



STUDY SESSION MEMORANDUM

TO: Mayor and Members of City Council

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DATE: September 25, 2018

SUBJECT: Study Session for September 25, 2018
Subcommunity Planning

EXECUTIVE SUMMARY

Purpose

The purpose of this study session is to share information with City Council and receive feedback about the Subcommunity Planning program, a localized planning effort to address a range of issues and opportunities and to implement the goals of the Boulder Valley Comprehensive Plan (BVCP). The memorandum includes observations of the program as it has been described and applied in Boulder, provides case study examples and national best practices from programs around the country and identifies six foundational elements of successful programs.

Evolution of Topic

The 2015 BVCP Major Update, adopted in 2017, identifies community interest in localized planning 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. In June 2018 a Senior Planner was hired to manage and implement the program. Over the past three months, the planning team has evaluated BVCP goals, past subcommunity planning efforts, applicable case studies and recent community input to evaluate the city's approach to subcommunity planning and identify a strategy for evolving this approach and implementing the program.

With an expressed interest from residents and council in re-establishing a subcommunity planning program, six foundational elements are identified to provide clarity and direction for the program moving forward: (1) Definitions; (2) Boundaries; (3) Prioritization Criteria; (4) Scope and Deliverables; (5) Schedule and Phasing; and (6) Community Engagement. Staff and council will explore during tonight's session, to be followed by a second session that will help shape the remaining elements. Creating clear expectations for the six foundational elements of subcommunity plans will facilitate efficiency in plan development and review as well as support transparency in the effort. The development and documentation of the program is consistent with the city's Engagement Strategic Framework.

Questions for Council

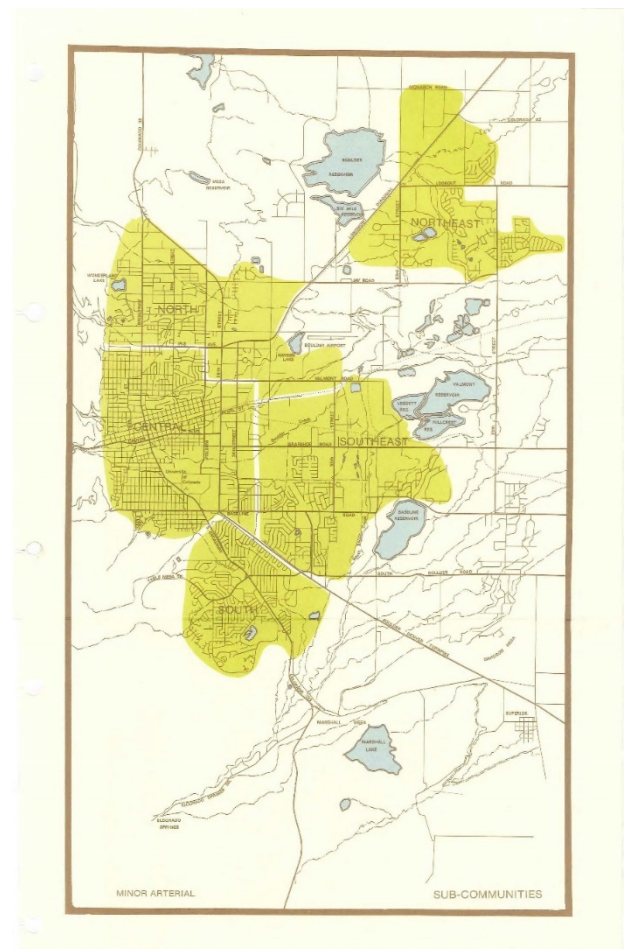
1. Does Council agree that the proposed **definitions** capture the intent and purpose of Subcommunity Planning in Boulder?
2. Does Council find that revising the existing subcommunity **boundaries** is critical to the success of the subcommunity planning program?
3. Does Council agree with the approach to use **measurable criteria** for subcommunity prioritization for planning?

BACKGROUND

History of Subcommunity Planning in Boulder

Subcommunities in Boulder were first identified in the 1970 Comprehensive Plan as an approach to planning that translates large-scale planning ideas to the human scale. The original subcommunities were intended to focus community interests to a neighborhood level and provide residents with access to important community assets and services, such as schools and parks. The original concept intended to sub-divided each subcommunity into four neighborhoods; each neighborhood possessing its own school, park and small convenience shopping facility. In 1977, the Comprehensive Plan identifies five subcommunities: North; Northeast; Central; Southeast; and South. The main change in concept between 1970 and 1977 was that the subcommunity became the main unit in which residents should have access to community resources and services and the sub-division of each subcommunity into four neighborhoods was abandoned.

While subcommunities were identified in 1977, the areas were not used as a tool for planning until the late 1980s. In 1989, the City identified a gap between the scale of the comprehensive plan and



site-specific plans. Subcommunity planning was recommended as a method to better address issues at this “in-between” scale. In 1992, the map was revisited by staff and council, and nine subcommunities were identified: Central; Crossroads; University of Colorado; East; Southeast; South; North; Palo Park and Gunbarrel.

The first subcommunity plan to be taken on by residents, council and staff was the North Boulder Subcommunity Plan. The area was identified by council as the first subcommunity for planning because of the presence of vacant, developable land that remained in the area and the need to determine the future of these lands. The planning process began in the fall of 1992 and the final plan was adopted in the summer of 1995 and then amended in both 1996 and 1997. The effort included a collaborative process between the public, city staff, other public agencies, a large steering committee and a team of consultants. Interviews with former staff and community members involved in the process revealed that the planning effort was a significant undertaking that included robust community engagement and frequent public communication. While controversy arose throughout the process, today the plan is considered by staff as well as council members and residents to be a successful tool that was able to both communicate expectations about the future and provide paths towards implementation for specific goals and initiatives identified in the plan. The North Boulder Subcommunity Plan resulted in the rezoning of some areas within North Boulder, the creation of five new zoning districts based on the plan’s design principles, land use patterns and future growth recommendations and the adoption of an ordinance requiring dedication or reservation of right of way in conformance with mobility maps included in the Plan. The North Boulder Subcommunity Plan is available as Attachment A.

Following the completion of the North Boulder Subcommunity Plan, the city’s Planning Department hired an independent consultant to conduct an evaluation of the planning process to identify gaps, lessons learned and opportunities for process improvement in subcommunity planning. This study, conducted by Community Matters, Inc. is available as Attachment B. The evaluation included eight recommendations to strengthen subcommunity planning processes in Boulder:

1. Agree on the purpose of the Subcommunity Plan
2. Develop a set of performance criteria or checklist for the plan’s development
3. Establish and agree upon the focus of the plan at the outset
4. Establish ground rules regarding how the plan shall connect to other areas
5. Describe the desired end product
6. Consider a section that incorporates related policies and principles from already adopted documents as a means of achieving the integration desired by citizens.
7. Consider developing a policy paper that articulates the City’s stand on predictable development.
8. Develop a document that illustrates the intent of each planning tool and how it is used in the decision-making process.

These recommendations as well as recent best practices from national case studies will help inform the approach to re-establishing the subcommunity planning program in Boulder.

ANALYSIS

Subcommunity Planning and the BVCP

Today, the BVCP is the primary tool to guide the Subcommunity Planning process. Chapter Five of the Plan provides information about the intent and process of subcommunity planning.

Definitions

The BVCP defines both subcommunity and area planning under one umbrella, as:

Subcommunity and area planning bridges the gap between the broad policies of the comprehensive plan and site-specific project review (development applications or city capital projects). 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 area...

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. 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 as well as wider community goals. (pg. 110-111)

While this description provides an idea of key actions for subcommunity planning, it does not describe what a subcommunity plan is or how it might be used in the future. Creating a definition that clearly identifies the outcome of these actions and the functions it will serve in the future can help set expectations surrounding subcommunity planning for the community. There is also a lack of distinction between subcommunity and area planning. These are distinct tools and greater specificity may be required to differentiate between the two products, processes and outcomes.

The 2015 BVCP update includes ten subcommunities:

1. Central Boulder
2. Central Boulder – University Hill
3. South Boulder
4. Southeast Boulder
5. Colorado University
6. Crossroads
7. East Boulder
8. North Boulder
9. Palo Park
10. Gunbarrel

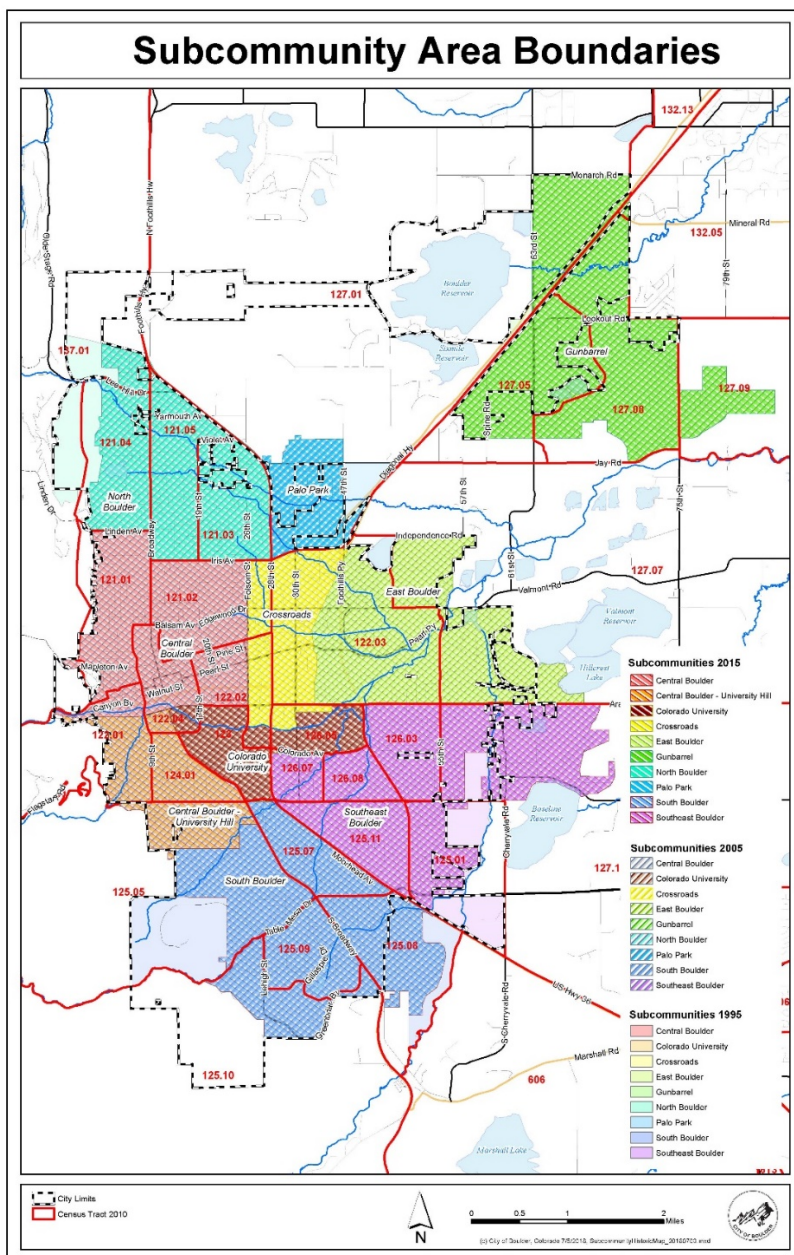
While the latest update of the BVCP does not define a subcommunity, the current definition can be found on the city's website: "Subcommunities are distinct areas within the service area of the city

(Area I and II), as defined by physical boundaries such as roads and parks.”

<https://bouldercolorado.gov/planning/comprehensive-planning-policy-and-design>

Boundaries

The 2015 map of subcommunity boundaries and inclusion of ten subcommunities is a change from the previous BVCP update. This latest update splits the Central Boulder subcommunity into two subcommunities: Central Boulder and Central Boulder – University Hill. The boundaries of subcommunities have evolved over the last 50 years to align with various physical features like topography and roads as well as with demographic data collection methodologies, such as U.S. Census Tracts. For additional information on the evolution of subcommunity definitions and boundaries, refer to the staff report, Attachment C.



