





THE MASTERPLAN FOR

BOULDER'S CIVIC AREA



Acknowledgments

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City Council Members

Matt Appelbaum, Mayor

Suzanne Jones, Mayor Pro Tem

Suzy Ageton

KC Becker

Macon Cowles

George Karakehian

Lisa Morzel

Tim Plass

Andrew Shoemaker

Sam Weaver

Mary Young

Boards and Commissions

Boulder Arts Commission

Boulder Design Advisory Board

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Water Resources Advisory Board

Consultants

Tom Leader Studio

Anderson Consulting

ERO Resources Corporation

HR&A

JVA Consulting

Tuttle

Re: Architecture

Russell + Mills Studios

City Staff

Jeff Arthur, Director of Public Works for Utilities

Sam Assefa, Senior Urban Designer, Project Coordinator

Michael Banuelos, Communication Specialist

Joanna Bloom, Source Water Administrator

Yvette Bowden, Director of Parks and Recreation

Kathleen Bracke, GO Boulder Manager

Jane Brautigam, City Manager

Joe Castro, Facilities and Fleet Manager

Matt Chasansky, Arts and Cultural Services Manager

Bill Cowern, Traffic Operation Engineer

Joanna Crean, Project Coordinator

Jeff Dillon, Capital Investment Manager, Parks and

Recreation

David Driskell, Executive Director, Community Planning

and Sustainability

Bob Eichem, Chief Financial Officer

David Farnan, Director of Library and Arts

Jeff Haley, Parks Planning Manager, Project Coordinator

Heidi Hansen, Civil Engineer II

James Hewat, Senior Planner

Lauren Holm, Administrative Specialist

Katie Knapp, Engineer Project Manager

Lane Landrith, Business Coordinator, Downtown and

University Hill Management Division & Parking Services

Glenn Magee, Facilities Design and Construction Manager

Lisa Martin, Urban Parks Operations Manager

Annie Noble, Flood and Greenways Engineering

Coordinator

Karen Rahn, Director of Human Services

Maureen Rait, Executive Director of Public Works

Michael Sweeney, Interim Director of Public Works for

Transportation

Molly Winter, Director of Downtown and University Hill

Management Division & Parking Services

Patrick von Keyserling, Communications Director

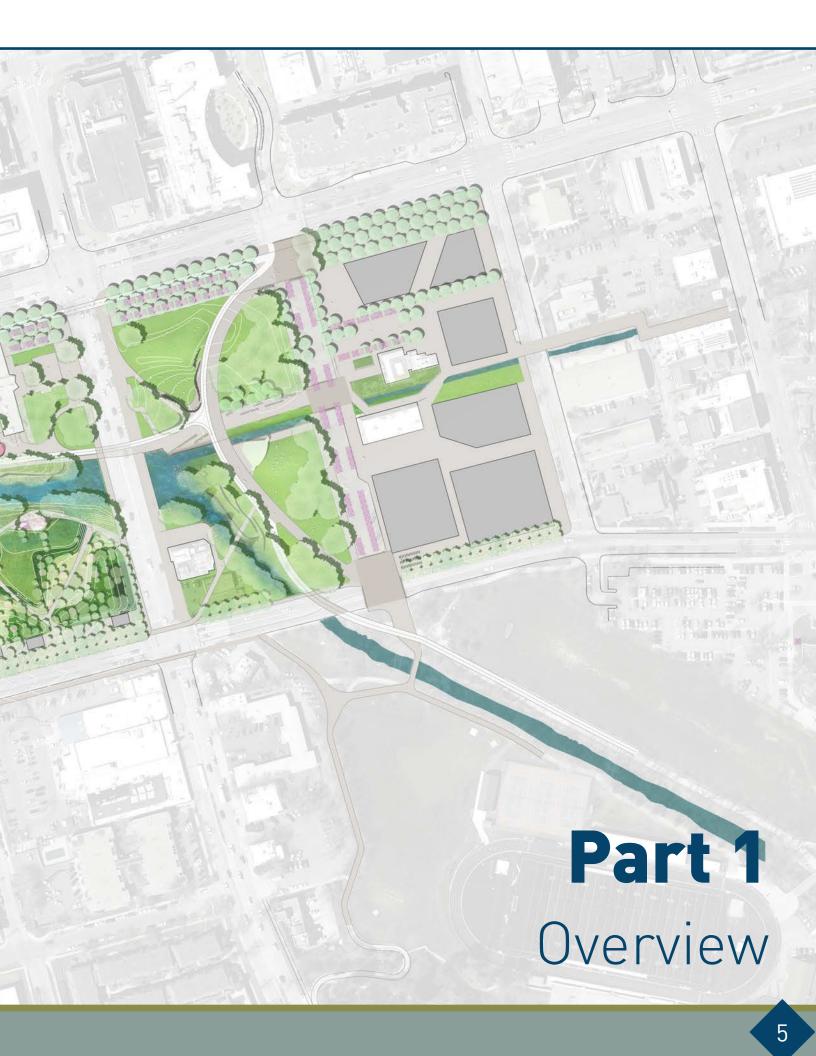
Contents

Overview	
The Vision	6
How Will the Plan Be Used	
Guiding Principles	8
Creating the Place	
PARK AT THE CORE	
EAST END: FOOD AND INNOVATION	
WEST END: ARTS AND CULTURE	24
Access and Mobility	28
Key Improvements	
Implementation and Phasing	
Strategies	
Phasing Plan	
Implementation Roles	



View from the park looking south towards Boulder Creek







The Vision

Just imagine... It's 2025 and you are walking through the Civic Area. You see a variety of people and activities surrounding Boulder Creek, interspersed between timeless architecture and a great downtown park.

Boulder's Civic Area will be the heart of Boulder with nature at its core, flanked by bookends of civic, cultural, and commercial buildings that are alive with activity, collaboration, and innovation at the east and west. It will be a place for everyone - a lively and distinct destination that reflects our community's values, where people of all ages, abilities,

backgrounds, and incomes feel welcome to recreate, socialize, deliberate, learn, and access city services. The green space and beauty along Boulder Creek will provide significant open space and will be the unifying design that weaves existing and new facilities with a rich diversity of civic, commercial, recreational, artistic, cultural, and educational amenities and programs. The Civic Area also will continue to be a service center for Boulder municipal government and a new center for innovation, where community members, officials, and partners can meet, interact, and innovate. All together, these elements create a true civic heart for the Boulder community, a place where the city's past, present, and future are debated, celebrated, and realized.



How Will the Plan Be Used

The Civic Area Master Plan reflects robust multiyear community collaboration. Over that period, the community came together to define a future for the Civic Area - one that reaffirms shared values and provides a path for engagement while addressing change over time. Reflecting back, Boulder began with a series of questions: What if ...the area could be a transformative place for gatherings, recreation, dialogue and innovation? What if...it could showcase sustainability values? What if... it could have an expanded farmers' market and provide space for arts, culture, education and other events?

The Civic Area Master Plan provides a roadmap for how the Civic Area can transform into an even more extraordinary place that reflects the community's shared values as well as its diversity. The plan maintains beloved places - the Dushanbe Teahouse, the Boulder Public Library, the Farmers' Market, Sister Cities Plaza, and others - and views of the Flatirons and access to Boulder Creek. It also:

- identifies future facility needs;
- makes more space for art, food and culture; and
- provides a framework that allows Boulder to maintain a sense of place in the heart of the city while positioning the area to be a model of future innovation.

This plan illustrates future prospects for the largest publiclyowned place in the heart of Boulder. The plan area is located south of downtown and includes some private properties. The plan is intended to be consistent with the Boulder Valley Comprehensive Plan and provide direction for a specific geographic area and its land use.

The plan provides a generalized picture of the desired future of the Civic Area and is advisory in nature. The city zoning map assigns every parcel of land in the city to a zoning district. The zoning regulates allowable uses and building forms and more. The plan defines policies, priorities, facility needs, and capital budgeting. The plan's intent is to:

- 1. provide flexible guidance, allowing for change over time based on further analysis and new information;
- present an illustrative future plan for mostly public owned land and guide decision making, coordination, and detailed site design;
- 3. give direction for the future of adjacent private lands, encouraging coordinated planning and proposals that are consistent with the intent of this plan;

- support continued interdepartmental coordination and collaboration to create integrated outcomes; and,
- 5. provide the foundation for a comprehensive and multi-faceted financing strategy, including capital budgeting for facilities and multiple types of financing sources public, private, non-profit, grants, and others to accomplish the expressed vision. Implementation of the plan is dependent on funding from already available and newly identified sources.

