overall Service Area of the City of Boulder.  
*The proposed changes to Area II will not affect the adequacy or availability of urban facilities and services to the immediate area or the overall Service Area. Several of the properties already are served by city water and/or sewer.*
- f. **Minimal effect on the city's Capital Improvement Program:** The proposed Area III to II change does not materially affect the adopted Capital Improvement Program of the city of Boulder.  
*The proposed changes do not affect the adopted CIP.*
- g. **Appropriate Timing:** The proposed Area III to II change will not prematurely open up development potential for land that logically should be considered as part of a larger Service Area expansion.  
*Timing for the proposed changes is appropriate and will not prematurely open up development potential for land that logically should be considered as part of a larger Service Area. These properties are substantially developed with single-family houses. This proposal is being made as a part of implementing the Blue Line changes that brought these properties below the Blue Line, indicating intent and eligibility to include the neighborhood in the Service Area boundary.*

### **Land Use Map Changes**

Several parcels (200 Hawthorne, 211 Hawthorne, and 3360 2<sup>nd</sup> Street) recommended for a service area change to Area II do not currently have a BVCP Land Use assigned. These are recommended to be assigned Low Density Residential similar to the nearby neighborhood.

Criteria:

To be eligible for a Land Use Map change, the proposed change:

- a) On balance, is consistent with the policies and overall intent of the comprehensive plan;
- b) Would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the city;
- c) Would not materially affect the land use and growth projections that were the basis of the comprehensive plan;
- d) Does not materially affect the adequacy or availability of urban facilities and services to the

- immediate area or to the overall service area of the City of Boulder;
- e) Would not materially affect the adopted Capital Improvements Program of the City of Boulder;  
and
- f) Would not affect the Area II/Area III boundaries in the comprehensive plan.

**Evaluation:**

- a). On balance, is consistent with the policies and overall intent of the comprehensive plan;  
*These properties are fully developed as single family residences. The proposed land use designation aligns with the existing context and neighborhood.*
- b) Would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the city;  
*No cross-jurisdictional impacts are anticipated from this change.*
- c) Would not materially affect the land use and growth projections that were the basis of the comprehensive plan;  
*No effect on growth projections is anticipated from this change.*
- d) Does not materially affect the adequacy or availability of urban facilities and services to the immediate area or to the overall service area of the City of Boulder;  
*No effect on urban facilities and services is anticipated from this change.*
- e) Would not materially affect the adopted Capital Improvements Program of the City of Boulder;  
*No impact to the CIP is anticipated resulting from this change.*
- f) Would not affect the Area II/Area III boundaries in the comprehensive plan.  
*The change would not affect the Area II/III boundaries.*

**Further Analysis Needed**

There are several locations along the western edge of the city at Boulder Canyon where changes to the Blue Line will need further study to determine if changes to BVCP Land Use or Area I, II, III map would be recommended. Staff recommends delaying action in these areas until the next BVCP update to allow for further evaluation and analysis.

Boulder Planning Commission  
% Ms. Jean Gatzka  
December 3, 2020

To Whom It May Concern,

**Request:**

I respectfully request that the Blue Line in the area just west of Aurora and Fifth Streets and extending north toward College retain the original 1959 Blue Line location. All properties in this small area, 9 lots, have water and sewer presently and have had for many years. My property is served under Ordinance No. 2244 adopted in 1959 and 3496 adopted in 1969, which allows mine and other properties in the area to connect to City Water and Sewer even though they were and are located above the Blue Line. The current residence at 915 Fifth Street is the only location without water and sewer.\* The current owners, and the City, would like to extend services to this residence, and I surely have no objection. However, I would request that this change be enacted without changing the Blue Line for the remaining 8 residential lots.

The second issue, rezoning this specific area from Area III, rural to Area II seems to have no purpose, save encouraging further development. Moving from III to II is necessary for petitioning for annexation, but as far as I know none of us appears to have seen any reason to do so in the past, why do it now. Again, various underlying zoning implications for this area may have unintended consequences. This area was not broken; please don't try to fix it.

**Alternative Solutions:**

The one structure without either water or sewer could easily be provided such services either under an Ordinance such as Ordinance No. 3496 or by simply moving the Blue Line where it already juts west to accommodate the two Fifth Street lots that already reside within the City so that this additional structure can be annexed to the City. Either solution would provide water and sewer to the single structure in this area currently without water or sewer.

**My Standing:**

I am the owner of the property at 955 Fifth Street in unincorporated Boulder County. I originally purchased 951 Fifth Street with my husband, Robert Easton in 1972. We purchased 955 Fifth Street in 1978. When divorced in 1981, I became the owner of 955 Fifth and have maintained and used it since then. Although I have not lived at the property for many years, I and members of my family have visited and stayed at the property, with my daughter staying there just two years ago. I have maintained contact with my friends in the neighborhood and visit often.

### **Historic Background and Significance of this Area:**

I am familiar with the history of the area, which is a rustic area within the Boulder County Forestry zoning classification on the edge of the City. With few exceptions, the structures that have been built in this small neighborhood during the time I have owned property there have retained the footprint of the original structures and its rustic character has been preserved.

This area was known as Snow Haven as four of the structures there were built by or for members of the Snow family. Charles Snow was the preeminent Boulder photographer during the 1930s, 40s, and 50s. His brother, Myron, was also a Boulder photographer. He worked with his brother, but was an artist in his own right with many of his photographs in galleries throughout the US. Gordon Snow, also a photographer with his father Charles, built his home just west of his parent's home. Myron Snow built his home just 100 feet to the south of my property. My property, 955 Fifth Street, has the original cabins that the Snow brothers, Charles and Myron, first built on the hillside.

When I first moved to the hillside there, the mailing address and neighborhood was simply known as Geneva Park. Everyone along Fifth Street where it changes to single lane collected their mail from boxes at Fifth and Aurora. We now have house numbers, but our mail still comes to our boxes. The houses were originally arranged so that no one's view is blocked by another house and almost everyone works hard to protect the natural hillside and blend into the mountain park. I hope that this desire to protect the area will be carried forward in the policies and restrictions and that this area of Boulder's history will be preserved.

### **In Sum:**

The property owners in the area, the voters, and the City of Boulder have the intention of preserving the character of the neighborhood, the mountain backdrop, and Boulder's history. I am in complete agreement with these goals, and I respectfully request that the Blue Line along Fifth Street just below the Flagstaff Lookout not be moved from its original 1959 position and that the area containing these nine properties not be rezoned from Area III to Area II.

Moving the Blue Line to the new proposed location and placing the structures to the EAST of the blue line opens the area to development and the destruction of an historic area of Boulder. Rezoning the area from III to II simply compounds the risks.

Thank you for your consideration,

*Tamara McGehee*

Tamara McGehee  
955 Fifth Street

tam@mcgehee.info

Hi Jean,

I understood from my attorney that you wondered what my interest was in this issue surrounding the Blue Line. I actually thought it would be clear from the letter I submitted to the Planning Commission through you. I simply love the hillside and my property there and have since I first saw it and bought it some 40 years ago.

I will assure you there is no hidden or alternative motive. I have lived in Wisconsin, Rhode Island, Colorado, and Minnesota—but my heart remains on that hillside that I first saw in 1971. I was prepared to return to Rhode Island after living in a rental home east of town. While driving looking to see if there was any place in Boulder I could be happy, I spotted what is now 951 Fifth Street. Months later when we were ready to purchase a home, by a miracle it was on the market and advertized in the paper. I called, went that day, and signed a contract. At that point I didn't know anything about water, sewer, Torrens, nothing. The years I spent there were some of my happiest, working at the University, walking to and from work, and having the best life teacher in the world, Myron Snow, to visit with every day.

Life changes, and Myron died in 1978. I left my husband and in 1981 we divided our property which was 955 and 951. He wanted to keep 951 and since I planned to remarry and remain in Minnesota, it seemed reasonable that I would keep the rental properties located on 955. (This property is grandfathered rental property stated so in a letter from Boulder County Planning.) The property has been used by my family for several extended periods as well as for very long-term rental. It has been rental property since before the Blue Line.

I did remarry and moved to Minnesota. However I never let go of a place on that hillside. At one point, when visiting former neighbors Ken and Carlen Penfold, they offered me their home as they had decided it was time to move to a townhome near the golf course. I had always loved them and their home and was anxious to make the exchange for my rental cabins. I accepted their proposal and put my property under contract to Larry Gold. (If you wish you can find that the County refused to allow Mr. Gold to build a 4500 sf home on my site.) At that point, I was forced to ask Ken and Carlen Penfold to allow Larry to take my place on the contract. They agreed and Larry built a very beautiful home on that site. I salvaged Carlen's kitchen cabinets and dining room fixture and put them in my "cabins."

Some years later, Myron's family offered his home to me. I wanted to make an exchange, but by this time I had lived at 955 Fifth with my new husband and young daughter. They did not want to give up the spot they had grown to love and did not share my history with Myron. Hence I stayed at 955 Fifth.

This is all to tell you that I and my family all love this property. I love it for my long history on the hillside and wonderful memories of many neighborhood friends. My family loves this spot for the amazing years and time there as a family living in the “cabins.” My daughter spent much of her time in exploration up the fault behind the cabins and observing the amazing bloom of cicadas one spring. We entertained a wood rat in our cabin every evening when he came for a slice of nut bread. Given this, it was no surprise when my daughter asked for and has been given the property after my death. Although she is young, with her Ph.D. and M.D., she will likely be able to live there if she chooses, and she is keeping that in mind.

As for me, I grew up in a Nature Refuge in Wisconsin. The open space behind me there in Boulder, the rural feel, and the ability to live more simply and naturally is what I love. My home in Minnesota, while in the city, is near the University agricultural fields where I walk daily. My  $\frac{3}{4}$  acre lot has been transformed by my hard work over the years to a native planting wildlife haven where I am able to have occasional deer, turkeys, coyotes, raccoons, opossums, along with the other usual city animals. I have paid special attention to planting for pollinators and birds as I was a wildlife rehabilitator for many years. I have fought battles here to protect wildlife, decrease impervious surfaces, reduce storm water runoff, and limit the spraying of chemicals on public parks, playgrounds, and school grounds. But this city lot pales in comparison to 955 Fifth and Geneva Park.

Boulder believes in what I believe—open space, harmony with nature, and environmental stewardship. My little spot on that hillside is so very precious to me. It has so much to offer and so many ways to heal and to grow that I want to be sure that it is cherished and protected by the City and the County. This is the only reason I am concerned about the changes. I get at least one contact every couple of months from developers and speculators wanting to buy my property. I will not sell to them nor will my daughter. unless by mistake or accident the lots in this area are allowed to become sites for large glass houses whose widows kill and maim birds, whose cats prey on the wildlife, whose dogs chase the deer, and whose residents move only from the inside of their “built environment” to their cars to go elsewhere.

I have seen such changes below me to the east, just streets away—lovely homes belonging to friends and neighbors that have passed, their homes purchased, destroyed, and replaced by manicured property with large homes. Many of these lost homes, too, had that natural, rural feel I so value, but I understand change. I understand cities. These fancy houses on small, manicured lots are fine for the city, but this area where I am lucky enough to have a home now is not city—that is what I love about it and why I want to be sure it is protected and doesn’t become city.



Now, as to your real question: why my attorney contacted you and why I have an attorney. It is because there was a problem with the title to the 955 Fifth property that I accepted from my husband when we divorced. The problem was discovered during a routine survey nearly three years ago. I brought the problem to the County because it involves a very small parcel of land that the County believes I own, that I believe I own, that my ex-husband believes I own, and for which I have paid taxes for some 25 years. Unfortunately someone else believes they own it. The County instructed me to obtain an attorney to resolve the issue and remove the “cloud” from my title. As I did not intend to leave my daughter with a problem when she inherits, I have followed and am following the advice of the County on this issue. Mr. Richard Hill is my attorney for this problem. Since I live in Minnesota and he lives in Denver it seemed natural that I contacted him when I was concerned about the potential changes to my immediate area by the Blue Line shift.

Tam

## H. Planning Area, Map I, II, III Changes Related to the 2016 Blue Line Amendments for City-Owned Open Space and Mountain Parks (OSMP) Lands

### Background

The Blue Line was created by voters in 1959 as part of the city Charter to prohibit city water from being provided above a certain location. The goal was to protect the foothills backdrop by discouraging new development in this natural area. The Blue Line was set along a specific elevation which did not recognize parcel lines.

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. The amendments intended to recognize existing water service agreements, recognize existing development and not expand opportunities for additional or expanded development.

### Area I, II, III Map Amendments to Reflect Voter-approved Blue Line Amendments

Voter-approved changes to the location of the Blue Line resulted in several areas where changes should be made to Boulder Valley Comprehensive Plan planning areas (*see BVCP Figure 1-1, Policy 1.12 Definition of Comprehensive Planning Areas I, II, III, Policy 2.07 Delineation of Rural Lands*). These changes are being proposed to ensure that the planning areas and their provision of city water services are in alignment with the new location of the Blue Line. The BVCP defines several “Planning Areas.” These indicate the location and extent of urban development and services provided in the Boulder Valley. The BVCP defines:

- Area I as that area within the City of Boulder city limits where city services are provided.
- Area II as the area now under county jurisdiction where annexation to the city can be considered consistent with plan policies.
- Area III – Rural Preservation Area as under county jurisdiction where the city and county intend to preserve existing rural land uses and character.
- Area III – Annex as areas within the city limits where the city and county intend to preserve existing rural land uses and character.

### Advisory Board Feedback

Under the provisions of the City Charter [Article XII, Section 175 (e)], the OSBT is required to review and make recommendations on all Open Space-related changes to the BVCP. As such, the OSBT plays an advisory role to the four decision making bodies who ultimately approve the BVCP. The OSBT unanimously passed a motion recommending to Planning Board and City Council approval of the proposed changes to the Land Use Map relating to city Open Space and Mountain Parks lands.