At the January 2018 City Council Retreat, questions regarding the need for boundary modification were raised by council members. In general, the existing boundaries provide the following benefits:

- Clearly distinguish 10 distinctive regions within the city
- Align with major roads for ease of distinction
- Generally, align with census tract boundaries

The following issues with the existing boundaries may substantiate reasoning for refinement:

- “Downtown Boulder,” has recently been the focus of several planning efforts and development studies. With a unique set of land uses and adjacencies, established districts, and previously-defined plans and design guidelines, the area may merit its own subcommunity.
- There is currently little alignment between subcommunity boundaries and a variety of methods for mapping Boulder neighborhoods.
- Key community corridors currently act as the boundary lines between subcommunities but may serve as the “heart” of some areas/neighborhoods.
- There are areas within the city and/or the BVCP service area (areas I and II) that are not assigned to a subcommunity and therefore may not be included in a subcommunity plan as part of the program.

The following challenges to changing existing boundaries may indicate that only minor adjustments should be made to boundary lines:

- Since the 1990s, the city has tracked demographics, community feedback and opinion, and public investment by subcommunity. Retaining these boundaries allows the city access to a significant amount of data and allows us to track change over time. This data becomes an important tool for communicating with residents about city policies, programs and initiatives. It also serves as an important tool for making decisions about the future of each subcommunity.
- Boundaries have remained relatively consistent since 2005 and constituents are familiar with the name and general character of their current subcommunity. Changing boundary lines with or without community engagement bears the risk of distracting from the true goals of the program.

Prioritization

The BVCP identifies six criteria for selecting the priority for the development of subcommunity and area plans:

1. *Extent to which the plan implements the comprehensive plan goals*
2. *Imminence of change anticipated in the area*
3. *Magnitude of an identified problem*
4. *Likelihood of addressing a recurring problem*
5. *Cost and time effectiveness of doing the plan*

6. *Extent to which the plan will improve land use regulations, the development review process and the quality of public and private improvements*

These criteria lay out some critical goals for subcommunity and area planning. The criteria listed do not, however, provide measurable features of subcommunities or metrics that could be used to weigh the priority of one subcommunity over another. This leaves room for discretionary decision-making in prioritization and creates ambiguity in the process for community members. Providing residents with transparency in the prioritization of subcommunities for planning and using measurable data of existing conditions to support the schedule for subcommunity planning has become popular in cities across the country as data collection and analysis processes have improved and become more easily translated for public consumption.

Case Studies

Staff researched neighborhood and small area planning programs across the country to identify successes, failures and best practices of current programs of a similar scale. The full report of case study research can be found in Attachment D. The research reveals that many programs, such as the Planitulsa program in Tulsa, Oklahoma, which was able to communicate expectations about process and outcomes with city staff, councils, consultants, and the public prior to engaging in a planning effort proceeded with reasonable schedules and products. Other agencies, such as the City of Detroit, which did not set clear expectations for key elements of the planning program, often were forced to go back and re-define their expectations for these features, delaying plan completion and implementation. This finding mirrors the recommendations and lessons learned in the 1996 Evaluation of the North Boulder Subcommunity Plan Process (Attachment B).

The following programs offer active examples of best practices for the first three of the six foundational elements of the subcommunity planning program.

Definitions

In 2016, the City of Tulsa's Planning and Development Department produced "A Guide to Small Area Planning." The guide describes what small area planning in Tulsa is, why small area planning is conducted, how the plans are used and what should be expected once plans are adopted and approved as local policy. The document uses clear language to describe key terms, relationships and impacts of small area planning in Tulsa. The document also includes a "Frequently Asked Questions" section to support communication with residents and provide transparency in the program and processes. This information can be accessed by community members on the City's [website](#).

Boundaries

In Cambridge, Massachusetts, the City's Community Planning Division applies city-wide goals in a neighborhood context through their Neighborhood Planning Program. The program is based on the City's 1953 Planning Study, *Thirteen Neighborhoods: One City*, which found that none of the city's previous attempts at subdividing the community were useful for planning purposes and used the "neighborhood unit principle" to divide Cambridge into

workable residential areas for planning. The neighborhood planning unit is a concept developed by Clarence Perry in the early 1900s that encourages public facilities, like schools, be located at the heart of a community and surrounded by residential and commercial development, as well as other community facilities like parks and churches. This is very similar to the original intention of the Boulder subcommunity components, which planned for residential communities to have access to services and facilities within their subcommunity; an idea that continues to surface today in both the BVCP and Transportation Master Plan's support for 15-minute neighborhoods. Cambridge's neighborhood area boundaries cover 100 percent of the city's land area and align with US Census tracts to allow for demographic tracking over time.

Prioritization Criteria

In November of 2016, Denver's Community Planning and Development Department released its *Neighborhood Planning Initiative Strategic Plan*. A key component of this strategic plan is the provision of data-based indicators of "planning need" at the neighborhood scale. These indicators help to establish which neighborhoods within the city have the greatest need for a plan, relative to all the other neighborhoods, and which neighborhoods should be prioritized in the Neighborhood Planning Initiative's (NPI) work plan. The indicators are organized by five themes: livability; investment; policy and regulation; economy; and demographics. Each theme is broken down into 3 measurable criteria, evaluated and mapped across the city. This criterion is then weighted and scored to generate a level of planning need on a scale of zero to five, (0 being the lowest need to 5 being the highest). Community members can access the strategic plan, indicators of planning need and criteria online. They are also able to see how their neighborhood scored relative to others and what phase of the work plan their neighborhood will receive planning.

These examples offer insight into how Boulder may approach subcommunity planning moving forward, through clearly-defined terms and boundaries and with transparency in prioritization of subcommunities.

STAFF RECOMMENDATIONS

Creating a Durable Program

The legacy of planning and planning impacts in Boulder have provided national models for growth management, historic preservation, multi-modal access and service, and sensitive land use and zoning regulations. As a subcommunity planning program takes its first steps, clear communication and understanding among council, staff and the community about the foundational elements of the program will provide a path forward towards both the planning process and plan implementation. Six foundational elements will serve to provide clarity about program purpose, process and outcomes. These elements are:

- 1. Definitions**
- 2. Boundaries**
- 3. Prioritization Criteria**
4. Scope and Deliverables

5. Schedule and Phasing
6. Community Engagement

The BVCP provides a level of direction for each of these elements, however, a greater level of detail as well as some revision are provided in the below recommendations with the aim of achieving greater clarity among staff, council and the community about subcommunity planning in Boulder.

1. Definitions

While the BVCP provides some definition surrounding subcommunities and subcommunity plans, there remains a level of ambiguity that may benefit from further definition of the following terms:

Subcommunity

Why is Boulder divided into subcommunities?

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.

Existing Definition

(From <<https://bouldercolorado.gov/planning/comprehensive-planning-policy-and-design>>)

Subcommunities are distinct areas within the service area of the city (Area I and II), as defined by physical boundaries such as roads and parks.

Proposed Revision

A subcommunity is an area within the within the service area of the city (Area I and II) that is defined by physical boundaries, such as roads and topography, and census tracts. Each subcommunity has distinct and commonly shared physical, natural and social characteristics.

Subcommunity Plan

Existing Definition (From BVCP p. 110)

*Subcommunity **and** area planning bridges the gap between the broad policies of the comprehensive plan and site-specific project review. Area plans typically address planning issues at a more detailed level than subcommunity plans.*

Proposed Revision

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 preservation and change over a 15-year horizon.

*What can a subcommunity plan process **do**?*

- 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 development community, City Council and staff
- Identify and describe and how each subcommunity can implement city-wide goals

*What can a subcommunity plan process **NOT** do?*

- Replace the site review process for new development or redevelopment projects
- Provide site design for specific parcels within a subcommunity
- Delay development projects or site review
- “Solve all the city’s problems”

What is the difference between a subcommunity plan and an area plan?

Existing explanation from the BVCP (pg.111):

Area plans are developed for areas or corridors with special problems or opportunities... 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.

Proposed explanation in table format:

	Subcommunity Plan	Area Plan
Scale	Addresses one of 10 subcommunity regions; Subcommunity size ranges from 500acres to 10,000acres	Addresses a group of adjacent parcels or a corridor ranging in size from 10acres to 200acres
Scope	Defines a long-term vision for change and preservation in a subcommunity	Envisions short and long-term physical changes to the built and/or natural environment for a specific site or small area
Impetus for Planning	Subcommunity meets criteria defined for subcommunity planning and has been identified by pre-determined schedule	Opportunity sites or key issues arise that require a city planning process; The pursuit of an area plan for a site or corridor may be a recommendation included in a subcommunity plan.
Planning Horizon	15 Years	2-10 years

QUESTION FOR CITY COUNCIL

Does Council agree that the proposed **definitions** capture the intent and purpose of Subcommunity Planning in Boulder?

2. Boundaries

Subcommunity boundaries have significant implications on how areas of the city are evaluated, prioritized for planning and planned for in the future. Questions have been raised by both council and staff about how the boundaries might be modified to provide the greatest benefit to the city through subcommunity planning. The following are key considerations that may require further exploration by staff to refine current boundaries.

- a. Is it important that areas within a subcommunity share any of the following characteristics?
 - Physical/aesthetic characteristics? Similar architectural styles, home sizes, lot layouts
 - Demographics? Income levels? Home prices?
 - Central commercial areas/neighborhood centers

- Common public facilities like schools/parks/recreation centers?
 - Natural resources like creeks and drainages?
- b. Should Central Boulder be further subdivided to establish a Downtown Boulder subcommunity?
 - c. Should subcommunities cover all of the Service Area (Area I & II)?

QUESTION FOR CITY COUNCIL

Does Council find that revising the existing subcommunity **boundaries** is critical to the success of the subcommunity planning program?

3. Prioritization Criteria

Providing the community with a defensible, rigorous and transparent method for prioritizing subcommunities for planning aligns with core principles and values of the City of Boulder's Engagement Strategic Framework. The process will also provide planning board, council, staff and residents with important baseline measurements of how subcommunities are currently serviced or performing.

Developing the criteria will not be a process of creation, but rather of editing. The BVCP and City department master plans all include methods of evaluating existing conditions and measuring goals and performance. The subcommunity planning program offers an opportunity to stack these goals together and evaluate their performance on a subcommunity level. The determination of appropriateness for criteria from these various plans can be based on the following logistic issues:

1. Do we have the data to measure this?

It will be important that not only are prioritization criteria measurable, but that we already have the data to conduct that measurement.

2. Can this data be mapped?

ArcMAP is a powerful geographic information system (GIS) tool used by the city to evaluate data geographically. Evaluating measurable data by subcommunity can be accomplished in minutes using this tool, if the applicable data can be mapped spatially.

3. Is this data an essential indicator of planning need?

The 2015 BVCP Major Update describes the need for “comprehensive plan indicators” to measure the overall health and well-being of the community, environment and economy in addition to the progress relative to the vision and values of the plan and community sustainability and resilience. Today the BVCP offers seven “focus areas.” For the sake of demonstration, these focus areas have been translated by staff into measurable criteria that could be used to evaluate and prioritize subcommunities for planning. See Attachment G.

The questions to be asked of each of these metrics is whether they should be essential determinants for prioritizing subcommunities.

QUESTION FOR CITY COUNCIL

Does Council agree with the approach to use **measurable criteria** for subcommunity prioritization for planning?