This plan is intended for use by the public, businesses, property owners, city officials and staff. It provides the community with an idea of what to expect in the future in the Civic Area and will guide decisions about private development, and public facilities and services in the area.

The pace of area redevelopment will be determined by private property owners who voluntarily choose to redevelop their properties. The publicly owned areas will be guided by the schedule for development of the Civic Area park site. The plan helps ensure that when redevelopment occurs, property owners can design their projects to be consistent with the vision for the area. It also helps ensure that public improvements will be in place to support the new development.

Details of the plan will change, especially because of its dependence on funding and coordination with multiple parties. If changes to the vision or principles are proposed, City Council will consider amending the plan. Periodically, City Council may revisit the work program and implementation schedule. Additionally, City Council and appropriate city boards and commissions will review and give direction or approval on the various specific improvements to make the plan's vision a reality. The implementation section (page 42) details the role of council as well as boards and commissions in the transformation of the Civic Area.

Guiding Principles

Seven key principles guide the vision for Boulder's Civic Area. They were approved by City Council early in the planning process to inform development of the plan. The principles will continue to provide direction as the plan is implemented, when analyses are prepared, and as detailed planning, design and financing decisions are made.

1. The Civic Heart of Boulder

Boulder's Civic Area has symbolic, geographic, and functional importance and should serve as an inclusive place for people to interact with each other the idea... and with government. The area should be complementary to Pearl Street (the commercial heartl and Downtown. In the future the Civic Area will adhere to the following principles.

City Center: Serve as the primary location for city management and government, including functional and interactive places for the community to interface and conduct city business and be creative;

Diversity: Represent the cultural richness, history, and diversity of our community;

Art Center: Continue to be one of the major centers for art in Boulder:

Phasing: Allow for phasing, with flexibility for new ideas to be ever-evolving and incorporated over time;



Unified Public Space: Be maintained as the largest thematically cohesive, unified public outdoor space in Central Boulder:

Design Excellence: Be a model of design excellence with compelling architecture and design reflecting forward thinking:

Destination: Be an enjoyable destination for the community and visitors; Be an integrated place that blends "natural" and "built" environments;

Welcoming and Safe: Be designed to be welcoming, accessible, comfortable, clean and safe;

Space for All: Foster programming and design of spaces and facilities to encourage use and participation by all age groups, income levels, and visitors and locals, avoiding the predominance of any one group of people;

Linking Areas: Complement and link with surrounding neighborhoods and destinations, including Downtown, Goss-Grove, CU and University Hill, and Boulder High School: and.

Canyon Boulevard as Complete Street: Include a new urban design and streetscape character for Canyon Boulevard - to make it more of a "boulevard" with attractive landscaping that is comfortable for pedestrians, bicycles, and accessible by transit.

2. Life & Property Safety

the idea...

Boulder's Civic Area is located within the 100-year floodplain, and much of the land lies within the High Hazard Zone (HHZ). The city will meet or exceed existing flood standards, including avoiding placing new structures and parking in the HHZ and will be proactive about planning for and educating about floods. Specifically, the city will adhere to the following principles.

Flood Regulations: Ensure any proposal meets or exceeds all current flood-related codes and regulations, which prohibit new development and substantial improvement to existing facilities in the HHZ;

Parking and Structures Relocation: Pro-actively develop a plan for removal of surface parking and structures, including the New Britian and Park Central buildings that are in the HHZ. In their place will be expanded park space with amenities and activities. Also, plan how to relocate facilities and uses after a flood:



Flood Safety Education: Educate the public and Civic Area and building users about safety and risks associated with flooding and natural and public values of water (e.g., through public art, landscape elements, and interpretive signage);

Landscape Plans: Create future landscape plans that enhance public safety and orientation of visitors to flood egress routes, while also enhancing the aesthetic or artistic character of the area; and,

Critical Facilities: Ensure that any new facilities (e.g., emergency services, critical government operations, and facilities that house vulnerable populations such as day cares and nursing homes) will be in compliance with the adopted Critical Facilities ordinance.

3. Outdoor Culture & Nature

Boulder's Civic Area is a central place to enjoy the outdoors in the middle of the city. The linear "green" along Boulder Creek will be a unifying focus, the idea... providing natural beauty, ecological function and flood safety as well as recreational, art, and cultural opportunities. The city will follow these principles.

Maintain/Expand Green: Maintain or expand the green, open space (no net loss), particularly in the High Hazard Flood Zone - as a blend of natural, restored creek, urban parks and playgrounds, and community gardens;

Cohesive Green Space: Create a unifying "linear green" theme and cohesive outdoor spaces - uniting the parks south of downtown as a significant asset to the city's overall park system;

Protect Significant Trees: Protect existing significant trees and shrubs (taking into consideration their anticipated lifespan) and maintain an ecologically healthy creek channel:

Public Art: Blend public art into outdoor spaces to attract, inspire, educate, and encourage exploration and play;

Boulder Creek: Allow safe access to Boulder Creek in locations that will not damage ecological value;

Views: Provide and maintain views and breathing room;

Private Irrigation Ditch*: Improve the park-like quality and linear connections along the Farmer's Ditch;

Welcoming Space: Make outdoor spaces feel safe and welcoming (e.g., through lighting, seating, strategic landscape and design, programs and activity, and enforcement); and,

Recreation: Provide increased opportunities for outdoor recreation including nature exploration and play, fishing, kayaking, jogging, yoga, tai chi, etc.



* Boulder & Whiterock Ditch, North Boulder Farmers Ditch, Boulder & Lefthand Ditch, and Smith & Goss Ditch

4. Celebration of History & Assets

Boulder's Civic Area has a historical focus and many long-standing functions and facilities highly valued the idea... by the community, see... Sister City Plaza, Farmers' Market by the community, such as the library, and Teahouse. Existing community assets will continue to play a vital role in the area. The following principles will quide the community.

Farmers' Market: Continue and expand the Farmers' Market as a vital component of the area, source of community pride and economic benefit, and source for local and healthy food. Partner to expand the Farmers' Market extent and function as an outdoor market, and possibly expand it as a year-round (or extended season) local foods marketplace;

Local Food and Farms: Encourage sharing of information about local food and farms and regional relations (e.g., Farmer's Ditch);

Inclusive History: Preserve, reflect and celebrate the area's fully inclusive history (e.g., indigenous populations, mining, the railroad, Olmsted's linear park and landmarked structures):

Historic Structures: Preserve historic structures in accordance with city policies and regulations;

Integration of History: Integrate history with arts, culture, local food, and any new structures or designs; and,

Existing Assets: Ensure that existing assets contribute positively to the area and are vital and useful (e.g., address Bandshell use, access and delivery/noise; increase enjoyment of Sister City Plaza).





5. Enhanced Access & Connections

Boulder's Civic Area has well-used bicycle and pedestrian amenities and convenient transit connections, the idea... serving as both an important destination and connector. Travel and access to the area will continue to be improved. The following principles will guide the city.

Improvements: Continue to improve the pedestrian and bicycle experience and amenities;

Wayfinding: Continue to improve connections and wayfinding to/from Downtown for those on foot or bike or using transit;

Parking: Explore replacement of surface lots with structured parking; Assess the parking needs for proposed new uses to address the carrying capacity for all modal access and potential for shared parking;

Boulder Creek Path: Address conflicts and connectivity along the Boulder Creek Path, which is a significant transportation route and recreational amenity (in and through the area);

Thoroughfares: Reduce the barrier-effect of major thoroughfares (e.g., Canyon Boulevard, Arapahoe Avenue and Broadway) and improve their aesthetic quality; and,

Streets: Explore feasibility of shared, closed, or event street(s)(e.g., 13th Street).

6. Place for Community Activity & Arts

Boulder's Civic Area offers potential to expand civic services or cultural, arts, science, educational or entertainment the idea... amenities that are otherwise lacking in the community. Any new facilities will provide a high level of public benefit and will be guided by the following principles.