## ANALYSIS

Revisions to the BVCP Area I, II, III Map are guided by the Amendment Procedures in Appendix B of the Boulder Valley Comprehensive Plan. Service Area Contractions (Area II to Area III – Rural Preservation) removes land from the city’s service area due to a change in circumstances. Changes in designation of land from Area II to Area III may be approved as a Service Area Contraction based on criteria listed in Sec. A.2.a.iii of the BVCP Amendment Procedures and outlined below. Changes from Area II to Area III-Rural Preservation are a city and county decision.

There are several areas of city-owned open space that were previously below the Blue Line and designated as Area I and Area II and are now above the Blue Line. These include small portions of larger parcels and two parcels on the western edge of the city within city limits. Staff is recommending planning area amendments for these areas to reflect the long-term intent for city-owned Open Space to preserve existing rural land uses and character and designate them Area III. Changes for Open Space properties from Area I to Area III – Annex will be considered with the same criteria as Area II to Area III service area contractions.

### Applicability

- a. **Minimum size:** no minimum or maximum size.
- b. **Minimum contiguity:** No contiguity required.

### Criteria

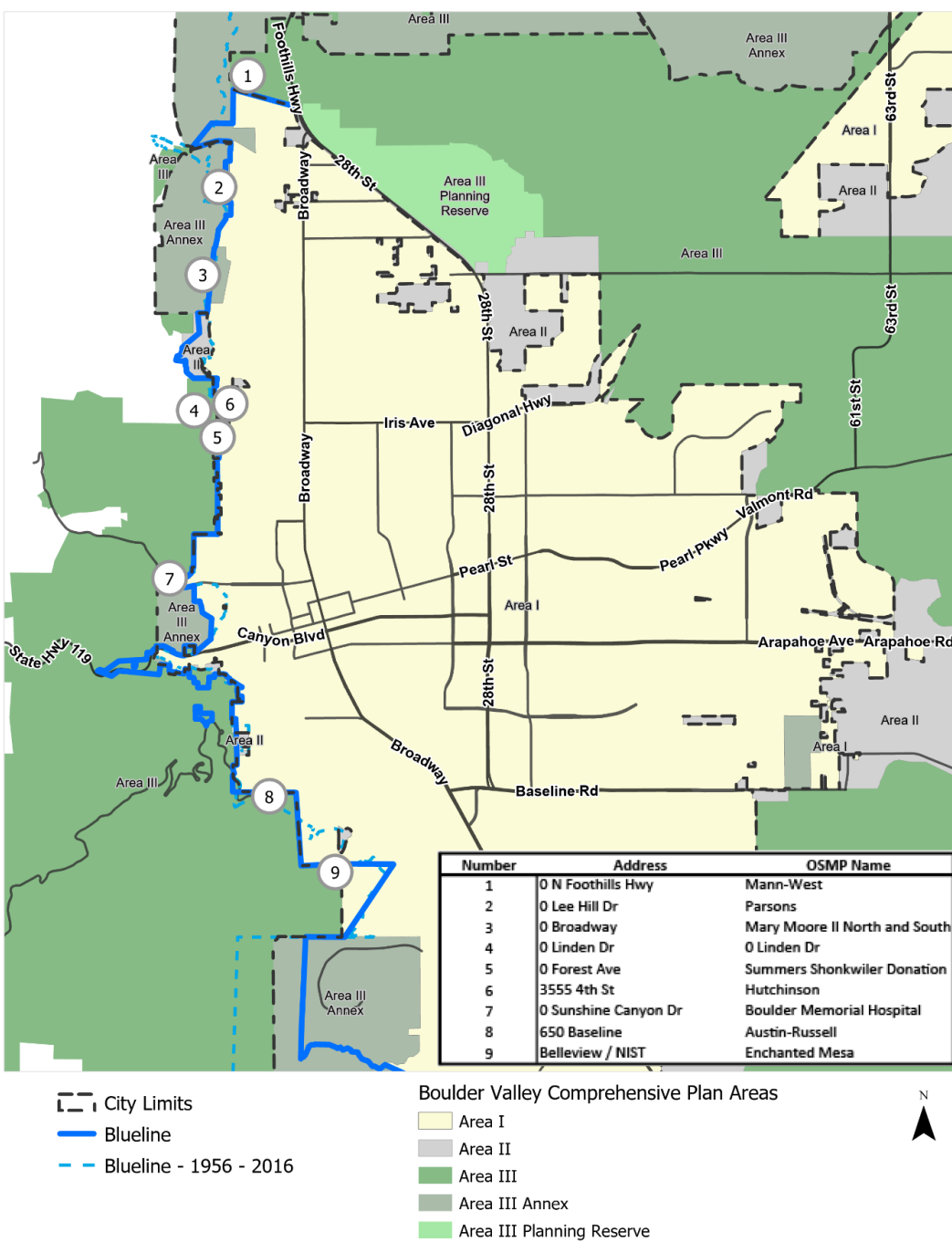
Proposed changes from Area II to Area III-Rural Preservation Area must meet the following criteria:

- a. **Changed Circumstances:** Circumstances have changed that indicate either the development of the area is no longer in the public interest the land has or will be purchased for open space or for utility-related reasons, or the City of Boulder can no longer expect to extend adequate urban facilities and services to the area within 15 years. *All proposed changes are on city-owned Open Space. The circumstances changed with the relocated Blue Line in 2016.*
- b. **Compatibility:** Any changes in proposed land use are compatible with the surrounding are and on balance, the policies and overall intent of the comprehensive plan. The changes do not suggest a change in use, but affirmation of the intent for rural preservation on city-owned Open Space lands.

### Description of Locations

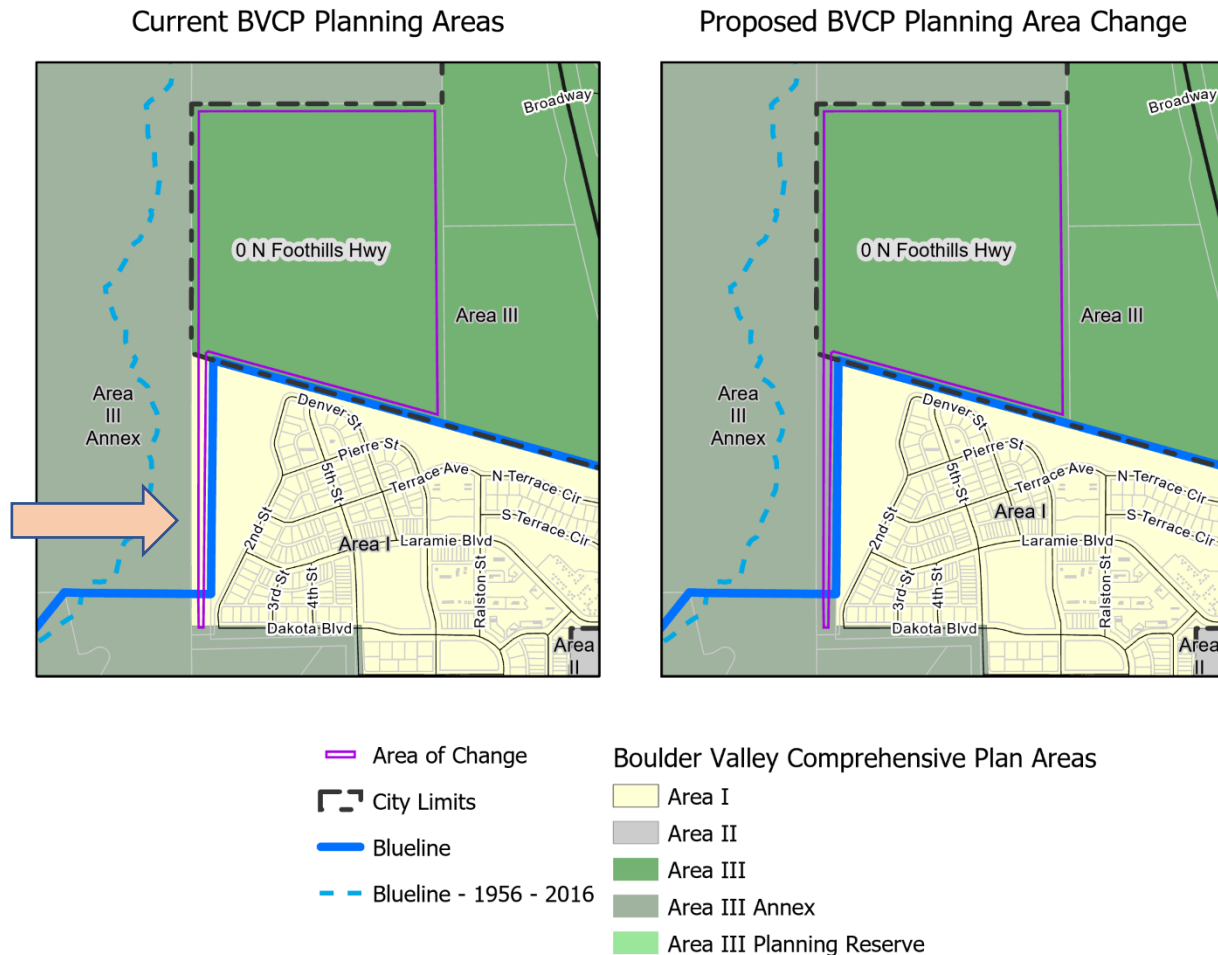
	OSMP Property Names	Location	Proposed Change
1	Mann - West	0 N Foothills Hwy	Area I to Area III - Annex
2	Parsons	0 Lee Hill Dr. (sliver)	Area I to Area III - Annex
3	Mary Moore II North and South	0 Broadway - parcel 0 Broadway – portion of parcel	Area I to Area III - Annex
4	0 Linden	0 Linden – within city limits 0 Linden – outside city limits	Area I to Area III – Annex Area II to Area III

5	Summers Shonkwiler Donation	0 Forest – within city limits	Area I to Area III - Annex
6	Hutchinson	3555 4 <sup>th</sup> St.	Area II to Area III
7	Boulder Memorial Hospital	0 Sunshine Canyon Dr.	Area I to Area III - Annex
8	Austin-Russell	650 Baseline	Area II to Area III
9	Enchanted Mesa	Area near Bellevue Dr. / NIST	Area II to Area III