NEXT STEPS

City staff would like to return to City Council to discuss and shape the remaining three foundational elements of the subcommunity planning program. Conversation and input gathered during the September 25th session will be used to inform the following:

4. Scope and Deliverables
5. Schedule and Phasing
6. Community Engagement

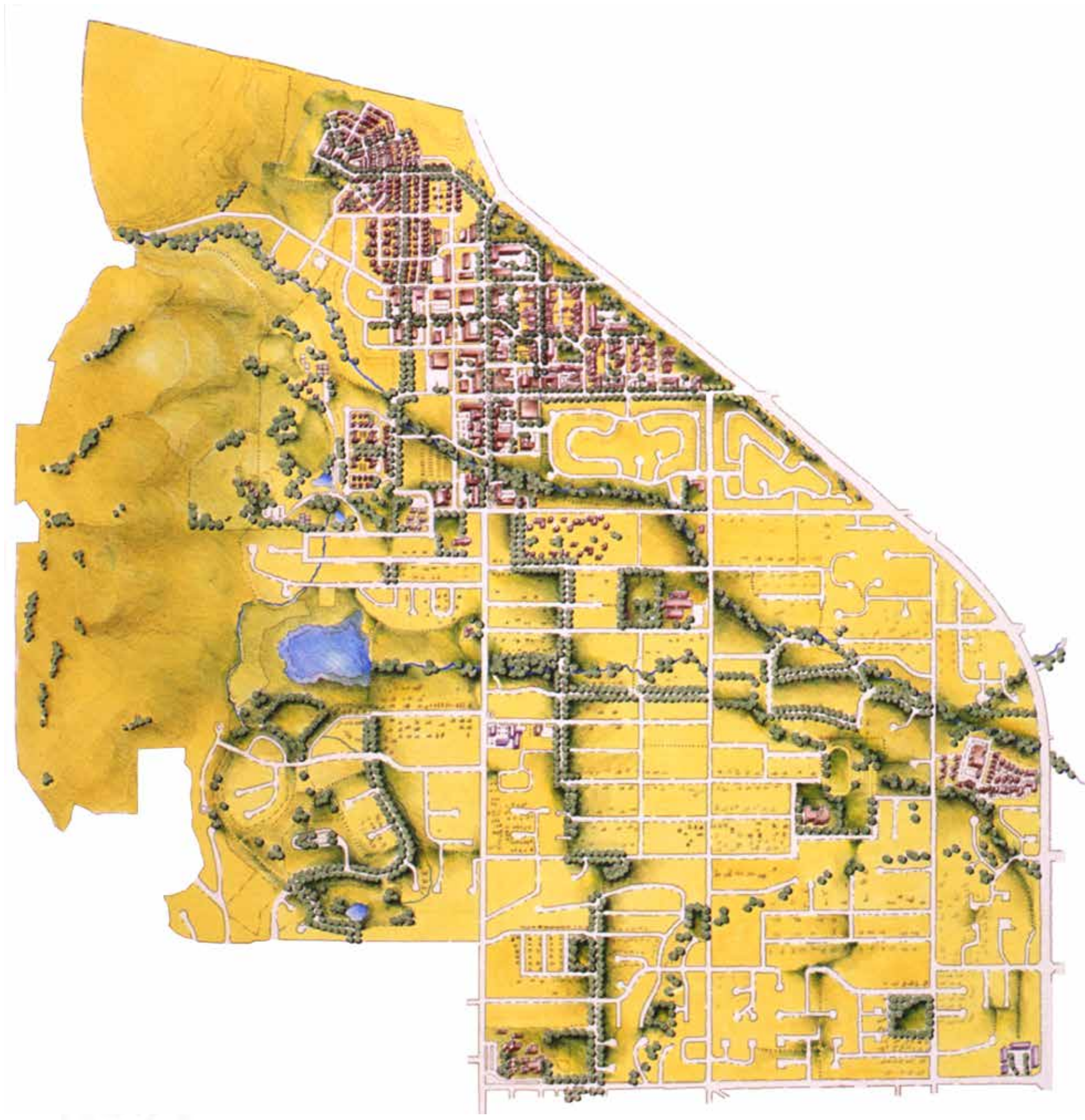
ATTACHMENTS:

- A. North Boulder Subcommunity Plan (Adopted 1995, Amended 1996 and 1997)
- B. Evaluation of the North Boulder Subcommunity Plan Process (1996)
- C. History of Subcommunity Definitions and Boundaries – Staff Report (2018)
- D. Subcommunity Planning Program: National Case Studies – Staff Report (2018)
- E. A Guide to Small Area Planning, City of Tulsa (2016)
- F. Neighborhood Planning Initiative Strategic Plan, Denver Community Planning & Development (2016)
- G. Metrics for Comprehensive Plan Criteria – Staff demonstration (2018)

NORTH BOULDER

SUBCOMMUNITY PLAN

adopted 1995
amended 1996 and 1997



This drawing represents a summary characterization based upon the concepts and objectives of the Subcommunity Plan. It is not a specific development proposal, but is one possible scenario which meets the intent of the overall Plan.

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Christine Correa, Norwood neighborhood	<i>Library Department:</i> Susan Hartman
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Peggy Pilcher, 19th and Upland neighborhood	Robert Gray
Milan Pipersky, 15th & Redwood neighborhood	Elizabeth Guyton
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Cary Sarlo, Winding Trail neighborhood	Mary Dewing
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Chris Brown, Crestview neighborhood	Beverly Johnson
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1 EXECUTIVE SUMMARY

This Plan sets forth the official vision for the future of the North Boulder Subcommunity. It represents the work of many dedicated citizens, decision-makers, City staff, and project consultants. It provides the basis for decisions about the long-term development and preservation of North Boulder and lists specific actions to be carried out by the City, other public agencies, and the private sector in the coming years. The Plan was adopted by Planning Board on August 31, 1995 and City Council on August 29, 1995, and subsequently amended by Planning Board and City Council in 1996 and 1997.

As described in the Boulder Valley Comprehensive Plan (BVCP), this plan seeks to:

- ◆ Evaluate the potential build-out of the subcommunity based on existing zoning, BVCP land use designations, and the desired future of the subcommunity.
- ◆ Develop techniques to provide stability in existing neighborhoods.
- ◆ Compile information to aid in the understanding of the subcommunity.
- ◆ Identify those elements that create subcommunity character.
- ◆ Include BVCP elements which affect the entire subcommunity.
- ◆ Integrate the details, patterns and vision into an illustrated subcommunity plan.
- ◆ Establish the approach and schedule for implementing the subcommunity plan.

The primary concepts in the Plan are:

- ◆ **A reduction in the total amount of growth that had been earlier projected for the subcommunity** in order to meet the Integrated Planning Project (IPP) population target and not over-burden the public infrastructure (e.g., accommodate vehicular traffic without widening any roads).
- ◆ **Methods to strengthen the established residential and service industrial areas, including:**
 - Maintenance of the existing zoning in established residential neighborhoods.
 - Preservation of the rural character in certain areas within the County enclaves.
 - Revisions to the city’s industrial zoning to insure preservation of the existing service industrial uses.
 - New pedestrian and bicycle connections that will connect “missing links” in the overall bicycle/ pedestrian network and improve access and safety to schools and other centers.
- ◆ **An improved land use pattern in new areas, including:**
 - A village center with a traditional main street character and a mix of uses, as the symbolic “heart” of the subcommunity.
 - Land uses adjacent to the village center that provide appropriate transitions to the surrounding areas.
 - New “live/ work” areas close to the village center where people can live, work, shop, and recreate within close proximity.
 - New mixed density, mixed income housing neighborhoods with good connections to parks, shops, office, and civic uses.
- ◆ **An integrated network of parks (large and small) and a weaving of open space into the urban environment:**
 - A Community Park west of Broadway north of Locust.
 - Neighborhood parks where new neighborhoods are planned.
 - A village green at the village center, along Fourmile Canyon Creek.
 - Greenways along Fourmile Canyon Creek and Wonderland Creek.
 - A gateway to the city at the US 36 and Broadway intersection.
 - A continuous buffer along US 36 from the gateway south to Yarmouth.
- ◆ **New community and civic attractions, including:**
 - A branch library in the village center.
 - A day care center and branch post office in the village center.
 - Public schools located in North Boulder and just outside the subcommunity to relieve overcrowding at existing schools, provide a center for new neighborhoods, and encourage children to walk or bike to school.
 - Transit centers at the village center, North Boulder shops, and the County Complex to make transportation by bus more desirable.
- ◆ **An emphasis on design quality and improved site design in new areas, including:**
 - A connected street system with short, walkable blocks.
 - Beautiful, tree-lined streets that are pleasant for all modes of travel.
 - Well-placed pedestrian and bicycle trails that connect to neighborhood amenities and make neighborhoods more walkable and interesting.
 - Buildings, front doors, or front yards facing the street, rather than parking lots, back yards, or garages.
 - Compatible land uses facing one another across streets.
- ◆ **Preservation and enhancement of Fourmile Canyon Creek, Wonderland Creek, and Silver Lake and Farmer’s Ditches** to provide important environmental, urban shaping, and bicycle/ pedestrian transportation functions. These waterways and channels will not be covered or further channelized.

City-wide Goals

These City-wide goals were established by Planning Board and City Council at the outset of the project and form the foundation of the recommendations. They were taken from the Boulder Valley Comprehensive Plan and the 1993 Integrated Planning (IPP) goals and action items.

NEIGHBORHOODS

- ◆ Strengthen and support existing neighborhoods. Issues include:
 - appropriate adjacent land uses
 - needed capital improvements
 - character preservation through new regulations or design guidelines.
- ◆ Design new neighborhoods with the following in mind:
 - the need for more affordable housing
 - walking distance to transit and park facilities
 - connections to existing and future pedestrian and bike path systems
 - the scale and positive architectural attributes of adjacent housing.
- ◆ Ensure that the overall subcommunity contains a diversity of housing types, sizes and costs.

CHARACTER FEATURES

- ◆ Respect the historic, aesthetic and environmental significance of such amenities as views, open space, creeks, irrigation ditches, and distinctive topography; centers, connections and new development should preserve and enhance these important elements of neighborhood character.
- ◆ Design a stronger entry/gateway to the City at Broadway and U.S. 36.
- ◆ Being realistic about funding sources, seek to acquire or preserve more urban open space and urban parks in the subcommunity.

CENTERS

- ◆ Provide a complementary, pedestrian-oriented mix of public and private facilities to meet the needs of the subcommunity, in order to increase convenience and reduce auto trips.
- ◆ Design neighborhood and subcommunity centers to foster a sense of community by creating vibrant people/activity places. This includes: ease of access, safety, and appropriate scale.

CONNECTIONS

- ◆ Encourage walking, biking, and transit by providing safe, comfortable and convenient connections.
- ◆ Explore possible locations for future transit center(s) and methods to calm traffic speeds.

FUTURE GROWTH

- ◆ Determine what portion of residential and commercial development will occur in North Boulder in light of the city-wide population and jobs-housing balance targets.
- ◆ Determine what land uses and scale of development or redevelopment is appropriate on potential growth sites in North Boulder.
- ◆ Coordinate these determinations with the 1995 update to the Boulder Valley Comprehensive Plan Land Use Designation Map.

Steering Committee Vision Statement

The Vision Statement was developed by the North Boulder Steering Committee. It describes the ideal picture of North Boulder in the future. The recommendation and action plans outlined in the plan are intended to result in this vision:

A beautiful, diverse, inclusive and adaptive community that sustains itself in a healthy state of perpetual novelty.