Architecture and Design: Increase the area's potential for great beauty and attention through artistically compelling architecture and site design;

Indoor & Outdoor Space: Elegantly blend indoor and outdoor spaces to encourage movement and gathering;

Mixed-Use: Provide a vibrant mix of uses and design to encourage activity and inclusiveness throughout daytime and evening hours and around the year; and,

Harmonious with Downtown: Fit the area's overall public purpose and be harmonious with (but not a replication of) activity on Pearl Street and Downtown.



7. Sustainable & Viable Future

All future uses and changes in Boulder's Civic Area's public the idea... properties will exemplify the community's sustainability values (i.e., economic, social and environmental) and will be guided by the following principles.

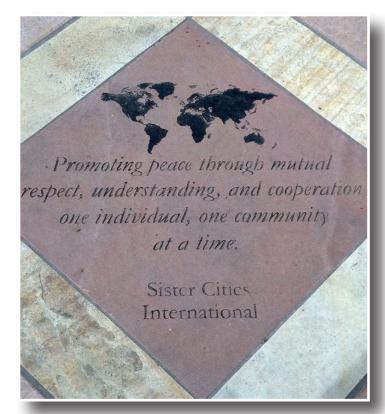
Partnerships: Rely on and encourage partnerships in which key roles, such as administrative, maintenance operations, financial and program services, are collaboratively but formally shared between the city and other entities:

Financial Analysis: Demonstrate consideration of sound financial analysis, including likely capital and ongoing operations and maintenance costs for public and private uses;

Community Benefits: Prove community and social benefit, increase inclusiveness, and minimize impact to like-uses, venues and nearby neighborhoods;

Environmental Considerations: Conserve energy, consider the use of renewable energy, minimize waste and carbon emissions, conserve water and improve water and air quality; and,

Experiential: Provide educational and experiential components.







The Place

The Civic Area vision embodies thousands of community-driven ideas. It adds green space for recreation, while creating new built spaces for essential community functions. It addresses public safety and environmental issues while at the same time meeting the community's recreational, cultural, and diversity objectives. Boulder's Civic Area is envisioned to transform into a place for community inclusiveness and activity-a cohesive and expanded central "green" at the core, bookended by vibrant "built" mixed-use blocks on the west and east ends.

Additionally, removing buildings and parking lots currently in the High Hazard Flood Zone (HHZ) will improve safety and create additional park land. The vision approximately doubles the area's usable pervious surface, promoting "green" infrastructure to help mitigate storm water run-off and urban heat island effects. Green infrastructure also improves the quality of place and increases surrounding property values. In turn, the land outside of the HHZ on both ends of the area will be redeveloped to add more vitality and excitement to the Civic Area. For more information on the park, see page 16.

Park at the Core

Boulder Creek serves as the defining feature that establishes much of the natural beauty of the Civic Area and captures the beauty of Downtown Boulder. Along the creek will be a variety of park spaces, play areas, art, mobile food, and programmed activities filled with a diversity of people. To encourage safety and night use, the park will be better lit, landscaping will be cleared and maintained, and new adjacent day and night uses will provide more "eyes on the park." Buildings and urban plazas on the east and west ends will complement and bookend this expansive outdoor "playground," offering more places for people to gather, shop, learn, meet, dine and be entertained. These uses will harmonize with existing and historic structures and places, such as the Dushanbe Teahouse, Sister Cities Plaza, Municipal Building, Storage and Transfer Building (Boulder Museum of Contemporary Art/ BMoCA). The whole area will complement Downtown to meet broad community needs.







The East End: Food and Innovation

The East End (from 13th Street to 14th Street between Canyon Boulevard and Arapahoe Avenue) will likely include an expanded Farmers' Market and plaza space, the Dushanbe Teahouse, the BMoCA building, possibly a year-round public market hall, a mixed-use community services /innovation center and structured parking to support these functions. Additionally, a vibrant mix of uses are encouraged at the East End that could include small restaurants, cafes, incubator offices, hotel and/or residential units mixed in with city services and civic functions, such as event and meeting space. This will ensure activity and interest throughout the day and night, all week long and all year. For more information on the East End, see page 20.

The West End: Arts and Culture

The West End (the area west of Broadway between Canyon and Arapahoe) will include the existing library on both sides of the creek; a cafe; the Senior Center; the landmarked Municipal Building; a new multi-use building on the St. Julien Civic Use Pad, as well as structured parking. The north library currently accommodates small performing arts uses within the existing gallery space and Canyon Theater. With the redevelopment of the adjacent park areas on site, many opportunities exist for enhanced cultural programming and outdoor performance venues to activate the area. Further study will determine options for enhancing the existing facility to accommodate a mix of uses to create a flexible arts and cultural facility. This enhancement could also better accommodate gatherings and community uses. There is also the possibility of mixing private and public development to generate 24/7 vitality. A new pedestrian bridge across Boulder Creek west of the existing covered library bridge will better connect the west park area, as well as any future new activities and uses if the Senior Center and the north library are redeveloped. The Municipal Building may be repurposed for a hands-on or all current municipal services relocate elsewhere in the 24.



PARK AT THE CORE

Over half of the 27 acres - and the core - of the Civic Area is Civic and Central parks with Boulder Creek flowing through, a green spine that unifies spaces and provides natural beauty, ecological richness, shade, recreation, art and places to gather. Park amenities and activities, such as kiosks, food and seating, lighting, and cohesive signage will be added throughout for a consistent look and feel, and green space will expand through the relocation of parking and structures from the High Hazard Zone (HHZ) to other places. Adjacent buildings will create "eyes on the park" and make the area feel more inclusive, safe, and family-friendly.

Performance Criteria

Public parks are central to the vision for the Civic Area. These criteria establish program and design standards for parks within the area.

Plazas and Gathering Places: Generally, large open spaces should be spatially defined into smaller, more easily identifiable and relatable areas. People commonly gather at articulated edges in or around a plaza. A distinct sense of place can be achieved by defining edges and establishing a sense of enclosure through the use of canopies, trees, shrub plantings, arcades, and trellises, which must be balanced with visibility and defensibility. For plazas, small parks, and portions of larger parks, peripheral uses that generate activity, such as eating and drinking outlets, small retail, and music performances are particularly important to the park's attractiveness and liveliness.

Plazas will generally have a "human scale" if they are less than 60 feet across. Avoid large, unarticulated areas, except for those intended for public gathering. Provide a variety of sizes and shapes to encourage socializing and community building.

Park Access: The Boulder Civic Area has well-used bicycle and pedestrian amenities and convenient transit connections. Travel through and access to the area will continue to be improved with enhanced pedestrian and bike as well as limited vehicular access.

- Traffic calming features and pedestrianoriented streetscape amenities for all streets surrounding and intersecting parks, including: Canyon Boulevard, Arapahoe Avenue, 9th Street, Broadway, and 11th, 13th, 14th and 15th Streets.
- Pedestrian access across Canyon Boulevard should be improved at key crossing points.
- Establish a hierarchy of types of paths that includes: commuter biking paths, children's biking paths, soft (unpaved) walking paths and health paths (perhaps incorporating stone inlays or other interactive art).

- Pathways should provide safe, protected pedestrian links from the park to adjacent uses, such as transit stops and Downtown.
- Pathways should consider those park users who may wish to meander through or around the park as well as those who wish to move efficiently from point to point.

Art and Entertainment: Encourage visual and performance arts by integrating art and opportunities for art to take place throughout parks. Visual art may include earthworks, temporary or permanent sculptures, lighting installations and murals. Visual art may also be incorporated into park fixtures and furnishings such as park signage, gateway markers, pedestrian light posts, banners, pavement, seating, tree grates and guards, and bike corrals. Performance art spaces may include multiple performance venues of different types, including a stage with an amphitheater as well as open plazas.

Food: Incorporate access to a variety of existing and new food establishments and vendors in the park, including permanent and temporary seasonal outdoor and indoor facilities. Recognize the community values of existing food establishments such as the Dushanbe Tea House, the Boulder Farmers' Market, and Mustard's Last Stand, and provide opportunities for enhancing their social and economic viability in the area. When Park Central Building is relocated, consider opportunities for Mustard's to continue to be part of the future development of the Civic Area.