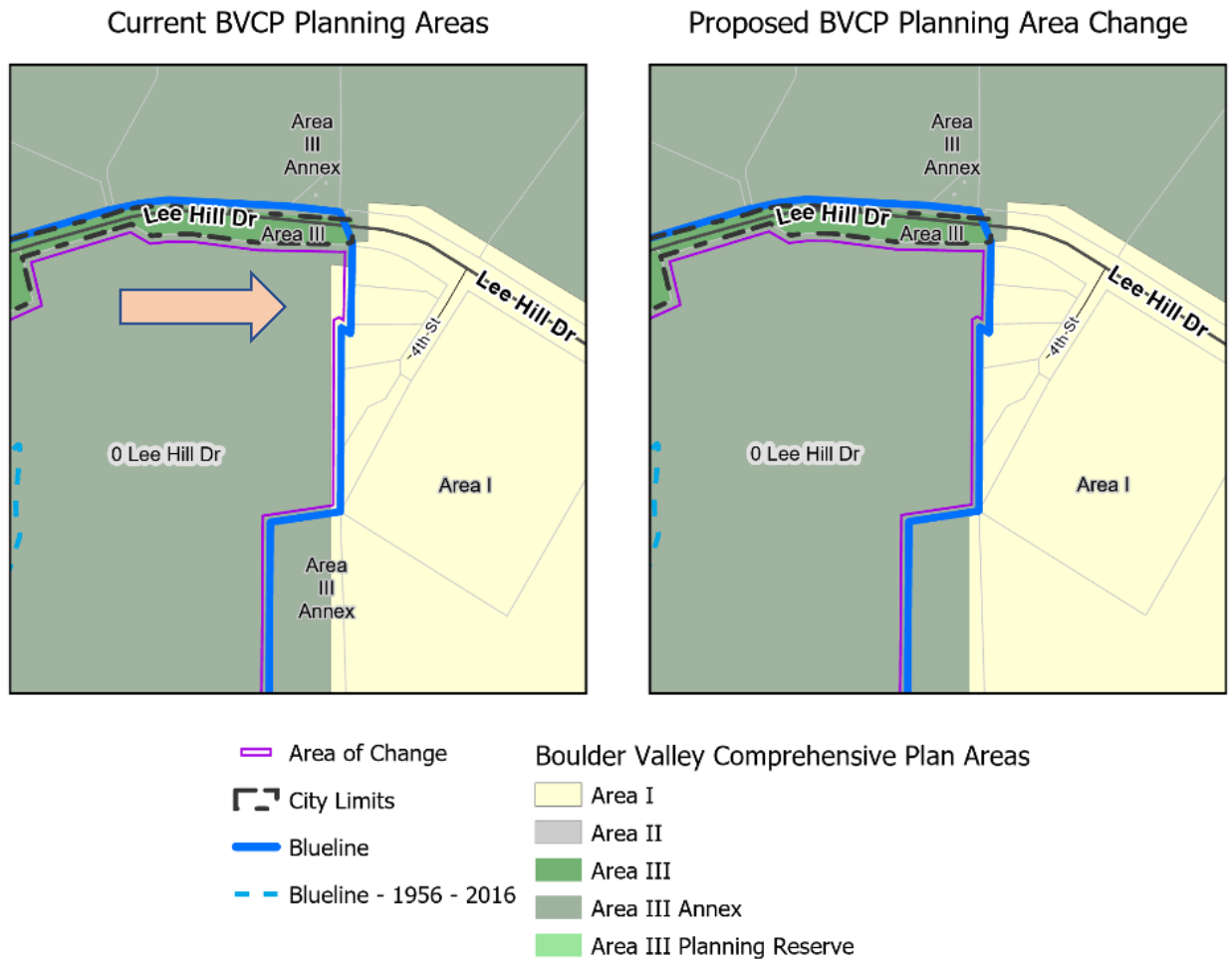


## Maps of Areas with OSMP lands showing existing planning area designations and proposed changes

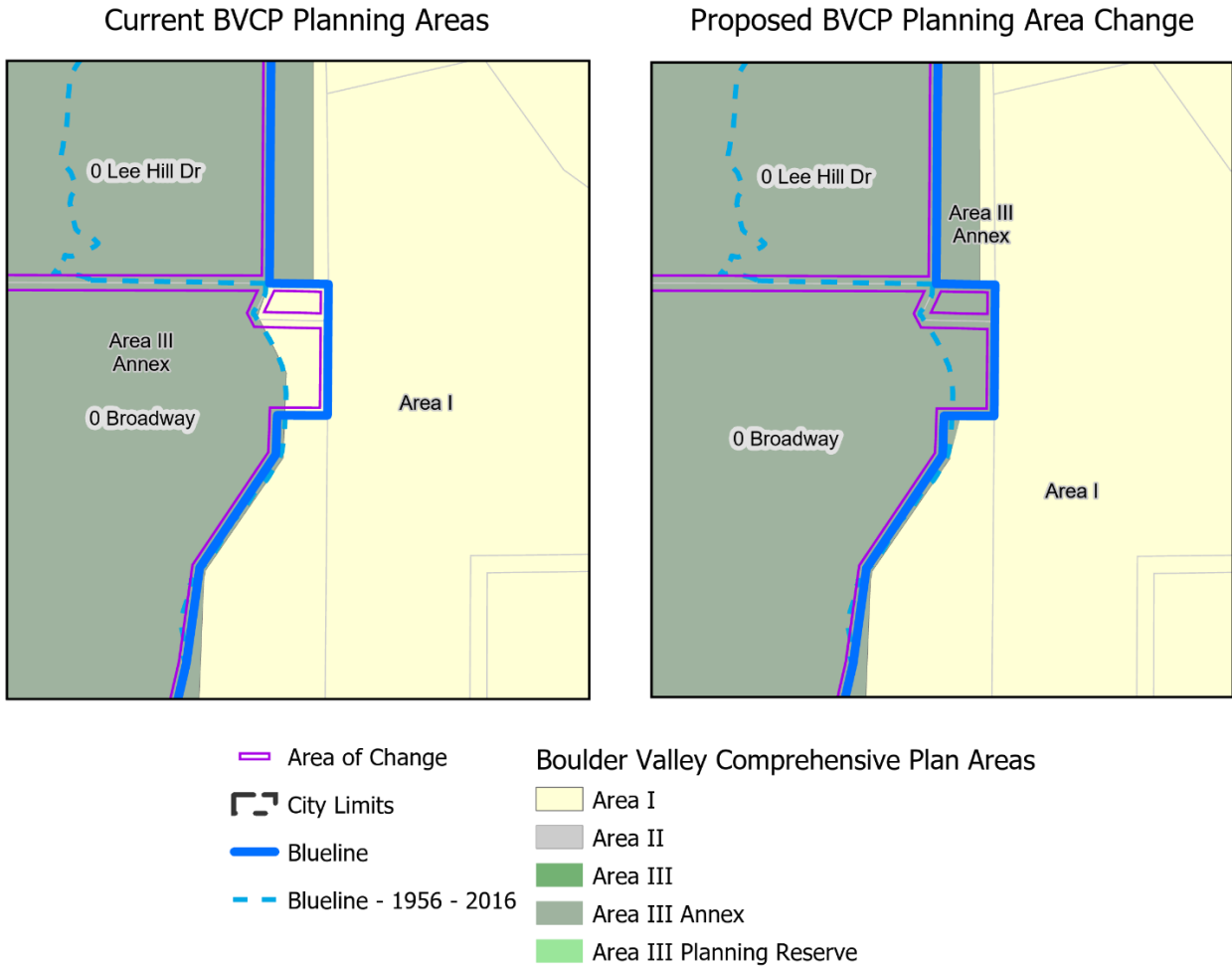
1. **Mann - West - 0 N. Foothills Hwy – Area I to Area III – Annex -** for small portion of southwestern sliver of the parcel.



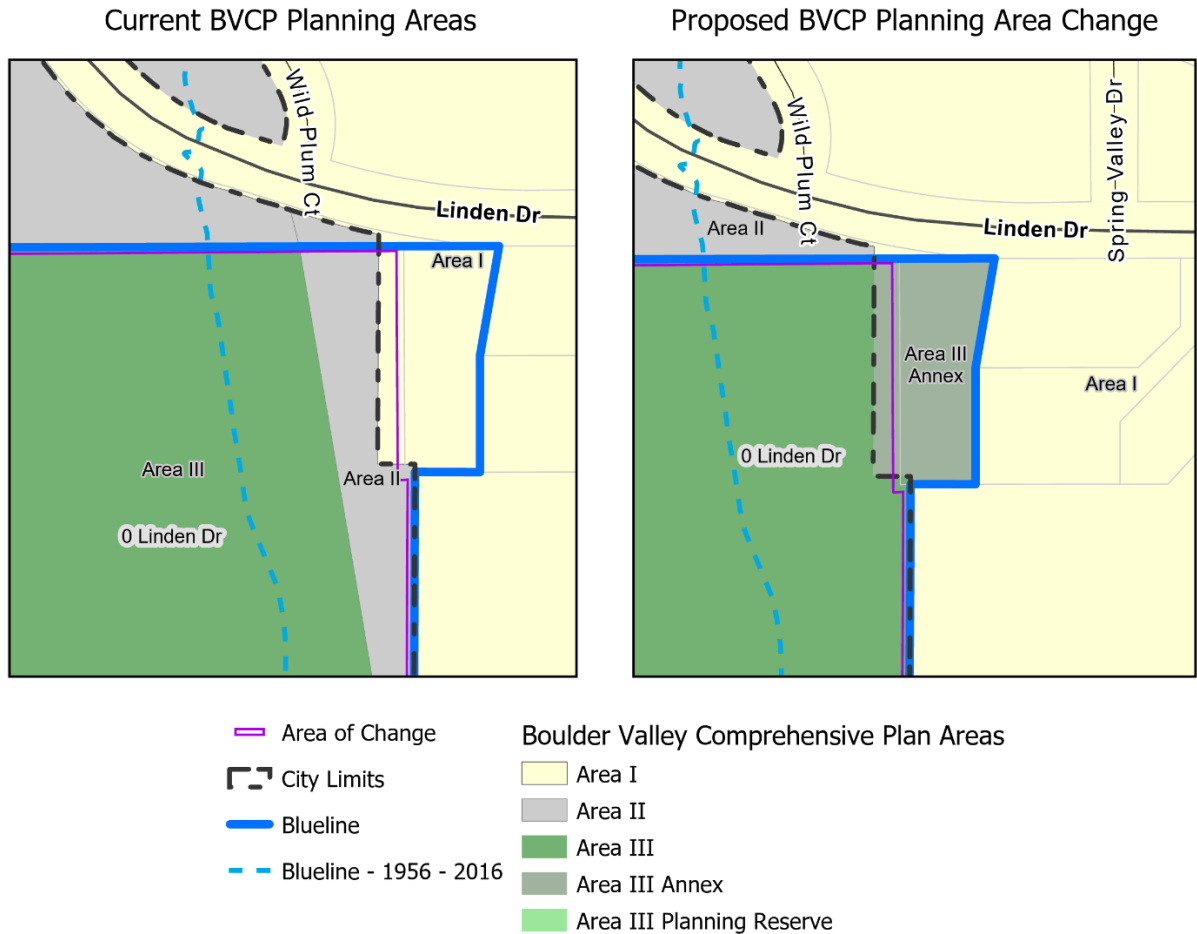
**2. Parsons - 0 Lee Hill Dr. – Area I to Area III Annex – for small portion of northeastern corner of the parcel**



**3. Mary Moore II North and South – 0 Broadway, 0 Broadway - Area I to Area III – Annex**  
for eastern portion of the large parcel and all of small parcel.

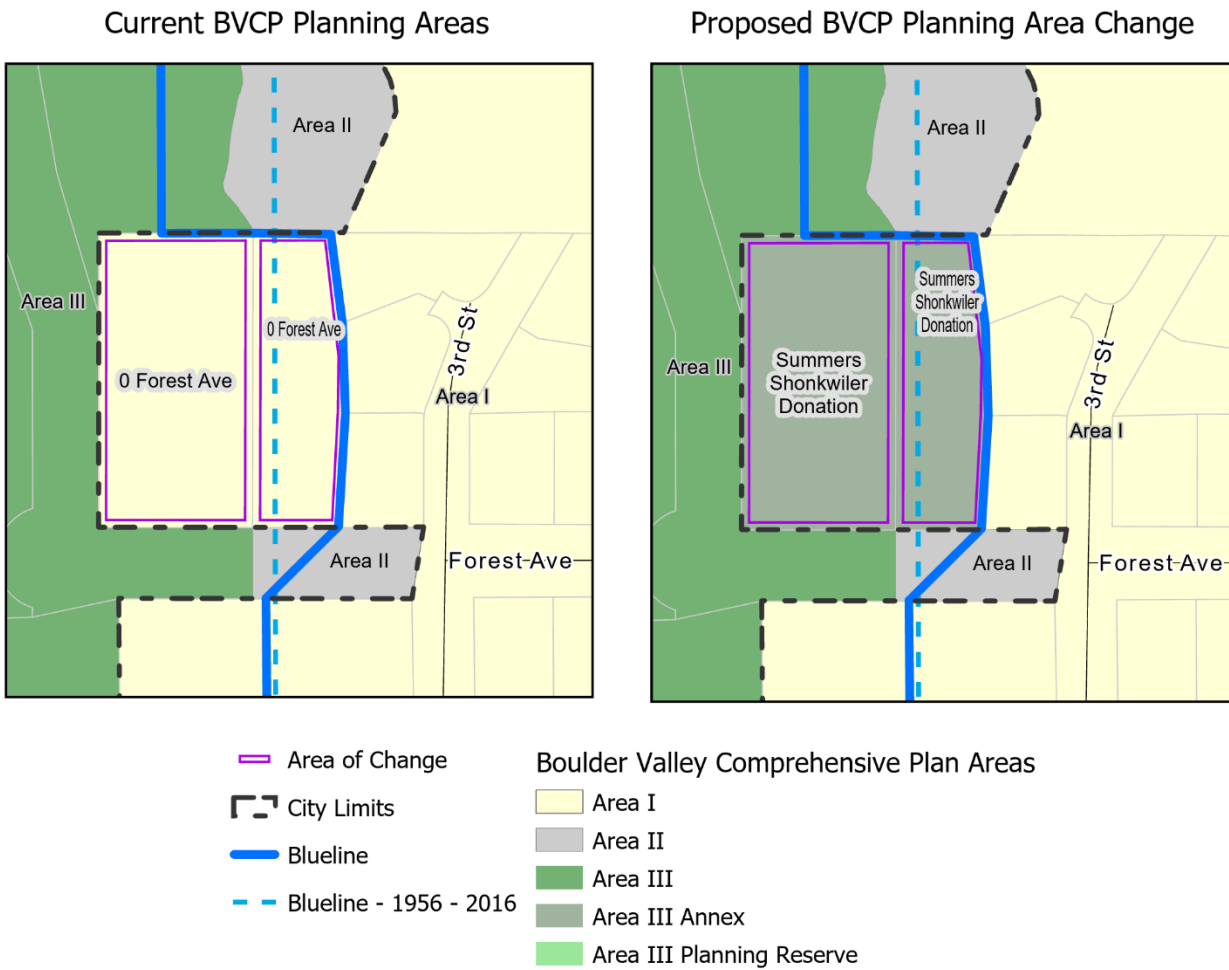


4. **0 Linden – Area I to Area III – Annex** for parcel within city limits and portion of adjacent parcel; **Area II to Area III – Rural Preservation** for eastern portion of larger parcel.