To achieve its vision, the city, North Boulder residents, property owners, business owners, and developers will work together to:

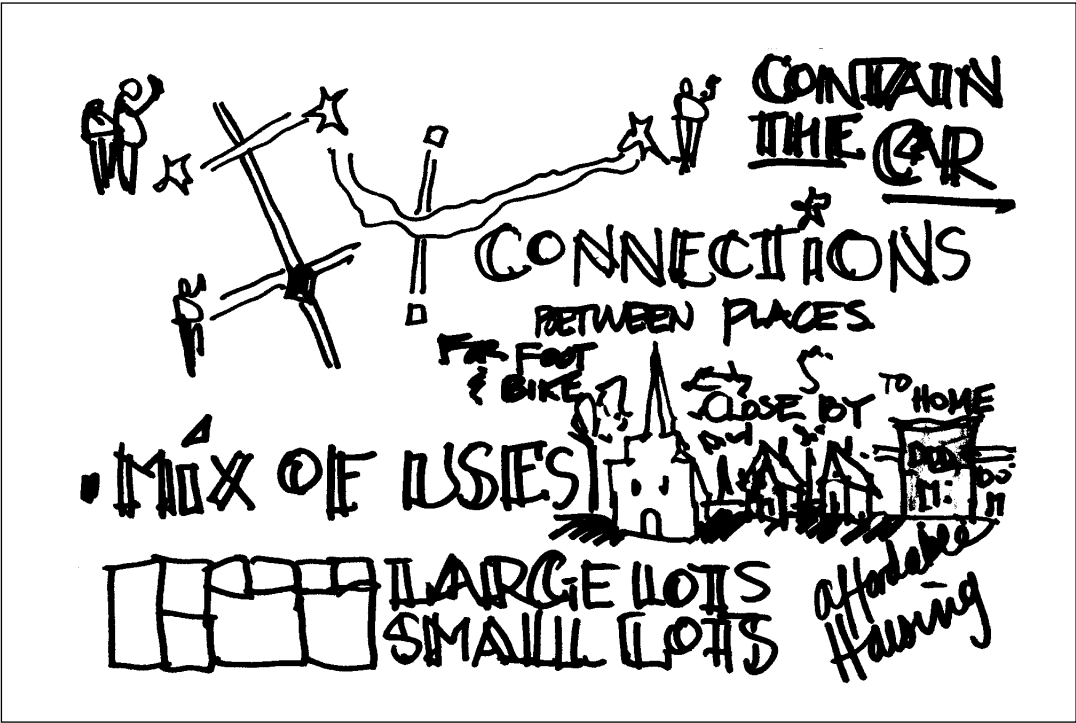
- ◆ Find and pursue opportunities to improve, enhance, and make our surroundings more beautiful and visually delightful.
- ◆ Promote and build diversity in housing, workplaces, and play places throughout our community.
- ◆ Preserve and enhance the existing diversity and character of North Boulder's neighborhoods.
- ◆ Preserve and reinforce important views and open spaces.
- ◆ Provide safe and enjoyable pedestrian and bike paths, and transit facilities.
- ◆ Create a center for the community with a mixture of retail, housing, civic and park uses.
- ◆ Include all points of view regardless of age, sex, race, beliefs, resources, or skills in determining and steering toward the future of our community.
- ◆ Be alert, ready and willing to embrace change in order to move closer to realizing our community vision.
- ◆ Recognize the interconnectedness of all aspects of our community's environment in including plants, trees, animals, rocks, water, hills, birds and people alike.
- ◆ Improve and reinforce opportunities for all members of our community.
- ◆ Create and preserve environments which promote sound and robust physical, mental, emotional, spiritual, economic, and artistic health in our community.
- ◆ Create a sustainable environment for future generations.
- ◆ Our community will constantly move its vision. So doing, it is ever improving, ever evolving, and involving its members.

How The Plan is organized:

- ◆ This section summarizes the City-wide goals and key concepts of the Subcommunity Plan.
- ◆ Sections 2 - 4 provide background information on North Boulder, the overall planning process, and the relationship of this Plan to other City plans.
- ◆ Sections 5 - 11 contain the goals and recommendations for:
 - New development and redevelopment in residential and mixed-use areas (section 5);
 - New development and redevelopment in mixed-use commercial and industrial areas (section 6);
 - Existing and proposed community facilities (section 7);
 - Pedestrian, bicycle, transit, and street improvements (section 8);
 - Open space and natural resource protection in North Boulder (section 9);
 - Parks and urban open lands in North Boulder (section 10); and
 - Future growth in North Boulder (section 11).
- ◆ Illustrative sketches in sections 5 and 6 characterize the concepts in the Plan and are meant to show one of the possible scenarios which meets the development guidelines of that section.
- ◆ The Action Plans at the end of sections 5 - 11 summarize the steps that will be undertaken by the public sector to implement the Plan.

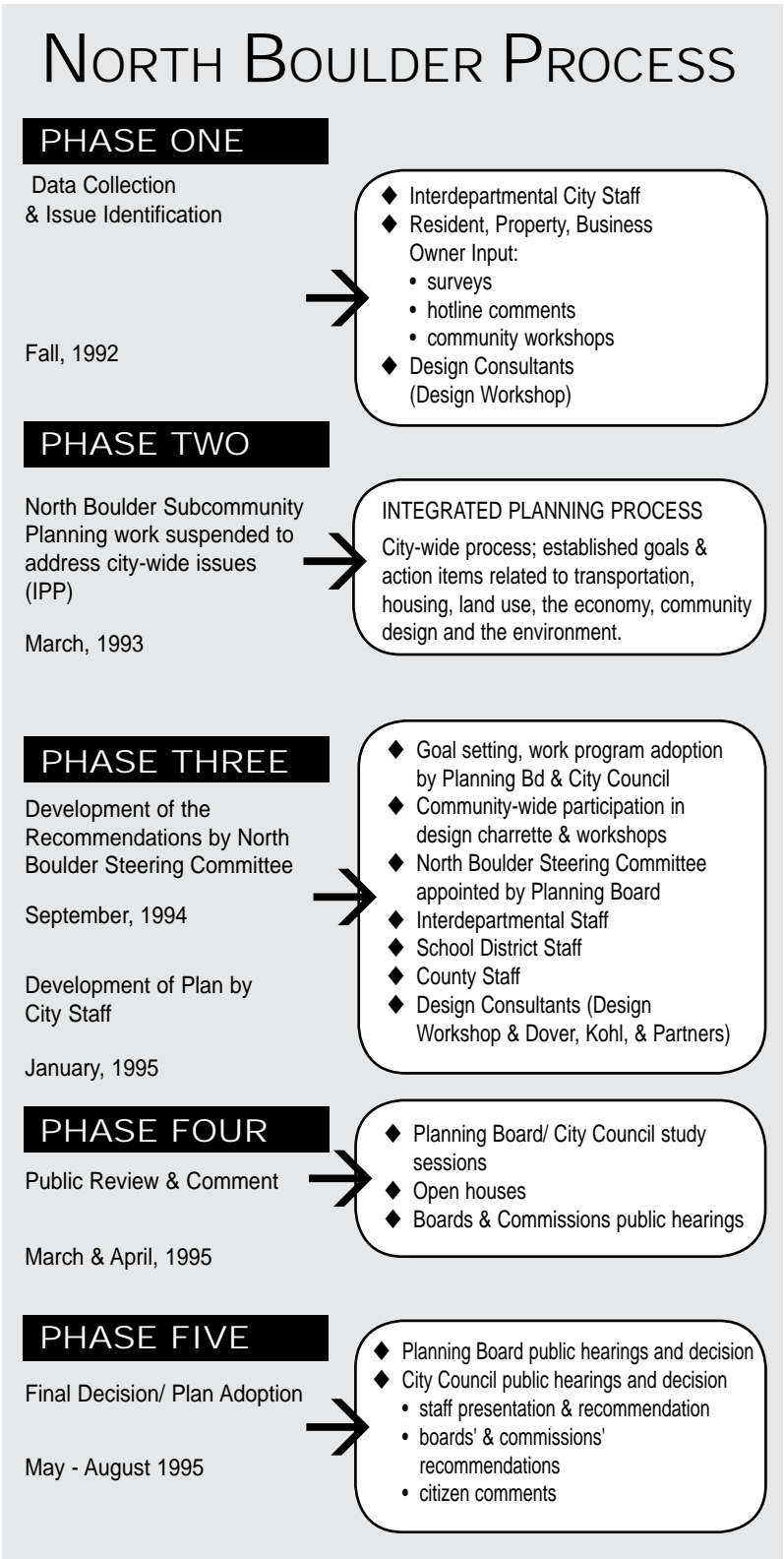
Plan Compliance and Updates:

The North Boulder Subcommunity Plan has been adopted by Planning Board and City Council and is summarized in the BVCP. Public and private sector projects in North Boulder should comply with the goals and recommendations in this Plan. The BVCP states that it is anticipated that subcommunity plans will be revised every five years, updated as needed, and monitored annually.



This sketch, done by a participant at the charrette, captures the essence of some of the key issues in the Plan

introduction



PLANNING PROCESS

Participation

The North Boulder Subcommunity planning process relied heavily upon the participation of people with differing interests and viewpoints. Because of North Boulder's size--approximately 10,000 residents, 350 business owners, and 2300 acres-- and the complexity of issues, bringing together these diverse "stakeholders" did not result in consensus on every issue. It did, however, result in a sharpened understanding of the complexity and relationship of issues and implications to the larger community, and many creative ideas for North Boulder's future.

Participation took the form of community workshops, a design charrette, a steering committee, open houses, a telephone hotline, and four surveys. A series of six newsletters was sent to North Boulder residents, business owners, and property owners throughout the process.

Plan Development

The overall planning process is summarized on the left. Phase one of the process focused on identifying issues and collecting and sharing information. City Council suspended work on the Plan at the end of this phase and initiated the Integrated Planning Project (IPP) process to address city-wide issues related to transportation, housing, land use, the economy, community design, and the environment-- areas which were certain to have a direct bearing on the North Boulder Plan.

After Council adopted IPP goals and action items, the North Boulder Subcommunity Planning Project was re-initiated. The urban design firm of Dover, Kohl, and Partners of South Miami, Florida, was hired in conjunction with the landscape architecture firm of Design Workshop of Denver to help with the project. A kick-off picnic was held in April, 1994, and soon after, Dover, Kohl, and Partners orchestrated a 3-day intensive community workshop, or design charrette, which generated design solutions to the concerns voiced by citizens and to the challenges put forth by IPP.

Planning Board appointed 42 members to the North Boulder Steering Committee -- residents of North Boulder and surrounding subcommunities, property and business owners. The Committee worked to determine how they wished the subcommunity to change or remain in the future. It was charged with critiquing the charrette concepts against the subcommunity planning goals and recommending plan refinements or alternatives to Planning Board and City Council. The Committee met weekly throughout the summer of 1994 and collaborated intensively with City staff and consultants to agree upon appropriate solutions to the future challenges of the subcommunity. Subgroups were created to focus on specific issues and areas.

In mid-June, 1994, a public forum and workshop was held to update citizens on the Steering Committee's review of the charrette concepts and make amendments to the charrette plan. For four days, Dover, Kohl and Partners conducted focused work sessions for key sites. The Steering Committee continued to refine the work done for these areas.

Steering Committee Recommendations

By the end of summer 1994, the Steering Committee concluded its discussions and compiled its recommendations into a draft Subcommunity Plan document, which was widely distributed for comment. The Steering Committee (see list on the inside cover) developed consensus* on the following aspects of the plan: a vision statement (see page 2); policies, or principles, to guide decisions about future changes in North Boulder; plans for future pedestrian, bike, and auto connections; and development guidelines for key vacant/ redevelopment sites in North Boulder.

The Steering Committee did not develop consensus on the most controversial aspect of the plan: recommendations for future growth.

* The committee defined consensus as agreement among at least 75% of voting members present at the time of voting.

Staff Recommendations

In early 1995, city staff prepared a public review draft Plan based upon the following: 1) Steering Committee recommendations; 2) study sessions with Planning Board and City Council; 3) public comments on the Steering Committee's draft Plan; and 4) coordination with the BVCP update project. For the most part, staff agreed with the Steering Committee's recommendations and sought only to refine their work and develop recommendations where the Committee did not reach consensus.

Two areas where the public review draft differed from the Steering Committee recommendations were: 1) recommendations for east-west connections; and 2) recommendations for street and path connections in the Lee Hill Rd. area. Whereas the Steering Committee recommended opening all east-west streets in the established residential area, the public review draft plan recommended focusing first on bicycle/ pedestrian and school transportation improvements, then monitoring the effects of the improvements and evaluating whether to open new and existing streets in five years (see p. 22). For the Lee Hill Rd. area, the Steering Committee recommended modifications to the adopted North Boulder Infrastructure Plan to reduce through-auto connections (eliminating some proposed streets), and the public review draft plan recommended that the previously approved streets be incorporated into the Plan (see p. 25).

Public Hearings and Adoption

In May and June of 1995, Planning Board and City Council held public hearings in consideration of the public review draft Plan. Planning Board approved the draft Plan with modifications, refining many aspects of it, including the concepts for the Village Center and Yarmouth north areas. City Council approved the draft Plan with further modifications. It was formally adopted by Planning Board on August 31, and City Council on August 29, 1995.

Plan Amendments

In 1996 and 1997, Planning Board and City Council held three public hearings each to consider amendments to the Plan. The Planning Board hearings were held on the following dates: March 14, 1996, March 20, 1997, and May 8, 1997. The City Council hearings were held on the following dates: July 16, 1996, April 22, 1997, and June 4, 1997. The Plan amendments were approved by both bodies, and the amendments are reflected in this document.