- Provide cafe seating opportunities with flexible furniture, including permanent, fixed picnic seating at appropriate locations.
- Expand outdoor seating and cafe opportunities at the North Library garden, including external access to the library cafe.
- Provide opportunities for an ice cream vendor and food trucks.

Services Extending the Range of Uses: At plazas and performance spaces, provide secure electrical outlets, water spigots, restrooms, and other services that will encourage a greater range of uses.

Views and Viewpoints: Design parks to take advantage of views to the mountains, the creek and other amenities. Use vegetation and path orientation to frame and direct views. Incorporate park edge vegetation to screen views of surrounding roadways and parking and create a sense of place and enclosure. Plan for views into the park from access points.

Noise Mitigation: Mitigate and detract attention from traffic and other ambient noise, in strategic locations for performance spaces as well as quiet contemplative places, by using elements such as fountains, waterfalls and vegetation.

Public Amenities: Provide site furniture and amenities, such as waste receptacles, bicycle racks, drinking fountains, game tables, kiosks, children's play equipment and artwork at key locations within the park. Provide restrooms that are accessible from outdoors within existing buildings, such as the library, and in new buildings. Wayfinding elements, such as signage, lighting, entry gateways and pavement treatment, should be designed to provide a unified look to the park.

Build Green:

- Exceed minimum energy performance and take advantage of renewable resources.
- Conserve water for landscaping.
- Mitigate urban heat island and stormwater runoff.

Safety and Security: Crime Prevention through Environmental Design (CPTED) refers to a group of strategies intended to reduce the fear of crime and the opportunities to commit crime.

- Natural Surveillance: This type of "passive surveillance" occurs when areas of the park are open to view by the public and neighbors, and is a major crime deterrent. Maximize the number of "eyes on the park." Ensure that an officer driving by or through the park can see the facilities that might be targeted by offenders. Orient restrooms, shelters, and other structures so that they are easily visible from the roadways and parking areas.
- Defensible Space: Design parks so that potential perpetrators cannot lurk or commit a crime and then flee via a convenient escape route.
- Lighting: Lighting along pathways, plazas, entrances, parking structures, play areas, etc., should suit the intended hours of operation and level of activity, and should not create glare and deep shadows.
- Windows: Encourage windows and adjacent uses that look out onto parks and provide good natural surveillance to discourage criminal activity.
- Landscaping: Provide landscaping that is open and allows visibility and natural surveillance and doesn't allow places to hide. Hedges should be no higher than 3 feet and tree canopies should start no lower than 8 feet. This is especially important around entryways and windows. Native, riparian vegetation should be restored and maintained along Boulder Creek in a manner that addresses both ecological health and safety concerns.
- Territoriality: Visual cues show that the community "owns" its parks. Good maintenance and seasonal displays send a clear message that people care and won't tolerate crime in the area.

PARK AT THE CORE Key Elements

Dynamic topography

A large contiguous lawn with dynamic topography and necessary infrastructure to accommodate large formal gatherings and special events as well as less formal daily uses and activities.



Cafe Terrace & Cherry Tree Plazas

Distinct plaza areas adjacent to the Library and Municipal building that feature urban design elements to support a range of activities and flexible uses.



Enhanced circulation





Nature Play along the Creek

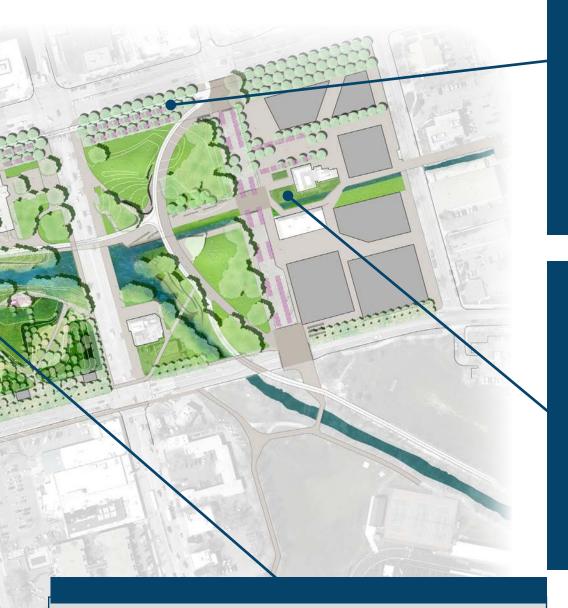
Nature play and interactive physical play spaces primarily south of the creek and incorporated throughout the park for innovative activation and to create a destination for families.





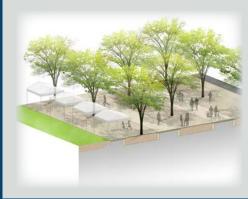






Gateway Promenade

A continuous promenade along Canyon and repeated along Arapahoe as feasible for access, arts and events, inviting visitors to the Civic Area and creating a strong edge for the park.



Expanded Farmers' Market

Development of picnic areas and gathering spaces within Central Park to better accommodate the market and allow expansion into the park areas for stalls and tents on market days.

11th Street Spine + Signature Bridge

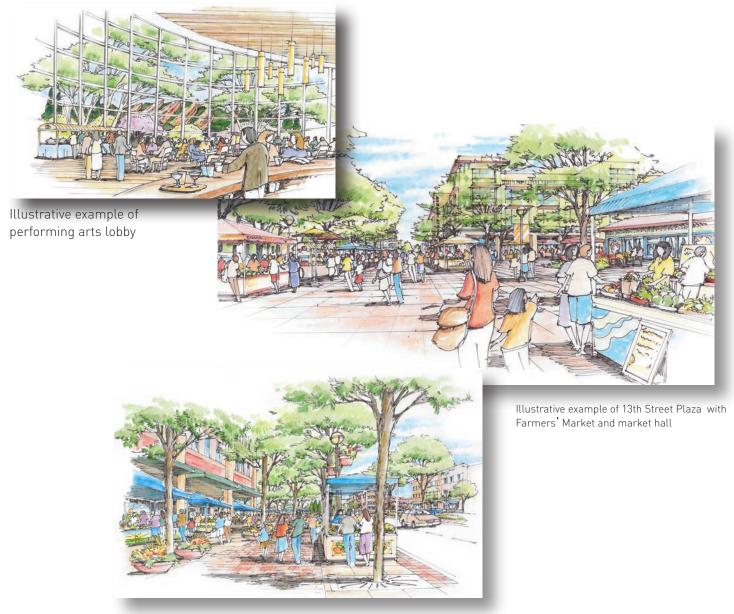
Continuous paved access corridor aligning the north and south areas of the park to connect Pearl Street through the Civic Area and south to University Hill that features a signature bridge across the creek as well as distinct gateways located at both Canyon and Arapahoe entrances.

Potential Relocation of the Bandshell

EAST END: FOOD AND INNOVATION

(13th/14th Street Block)

The East End is envisioned as a mixed-use block that incorporates a variety of uses in existing buildings and future new developments. Desired uses include civic functions integrated vertically and/or horizontally with private uses such as a center for innovation, incubator offices, residential/hotel and commercial uses. The area's proximity and link to the Pearl Street Mall via 13th Street, as well as access to transit services, make this block conducive to maximizing synergy with existing public and private amenities. As the site with the most potential for new development, special attention is required for a careful mix of uses and their design to achieve the guiding principles. Since all desired uses may not fit within the block, all effort should be made to make sure the final plan reflects a balance in the type, mix, and scale of uses. The following performance criteria will guide program choices and site planning.



Illustrative example of a mixed-use facility on 13th St block







Performance Criteria

- Arts and Culture: The East End of the Civic Area has a rich history and foundation of arts and cultural uses within the 13th Street Block. Current facilities include the Dushanbe Tea House and the Boulder Museum of Contemporary Art that provide opportunities for cultural programs and activities. The Boulder County Farmers' Market also provides programmatic and activation focused on arts, culture and local foods. These facilities and uses will be maintained and enhanced to support a mix of uses within the East End.
- Service Center: Develop civic uses such as municipal services as part of a mixed-use development vertically and/ or horizontally integrated with other uses to encourage innovation and creative collaboration. Day and evenings, during the week, Boulder residents, business owners and government officials will gather to meet and deliberate over local choices and policies, and conduct business and work with partnering non-profits.
- Day and Night Time Uses: Integrate uses that generate 24 hour activities such as residential or hotel.
- Public Plaza: Develop an urban plaza space to serve as an organizing feature within the block and to provide a variety of public and outdoor functions as a complement to the more "green" park spaces to the west and Farmers' Market.
- Structured Parking: Provide the appropriate amount of parking for adequate and convenient access to existing and future uses, balanced with area wide Transportation Demand Management.