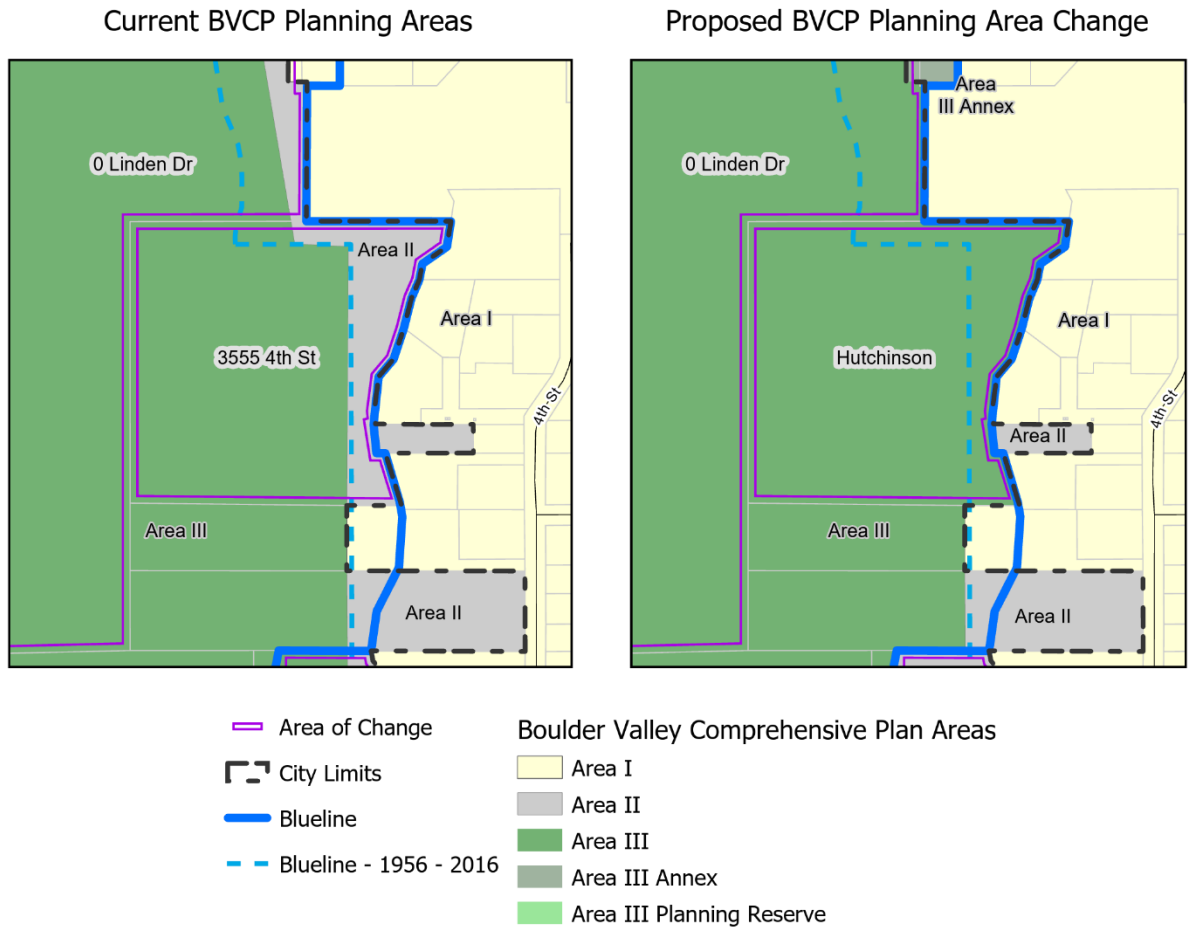




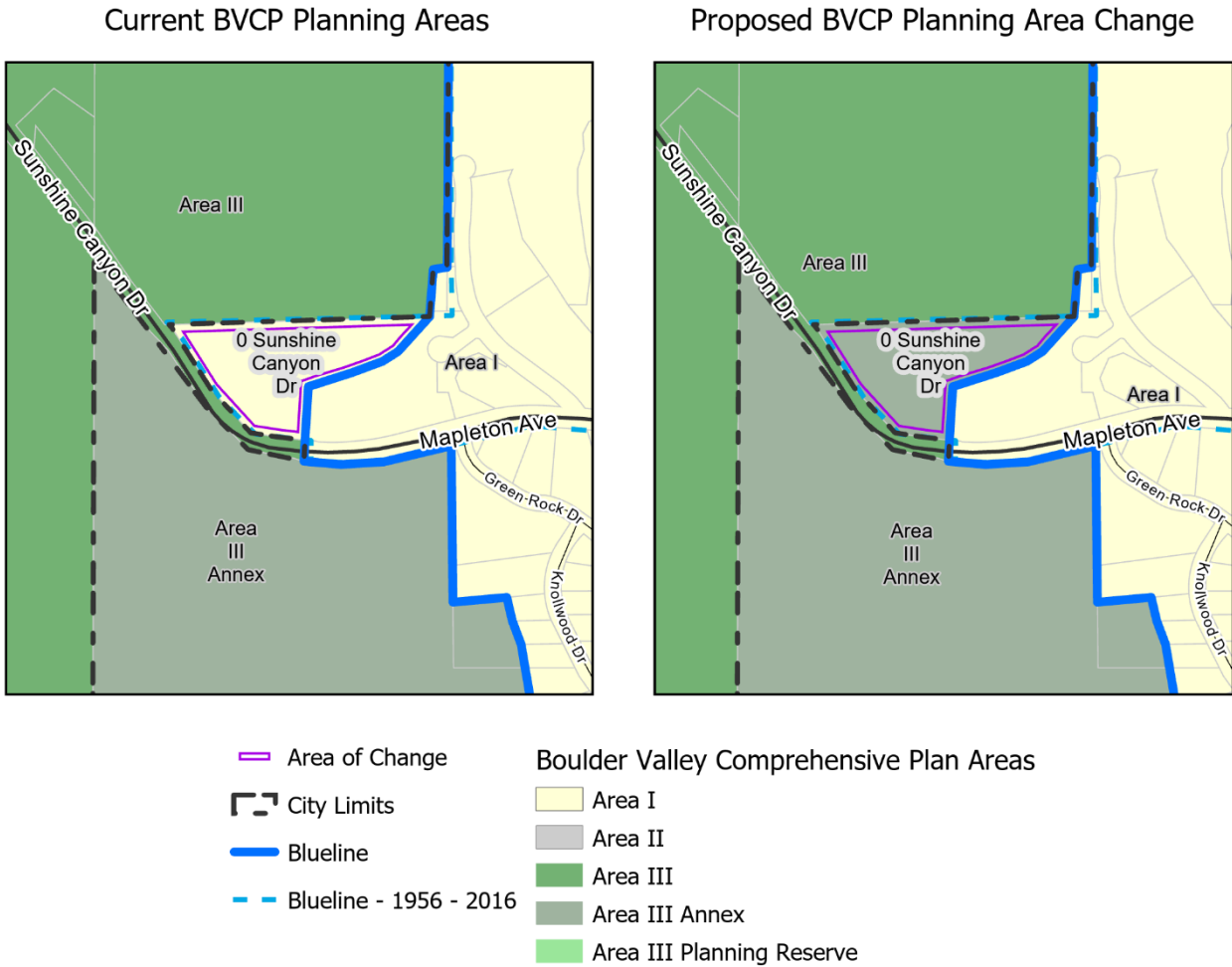
5. **Summers, Shonkwiler Donation – 0 Forest Ave.- Area I to Area III - Annex** for both parcels



6. **Hutchinson – 3555 4<sup>th</sup> St. - Area II to Area III – Rural Preservation** for eastern edge of parcel that is Area II and was previously below the Blue Line



**7. Boulder Memorial Hospital – 0 Sunshine Canyon Dr. Area I to Area III – Annex for full parcel now above the Blue Line**



**8. Austin-Russell – 650 Baseline - Area II to Area III Rural Preservation** for portions that are Area II and previously below the Blue Line

Current BVCP Planning Areas



Proposed BVCP Planning Area Change

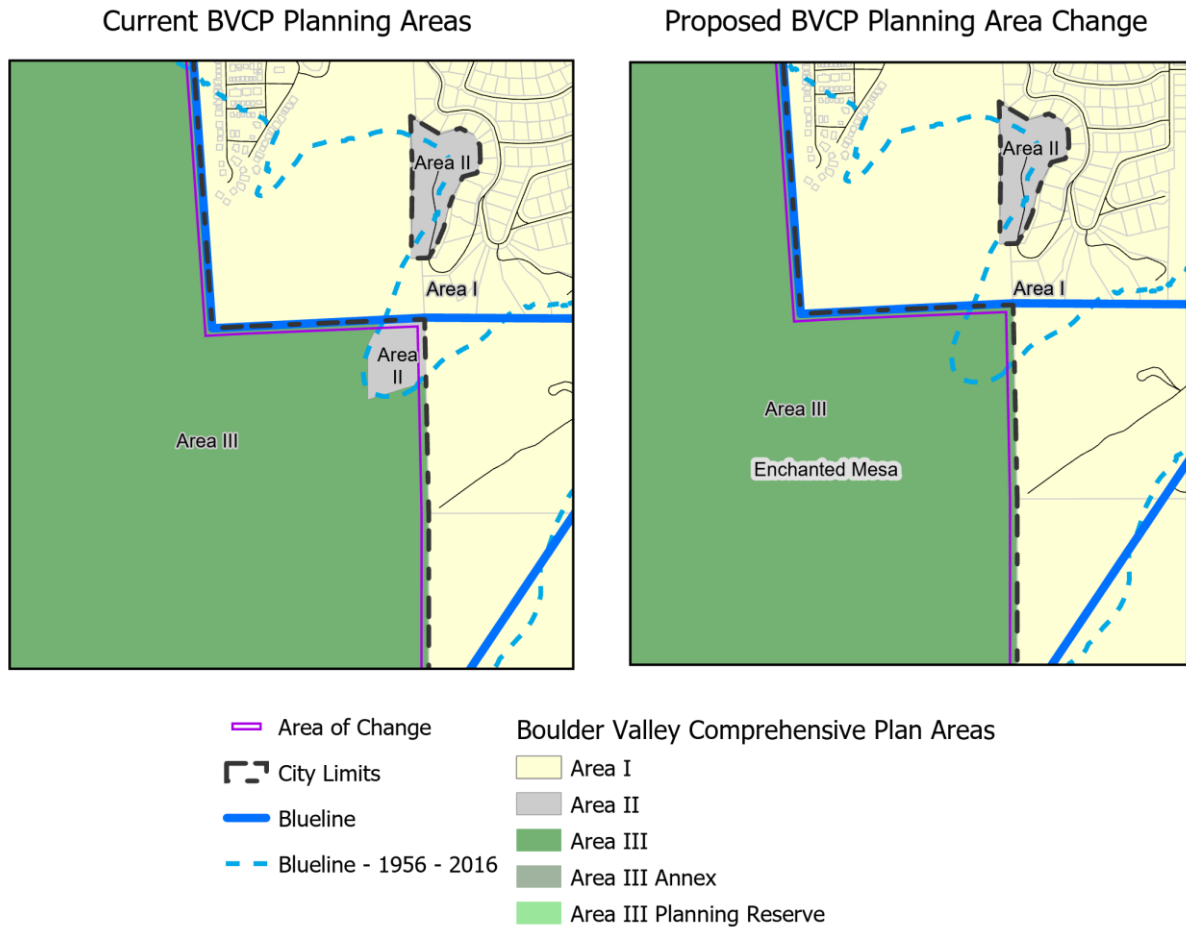


- Area of Change
- City Limits
- Blue Line
- - - Blue Line - 1956 - 2016

**Boulder Valley Comprehensive Plan Areas**

- Area I
- Area II
- Area III
- Area III Annex
- Area III Planning Reserve

**9. Enchanted Mesa – Area II to Area III Rural Preservation** for small portion of parcel that is Area II and now is above the Blue Line



# I. Map Changes Related to Open Space and Mountain Parks (OSMP) Acquisitions

## Proposed changes to the Land Use Map relating to city Open Space and Mountain Parks (OSMP) lands

Proposed updates to the land use map are shown in the map below with notes highlighting changes pertaining to OSMP that reflect past decision-making by Open Space Board of Trustees (OSBT) and City Council. Land use categories that pertain to open space are shown in the BVCP excerpt below.

Land Use Category	Characteristics, Uses & BVCP Density/Intensity
<b>Open Space Categories</b> Open Space designations include the following three categories: <b>Acquired Open Space</b> , <b>Open Space with Development Restrictions</b> and <b>Other Open Space</b> . Open Space designations are not intended to limit acquisition but to be indicative of the broad goals of the open space program. Other property that meets Open Space purposes and functions should be considered and may be acquired. Open Space designations indicate that the long-term use of the land is planned to serve one or more open space functions. However, Open Space designations may not reflect the current use of the land while in private ownership.	
<b>Open Space, Acquired (OS-A)</b>	This applies to land already acquired by the city or Boulder County for Open Space purposes.
<b>Open Space, Development Rights (or Restrictions) (OS-DR)</b>	This designation applies to privately owned land with existing conservation easements or other development restrictions.
<b>Open Space, Other (OS-O)</b>	This designation applies to other public and private land designated prior to 1981 that the city and county would like to preserve through various preservation methods, including but not limited to intergovernmental agreements, dedications or acquisitions. By itself, this designation does not ensure open space protection.  <i>When the mapping designation applies to some Area I linear features such as water features or ditches, the intent is to interpret the map in such a way that the designation follows the linear feature. OS-O may be applied to ditches; however, the category should not be used to interfere with the operation of private irrigation ditches without voluntary agreement by the ditch company.</i>

**Newly Acquired Open Space—Proposed Designation of Open Space Acquired (OS-A) and Open Space Development Rights (OS-DR)**

Five hundred ninety-two acres of open space were acquired in fee by the city since the last BVCP update. Approximately 1.15 acres of Open Space were acquired through a conservation easement. All of the properties listed below have been acquired with the authorization of the OSBT and City Council.