A 3-day round-the-clock workshop, or charrette, was held in May, 1994 to generate creative solutions and visionary designs for North Boulder. Participants included residents, business and property owners, design consultants, and staff from the City, County and Boulder Valley School District. The charrette results were critiqued by the North Boulder Steering Committee, and refined into a draft plan. For more information on the charrette and its outcomes, see Appendix F.

3 HISTORY

Prior to World War II, North Boulder was predominantly agricultural, consisting of cropland and cattle grazing. Two ditches flowing northward through the area, Farmer's and Silver Lake ditches, provided irrigation. Mesa Park Reservoir, now Wonderland Lake, was created about 1905. Starting in 1893, the area north of Linden and west of Broadway was ranched by one of Boulder's most active pioneers, James P. Maxwell. Originally from Wisconsin, he moved to Boulder in 1870 and served as a Colorado State senator, State Engineer, mayor of Boulder, and president of the First National Bank of Boulder. He was involved in many development projects in the County also, including real estate and surveying, irrigation development, road building and cattle raising.

His sons continued the cattle ranching after their father died in 1929. Twenty acres northeast of Broadway and Iris were owned by the Wolfs, who developed a large apple orchard. A slaughterhouse was located south of Farmer's Ditch just east of 19th Street. One of the owners operated a meat store at 1425 Pearl Street.

Most of North Boulder north of Norwood, as well as lands to the northeast, were subdivided around 1910 as part of Wellington Gardens, which was more than four square miles. Much of the land was under alfalfa cultivation, and the subdivision was planned as irrigated fruit and garden tracts. Wellington Terrace was laid out in a more typically residential manner with smaller lots. In 1918, the Boulder County Hospital and Poor Farm relocated to the Wolf's twenty-acre property. The institution used the original Wolf residence and constructed additions and new buildings. The facility functioned until 1962 and was subsequently used by the Boulder County Health Department and other governmental agencies. The Mission style building still stands in the center of the County Complex at Iris and Broadway.

The commercial strip along Broadway emerged after World War II. Maxwell Reservoir, a City water distribution facility, west of Maxwell Hill, was completed in 1953. The first annexation to the City of land north of Iris Avenue was in 1954. Large pieces of the North Boulder were annexed in 1957, 1959, 1978, and 1990. In 1966, there was a movement in North Boulder to incorporate the area as a separate town. Over 150 property owners signed a petition calling for an incorporation election. A couple months later, a new state statute passed, prohibiting incorporation of a municipality within one mile of an existing municipality. The petition was thrown out of court; North Boulder residents appealed the case to the Colorado Supreme Court, but the attempt to secede failed.

Appleridge Park, north of Norwood, east of Broadway, was approved in 1968 as the city's first Planned Residential Development, predecessor to the current Planned Unit Development program. This type of development seeks to create a uniquely designed residential neighborhood; the developer negotiates with the City to

deviate from subdivision standards. Wonderland Hill followed soon after, as a series of PUD plans that were approved and built starting in 1973 and continuing through the 70's and 80's. It was the first residential development to include a village center, albeit a small one.

Open space purchases have preserved and defined much of the character of North Boulder Subcommunity. Boulder's first open space purchase was the 227-acre Erni property on the Dakota Ridge, west of Wonderland Lake, in November 1967, immediately following the first open space sales tax election. The environs of Wonderland Lake and Wonderland Creek west of Broadway were preserved through a series of acquisitions from 1972 through 1983. Additional significant purchases along Fourmile Creek, the Dakota Ridge and the foothills backdrop have resulted in the preservation of over 970 acres within North Boulder Subcommunity, framing other land uses west of Broadway.

Open space trails in this area are some of Boulder's most popular. From May 1992 to June 1993, over 203,000 visitors accessed the open space system south of Lee Hill Road. Over time the character of passive recreational uses here have expanded from the traditional hiking and nature observation to running, bicycling and hang-gliding. During the same period of time, visitation to the open space north of Lee Hill Road and continuing northeast through the Boulder Valley Ranch toward Boulder Reservoir was approximately 88,000. It is anticipated that visitation in this area will increase dramatically with future development in the subcommunity and surrounding County.



William W. and Anna J. Wolf home and surrounding orchard in 1896.

Source: Dyni, "History of the Boulder County Poor Farm and Hospital". Photo courtesy of the Carnegie Branch Library for Local History.

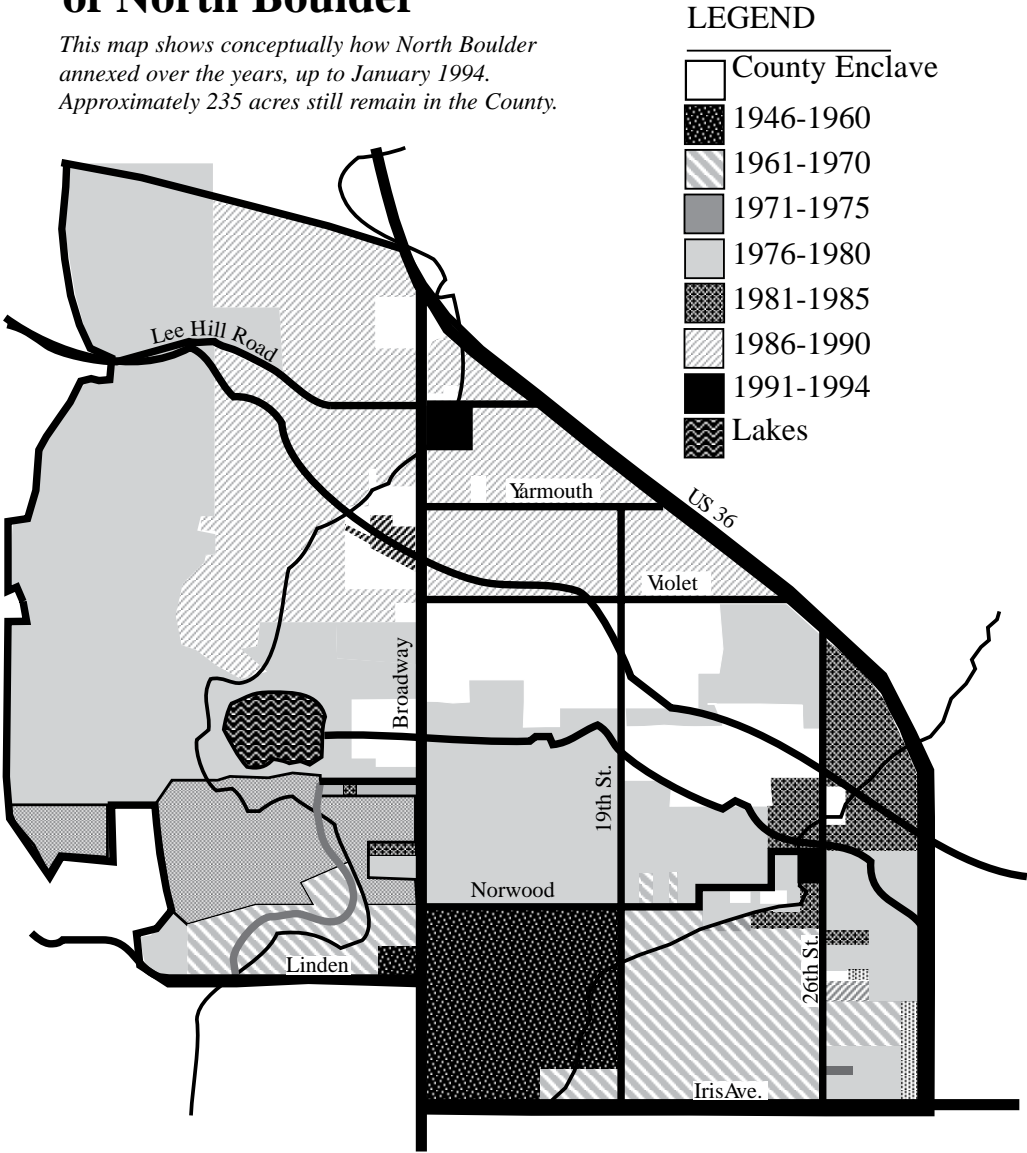


The same site c. 1941. The Wolfs sold their property at a reduced rate to the Boulder County Hospital and Poor Farm. The mission style hospital building still stands in the Boulder County Complex at Iris and Broadway, but the original Wolf farm house was demolished in 1962.

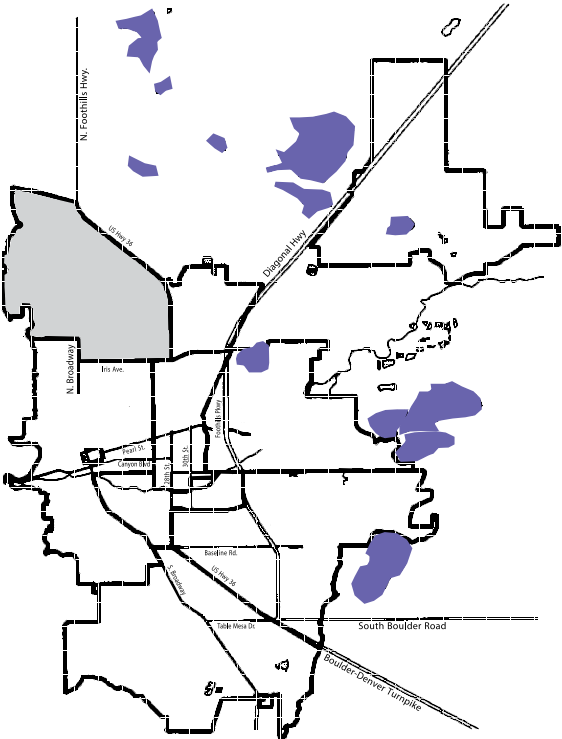
Source: Dyni, "History of the Boulder County Poor Farm and Hospital". Photo courtesy of the Carnegie Branch Library for Local History.

Annexation History of North Boulder

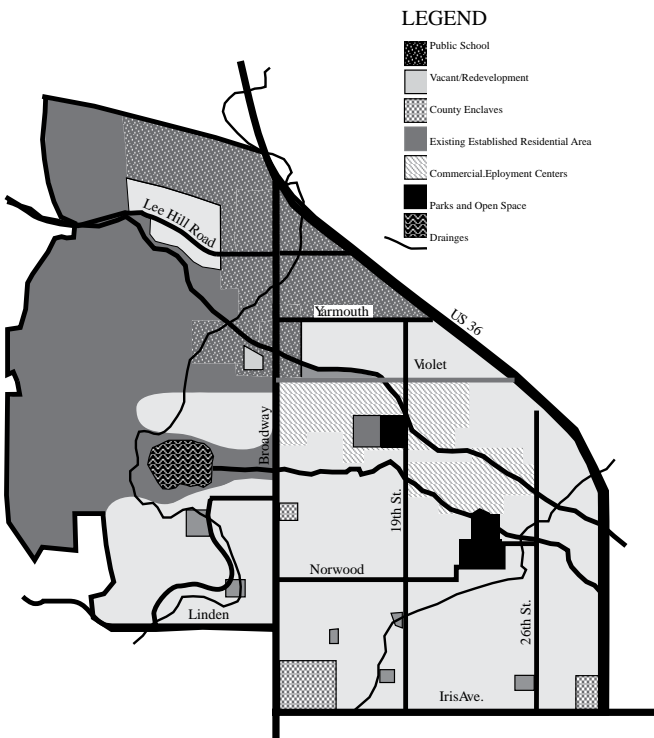
This map shows conceptually how North Boulder annexed over the years, up to January 1994. Approximately 235 acres still remain in the County.