The East End: Food and Innovation



Building Form and Massing

The Civic Area Masterplan will be used as the basis of future land use map changes in the Boulder Valley Comprehensive Plan (BVCP), as well as the basis for rezoning. The performance criteria for Building Form and Massing will be used in the Site Review process to help determine whether a project meets the Site Review criteria. The East End includes five private properties. As the plan is implemented, the City will coordinate with the owners on development opportunities.

- Building heights should range from two to four stories. Along Canyon, provide up to four stories to help create a more urban character, while buildings along Arapahoe should help transition to the relatively lower height of the residential buildings in the vicinity.
- At the ground level, buildings should have permeability and transparency with visual and physical connections to the outdoors and public spaces.
- At least 60% of the ground floor area should be visually transparent along all major public streets, including Canyon Boulevard, Arapahoe Ave., 13th and 14th Streets, as well as along public plazas.
- Use high quality, durable materials that enhance the building and convey a sense of permanence.
- Employ sustainable green building standards.
- To the extent possible, include active market hall and food-related uses along Canyon Boulevard, 13th and 14th Streets, and facing new plazas.
- Consider the effect of building height on shading and views.
- Building orientation should enhance the opportunity for views of the Flatirons and publicly accessible roof-tops.
- Building entrances should be clear, direct, and welcoming and orient to public areas, streets, plazas, and parks.
- Locate parking structures with active uses to avoid visibility and degradation of the pedestrian environment. Structures should be well lit and easy to navigate in the interior.

Possible Program Elements

- Market Hall
- Service/Innovation Center
- Museum
- Night time uses
- Performance Facility

For Continued Consideration...

The block will include the outdoor Farmers' Market (expanded), Teahouse, City Storage and Transfer Building (BMoCA), outdoor space and parks, and structured parking. The Atrium Building could be repurposed or redeveloped. With further analysis, any of the above possible program elements could also occur here, provided they meet the performance criteria.



WEST END: ARTS AND CULTURE

(Library and Senior Center)

The West End is envisioned as a cultural/arts core within the Civic Area that builds on the existing civic and cultural functions including the Main Library and the West Senior Center. Building on this site provides opportunity to enhance both the indoor and outdoor functions of the existing amenities, as well as redevelopment and/or new development opportunities. The consideration of the Civic Use Pad for a mix of public and private uses provides a potential synergetic relationship of land uses throughout the West End. In addition, a potential repurposed Municipal Building to the east, and the park in-between, provide further opportunity to create a unique and vibrant mix of outdoor/indoor uses primarily focused on arts and cultural uses.





performance space in the park

Illustrative example of Nature Play near the Library

Performance Criteria

Library North: The north library currently accommodates small performing arts uses within the existing gallery space and Canyon Theater. With the redevelopment of the adjacent park areas on site, many opportunities exist for enhanced cultural programming and outdoor performance venues to activate the area. Further study will determine options for enhancing the existing facility to accommodate a mix of uses to create a flexible arts and cultural facility. This enhancement could also better accommodate gatherings and community uses.

Library Cafe: As part of the new cafe at the bridge, expand opportunities for outdoor seating and gathering to spill out onto the adjacent garden to the east.

Library South: The redesign of Civic Park south of the creek will create a more kid and family friendly as well as a community destination and gathering place. The interior space and function of the library should be integrated with the outdoor space through art, park design, play area and future programming of the library. Features may include public art that enhance the physical and visual link between the outdoor and indoor spaces, a nature play tot lot, a children's reading garden, a water play sculpture, and intimate picnic and seating areas among shade trees along the creek.

Senior Center: If redeveloped as a new senior facility, explore providing a wider range of services, including relevant city and community services, in a more integrated "one stop shop" model. If the senior center is relocated elsewhere outside the Civic Area, consider the site for residential development, including potential micro units. Consider also potential coordination with Boulder Housing Partners and federal H.U.D. for incorporation of Arapahoe Apartments into new residential development.

Structured Parking: Provide the appropriate amount of parking for adequate and convenient access to existing and future uses, balanced with area wide Transportation Demand Management.



Illustrative example of outdoor seating at Library Cafe

The West End: Arts and Culture



Building Form and Massing

The Civic Area Masterplan will be used as the basis of future land use map changes in the Boulder Valley Comprehensive Plan (BVCP), as well as the basis for rezoning. The performance criteria for Building Form and Massing will be used in the Site Review process to help determine whether a project meets the Site Review criteria.

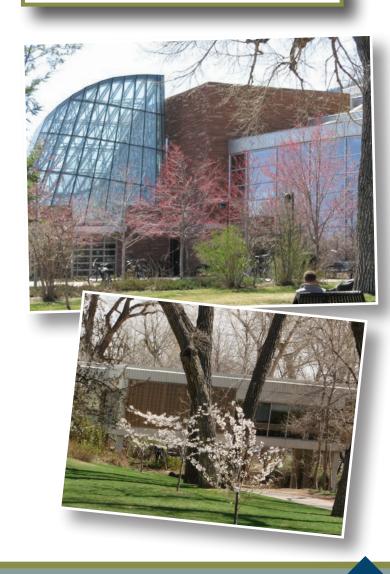
- Building heights should range from two to four stories along Canyon to create a more urban character along this wide public right of way, and to establish a better formal relation in mass and scale with St. Julien and the future development at the Civic Use Pad.
- Along Arapahoe, building scale and mass should help transition to the relatively lower height of residential buildings in the vicinity. Building heights should be limited to no more than three stories.
- At the ground level, buildings facing Canyon
 Boulevard and Arapahoe Avenue should have
 permeability and transparency with visual and
 physical indoor/outdoor connections and public
 spaces, with at least 60% visual transparency along
 all major public streets and park space.
- Use high quality, durable and timeless materials that enhance the buildings and convey a sense of permanence.
- Employ sustainable green building standards.
- Consider the effect of building height on shading and views.
- Building orientation should enhance the opportunity for views of the Flatirons, especially along west building facades.
- To the extent possible, include opportunities for publicly accessible roof-top spaces.
- Building entrances should be clear, direct, and welcoming and orient to public areas, streets, plazas, and parks.
- Locate parking structures either underground, or above ground wrapped with active uses to avoid visibility and degradation of the pedestrian environment. Structures should be well lit and easy to navigate in the interior.

Possible Program Elements

- Multi-Purpose Senior Center (Redeveloped)
- Expanded Cafe
- Civic Use Pad
- Night Time Uses
- Outdoor performance

For Continued Consideration...

The West End will include the existing south wing of the library as it is today, the Municipal Building, structure parking, and outdoor space and parks. With further analysis, any of the above possible program elements could also occur here, provided they meet the performance criteria.



Access and Mobility

Access and mobility are important to the vitality of the Civic Area. People using all transportation modes-whether on foot, bicycle, bus or car-need to be able to get around easily. People also need to be able to connect to surrounding destinations safely and conveniently. The Civic Area and Downtown already have well-used multi-modal amenities and connections, including the 13th Street contra-flow bike lane, local and regional transit services and the Transit Center, bike parking, Boulder Creek Path, Pearl Street Mall, and a parking district. However, improvements throughout the area could still be made.

Access and Mobility Elements

Canyon Boulevard: Canyon Boulevard will be enhanced from 9th to 17th Street to become a complete street, incorporating dedicated bike lanes, safe pedestrian environments and more street trees and landscaping while still accommodating cars and buses.

Broadway: Reduce Broadway as a barrier by employing design elements to improve pedestrian safety at the Arapahoe and Canyon intersections. Design treatments similar to the special brick pavers used at the Pearl Street Mall and Broadway crossing would help to reduce the barrier perception while improving safety.