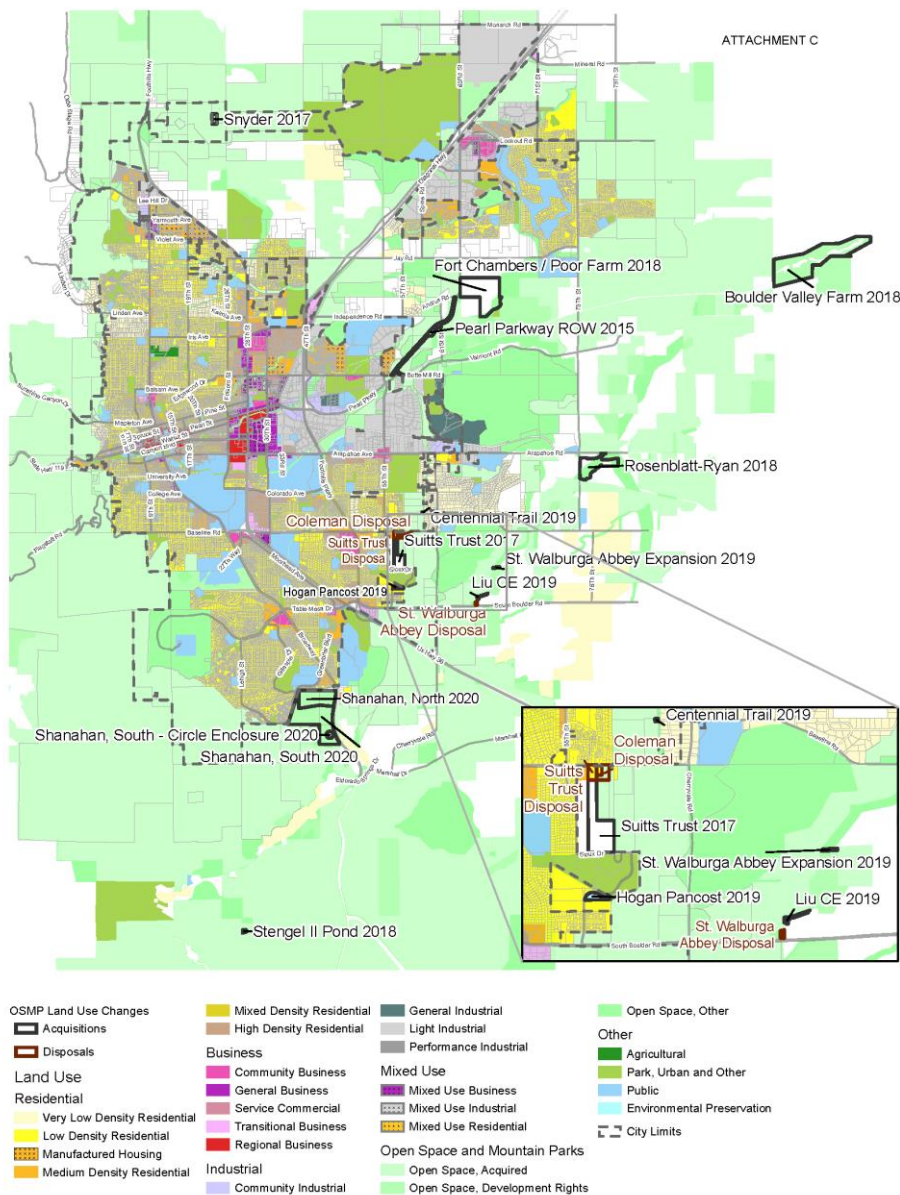
**Property Disposal: Remove Open Space Designation of OS-A**

Portions of properties totaling 5.6 acres were disposed of in the interval between the previous BVCP update and now, listed in the table below. Portions of the Coleman and Suitts Trust properties totaling about five acres, and including three residences and several outbuildings, were disposed of after OSBT and Council approval because they were in Area II of the BVCP and identified by City and County staff as being more appropriate for annexation and development and were not consistent with the needs of the city and the purposes of open space. The 0.58 acres on the St. Walburga Abbey property were part of a complex land exchange approved by OSBT and City Council that resulted in a net benefit to OSMP. All disposals listed below have been approved by the OSBT and City Council in accordance with the appropriate provisions of the City of Boulder Charter.

**Newly Acquired Open Space—Proposed Designation of Open Space Acquired (OS-A) and Open Space Development Rights (OS-DR) – See Map Below for Locations**

<b>Property Name</b>	<b>Year Closed</b>	<b>Acres</b>	<b>Current LU</b>	<b>Proposed LU</b>
<b>Boulder Valley Farm</b>	2018	191.5	OS-DR and None	OS-A
<b>Centennial Trail</b>	2019	0.19	OS-A and OS-O	OS-A
<b>Fort Chambers / Poor Farm</b>	2018	113.26	OS-O and None	OS-A
<b>Hogan Pancost</b>	2019	2.73	EP	OS-A
<b>Liu CE</b>	2019	1.15	None	OS-DR
<b>Pearl Parkway ROW</b>	2015	25.79	None	OS-A
<b>Rosenblatt-Ryan</b>	2018	49.21	OS-O and None	OS-A
<b>Shanahan, North</b>	2020	60.08	OS-DR	OS-A
<b>Shanahan, South - Circle Enclosure</b>	2020	3.99	OS-DR	OS-A
<b>Shanahan, South</b>	2020	114.31	OS-DR	OS-A
<b>Snyder</b>	2017	5.26	OS-O	OS-A
<b>Stengel II Pond</b>	2018	1	OS-DR	OS-A
<b>St. Walburga Abbey Expansion</b>	2019	0.57	OS-DR	OS-A
<b>Suitts Trust</b>	2017	24.75	LR and None	OS-A
<b><i>LU = Land Use; OS-O = Open Space Other; OS-A = Open Space Acquired; OS-DR = Open Space Development Rights; EP = Environmental Preservation; LR = Low Density Residential; CE = Conservation Easement</i></b>				

<b>Property Disposal: Remove Open Space Designation of OS-A</b>				
<b><u>Property Name</u></b>	<b><u>Year Disposed</u></b>	<b><u>Acres</u></b>	<b><u>Current LU</u></b>	<b><u>Proposed LU</u></b>
<b><u>Coleman Disposal</u></b>	<u>2020</u>	<u>2.55</u>	<u>OS-A</u>	<u>LR</u>
<b><u>St. Walburga Abbey Disposal</u></b>	<u>2019</u>	<u>0.58</u>	<u>OS-A</u>	<u>None</u>
<b><u>Suits Trust Disposal</u></b>	<u>2020</u>	<u>2.45</u>	<u>LR and None</u>	<u>LR</u>
<i>LU = Land Use; OS-A = Open Space Acquired; LR = Low Density Residential</i>				





## Advisory Board Feedback

Under the provisions of the City Charter [Article XII, Section 175 (e)], the OSBT is required to review and make recommendations on all Open Space-related changes to the BVCP. As such, the OSBT plays an advisory role to the four decision making bodies who ultimately approve the BVCP. The OSBT unanimously passed a motion recommending to Planning Board and City Council approval of the proposed changes to the Land Use Map relating to city Open Space and Mountain Parks lands.

## Criteria for Land Use Map Changes

To be eligible for a Land Use Map change, the proposed change:

- a) On balance, is consistent with the policies and overall intent of the comprehensive plan;
- b) Would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the city;
- c) Would not materially affect the land use and growth projections that were the basis of the comprehensive plan;
- d) Does not materially affect the adequacy or availability of urban facilities and services to the immediate area or to the overall service area of the City of Boulder;
- e) Would not materially affect the adopted Capital Improvements Program of the City of Boulder; and
- f) Would not affect the Area II/Area III boundaries in the comprehensive plan.

## Evaluation:

- a). On balance, is consistent with the policies and overall intent of the comprehensive plan;

These changes directly implement BVCP Policies on rural lands preservation including:

### *2.06 Preservation of Rural Areas & Amenities*

The city and county will attempt to preserve existing rural land use and character in and adjacent to the Boulder Valley where environmentally sensitive areas, hazard areas, agriculturally significant lands, vistas, significant historic resources and established rural residential areas exist. A clear boundary between urban and rural areas at the periphery of the city will be maintained, where possible. Existing tools and programs for rural preservation will be strengthened and new tools and programs will be put in place.

### *2.07 Delineation of Rural Lands*

Area III consists of the rural lands in the Boulder Valley outside of the Boulder Service Area. The Boulder Service Area includes urban lands in the city and lands planned for future annexation and urban service provision. Within Area III, land is placed within one of two classifications: the Area III-Rural Preservation Area or the Area III-Planning Reserve Area. The boundaries of these two areas are shown on the Area III-Rural Preservation Area and Planning Area I, II, III Map. The more specific Area III land use designations on the Boulder Valley Comprehensive Plan map indicate the type of non-urban land use that is desired as well as recognize those county developments that have or can still develop at other than rural densities and uses. The Area III-Rural Preservation Area is intended to show the desired long-term

rural land use. The Area III-Planning Reserve Area is an interim classification until it is decided whether or not this land should be placed in the Area III-Rural Preservation Area or in the Service Area.

*a) Area III-Rural Preservation Area*

The Area III-Rural Preservation Area is that portion of Area III where rural land uses and character will be preserved through existing and new rural land use preservation techniques, and no new urban development will be allowed during the planning period. Rural land uses to be preserved to the greatest possible extent include: rural town sites (Eldorado Springs, Marshall and Valmont); existing county rural residential subdivisions (primarily along Eldorado Springs Drive, on Davidson Mesa west of Louisville, adjacent to Gunbarrel, and in proximity to Boulder Reservoir); city and county acquired open space and parkland; sensitive environmental areas and hazard areas that are unsuitable for urban development; significant agricultural lands; and lands that are unsuitable for urban development because of a high cost of extending urban services or scattered locations, which are not conducive to maintaining a compact community.

- b) Would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the city;  
No cross-jurisdictional impacts are anticipated from this change.
- c) Would not materially affect the land use and growth projections that were the basis of the comprehensive plan;  
No effect on growth projections is anticipated from this change.
- d) Does not materially affect the adequacy or availability of urban facilities and services to the immediate area or to the overall service area of the City of Boulder;  
No effect on urban facilities and services is anticipated from this change.
- e) Would not materially affect the adopted Capital Improvements Program of the City of Boulder;  
No impact to the CIP is anticipated resulting from this change.
- f) Would not affect the Area II/Area III boundaries in the comprehensive plan.  
The change would not affect the Area II/III boundaries.

## J. Policy and Text Changes

## City Initiated

### **BVCP Mid-term Update Recommended Policy and Text Changes**

City and County staff are recommending these policy and text amendments to reflect recently adopted master plans, area plans and other confirmed new policy direction.

There are no new policy questions proposed as a part of this update, but only changes that reflect already adopted or accepted policy guidance since the last BVCP update. Where there are new policies included to reflect adopted policy direction, the policy numbering will be adjusted in the final plan. Additions are shown in teal and deletions in red.

- A. Chapter III Section 1 –Intergovernmental Cooperation – New policy: Consultation with federally recognized American Indian Tribes to reflect existing Memorandum of Understanding and direction in the 2019 Open Space and Mountain Parks Master Plan recognizing consultation with indigenous people about cultural resources on OSMP/city land
- B. 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.
- C. 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
- D. 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; reflect direction from the adopted 2017 Homelessness Strategy
- E. Chapter V Subcommunity and Area Planning, to reflect revisions approved in early 2019 by City Council and to add a summary of the adopted Alpine-Balsam Area Plan.

### **COMMUNITY INPUT**

Proposed policy and text changes were available on the BeHeardBoulder online platform for review and comment. Feedback received includes:

- I'm fine with the changes though [I] don't think they go far enough. [W]e need to be having larger housing policy shifts a la Portland or Minneapolis to reflect our current housing crisis. [A]lso eliminating parking minimums city wide. [E]nforcing parking MAXIMUMS city wide. [A] switch to mixed use throughout the city to allow for better more walkable neighborhoods.

- Why does City Council knowingly move forward to build low to middle income housing where multi-million dollar homes exist nearby? Does this not even suggest the obvious rise in neighborhood crime? In these uncertain times of security especially when 2nd amendment rights are being challenged (City of Boulder specifically) It's just plain wrong.

## **A. Policy/Text Topic: Intergovernmental Cooperation, Consultation with federally recognized American Indian Tribes (Chapter III, Section 1)**

Section 1 Intergovernmental Cooperation & Growth Management focuses on intergovernmental cooperation and how vital it is to successful planning and implementation within the Boulder Valley. The addition of a new policy around engagement with American Indian Tribes and Indigenous Peoples is intended to highlight that federally recognized American Indian Tribes are another group we engage with on a government-to-government basis, reflecting the City of Boulder's existing commitments in the [2002 Memorandum of Understanding](#) and the [2002 MOU amendment](#) as well as the Indigenous Peoples' Day Resolution: [https://www-static.bouldercolorado.gov/docs/Indigenous\\_Peoples\\_Day\\_Resolution\\_1190\\_-\\_no\\_seal-1-201608230837.pdf](https://www-static.bouldercolorado.gov/docs/Indigenous_Peoples_Day_Resolution_1190_-_no_seal-1-201608230837.pdf)

### **Proposed New or Changed Policy / Text:**

#### **New Policy: Consultation with federally recognized American Indian Tribes**

In the pursuit of shared responsibility and of promoting knowledge about American Indian Tribes, unifying communities, combating prejudice and discrimination against Indigenous Peoples, the city supports actions that encourage understanding and appreciation of Indigenous Peoples, their traditions, culture and our shared history in these ancestral lands known as Boulder Valley.

The city has long-standing government-to-government relationships and agreements with a number of federally recognized American Indian Tribes. The city respects Tribal sovereignty and self-determination and follows federal and state consultation guidelines.

The city follows a formal government-to-government consultation process to receive input on important topics from Tribal Nations including:

- • Supporting American Indian Tribes' connections to their ancestral homelands;
- Encouraging understanding and appreciation of Indigenous People, their traditions, culture and our shared history in the Boulder Valley;
- Protecting areas of religious and cultural significance and establishing procedures to notify Tribal Nations of cultural resources discovered;
- Providing opportunities for ceremonial practices;

- Helping fulfill the city's Indigenous People's Day Resolution, which requires the city to correct omissions of the Native American presence in public places, resources and cultural programming; and
- Advising on land acquisition and land management efforts.

The city recognizes that meaningful engagement with Tribal Nations needs to also happen at a regional level, and that the city is committed to partnering and participating with other local governments on this regional approach.

## **B. Policy/Text Topic: Framework for Annexation and Urban Service Provision**

### **Proposed New or Changed Policy / Text:**

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.