existing conditions

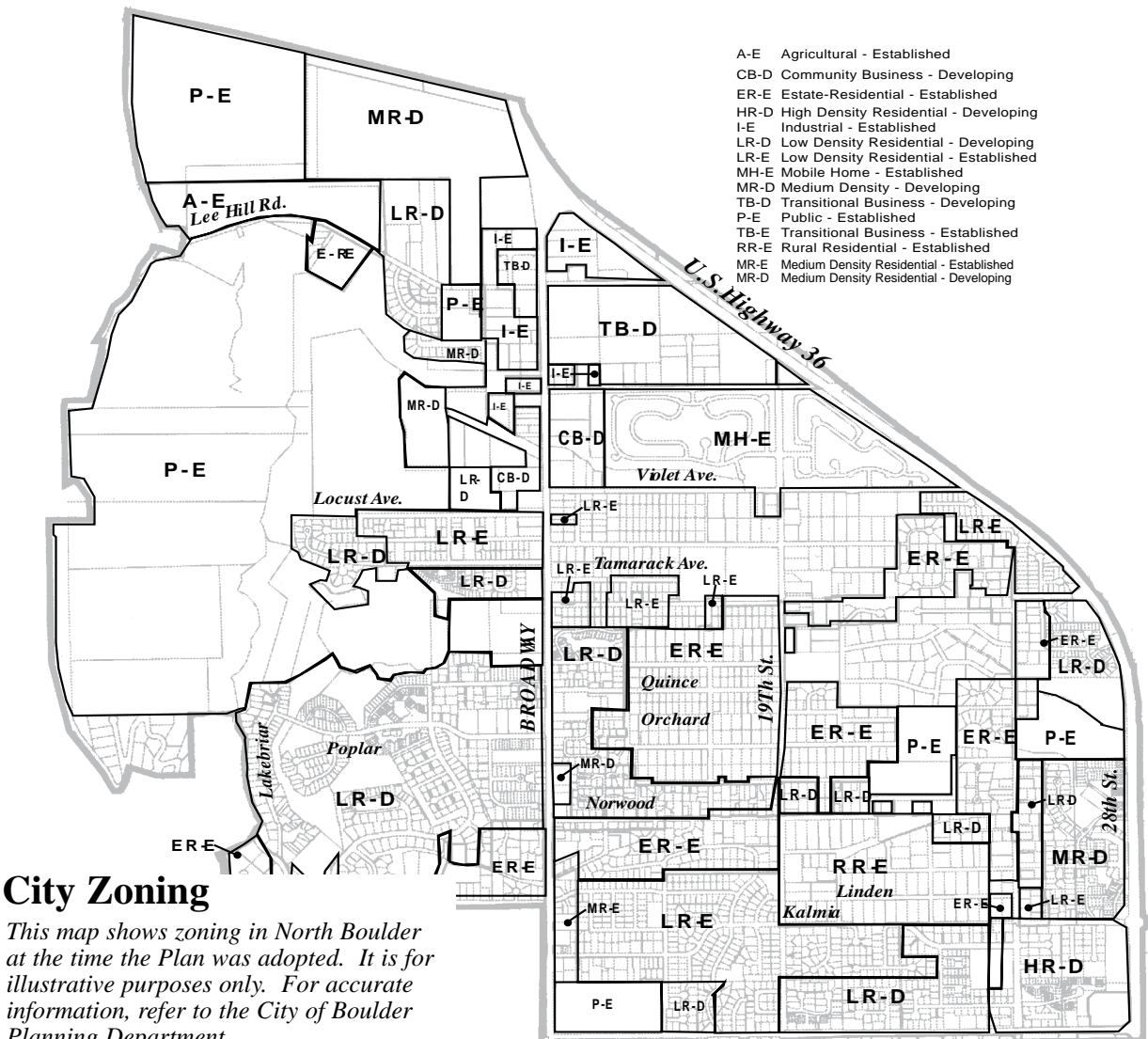


North Boulder is the northwestern-most subcommunity in the City. It is surrounded by City Open Space and land in the County on the west, north, and east.



Existing Conditions

North Boulder consists primarily of well-established residential areas, two small commercial areas, and a large amount of open space. The North Broadway corridor also contains much vacant and redevelopable land.



City Zoning

This map shows zoning in North Boulder at the time the Plan was adopted. It is for illustrative purposes only. For accurate information, refer to the City of Boulder Planning Department.

4 EXISTING CONDITIONS

SURROUNDING CONTEXT

North Boulder is bordered on the west and northwest by City open space and the foothills of the Rocky Mountains. To the east is Palo Park, primarily a residential subcommunity, which currently shares elementary and middle schools in North Boulder. To the south are Central Boulder and Crossroads subcommunities, which contain regional shopping and employment. See section 11 for information on residential and commercial/industrial growth anticipated throughout the City as of 1994.

The area adjacent on the northeast is designated Area III Planning Reserve, which is rural land under County jurisdiction where the City and County intend to maintain the option of limited Service Area expansion. Urban development and rural preservation are both future options. However, for annexation and urban expansion to occur here, the benefits to the community must outweigh the costs and negative impacts from urban development.

Rural development in the surrounding County is expected to continue. Additional residential development has been approved in nearby subdivisions, including Pine Brook Hills, Boulder Heights, and Lake Valley. Development further north and west in the County and the town of Lyons will have traffic implications on Broadway, which goes through the middle of the North Boulder Subcommunity, and U.S. 36, which wraps around the eastern edge of the subcommunity. The Transfer of Development Rights (TDR) program, to be administered jointly by the City and the County, may reduce residential growth in the County, by transferring development rights from County properties into the City. Traffic projections for the subcommunity planning process took this external growth into account, as well as overall City growth.

SUBCOMMUNITY CHARACTER

Physical characteristics

North Boulder largely consists of well-established residential areas. There is a great variety of neighborhood types, ranging from the uniquely designed "planned-unit developments" Wonderland Hill, Winding Trails and Willow Springs, to the more traditionally gridded neighborhoods north of Norwood, to the adjusted grids and culs-de-sac south of Norwood, to the mobile home parks off Broadway and north of Violet. The different neighborhoods feature various lot and home sizes, distinct architectural styles and materials and landscaping, and differing street sections. Each neighborhood feels unique, and, because the streets often offer limited connection to adjacent neighborhoods and major streets, many neighborhoods feel discrete and self-contained.

The central area east of Broadway has a somewhat rural character, emanating from its low housing density, large lots, modestly sized homes, light traffic, and streets without curbs, gutter, sidewalks, or lighting. Most of this area is a county enclave, and its rural character is valued by many of its residents.

Two small commercial areas -- Willow Springs Shopping Center and North Boulder Shops -- serve the neighborhoods surrounding them and, to some extent, the larger subcommunity. These centers offer groceries, restaurants, liquor stores, cafes, personal and business services, and office space.

The County Complex is situated at the northeast corner of Broadway and Iris, and contains buildings serving community social service needs and governmental and non-profit agency administration.

The western edge of the subcommunity is open space and undeveloped park land, sloping up gently from east to west, then steeply. It is part of a larger, grassy plains landscape that lies at the base of the foothills and extends north out of town. Wonderland Lake is a large feature in the west-central part of the subcommunity, bracketed to the north and south by residential neighborhoods.

While most of the residential areas in the North Boulder Subcommunity are built-out and stable, the northern part of the subcommunity contains a lot of vacant and redevelopable land and is expected to change quite a bit. Land is designated both residential and commercial/industrial.

The commercial strip along North Broadway, from Violet north to its intersection with U.S. 36, consists of light industrial and retail space that is still relatively inexpensive and houses small retail and service businesses and artisans. Buildings are functional-looking and spread out, with little relationship to each other, limited visual harmony, and minimal landscaping. The buildings are generally low-slung and long, often with unimproved, dirt or gravel access and parking. However, most businesses in these buildings have a unique flavor, having local roots and operating in a specialty niche.

A major focus of the subcommunity planning project has been consideration of the future land use, character, size and type of development and redevelopment on these commercial and industrial sites and the kinds of businesses they will house.

existing conditions

The residential-zoned parcels in the northern portion of the subcommunity are mostly vacant and adjacent to open space and undeveloped park land. As a result, these sites have the look and feel of open space. This character, valued by many in the community, made the extent and design of future residential development on these parcels critical issues in the subcommunity planning process.

An infrastructure plan was adopted in 1991 for the area west of Broadway and north of Locust. The Infrastructure Plan has been incorporated in the street and pedestrian/ bicycle circulation recommended in that area by the Subcommunity Plan.

Quality of life

In a 1993 citizen survey by the City, people were asked to rate the quality of life in their own neighborhood on a scale of 0 to 100. North Boulder Subcommunity residents rated the overall quality of life slightly higher than the average score for all nine subcommunities.

In rating individual characteristics of their neighborhood quality of life, North Boulder residents gave their neighborhoods high ratings more often than did residents in all other subcommunities, except C.U. (Source: 1993 Citizen Survey, City of Boulder Center for Policy and Program Analysis).

In a 1992 North Boulder Subcommunity survey, residents identified what they liked best about the North Boulder Subcommunity: "Quiet," "open space/ undeveloped park land," "rural feeling" and "views" were mentioned most often. Residents in the eastern and southern portions of the subcommunity also appreciate being close to downtown and shopping.

In the survey, residents also identified characteristics of North Boulder that diminish their quality of life. "Traffic volume" was the most often mentioned, followed by "too much growth/infill" and "poorly maintained streets." Residents in the eastern part of North Boulder were also displeased about "noise" and "density."

EXISTING LAND USE

Area II

Within North Boulder, there are several large areas of Area II land, that is, land under County jurisdiction but planned for annexation to the City in the future. The properties are both residential and industrial. Annexation of the residential Area II properties has been of particular concern because their wells are shallow and the ground water used by some residences has been contaminated by upstream industrial land use. Clearly, these residences need public water and sewer service. An additional reason for seeking annexation of the Area II land in North Boulder is to provide County enclaves with public services such as fire protection.

Ponderosa Mobile Home Park, west of Broadway, south of Rosewood, has Area II status, but annexation will be handled separately from the subcommunity planning process. Substantial public funding probably will be necessary to correct physical deficiencies there, like the shallow sewer lines to individual lots and unpaved streets. A grant may be obtained to cover some of these annexation costs, as they are prohibitive for the Ponderosa residents and exceed the value of many of the homes themselves.

The industrial Area II land along North Broadway is either vacant or is underdeveloped and has significant redevelopment potential. These include an area north of Lee Hill Road, west of Broadway and an irregularly shaped area west of Broadway across from Yarmouth. Both are designated industrial in the Boulder Valley Comprehensive Plan.

Residential Land Use

Housing Units:

According to 1994 data, North Boulder has 4,014 housing units, 188 of them in County enclaves. This total is 9.4% of the City's housing supply.

Of total housing units in North Boulder, 56% are detached, 27% are attached and 17% are mobile homes. The city-wide breakdown, as of 1990, was 43% detached, 52% attached, and 4% mobile homes. North Boulder ranks third among subcommunities, behind South Boulder and Palo Park, in highest percentage of detached housing units, and second, behind East Boulder, in highest percentage of mobile homes.

The median year that housing units in North Boulder were constructed is 1977, quite a bit later than the city-wide median of 1970, but preceding the median construction date in adjacent Palo Park (1981), nearby Gunbarrel (1979), and East Boulder (1981).

Seventy-two percent of housing units are owner-occupied, compared to 48% city-wide. This is the third highest among subcommunities. North Boulder averages 2.44 persons per households, higher than the city-wide average of 2.35. Palo Park and Gunbarrel households are a similar size.

Size of Homes:

On average, single-family houses in North Boulder are larger than those in the City's eight other subcommunities. The median size of North Boulder houses is over 20% larger than the median size of single-family houses city-wide. The percentage of houses in North Boulder larger than 3,000 sq.ft. is more than twice the percentage city-wide.