11th Street: 11th Street will be improved to allow enhanced physical and visual connectivity from Pearl Street to the Civic Area and to the University Hill area. This improvement will provide a pedestrian and bike friendly corridor that allows visitors to easily access these core areas of downtown.

13th Street: 13th Street could be remain unchanged, which is open to vehicular traffic except during the Farmers' Market, or could be transformed into an urban plaza with bike access and a stronger connection to Pearl Street Mall.

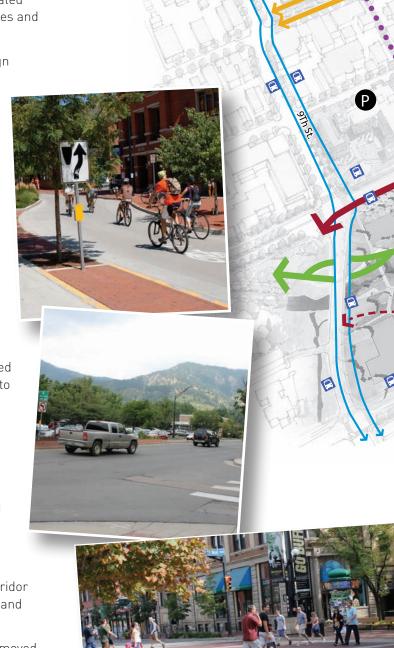
14th Street: 14th Street could remain unchanged, or converted to transit-only with bike and pedestrian access, or converted to a transit and general use street.

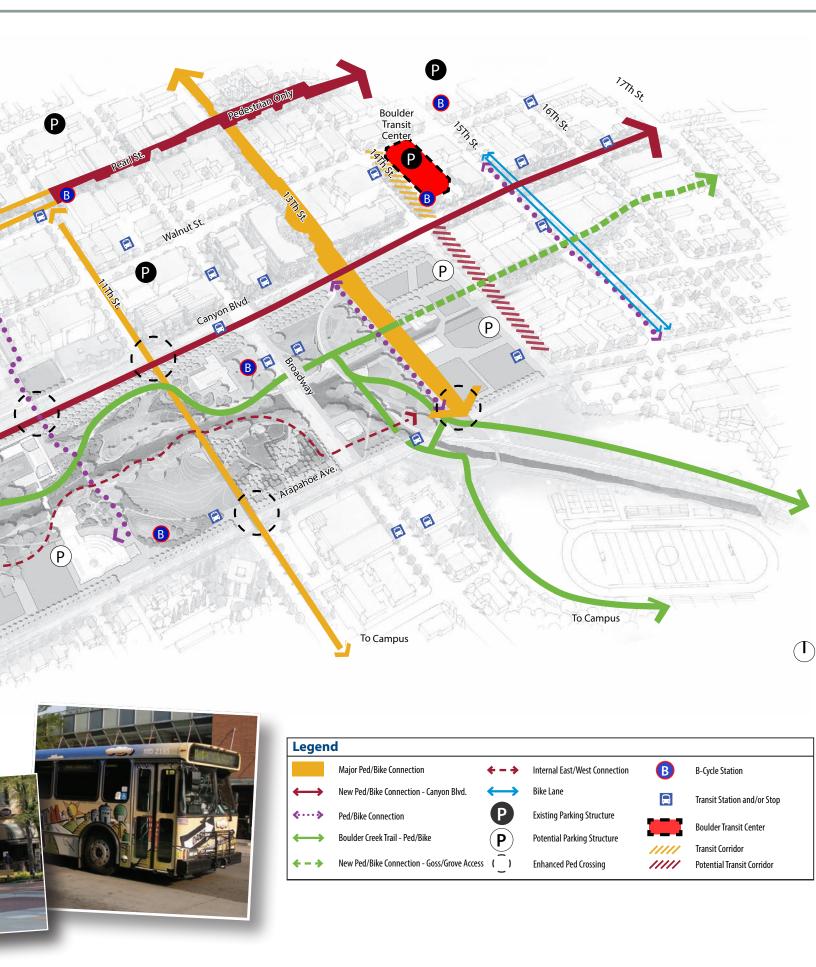
Public Transit: Local and regional transit public transportation services, including the SKIP, JUMP, DASH, BOLT, BX, and AB, will continue to provide access to the Civic Area and the Downtown

Bicycle/Pedestrian: Maintain and expand current bicycle and pedestrian pathways to facilitate better circulation as well as connections to nearby areas, including Pearl Street Mall, Goss/Grove, CU and University Hill.

Goss/Grove Access: Create an east-west bike/pedestrian corridor through the Goss/Grove neighborhood starting at 14th Street and continuing to 17th Street.

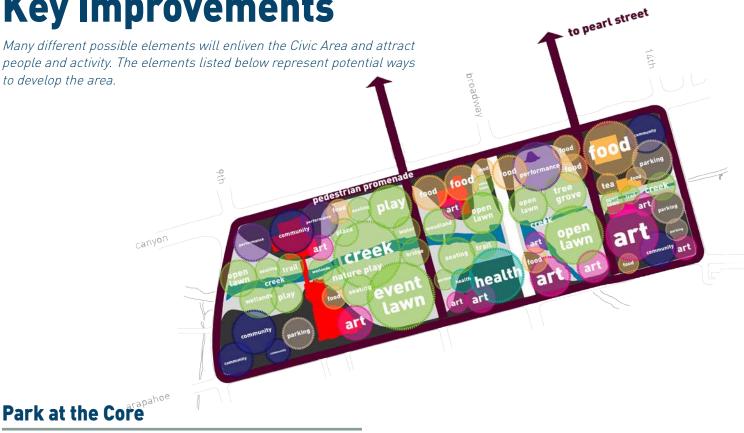
Parking: Over time, the surface parking in the HHZ will be removed to improve life safety and to open up more parkland; however, these spaces will be replaced with parking structures on either or both the west and east end of the Civic Area.





29

Key Improvements



the idea

The green space and beauty along Boulder Creek will provide significant natural and programmed park spaces and will be a "ribbon" that weaves together existing and new parks facilities. The park will be active and safe, with a rich diversity of civic, recreational, artistic and cultural amenities and programs. The four major focus areas are:

- 1. The Creek
- 2. The Civic Front Door
- 3. Nature in the City
- 4. Central Park

The Creek: Boulder Creek will continue to be a focal point and unifying element running through the park. The creek will be enhanced by creating opportunities for access, designing viewpoints, maintaining the riparian vegetation (in a manner compatible with safety concerns), and varying the shoreline treatment with vegetation in some areas and terraced rock shores in others.

The Civic Front Door: Civic Park north of the creek will remain an open, sunny Great Lawn for gathering and unstructured sport, but it will also be newly activated with outdoor dining, musical and dance performances, yoga and exercise classes, and other events, such as "Picnic in the Park." Seating for a new library cafe will spill out onto adjacent terraces. Food trucks and carts will add culinary diversity, while folks enjoy live music and games, like ping-pong and chess, and browse demonstration gardens and sculpture displays.

Nature in the City: Civic Park south of the creek will be a naturalistic, shady refuge that relates to the library, and Boulder Creek will be designed with children and families in mind. Improvements will be coordinated with the planned renovation and reconfiguration of the library's interior space and function, aimed at better integrating the interior physically and programmatically with nearby outdoor space. Features may include public art enhancing the physical and visual link between outdoor and indoor spaces, a nature play tot lot, a children's reading garden, a water play sculpture, intimate picnic and seating areas among shade trees and along the creek, and themed gardens, such as edible, shade or xeric/low water.



Central Park: This area is characterized by the historic bandshell and several state champion trees that demonstrate the history of the park while also providing a park experience for the adjacent Farmers' Market along 13th Street. In the near-term, the bandshell programming will be increased to encourage an array of performances and cultural activities that are multi-generational and attract more visitors to the area. However, due to various constraints determined in the current location, the bandshell will be relocated to improve the functionality and use of the current site. This will provide opportunities for enhancements to the Farmers' Market within the park and a promenade along Canyon Boulevard that is complimentary to the future "complete street." This relocation will also achieve better visibility through the site and increased lawn areas for park uses.

Farmers' Market

the idea...

The Farmers' Market will continue to operate on 13th Street and expand to the west and into the Teahouse Plaza, improve access and function, and possibly extend days or hours of operation.