### **Policy 1.16 Annexation**

The policies in regard to annexation to be pursued by the city are:

- a. Annexation will be required before adequate facilities and services are furnished.
- b. The city will actively pursue annexation of county enclaves, substantially developed properties along the western boundary below the Blue Line and other substantially developed Area II properties. County enclave means an unincorporated area of land entirely contained within the outer boundary of the city. Terms of annexation will be based on the amount of development potential as described in (c.), (d.) and (e.) of this policy. Applications made to the county for development of enclaves and Area II lands in lieu of annexation will be referred to the city for review and comment. The county will attach great weight to the city's response and may require that the landowner conform to one or more of the city's development standards so that any future annexation into the city will be consistent and compatible with the city's requirements.
- c. In 2016, the city adopted Ordinance 8311 which changed the location of the Blue Line. This change to the Blue Line was intended to clarify the location of the Blue Line and permit water service to existing development in the area, while reinforcing the protection of the foothill's open space and mountain backdrop. Both entire properties which and properties where the developed portions (1) are located in Area II and (2) were moved east of the Blue Line in 2016 shall be considered substantially developed and no additional dwelling units may be added. No water services shall be provided to development west of the Blue Line.

~~b.d.~~ Annexation of existing substantially developed areas will be offered in a manner and on terms and conditions that respect existing lifestyles and densities. The city will expect

these areas to be brought to city standards only where necessary to protect the health and safety of the residents of the subject area or of the city. The city, in developing annexation plans of reasonable cost, may phase new facilities and services. The county, which now has jurisdiction over these areas, will be a supportive partner with the city in annexation efforts to the extent the county supports the terms and conditions being proposed.

- ~~e.~~e. In order to reduce the negative impacts of new development in the Boulder Valley, the city will annex Area II land with significant development or redevelopment potential only if the annexation provides a special opportunity or benefit to the city. For annexation consideration, emphasis will be given to the benefits achieved from the creation of permanently affordable housing. Provision of the following may also be considered a special opportunity or benefit: receiving sites for transferable development rights (TDRs), reduction of future employment projections, land and/or facilities for public purposes over and above that required by the city's land use regulations, environmental preservation or other amenities determined by the city to be a special opportunity or benefit. Parcels that are proposed for annexation that are already developed and which are seeking no greater density or building size would not be required to assume and provide that same level of community benefit as vacant parcels unless and until such time as an application for greater development is submitted.
- ~~d.~~f. Annexation of substantially developed properties that allow for some additional residential units or commercial square footage will be required to demonstrate community benefit commensurate with their impacts. Further, annexations that resolve an issue of public health without creating additional development impacts should be encouraged.
- ~~e.~~g. There will be no annexation of areas outside the boundaries of the Boulder Valley Planning Area, with the possible exception of annexation of acquired open space.
- ~~f.~~h. Publicly owned property located in Area III, and intended to remain in Area III, may be annexed to the city if the property requires less than a full range of urban services or requires inclusion under city jurisdiction for health, welfare and safety reasons.
- ~~g.~~i. The Gunbarrel Subcommunity is unique because the majority of residents live in the unincorporated area and because of the shared jurisdiction for planning and service provision among the county, city, Gunbarrel Public Improvement District and other special districts. Although interest in voluntary annexation has been limited, the city and county continue to support the eventual annexation of Gunbarrel. If resident interest in annexation does occur in the future, the city and county will negotiate new terms of annexation with the residents.

### C. Policy/Text Topic: Transportation (Chapter III, Section 6)

As a result of direction in the 2019 Transportation Master Plan, staff propose new policies to reflect Equitable Transportation and the Low-Stress Walk and Bike Network. Staff also proposes minor changes to several policies and text in this chapter to align with city and county adopted Transportation Master Plans. *The information below contains only policies and text within Section 6 where there are proposed changes, not the entire section.*



**Proposed New or Changed Policy / Text:****Section 6. Transportation**

The vision is to create a safe, accessible and sustainable multimodal transportation system connecting people with each other and where they want to go. The system should be safe, equitable, reliable, provide travel choices and support clean air and the city, county, and state's 's-and-county's climate commitment.

~~to create and maintain a safe and efficient transportation system that meets city and county sustainability goals.~~ The transportation system should accommodate increased person trips by providing travel choices and by reducing single-occupant automobile trips and vehicle miles traveled (VMT). Plans should also prepare the community for future technology changes, such as electric/low emission vehicles, autonomous vehicles, and demographic and social shifts, such as an aging community, and increasing bicycle, micromobility and car sharing.

A mature community like Boulder has little opportunity or ability to add road capacity, as widening streets and building new roads would have significant negative environmental, community character and financial impacts. Consequently, the strategies of the city's Transportation Master Plan (TMP) center on maintaining a safe and efficient system.

The policies in this section generally reflect the focus areas of the city's TMP Action- Plan and the adopted Boulder County ~~T~~ Transportation Master Plan (TMP), including:

- Complete Transportation System;
- Regional Travel;
- Funding & Investments;
- Integration of Land Use & Transportation with Sustainability Initiatives; and
- Other Transportation Policies.

**Complete Transportation System****6.01 All-Mode Transportation System & Safe and Complete Streets**

The Boulder Valley will be served by an integrated all-mode transportation system, developed cooperatively by the city and county. The city's and county's transportation system focuses on moving people, and is will-be based on complete streets reflecting the unique contexts of urban, suburban, and rural areas. in the urban area, These streets include ~~including~~ completed networks for each mode, making safe and convenient connections between modes, providing seamless connections between the city and county systems and promoting access and placemaking for the adjacent land uses and activities. Improvements to urban travel corridors will recognize pedestrian travel as the primary mode of transportation and preserve or improve the safety ~~and efficiency~~ of all modes- of transportation. For more suburban and rural parts of the Boulder Valley, the transportation system is focused on sustainable mobility through development of a safe, multimodal system, creating the complete trip and investing in key regional transportation corridors.

**New Policy: Equitable Transportation**

The city and county will equitably distribute transportation investments and benefits in service of all community members, particularly vulnerable populations, ensuring that all people benefit from expanded mobility options. Providing more transportation options—like walking, biking, transit and shared options — in areas where people are more reliant on various modes will have a greater benefit to overall mobility. New transportation technologies and advanced mobility options provide Boulder with an opportunity to expand affordable transportation choices to those who need them the most, including those who cannot use existing fixed route transit such as service and shift workers.

**New policy: Low Stress Walk and Bike Network**

The city and county will create a connected walking and cycling network for people of all ages and abilities to travel along and across streets safely and comfortably. The county has a goal to develop a low stress bike network between communities within the county. Low stress walk and bike networks will attract a broader population of people as confident and comfortable pedestrians and cyclists. These walk and bike networks also support the city and county Vision Zero safety goals.

**6.02 Renewed Vision for Transit**

The city and county will integrate transit investments and improvements to address service, capital infrastructure, policies, programs and implementation. These will expand the Community Transit Network (CTN) and improve regional transit service and connections outside the city, such as bus rapid transit (BRT) along state highways and regional key corridors, ~~bus services~~ as identified in the Northwest Area Mobility Study.

**6.03 Reduction of Single Occupancy Auto Trips**

The city and county will support and promote the greater use of ~~alternative~~ multimodal travel options to reduce vehicle miles traveled (VMT) and single-occupancy automobile travel. The city will continue progress toward its specific objective to reduce vehicle miles of travel (VMT) 20 percent from 1994 levels through the year ~~2035-2030~~ within the Boulder Valley to achieve transportation and GHG reduction goals. The county's goal is to reduce VMT to 2005 levels, and to achieve regional air quality goals and state greenhouse gas reduction targets. The city and county will include other communities and entities (especially origin communities such as Longmont, Lafayette, Louisville and Erie) in developing and implementing integrated travel demand management (TDM) programs, new mobility services and improved local and regional transit service. The city will require TDM plans for applicable residential and commercial developments within the city to reduce the vehicle miles traveled and single-occupant vehicle trips generated by the development.

**6.04 Transportation System Optimization**

The transportation system serves people using ~~is used by~~ all modes, and maintaining its efficient and safe operation benefits all users. The city and county will monitor the performance of all modes as a basis for informed and systematic trade-offs supporting mobility, safety, GHG reduction and other related goals.



### 6.05 Integrated Transportation Demand Management (TDM) Programs

The city and county will cooperate in developing comprehensive Transportation Demand Management (TDM) programs for residents and employees, which include incentives, such as developing a [fare-free local and regional transit system](#); ~~universal community transit pass program~~; promoting shared-use mobility, ridesharing, bikesharing, carsharing, vanpools and teleworking; and supporting programs for walking and biking, such as secured long-term bike parking. The city will employ strategies such as shared, unbundled, managed and paid parking (i.e., “Shared Unbundled, Managed, and Paid” – “SUMP” principles) to reflect the real cost of Single Occupancy Vehicle (SOV) travel. The city will require TDM plans for applicable residential and commercial developments.

### 6.07 Transportation Safety

The city and county recognize safety for people of all ages using any mode within the transportation system (i.e., walking, bicycling, transit riding and driving) as a fundamental goal. The city's and county's [Vision Zero policies](#) ~~“Toward Vision Zero”~~ aims to [eliminate traffic deaths and severe injuries](#) ~~reduce serious injury and fatal collisions~~ involving people using all modes of travel, focusing on crash trends and mitigation strategies identified in the Safe Streets Boulder Report and on-going local, regional and statewide safety assessments. [Improving travel safety is based on a holistic combination of the four E's: Engineering, Education, Enforcement, Evaluation and relies upon our whole community to keep people safe. To achieve Vision Zero, the four E's approach helps ensure we are addressing travel safety from all angles. This means dangerous travel behaviors, such as distracted and impaired travel, can be countered through enforcement efforts and safety education outreach, while engineering treatments and innovative street design can help prevent intersection conflicts for example. Applying all four E's is the most comprehensive way to help prevent crashes.](#)

## Regional Travel

### 6.08 Regional Travel Coordination

Local transportation and land use decisions have regional transportation impacts. The city and county will work to develop regional consensus for multimodal improvements to regional corridors through working with the Colorado Department of Transportation, the Regional Transportation District (RTD), [Denver Regional Council of Governments](#), ~~US-36~~[Northwest](#) Mayors and Commissioners Coalition and other providers to develop high-quality, high-frequency regional transportation options, including improvements identified in the Northwest Area Mobility Study (NAMS), FasTracks arterial bus rapid transit (BRT) service, [managed lanes](#) and commuter bikeways between communities. The city and county will continue development of first- and last-mile connections to local systems and longer-term transit planning.

### 6.09 Regional Transit Facilities

The city will develop and enhance the regional transit anchors that serve the primary attractors of Downtown Boulder, the University of Colorado and Boulder Junction adjacent to the Boulder Valley Regional Center. Developing “Mobility

Hubs” and first and last mile connections to these facilities is a priority to support employees commuting into and throughout [Boulder and Boulder County](#) and to reduce single-occupancy auto travel and congestion on regional roads.

## **Funding & Investment**

### **6.10 Investment Priorities**

To protect previous investments and ensure [safe and](#) efficient use of existing travel corridors, the city ~~and county~~ will prioritize investments for [travel safety for people using all modes, such as Vision Zero improvements; system maintenance, such as street and bridge repair; and system operations, such as signal enhancements.](#) ~~improvements to safety and maintenance for all modes of the existing transportation system.~~ The city ~~and county~~ will give [medium priority to system efficiency and optimization, such as enhancement of pedestrian, bicycle and transit systems; electrical vehicle charging infrastructure and electrification of fleets; neighborhood speed management, and person carrying capacity improvements \(rather than adding capacity for vehicles\).](#) ~~second priority to capacity additions for non-automotive modes and efficiency improvements for existing road facilities that increase person carrying capacity without adding general purpose lanes.~~ [Lower priority will be given to investments in quality of life improvements, such as sound walls. The county will prioritize transportation investments based on several criteria, including, multimodal operational efficiency, safety, partnership opportunities, maintenance, and resilience.](#) The city and county will manage and price any additional significant regional single-occupancy vehicle road capacity to provide reliable and rapid travel times for transit, high-occupancy vehicle lanes and other carsharing options.

## **Other Transportation Policies**

### **6.20 Improving Air Quality & Reducing Greenhouse Gas Emissions**

Both the city and county are committed to reductions in GHG emissions, with the city committing to an 80 percent reduction from 2005 levels by 2050 [and the county committing to a 45% reduction by 2030 and a 90% reduction by 2050.](#) The city and county will design the transportation system to minimize air pollution and reduce GHG emissions by promoting the use of active transportation (e.g., walking and bicycling) and low-emission transportation modes and infrastructure to support them, reducing auto traffic, encouraging the use of fuel-efficient and clean-fueled vehicles that demonstrate air pollution reductions and maintaining acceptable traffic flow.

## **Relevant Plans & Policies**

- Boulder County Transportation Master Plan
- Boulder County Multimodal Transportation Standards
- Transportation Master Plan (City of Boulder)
- City Climate Commitment Strategy (City of Boulder)
- Airport Master Plan (City of Boulder)
- [Access Management and Parking Strategy \(City of Boulder\)](#)
- Northwest Area Mobility Study (NAMS)

## D. Policy/Text Topic: Housing (Chapter III, Section 7)

Policy revisions 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.

### Proposed New or Changed Policy / Text:

#### 7.02 Affordable Housing Goals

The city will [secure 15 percent of all residential properties within Boulder as permanently affordable to low-, moderate-, and middle-income households by 2035](#) ~~study and consider substantially increasing the proportion of housing units permanently affordable to low-, moderate- and middle-income households beyond our current goal of at least ten percent of the housing stock for low and moderate incomes.~~ The city will also increase the proportion of market-rate middle-income housing, as described in the Middle Income Housing Strategy. These goals are achievable through regulations, financial subsidies and other means. City resources will also be directed toward maintaining existing permanently affordable housing units and increasing the stock of permanent affordable housing through preservation of existing housing.