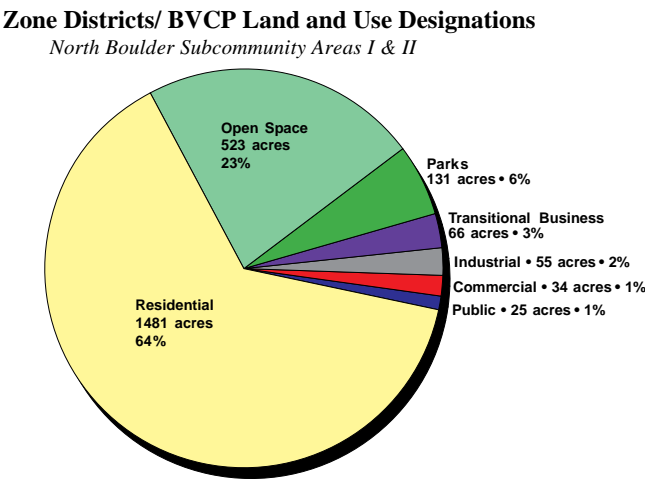
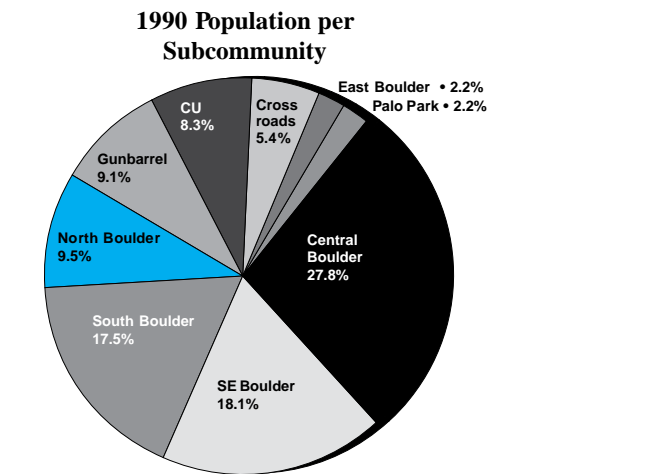
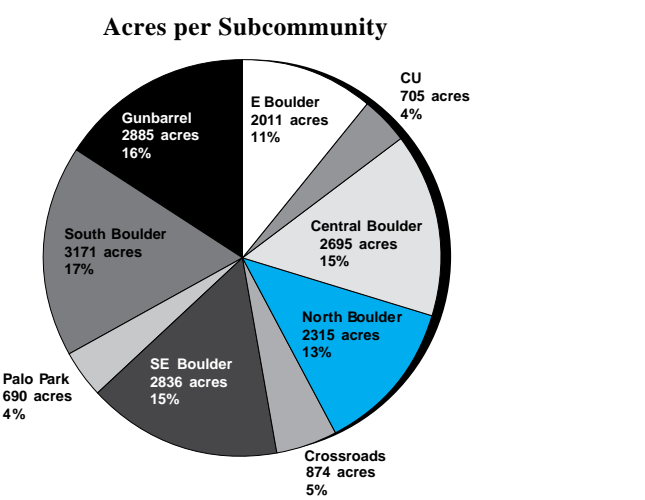
North Boulder condominiums and townhomes are larger on average than those in all other subcommunities except East Boulder. However, the size difference between North Boulder condos and townhomes and those elsewhere in the city is not as great as with single-family houses (see chart on the next page).

Housing prices:

The median sales price of North Boulder single-family houses in 1994 was about 25% higher than the median sales price of houses city-wide. This has been a steady difference since at least 1985.

Unlike single-family detached units, the median condominium and townhome prices in North Boulder have risen and then fallen since 1985. They also have varied relative to condo/townhome prices city-wide, but overall have been higher. In some years, North Boulder condo/townhome prices have been only slightly higher, in others years, as much as 50% higher than the city as a whole. On average over the past nine years, mobile home prices in North Boulder have been the same as those in the City as a whole, sometimes slightly higher and other times, slightly lower.

North Boulder has 3.7% of the city's permanently affordable low income housing, that is, 54 units in North Boulder, out of 1445 units city-wide. These units house those earning less than 80% of the average median income, and comprise just 1.3% of North Boulder's housing stock. Mobile homes currently offer some affordability for low and moderate income households in North Boulder, but in general, mobile homes offer no guarantee to remain permanently affordable housing. Boulder Meadows has about 640 homes and Ponderosa has almost 70 mobile homes.



North Boulder contains 13% of the city's total land supply, yet only 9.5% of the city's total population, even though 64% of the subcommunity is designated for residential use. This is largely because North Boulder contains large amounts of vacant and redevelopment areas and the average overall density in existing residential areas is relatively low.

Source: City of Boulder Department of Community Design, Planning, and Development and 1990 Federal Census.

Demographic Characteristics		
	North Boulder*	City-Wide*
Population	10,459	108,960
Median Age	34 years old	30 years old
%of population between 25 and 44 years old	48%	38%
%of population < 18 years old	24%	16%
%of households with member < 18 years old	54%	46%
%of households that are families	64%	49%
%of households that are non-family	36%	51%
Median length of residency	10 years	7 years
Median household income	\$43,510	\$31,119
Per capita income	\$21,461	\$17,964
%of families below poverty level	8%	7%

North Boulder has a high percentage of families, particularly families with children, as compared to the city as a whole.

Source: City of Boulder Housing Department based upon 1990 Federal Census.

* Figures include Areas I & II

existing conditions



Houses located near Wonderland Lake Park.

Photo courtesy of the Boulder Daily Camera, by Vern Walker, 1985.

Non-Residential Land Use

For the most part, office and retail uses occur along Broadway and at the Willow Springs Shopping Center at Iris and 28th Street, the southeast corner of the subcommunity. Just outside the subcommunity, adjacent to the Willow Springs corner, is a large strip shopping center, Albertson's Plaza, which contains a 35,000 sq.ft. grocery store estimated to be used by 25% of the subcommunity residents, and other retail uses. To the south of Willow Springs is a K-Mart, which is the northern end of the 28th Street regional commercial strip that continues south more than two miles to Arapahoe Road.

Public land uses in the subcommunity include 3 schools (Centennial Middle School, Crestview Elementary School, and Shining Mountain Waldorf School) and the County Complex. This latter complex of buildings, at the southwest corner of the subcommunity, houses about six public and non-profit agencies, including the Boulder County Health Department and Social Services and Boulder County Enterprises.

Employment

The estimated employment population in North Boulder is 2,760. This compares to about 84,000 jobs city-wide in 1993. Only Palo Park has fewer jobs; South Boulder has twice as many, and Southeast Boulder Subcommunity has 2,000 workers more than North Boulder.

There are approximately 330 businesses or institutions in North Boulder. Forty-four percent of them are located along the Broadway corridor, and 39% are dispersed throughout the subcommunity.

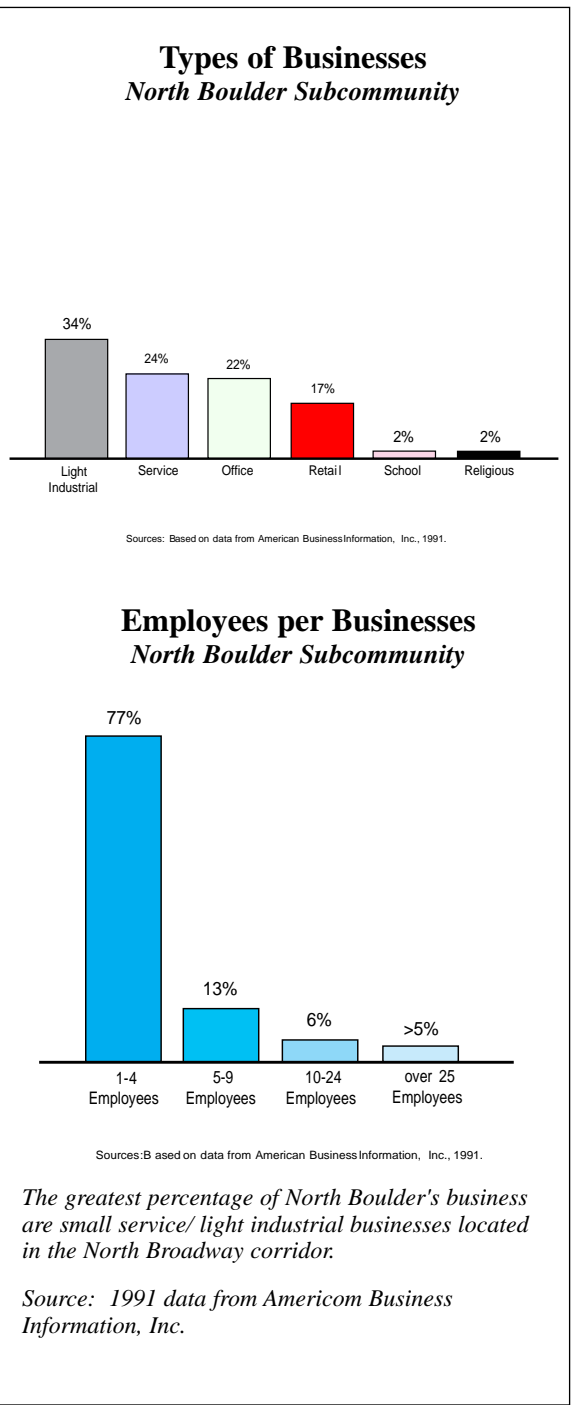
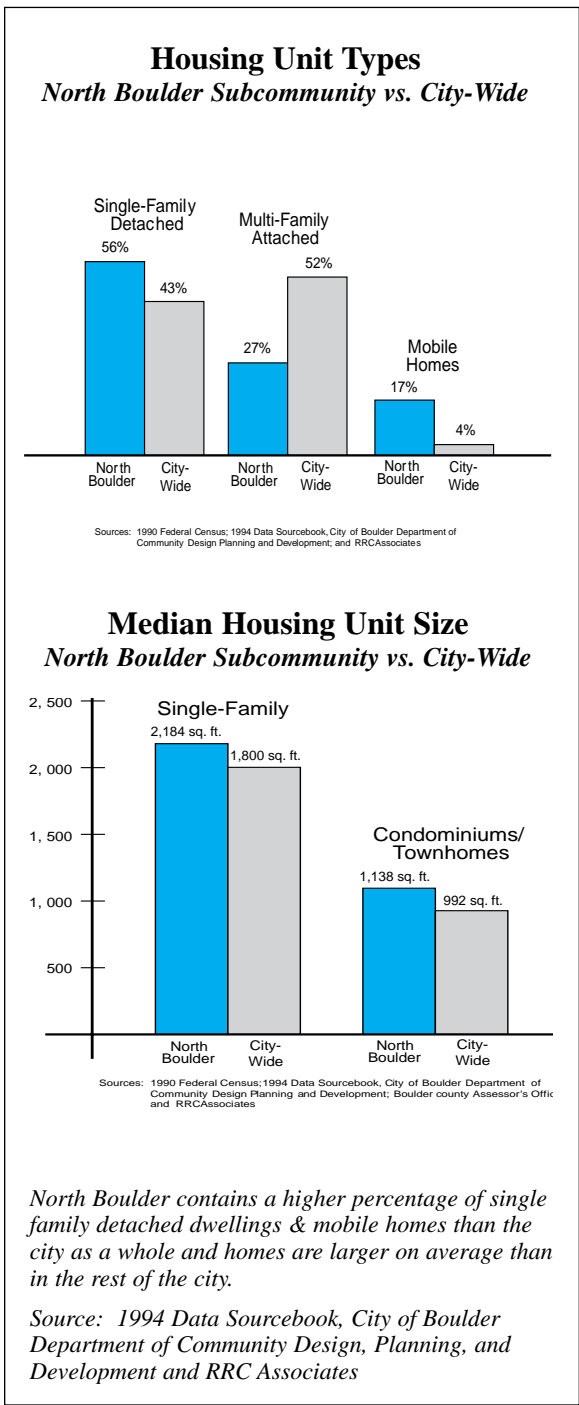
Most of the businesses/ institutions in the North Boulder Subcommunity (77%) are small, with one to four employees. Ninety percent of the businesses employ ten or fewer workers. Nine businesses/institutions employ more than 50 people. Over a third of the businesses are light industry, 24% are service, 22% are office-related, and 17% are retail.

Jobs-Population Ratio

North Boulder is primarily a residential community, so it has a relatively low ratio of jobs to population. The ratio is approximately .26, compared to .88 for the city as a whole and .55 for Boulder County. North Boulder's jobs-population ratio is similar to that of Boulder's other residential subcommunities: South Boulder Subcommunity's is slightly higher (.28), and Southeast Boulder's is slightly lower (.24). A "balanced" jobs-population ratio might be considered .62, assuming 1.45 workers per household (Denver metro area, 1990) and 2.35 residents per household (1994 Data Sourcebook).

A similar, more-often used measure is jobs-housing balance. There are .69 jobs per housing unit in North Boulder. Since on average there are 1.45 workers per household, a good jobs-housing balance might be considered about 1.5 jobs per housing unit. North Boulder will probably never achieve a 1.5 jobs-to-housing unit ratio. However, the balance between jobs and housing is probably less consequential on a subcommunity level than on a regional scale, primarily because people tend to make their commuting/ housing location decisions on a regional level. Just the same, additional commercial/ industrial space in North Boulder could provide more opportunities for people to work close to where they live. This in turn may reduce car trips and commuting distances, among other benefits.