In 2012, the Farmers' Market celebrated 25 years of operation, and it is one of the most notable draws in the Civic Area. It operates on 13th Street on Wednesday afternoons and Saturday mornings from April to October. The locally grown fresh produce fits Boulder's values for healthy living, eating fresh, and supporting local businesses and farmers.

The city has invested in improvements along 13th Street to provide better space for the market stalls. The Farmers' Market, working with the city, is exploring how to better provide drop-off/pick-up access for customers, easier access for vendors, and closer and more accessible parking. Also with the city, it will explore how a year-round "public market hall" could complement its mission to provide a marketplace for local and Colorado agricultural producers.

Public Market Hall

the idea...

The public market hall, or food hall, may supplement (not replace) the outdoor seasonal market on 13th Street, subject to further coordination with the Farmers' Market and analysis. It could be a new vertically mixed-use structure or repurposed Atrium building.

A public market hall would provide a year-round venue for local food and other locally produced goods and provide additional space for the Farmers' Market to expand during the peak season. A new building could be in the 13th/14th Street block that would complement the park uses across the street and enhance the market experience within the park. On 13th Street, it would ideally be mixed vertically with other uses. Additionally, the building could be designed for specific market needs. If the market hall were to be located in the Atrium building, city offices would have to be relocated, and the functionality of the market would be limited by the building configuration and size. The market hall concept will be further analyzed by the city in partnership with the Farmers' Market. Considerations will include synergy with the Farmers' Market function; cost; prospective tenant interest, projected market demand and impact; usability on non-market days; suitability of adjunct uses; synergy with adjacent uses; and access and parking.



Bandshell

the idea...

Explore relocating the bandshell within the Civic Area or other locations that allow increased usefulness as an outdoor structure.

The Glen Huntington Bandshell, built in 1938, is a local historic landmark and protected under the city's Historic Preservation Ordinance. It is architecturally significant as an example of Art Deco architecture in Boulder. Today, it faces challenges, including limited programming, worn appearance, uncomfortable seating, frequent transient occupation, and traffic noise and access challenges for performances. The context also has changed significantly from the 1930s. The north end of the bandshell is within the 65-foot setback from the centerline of Canyon Boulevard, which is needed for creating a "complete street" design along Canyon from 9th Street to 16th Street. The current location of the bandshell would prohibit implementation of a "complete street" between Broadway Avenue and 13th Street.

Recent outreach and public involvement has concluded that the bandshell is not currently functional and faces many challenges relating to its physical location and programmatic effectiveness. Additionally, many proposed uses and physical improvements have been identified for the current space that is occupied by the bandshell within Central Park. Consideration has been given to relocate the bandshell to increase its effectiveness and functionality while allowing improvements to the park area in its current location. The community will be further engaged in the relocation initiative through an outreach to gather ideas and thoughts about its new location and programmatic opportunities. This process will balance the framework of historic preservation while achieving the goals outlined by the community for the improvement to the Civic Area.





Arts, Culture & Science Opportunities



Continue to explore a blend of indoor and outdoor arts, cultural and science facilities and spaces as an integral and important components of the Civic Area, including:

- Permanent and temporary art installations or outdoor cultural, arts, and science displays throughout parks;
- Ideas to incorporate an art and cultural related multi-use event space into at the Civic Use Pad;
- Housing the Boulder Museum of Contemporary Art
 (BMoCA) in a new facility, or in an expanded facility at its existing location.;
- Possible repurposing of the Municipal Building (if city facilities are consolidated in new building(s)) for art or cultural related uses; and,
- New facilities as an addition to (or as a redevelopment of) the north wing of the library.

The community wants new arts, culture, and science in the Civic Area and has expressed interest in a community events venue for meetings, banquets, reception dinners, charitable events, etc. BMoCA is exploring expansion of its facility, either at its current location on 13th Street or moving to a new facility within the Civic Area. Additionally, outdoor arts and science are ideas that resonate with the community.

Performing Arts Facility

the idea...

Continue to explore the feasibility of a performing arts facility, either as an outdoor facility near the library or on 13th St. as part of a mixed-use complex. A facility may generate excitement and should reflect emerging trends in arts facility programming and usage. The demand for and capital and operation costs of a facility requires further study, as does its projected impact on the Downtown and other venues in and near Boulder. Any facility would need to meet the Guiding Principles and performance criteria in this plan.

In 2013, a local nonprofit, the Boulder Center for the Performing Arts (BCPA), commissioned a feasibility study for a performing arts center in Boulder. Their results were published in April of 2014. The group expressed preference for a mid-sized performing arts center (700-1,200 fixed seats) that would be built through a private/public partnership on city-owned land. The city's Community Cultural Planning process executed in 2014 and 2015 has also identified a need within the community for a mid-sized performance venue. An independent analysis of the BCPA study commissioned by the City of Boulder suggests that the greatest need is for a flexible performance venue of approximately 500-700 seats depending upon the program expectations of the space. The independent analysis stresses the importance of constructing a technically well-equipped venue capable of adapting to future needs in order to host multiple types of events. A well-equipped flexible venue will be of interest to many in Boulder if it has a flexible design capable of hosting large meetings and events as well as performances. The next step is to complete a comprehensive business plan for a performing arts facility. Any performance facility must ensure many uses to avoid creating an inactive zone when it is not in use.





Mixed-Use Community Services / Innovation and Events Center

the idea...

Create a mixed-use community services/innovation and events center (one or several buildings on the 13th/14th Street block) as a space for public/private collaboration, gathering, and celebration through events. Buildings will integrate well with outdoor plazas, theatre, etc. and exemplify the community's sustainability values. The building may accommodate replacement of city functions removed from the HHZ or any repurposed buildings (possibly the Municipal Building and/ or Atrium), other city functions, and/ or other community needs.

To optimize day/night uses, any new building should be part of a mix of uses, including possibly a vertical mix with the public market hall, other small restaurants or cafes, community event space, and plazas and outdoor spaces. More than 25,000 customers are served each year in seven city buildings in the Civic Area (excluding the Main Library and Senior Center), and multiple events and meetings occur. A center with private incubator space could accommodate multiple community needs.

West Senior Center

the idea...

Continue to explore the creation of a 21st century Senior Center consistent with best practices and models providing a wider range of access for older adults to resources, socialization, and continuous learning and enrichment. Explore co-location of the center with other services, activities, and amenities - either in its current location (redeveloping existing center) or elsewhere, possibly including Downtown, close to other services and amenities.

The West Senior Center is west of the library and south of Boulder Creek and was built in 1974. The center, a 16,200 square foot facility, serves 56,400 customers a year, including Meals on Wheels, and the city offers many other senior programs here. The Human Services Department is currently updating its masterplan, and is exploring the senior center's future, consistent with 21st century best practices and models. Often, newer centers are co-located with other services (such as for children, youth, and families) to be convenient for customers and providers. Additionally, they provide both dedicated space for senior adults and flexible, intergenerational community space.





Structured Parking

the idea...

Relocate most surface parking in the Civic Area to structured parking on the west and east ends. Some handicapped spaces and spaces for seniors may remain near building entrances; however, most parking would be in structures designed to be convenient and attractive, and to include a mix of uses around the outside, similar to other downtown parking structures.

To create a strong pedestrian environment for the Civic Area, "just enough" parking spaces will be provided for those who chose to arrive by car. Parking demand is expected to increase with the new, additional uses and amenities, increased events and programming, and higher park visitorship envisioned by this plan. However, that demand will be minimized to the greatest extent possible by providing facilities, services and a physical environment that support and encourage walking, biking and transit use, and by ensuring that parking spaces are shared by uses with different peak periods. The appropriate number of parking spaces and their location will be determined through further analysis and discussion, and will take into account: current and projected parking supply and demand for specific uses and activities at different days, times and seasons, within and adjacent to the Civic Area; potential for coordinating uses and sharing spaces; pedestrian, bicycle and transit enhancements; floodplain issues; site configurations; surrounding street network and access; and other factors.











Strategies

The following strategies will help accomplish the plan.