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As a result of the City adopting the *Homelessness Strategy* in 2017, Housing & Human Services staff propose a new policy to reflect the strategy's vision and guiding principles. Staff also proposes minor changes to policy 7.05 to reflect the emergence of the Homeless Solutions for Boulder County (HSBC) and the demise of the 10 Year Plan to Address Homelessness.

### Proposed New or Changed Policy / Text:

#### New Policy in Section 7 Housing: [Addressing Homelessness](#)

[The city and county will work to ensure that residents, including families and individuals, have opportunities to achieve or maintain a safe, stable home in the community. The city and county will effectively use resources within a coordinated and integrated system. Solutions will consider the diversity of people experiencing homelessness and their unique needs in community planning and support the advancement of resilience, self-sufficiency and independence.](#)

#### 7.05 Strengthening Regional Housing Cooperation

Affordable housing is a regional issue that requires the city and county to work with neighborhoods and other public and private partners to develop and innovate regional housing solutions. The city and the county will work to enhance regional cooperation on housing issues to address regional housing needs and encourage the creation of housing in proximity to regional transit routes. Such efforts include the Regional HOME Consortium, the Boulder County Consortium of Cities, [the County Regional Housing Partnership](#), and the [Homeless Solutions for Boulder County](#) ~~Ten-Year Plan to Address Homelessness.~~

Relevant Plans & Policies:

- Comprehensive Housing Strategy (City of Boulder)
- Analysis of Impediments to Fair Housing Choice (US Department of Housing and Urban Development)
- Boulder Broomfield HOME
- [Consortium Consolidated Plan](#)
- [Boulder County Regional Housing Plan](#)
- ~~[Boulder County 10-year Plan to Address Homelessness](#)~~
- [Homelessness Strategy \(City of Boulder\)](#)
- Middle Income Housing Strategy (City of Boulder)

### **E. Policy/Text Topic: Subcommunity and Area Planning (Chapter V)**

Based on direction from the Planning Board and City Council about the future of the Subcommunity Planning Program for Boulder in 2019, staff propose multiple revisions and additions to the subcommunity and area planning descriptions. Also proposed is a brief summary of the adopted Alpine-Balsam Area Plan.

**Proposed New or Changed Policy / Text:** See following pages

## CHAPTER V

# SUBCOMMUNITY & AREA PLANNING

Subcommunity and area planning ~~bridge~~ provide localized opportunities to implement ~~s the gap between the broad policies of the comprehensive plan and site-specific project review (development applications or city capital projects).~~ Subcommunity plans address one of ten subcommunity regions identified in Figure 5-1. Area plans typically address a group of adjacent parcels or a corridor ranging in size from ten acres to 200 acres ~~planning issues~~ at a more detailed level than subcommunity plans. ~~The planning horizon is the same as that for the comprehensive plan—15 years.~~ Such plans are prepared through a process that requires residents, neighbors, businesses and land owners and city (and sometimes county) departments to work together toward defining the vision, goals and actions for ~~an~~ a subcommunity or area, as described below.

~~Subcommunity and area plans are intended to:~~

- ~~• Establish the official future vision of an area;~~
- ~~• Create a common understanding among the parties involved regarding the expected changes in the area;~~
- ~~• Determine the appropriate density, character, scale and mix of uses in an area and identify the regulatory changes needed to ensure or encourage appropriate development compatible with its surrounding area;~~
- ~~• Define desired characteristics of an area or neighborhood that should be preserved or enhanced;~~
- ~~• Define the acceptable amount of infill and redevelopment and determine standards and performance measures for design quality to avoid or adequately mitigate the negative impacts of infill and redevelopment and enhance the benefits;~~
- ~~• Identify the need and locations for new or enhanced pedestrian, bicycle and vehicular connections;~~
- ~~• Identify the need and locations for new public or private facilities, such as shopping, child care, schools, parks and recreation, transit facilities and mobile and virtual library services and facilities so that daily needs are close to where people live and work and contribute to the livability, enjoyment and sense of physical and social identity of a subcommunity or area;~~

~~The subcommunity and area planning process includes:~~

- ~~• Develop implementation methods for achieving the goals of the plan, which may include: neighborhood improvement, trail, park or street projects; changes to the land use regulations or zoning districts; or changes to the comprehensive plan Land Use Map.~~

- Identifying opportunities to address comprehensive plan goals;

- Developing criteria for decision-making that balance local area interests with those of the broader community;
- Involving interested groups and individuals to identify issues and opportunities to be addressed by the plan and establish a common vision for the future;
- Identifying a range of appropriate techniques for determining the priority of and means of financing and plan elements; and
- Establishing a planning framework in which to review public projects, land use changes and development proposals to implement or ensure compliance with the plan.

~~Boulder County is involved in the development of plans that affect land in Area II or III.~~

Subcommunity and area plans are adopted by the Planning Board and City Council and amended as needed with the same legislative process as originally adopted. Boulder County is involved in the development of plans that affect land in Area II or III. Land Use Map changes proposed in subcommunity and area plans may be incorporated into the comprehensive plan concurrent with the adoption of the area plan. Subcommunity, area and neighborhood planning efforts are processes in which all are given opportunities to collaborate and innovate in achieving local, city and regional ~~as well as wider~~ community goals.

## Subcommunity Planning

~~There are ten subcommunity planning areas within the Service Area: Central Boulder, Central Boulder—University Hill, Crossroads, the University of Colorado, East Boulder, Southeast Boulder, South Boulder, North Boulder, Palo Park and Gunbarrel.~~

~~When the subcommunity and area planning program was instituted in 1990, the idea was to develop plans for all of the subcommunities. The North Boulder Subcommunity Plan was the first because the area had the largest amount of vacant land in the city at the time, and a significant amount of change was anticipated. While much of the city planning focus in the years since has been on developing area plans rather than subcommunity plans, should resources permit and council and planning board decide, subcommunity plans which meet the criteria for selection called out below may be undertaken. It is anticipated that each subcommunity plan will be evaluated as needed and monitored annually through CIP and the Boulder Valley Comprehensive Plan Action Plan. the community interest in localized planning identified in the 2015 BVCP Major Update, adopted in 2017, led to a renewed interest to offer targeted solutions for different community geographies and bridge the gap between broad policies and site specific project review. At the January 2018 City Council Retreat, subcommunity planning was identified as a priority program for the year to address this interest and implement goals of the BVCP update.~~

~~With an expressed interest from residents and council in re-establishing a subcommunity planning program, City Council revised subcommunity and subcommunity planning definitions, subcommunity boundaries, and prioritization criteria on Jan. 15, 2019.~~

The Boulder Valley Comprehensive Plan describes the city's core values, principles and policies to be implemented across Boulder. How these initiatives get applied to areas throughout Boulder is dependent on localized conditions of the built and natural environments as well as the motivations and desires of residents,

land and business owners. Dividing the city into subcommunities creates more focused areas of study and provides a framework for managing change and implementing policy.

A **subcommunity** is an area within the service area of the city (Area I and II) that is defined by physical boundaries such as roads, waterways and topography. Each subcommunity is composed of a variety of neighborhoods and has distinct physical and natural characteristics. There are ten subcommunities in the Boulder Valley: Central Boulder, Central Boulder - University Hill, Crossroads, Colorado University, East Boulder, Southeast Boulder, South Boulder, North Boulder, Palo Park and Gunbarrel.

A **Subcommunity Plan** is a tool for residents, land owners, business owners, city officials and city staff that communicates expectations about the future of a subcommunity and guides decision-making about subcommunity resilience and evolution into the future.

The subcommunity planning process is a collaborative effort among members of the public and the city to develop recommendations for achieving local, city-wide and regional goals. The process will:

- Supplement the Comprehensive Plan by providing a further level of detailed direction for the future of Boulder subcommunities
- Integrate city-wide planning efforts at a neighborhood scale
- Establish a forum for subcommunity residents to share ideas and concerns about the future of their area
- Provide residents with opportunities to play a role in the planning, design and implementation of future preservation and change in their neighborhood
- Define desired characteristics of a subcommunity that should be preserved or enhanced
- Identify gaps and opportunities in city services and resources
- Identify gaps and opportunities in the private market for features like housing and retail
- Prioritize projects for preservation and/or change within the subcommunity
- Identify implementation tools to realize the vision of the plan
- Help shape critical capital budget decisions and public investment priorities
- Communicate expectations about the future of a subcommunity to residents, local businesses, the

#### Implementation of Subcommunity Plans

- Identify and describe how each subcommunity can implement city-wide goals

Once City Council adopts a subcommunity plan, the work of implementing the plan's vision begins. City staff, Boards and Council will update applicable policies, regulations, and financing strategies guiding day-to-day decision making across the City. These updates are the primary means in which the subcommunity plan is realized.



Potentially included in the scope of change related to a newly adopted plan are changes to the City's Comprehensive Plan, Land Use Regulations, Design and Construction Standards, and Capital Improvements Program. **Table X** below provides an overview of the potential scope of changes that can result from the implementation of a subcommunity plan. Precisely which changes and the scope of those changes depends entirely on the goals as laid out in the subcommunity plan itself.

**Table X:** Mechanisms for Implementing a Subcommunity Plan

<b><u>Policies (Plans)</u></b>	<b><u>Boulder Valley Comprehensive Plan (BVCP):</u></b> May include <u>map, policy, and other updates to the BVCP</u>	<b><u>Departmental Plans (e.g. Transportation or Flood Plans):</u></b> Update <u>to coordinate plan goals and objectives</u>	<b><u>Guideline (e.g. Design Guidelines):</u></b> Create <u>and/or update guideline documents</u>
<b><u>Regulations (Land Use Code)</u></b>	<b><u>New or Modified Zone District and/or Rezoning:</u></b> May include <u>(1) introduction of new zoning districts or overlays; (2) changes to existing geographic boundaries of zoning districts; (3) modifications to zoning district criteria such as height; setback; FAR; dwelling units/acre; use</u>	<b><u>Codified Review Criteria:</u></b> May include <u>updates and revisions to annexation, subdivision, site review, use review, and other codified review criteria.</u>	<b><u>Regulatory Plans (e.g. ROW or Stormwater Plans):</u></b> May include <u>updates to planned improvements and maintenance schedules</u>
<b><u>Regulations (Design and Construction Standards)</u></b>	<b><u>New or Major Modifications to Standards:</u></b> May include <u>introduction of new street sections, and other standards</u>	<b><u>Codified Review Criteria:</u></b> May include <u>updates and minor revisions to existing standards</u>	<b><u>Regulatory Plans ?</u></b>
<b><u>Financing Strategies</u></b>	<b><u>Capital Improvements Program (CIP):</u></b> Updates <u>to the allocation of the General Fund to City-owned property (such as street improvements)</u>	<b><u>Public-Private Partnerships:</u></b> Create a <u>joint financing plan for meeting plan goals when City/Private funds independently are insufficient</u>	<b><u>Private Development:</u></b> May include <u>updating property owners and developers of new entitlement allowances</u>

**Prioritizing Subcommunities for Planning**

Each of the possible changes noted above will be recommended by Staff, reviewed and adopted by Planning Board, the City Council and/or the City Manager.

The key indicators for prioritizing subcommunities are:



1. Area with evidence of change. These areas across the city have data-based evidence of change. The city-wide data that ~~was~~ may be considered includes recent property sales, residential demolitions, new certificates of occupancy and planned capital improvement investments.
2. Areas planning for change. These areas include parts of the city undergoing current long-range planning efforts or have recently going through a long-range planning exercise.
3. Areas of described change. These are areas of the city that have been described by council as currently undergoing change

While key indicators and metrics may be used to evaluate subcommunities, City Council will not rely exclusively on measurement-based criteria for the prioritization of subcommunities for planning. The selection and prioritization of subcommunities for planning will be at the direction of City Council.

## Area Planning

Area plans are developed for areas or corridors with special problems or opportunities that are not adequately addressed by comprehensive planning, subcommunity planning or existing land use regulations. Area planning is initiated as issues or opportunities arise. Area plans are generally of a scale that allow for developing a common understanding of the expected changes, defining desired characteristics that should be preserved or enhanced and identifying achievable implementation methods. While area plans generally focus on mixed-use areas of change, they may be developed for residential neighborhoods if such areas meet the criteria for selection below.

### Differences between a subcommunity plan and an area plan:

	<u>Subcommunity Plan</u>	<u>Area Plan</u>
<u>Scale</u>	<u>Addresses one of 10 subcommunity regions; Subcommunity size ranges from 500acres to 10,000acres</u>	<u>Addresses a group of adjacent parcels or a corridor ranging in size from 10acres to 200acres</u>
<u>Scope</u>	<u>Defines a long-term vision for resilience and evolution in a subcommunity</u>	<u>Envisions short and long-term physical changes to the built and/or natural environment for a small area or corridor.</u>
<u>Impetus for Planning</u>	<u>Council identifies subcommunity for planning.</u>	<u>Opportunity sites or key issues arise that require a city planning process; The pursuit of an area plan for a small area or corridor may be a recommendation included in a subcommunity plan.</u>
<u>Planning Horizon</u>	<u><del>25</del> Years</u>	<u>2-15 years</u>

## Criteria for Selection

The criteria for selecting the priority for the development of subcommunity and area plans are:

- Extent to which the plan implements the comprehensive plan goals;
- Imminence of change anticipated in the area;
- Magnitude of an identified problem;
- Likelihood of addressing a recurring problem;
- Cost and time effectiveness of doing the plan; and
- Extent to which the plan will improve land use regulations, the development review process and the quality of public and private improvements.