- 1 **Phasing/Prioritization "Roadmap."** Key steps and phasing will be necessary to sequentially and systematically work toward the vision in the near-term and over time. (See phasing diagrams on pages 42 and 43 for initial prioritization and phasing.)
- Coordination. Using designated staff coordinators and other staff within the city to work across city departments and with community partners to carry out the plan (e.g., nonprofit organizations, such as the Farmers' Market and BMoCA, private land owners and developers, and others, such as the Ocean Coalition, Bridge House and Boulder Chamber). See sidebar on right for further details.
- 3 **Detailed Planning and Design.** Develop detailed site plans for certain parts of the Civic Area (e.g., site plan for the core park, for the East and West Ends and for the future Canyon Boulevard). Further engage the community and boards and commissions to review and give feedback on detailed plans. Develop cost estimates for infrastructure and improvements.

- 4 Investment Strategy. Identify a comprehensive portfolio of financing tools and development structures to pay for capital improvements in phases and identify ongoing operations and maintenance funds. The financial and investment strategy could include any combination of:
- public financing through voter-approved bonds or sales tax;
- private financing;
- districts such as general improvement districts, metropolitan districts and others;
- endowments;
- certificates of participation (COPs);
- General Fund and Capital Improvement Program (CIP) alignment of priorities;
- public improvement fees;
- state and federal grants (e.g., state Great Outdoors Colorado funds for parks and open space, and National Endowment for the Arts);
- urban renewal financing; and,
- crowd source funding.
 - The proposed land uses and ownership (e.g., private or public) to some degree determine what kind of financing strategies (financing tools and organizational structures) might be applicable.
- 5 Land Use Code Update. If the Land Use Code is inconsistent with the desired plan, update standards as necessary to incentivize or limit certain types of development.
- 6 **Programs and Activities.** Collaborate with appropriate partners to expand existing programs and activities or create new programs consistent with the Plan's vision and principles (e.g., programming new facilities, expanding flood education, and/or creating work opportunities for people who are homeless).
- 7 **Construction.** Following detailed site planning and engineering, construct infrastructure, street improvements, art, informational pieces, park improvements or structures, and buildings.

Examples of Partners



















Partnerships: Cooperate with non-profit and service organizations to ensure that in all programming or built spaces, there are options for people of all incomes and abilities to use the space or participate in events together. As spaces are redeveloped or reprogrammed, enable ways to create space for service provision even if it is not a direct city-provided service.

Maintenance and Operations: Develop on-going community-oriented maintenance activities for the Civic Area. Develop regular ways to involve community members in clean-up and maintenance and to build civic pride and cooperation. Engender a different way of thinking about this area throughout the community. For example, have an on-going clean up paid program for low-income or homeless residents, possibly sponsored by the business community, and also structure regular times for full community projects.

A mix of uses will take a mix of strategies. For example some options may be:

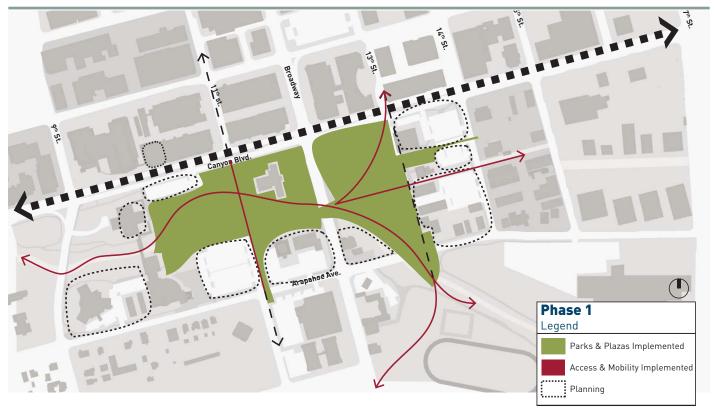
- Arts/Culture/Parks: private/public shared financing, supplemented with grants
- City facilities: public financing supplemented with private development and city leasing
- Offices or retail: private/public partnership, city lease or sale
- Parking Structure: Central Area General Improvement District (CAGID) and user fees
- Housing: private, public-private partnership, possible trust, lease/sale by city

39

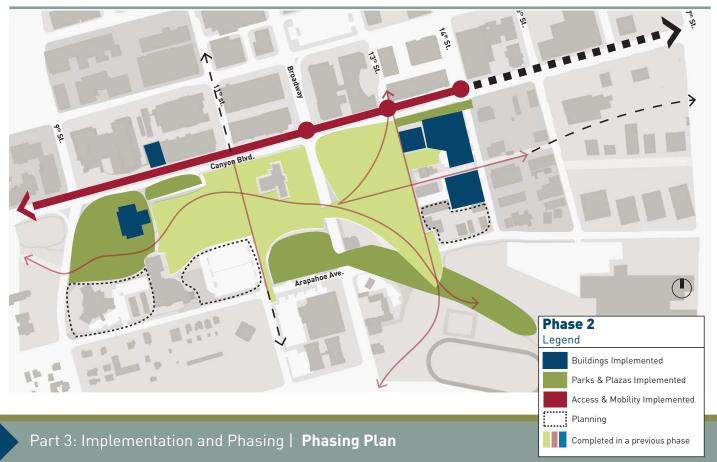
Phasing Plan

The diagrams that follow identify the likely phasing and timing to implement the plan. This phasing plan is preliminary and depends on the availability of funding sources (public, private and other). The phases are broken into the following approximate time periods:

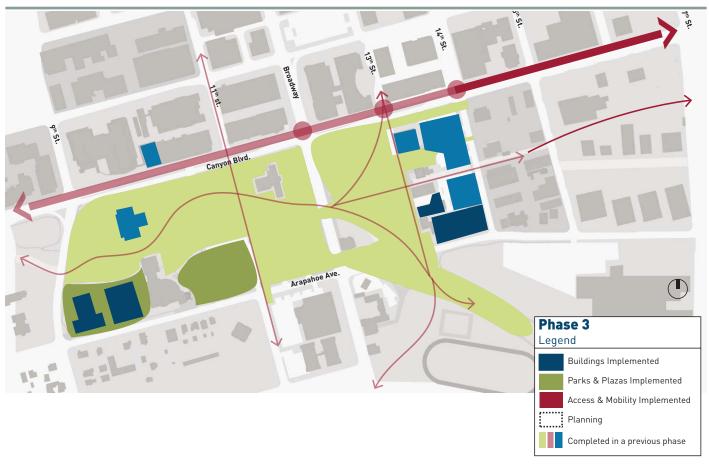
Phase 1: 2016 - 2018



Phase 2: 2018 - 2023



Phase 3: 2023+



City Council & Board/Commission Implementation Roles

Additional guidance from City Council and the boards and commissions with purview in the Civic Area will be needed to implement this plan. This table describes their roles.

	Purview	Implementation Role
	(as it relates to Civic Area)	
City Council	Whole plan; decisions about city-owned land and facilities	Approval of any proposals related to city-owned land, facilities or financing; approval of any plan amendments
Arts Commission	Art in public places, role of arts in the Civic Area	Direction on public art and refinement of strategies related to arts
Boulder Design Advisory Board	Urban design	Input on urban design for any new buildings or major changes to existing buildings
Downtown Management Commission	Parking and development in CAGID (Central Area General Improvement District, a.k.a. Downtown)	Input on parking implementation that affects Downtown, advice on parking strategies, approve any changes to CAGID
Human Relations Commission	Inclusiveness, homeless	Advice on fostering inclusiveness, particularly as it relates to the homeless population, in proposed programs and designs
Landmarks Board	Historic preservation and review of landmarked structure	Review of any landmark alteration permit, including moving bandshell or alterations to other area landmarks, or other proposals that emerge related to historic preservation during the implementation of the plan
Library Commission	Library Master Plan and any overlapping aspects	Approval for any changes to the library and input on any changes adjacent to or affecting the library
Parks and Recreation Advisory Board	Parks planning, greenways, parks function	Advice on site planning and choices about activating the park
Planning Board	Land use changes (private land)	Approval of any land use changes to private properties (in the vicinity, and any public or private development) review application in the area that normally requires zoning changes and/or Planning Board approvals
Transportation Advisory Board	Transportation and connections	Input on transportation connections and improvements, such as Canyon "complete street" design, recommendation on any Transportation Master Plan changes that affect the area
Water Resources Advisory Board	Changes to the floodplain	Input on creek improvements and any proposed flood mitigation