## Criteria for Determining a Neighborhood Planning/Infill Pilot Project

Outcomes of a neighborhood infill or planning project may include, but are not limited to, area plans, regulations, new residential building types or other outcomes. The criteria for establishing a neighborhood planning/infill pilot include:

- A high level of interest on the part of the neighborhood residents and an organization that will work with the city and sponsor the plan or project;
- Recent trends that have created changes in the neighborhood and identified imminence of change anticipated in the future;
- Desire to address neighborhood needs and/or improvements through creative solutions;
- Agreeableness to identify solutions for community-wide goals and challenges as well as to address local needs;
- Interest in addressing risk mitigation (e.g., addressing potential hazards) and in building community capacity and the ability to be more self-sufficient and resilient; and
- Demonstrated interest on the part of the neighborhood residents and organization to test and apply innovative, contextually appropriate residential infill, including but not limited to duplex conversions, cottage courts, detached alley houses, accessory dwelling units or small mixed-use or retail projects, while considering areas of preservation.

## Adopted Subcommunity & Area Plans

The city has adopted the following subcommunity or area plans as shown in Figure 5-1:

- Boulder Plaza Subarea Plan, 1992;
- North Boulder Subcommunity Plan, 1995;
- University Hill Area Plan, 1996;
- Crossroads East/Sunrise Center Area Plan, 1997;
- Gunbarrel Community Center Plan, 2004;

- Transit Village Area Plan, 2007; ~~and~~
- Junior Academy Area Plan, 2009; ~~and~~
- Alpine-Balsam Area Plan, 2019.

## North Boulder Subcommunity Plan

The North Boulder Subcommunity Plan was adopted in 1995 to develop a vision for an area that had considerable development potential. The plan aims to preserve the present character and livability of the existing residential neighborhoods and ensure that future changes are beneficial to both the subcommunity and the city as a whole. A new mixed-use village center along Broadway is envisioned to become the heart of subcommunity activity. New neighborhoods in the northern portion of the subcommunity are meant to create a strong edge to the city and an attractive entrance into Boulder.

### *Implementation of the Plan*

The North Boulder Subcommunity Plan was the basis for re-zoning of a portion of the area in 1997. Five new zoning districts were created to implement the design guidelines in the plan, including: a business main street zone, patterned after historic ‘Main Street’ business districts; three mixed-use zones that provide a transition between the higher intensity business ‘Main Street’ and surrounding residential or industrial areas; and a mixed density residential zone district. The plan also established a street and pedestrian/bicycle network plan, to which developing or re-developing properties must adhere.

## Alpine-Balsam Area Plan

The Alpine-Balsam Area Plan was adopted in 2019 to outline the vision for the Alpine-Balsam property, formerly the Boulder Community Health (BCH) hospital that was purchased by the city in 2015 and the approximately 70-acre area surrounding the city’s property. The vision includes building on the thriving nature of the area as a community center, redeveloping the site to include a new city service center and new housing to serve a range of housing types and price ranges. Redevelopment in the area presents opportunities to create a range of travel choices and to prepare for future transportation trends and technologies. New development at the site will incorporate sustainable solutions for infrastructure and buildings.

### Implementation of the Plan

Implementation of the Alpine-Balsam Area Plan is a multi-phased process to ensure efficient and effective city investment to redevelop the city’s site and implement community infrastructure. The pace of redevelopment in the broader planning area will be determined by, if and when private property owners voluntarily choose to redevelop their properties.

## Gunbarrel Community Center Plan

The Gunbarrel Community Center Plan, adopted in 2004 and amended in 2006, provides a blueprint for transitioning the Gunbarrel commercial area from mostly light industrial uses to a viable and vibrant, pedestrian-oriented commercial center serving Gunbarrel subcommunity residents and workers. This will involve: expanding the amount of retail and allowing more density in the retail area; adding new residential and some offices uses in proximity to the retail core; and providing more vehicular, pedestrian and bicycle connections to and from and within the center. The new connections will improve access, break down the existing “superblocks,” provide better visibility to shops and promote more pedestrian-scale architecture and

outdoor spaces. Spine Road between Lookout and Gunpark roads will become the 'Main Street' for the retail area.

### ***Implementation of the Plan***

Implementation of the Gunbarrel Community Center Plan will occur over a long period of time through a combination of actions from both the public and private sectors. Business associations, such as the Gunbarrel Business Alliance, and neighborhood groups will play an important role in promoting collaboration to successfully implement the plan. Land use changes were made in the 2005 Boulder Valley Comprehensive Plan update to reflect the plan vision.

## **Transit Village Area Plan/Boulder Junction**

The Transit Village Area Plan guides development of an area that is within walking distance of a transit hub near 30th and Pearl Streets. The plan recommends land use changes to transform this mostly industrial, low-density, automobile-oriented area into a more urban, higher-density, pedestrian-oriented environment with a mixture of uses, including new retail and office space and new residential neighborhoods for a diversity of incomes and lifestyles. Many of the existing service, commercial and industrial uses on the north and east side of the area, respectively, will continue. The plan also focuses on developing new, high-quality public spaces and streets, creating a new home for the historic Union-Pacific train depot and protecting and enhancing Goose Creek.

### ***Implementation of the Plan***

After adoption of the plan, the area was renamed Boulder Junction. Implementation entails significant public investment in the transit facilities, the adjacent pocket park and civic plaza, the new north-south collector road, rehabilitation of the Depot, Goose Creek enhancements and the city-owned site at the northeast corner of the 30th and Pearl intersection. Property owners will contribute to construction of new streets, sidewalks and bicycle facilities when they develop their properties. In 2010 and 2011, land use and zoning changes were made on the west side of the area, and a general improvement district was formed to manage parking and provide Transportation Demand Management services. The Boulder Junction Form Based Code (FBC) pilot, now Appendix M of Title 9 – Land Use Code, was completed in 2016 and establishes building-specific form and design requirements for the west side of the area (Boulder Junction Phase I). Land use changes and public improvements on the east side of the area will occur later, after substantial redevelopment of the west side.

## **Central Area**

Downtown, the University and the Boulder Valley Regional Center areas constitute the three primary activity centers within the Boulder Valley's Central Area, as shown in Figure 5-2.

*See also the Central Broadway Corridor Design Framework in Section 2 Built Environment (Figure 3-5).*

## **Downtown**

Downtown is the heart of Boulder—a hub of civic, social, cultural, entertainment, spiritual, professional and commercial activity. The Pearl Street Mall provides a unique pedestrian experience, with surrounding historic residential neighborhoods, newer commercial and mixed-use buildings, the city's civic center and Boulder Creek in close proximity. Several documents and districts work to maintain and enhance the Downtown environment:

- The Downtown Urban Design Guidelines, adopted in 1986 and revised in 2002, 2011 and 2016, guide the design quality of new construction, preservation and renovation projects located downtown.
- The Central Area General Improvement District (CAGID), formed in 1970, provides parking and related improvements and maintenance in a 35-block area encompassing Downtown.
- The Downtown Boulder Business Improvement District (BID), formed in 1999, provides enhancements and services (economic vitality, marketing and enhanced maintenance) in the roughly the same area as CAGID to supplement services provided by the city.
- The 2005 Downtown Strategic Plan recommends near-term strategies to keep Downtown Boulder vibrant and successful, for example, supporting small businesses and simplifying parking.

## **Boulder Valley Regional Center**

The Boulder Valley Regional Center (BVRC) is a primarily commercial area, providing retail at a range of scales, restaurants, offices and hotels in the geographic center of Boulder. There is also some high-density housing, two parks and the Dairy Center for the Arts. The BVRC was established as an urban renewal district in 1979 to revitalize the area, with public improvements financed by bonds that were paid off in 2002. The following plans and guidelines continue to guide redevelopment and evolution of the area into a more attractive and pedestrian-, bicycle- and transit-friendly place:

- The Boulder Plaza Subarea Plan, 1992, and the Crossroads/Sunrise Center Area Plan, 1997, provide guidance on specific improvements to circulation, the public realm and building design in each area when redevelopment occurs.
- The BVRC Transportation Connections Plan, adopted in 1997 and updated in 1998 and 2002, shows where pedestrian, bicycle and vehicular transportation facilities should be constructed or improved through redevelopment or the Capital Improvements Program.
- The BVRC Design Guidelines, adopted in 1998, establish design goals and guidelines for development proposals in the BVRC, including site layout, circulation, buildings, landscaping and open space, streetscape and signs.

## **University of Colorado & University Hill**

The University of Colorado-Boulder (CU-Boulder) is an important part of the Boulder Valley's intellectual, cultural, social and economic life. The University's plans for expansion are set forth primarily in these documents:

- The Flagship 2030 strategic plan seeks to position CU-Boulder for global leadership in education, research and creative works by the year 2030. It envisions an increase in the number of undergraduate, graduate and professional school students and a corresponding increase in faculty.
- The 2011 Campus Master Plan provides guiding principles for developing facilities over the next ten years in support of the Flagship 2030 vision. The plan proposes development of the East Campus (generally bounded by 30th Street, Colorado Avenue, Arapahoe Avenue and Foothills Parkway) as a full campus, with higher-density building and a broad mix of programs. The Williams Village property will also continue to be developed. Growth on the Main Campus will be limited, and the South Campus will continue to be reserved as a land bank for future generations.

The University Hill (“The Hill”) business district, to the west of the Main Campus across Broadway, serves both the university population and the surrounding neighborhood, with restaurants, shopping and entertainment. Efforts to revitalize and diversify uses on The Hill to include more housing, some office, a broader range of retail offerings and increased cultural activities are guided by the following:

- The University Hill General Improvement District (UHGID), created in 1970 and expanded in 1985, provides parking, maintenance and aesthetic improvements to the business district and also has played a leadership role in facilitating revitalization and redevelopment on The Hill.
- The 1996 University Hill Area Plan initiated streetscape improvements and land use regulation amendments to enhance the appeal and safety of public spaces, encourage mixed-use development and support and strengthen The Hill’s pedestrian-oriented, urban village character.
- Direction from City Council in 2010 to explore strategies for The Hill revitalization, including creation of a general improvement district for the surrounding high-density residential neighborhood and an “innovation district” in the commercial area.

## Surrounding Neighborhoods

Goals for specific Central Area neighborhoods near the Downtown and the University are as follows:

- The Pearl Street Corridor between 18th Street and Folsom links Downtown with the BVRC. The corridor is half-a-block wide along both sides of Pearl Street and is separated from established residential neighborhoods by alleys. The vision for the corridor is an interesting and varied mix of uses, combining urban-density housing with small-scale retail uses and office space. The scale of new buildings will be sensitive in use and design to adjacent residential uses. The challenge is to strengthen the pedestrian environment along the street from Downtown to the BVRC and beyond to Boulder Junction.
- ~~The Alpine-Balsam/Community Plaza neighborhood just north of the downtown along Broadway includes the hospital, medical offices and two shopping centers. The design of commercial expansions and physical improvements in the area must incorporate special considerations to minimize impacts to adjacent residential neighborhoods. In 2015, the City of Boulder purchased the hospital campus at the corner of Broadway and Balsam Avenue. In 2017, City Council accepted the Alpine-Balsam Vision Plan. Additional planning efforts will continue to ensure that future redevelopment of the site fits the community’s vision and goals and enhances the character of the neighborhood.~~
- No additional changes are proposed for the rest of this section.

**AMENDMENT TO BOULDER VALLEY COMPREHENSIVE DEVELOPMENT PLAN  
INTERGOVERNMENTAL AGREEMENT  
DATED SEPTEMBER 26, 2017**

This “Amendment” is made as of the \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_, by and between the City of Boulder, Colorado, a Colorado home rule city (“City”), and the County of Boulder, a body politic and corporate of the State of Colorado (“County” or “Boulder County”). The City and County are together referred to as the “Parties.”

A. The Parties have a shared history of cooperative planning beginning in 1977, and previously entered into intergovernmental agreements on June 21, 1978, December 13, 1990, and July 15, 2002. Most recently, the Parties entered into the Boulder Valley Comprehensive Development Plan Intergovernmental Agreement dated September 26, 2017 (“IGA”).

B. The IGA has a term through December 31, 2037. The IGA requires the Parties, with each mid-term and major update, to hold a duly noticed public hearing to determine, if the term of the IGA should be extended for an additional five years from the date of the termination.

C. A duly noticed public hearing was held by the City Council on December 15, 2020. Following the public hearing, the City Council voted to extend the term of the IGA for an additional five years, through December 31, 2042. A duly noticed public hearing was held by the Board of County Commissioners on \_\_\_\_\_, \_\_\_\_\_. Following the public hearing, the Board of County Commissioners voted to extend the term of the IGA for an additional five years, through December 31, 2042.

D. The Parties wish to amend the terms of the IGA to extend the IGA for an additional five years, through December 31, 2042.

NOW THEREFORE, in consideration of the above and the mutual covenants and commitments made herein, the Parties agree to amend the IGA as follows:

1. Section 4.1 of the IGA is replaced by the following section, to read:

***4.1 Term. This IGA shall extend through December 31, 2042.***

2. By this Amendment, the Parties agree to extend the term of the IGA for five years, through December 31, 2042.

3. Except as amended herein, the IGA shall remain in full force and effect.

IN WITNESS WHEREOF, the Parties have set their hands to this Amendment on the day and year above first written.

***/SIGNATURE PAGE FOLLOWS/***

CITY OF BOULDER

\_\_\_\_\_  
Sam Weaver  
Mayor

ATTEST:

\_\_\_\_\_  
City Clerk

APPROVED AS TO FORM:

\_\_\_\_\_  
City Attorney’s Office

BOARD OF COUNTY COMMISSIONERS OF  
BOULDER COUNTY

\_\_\_\_\_  
Chair

\_\_\_\_\_  
Vice Chair

\_\_\_\_\_  
Commissioner

ATTEST:

\_\_\_\_\_  
Clerk of the Board

APPROVED AS TO FORM:

\_\_\_\_\_  
County Attorney’s Office