The average commuting distance to work for North Boulder resident workers is 8.5 miles. About 40% of work commutes by North Boulder residents are 1 to 3 miles; 29% are 4 to 6 miles. Four percent of North Boulder resident workers walk to work, compared to 11% of Boulder Valley resident workers.



North Boulder Vacant Land	
LAND USE DESIGNATION	VACANT ACRES
Very Low Density Residential	2.7
Low Density Residential	58
Medium Density Residential	91.2
High Density Residential	0
Commercial	52.5
Industrial	8.2
Public	0
TOTAL	212.6

The largest percentage of North Boulder's vacant land supply is designated for residential use; it amounts to nearly half of the City's total residentially-designated vacant land.

Source: 1994 Data Sourcebook, City of Boulder Department of Community Design, Planning, and Development.

North Boulder Existing Non-Residential Development	
Land Use	Square Feet
Retail (Com. Business)	200,000
Office (Transit. Business)	100,000
Industrial	450,000
TOTAL	750,000
Source: 1994 Data Sourcebook, City of Boulder Department of Community Design, Planning, and Development	

5 NEIGHBORHOODS

GOALS

- ◆ Strengthen and support existing neighborhoods. Issues include:
 - appropriate adjacent land uses
 - needed capital improvements
 - character preservation through new regulations or design guidelines.
- ◆ Design new neighborhoods with the following in mind:
 - the need for more affordable housing
 - walking distance to transit and park facilities
 - connections to existing and future pedestrian and bike path systems
 - the scale and positive architectural attributes of adjacent housing.
- ◆ Provide a diversity of housing types, sizes, and prices in the subcommunity as a whole.

OBJECTIVES

For all Residential areas:

- ◆ Sensitive treatment of character-giving features such as creeks, ditches, and distinctive terrain.
- ◆ Preserved and enhanced existing neighborhood character and geographic/ natural features.
- ◆ Connections to the larger community and travel options that focus on ped, bike, and transit improvements.
- ◆ No new culs de sac.
- ◆ Appropriate house size to lot size ratio (no more big houses on small lots).
- ◆ Neighborhood centers or gathering places which enhance the neighborhood character, and could include small park, corner store, day care center, transit stop, or neighborhood school.
- ◆ Development of floor area ratio (FAR) or bulk plane regulations to preserve neighborhood character and ensure that new development is in scale to its surroundings and lot.

For existing residential areas:

- ◆ Improved transportation connections.
- ◆ Slowed vehicular traffic where needed
- ◆ Maintenance of existing zoning, density, and lot sizes.

For new residential areas:

- ◆ Compatibility with the surrounding context.
- ◆ An integrated network of streets, yielding more path options for motorists and users of alternate travel modes.
- ◆ Developments where fronts of buildings and lots face the street and one another, and backs face one another.
- ◆ Neighborhoods with distinct edges, formed by natural features or significant streets
- ◆ Walkable neighborhoods with short blocks.
- ◆ Beautiful streets which are comfortable to pedestrians, bicyclists, and motorists
- ◆ A balanced mix of dwellings, work places, shops, and parks.
- ◆ Planned areas for civic buildings positioned in places of significance including some for which needs are not yet apparent
- ◆ A diversity of housing types, sizes, and price ranges.
- ◆ Blocks that are small, to better serve pedestrians and help calm traffic.
- ◆ Use of alleys, except where they would have a negative impact on existing neighborhoods.

BACKGROUND

Complete, discernable neighborhoods are the fundamental building block and planning unit of this plan. The goals are to strengthen and support existing neighborhoods, and insure that new neighborhoods bring added value to the subcommunity and the City as a whole.

One of the most significant features of North Boulder is its many well-established neighborhoods. Residents say they like the quality of life here, and it's no wonder. Each neighborhood has a center or gathering place (see map below), most are quiet, many offer phenomenal views, and some are close to neighborhood services. This plan seeks to preserve these qualities, and emulate them in the new neighborhoods that are planned. The problems that the Plan attempts to address are discussed below.

Connections, Traffic

Many of the existing neighborhoods in North Boulder are not particularly walkable. In many areas blocks are long and many streets and paths are not connected, making walking and biking more difficult. Some blocks are as long as 1500 feet whereas a more traditional and desirable length is 300 feet. Additionally, concerns about traffic volume and speed were frequently mentioned in workshops and surveys. For these reasons, a plan for the desired future transportation system is established in section 8 of this plan. It identifies opportunities in existing neighborhoods for new connections, and establishes a street grid with small walkable blocks in new neighborhoods.

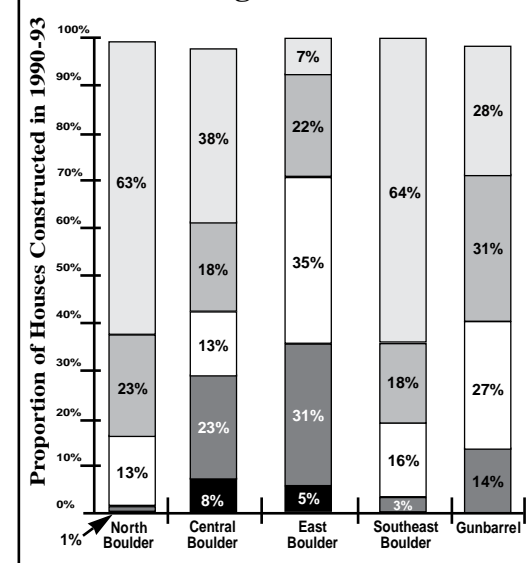
Neighborhood Centers

Having neighborhood services such as parks, schools, stores, offices, and civic uses close and easily accessible to neighborhoods reduces auto-dependence and adds to the convenience and vitality of a neighborhood. A goal of the Plan is that each neighborhood have a well-designed center or gathering place. For most existing neighborhoods in North Boulder, parks and/ or schools are their centers. New centers are proposed in new neighborhoods (see map below) and a new subcommunity-scale center is proposed that will provide services that are currently lacking in North Boulder (see section 6).

Housing Diversity

While North Boulder has neighborhood diversity, single family detached units predominate and are larger on average than in the City as a whole (see chart above). In workshops and

**Proportion of New Houses by Size 1990-93
Garages Included**



North Boulder homes are larger on average than in the city as a whole. In recent years, new homes in North Boulder, as elsewhere in the city, have been larger than ever before.

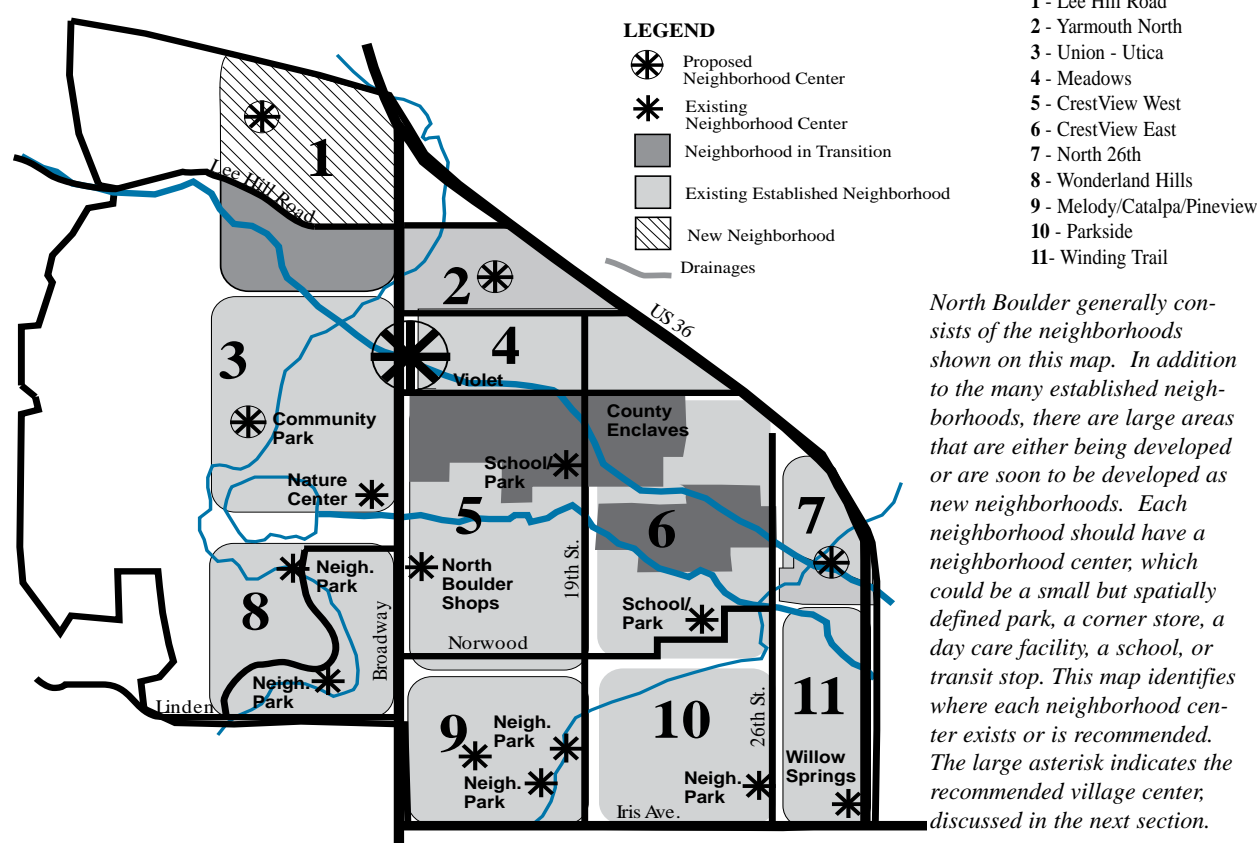
Source: City of Boulder Housing Division, 1994

surveys, many North Boulder residents said they feel these large new homes detract from the characteristics that they most value about the area. Large homes, especially ones that are large relative to their lot size, not only look domineering and out of scale; they also block views from public spaces and private properties. Additionally, North Boulder has more households in higher income brackets, and fewer households in the lower income brackets than the city as a whole. These issues have informed and influenced the recommendations for new neighborhoods in North Boulder.

New Neighborhoods

The map below shows that North Boulder contains large areas which are either being developed or are soon to be developed as new neighborhoods. In these areas, the emphasis is on housing diversity and insuring that neighborhoods are designed to be attractive, preserve views, and minimize auto-dependence. Since each area has unique opportunities and constraints, the specific recommendations are listed in the following pages. In 1997, new zoning districts were created in these areas in order to carry out the objectives of this section and the development guidelines in the following pages.

North Boulder Neighborhoods



North Boulder generally consists of the neighborhoods shown on this map. In addition to the many established neighborhoods, there are large areas that are either being developed or are soon to be developed as new neighborhoods. Each neighborhood should have a neighborhood center, which could be a small but spatially defined park, a corner store, a day care facility, a school, or transit stop. This map identifies where each neighborhood center exists or is recommended. The large asterisk indicates the recommended village center, discussed in the next section.

Development Guidelines for All Neighborhoods

Building and Site Design

- ◆ *Locate compatible building types to face one another across streets. Change design rules at rear or side property lines rather than down the middle of the street.*
- ◆ *Position houses so that their front doors and front yards face the street.*
- ◆ *Leave front yards open wherever possible. When front yard fences are provided, they should be low and open.*
- ◆ *Design houses so that garage doors do not dominate the front facade. Locate garage doors no less than 20' behind the principal plane of the front of the houses; detached garages are preferred.*
- ◆ *Except in areas recommended for low density rural-type character, position buildings close to the street to create a more pedestrian friendly atmosphere. Rather than a conventional "setback", create a "build-to" line.*
- ◆ *Provide high quality building design with attention to detail. Avoid monotonous building designs: include human scale features such as porches, varied building elevations, and varied sizes and styles.*
- ◆ *Plant street trees along all streets at the time of development or redevelopment of any property.*
- ◆ *Design streets to be as narrow as possible.*
- ◆ *In higher density areas where parking lots are needed, design the lots so that they are small and clustered. Locate parking in the back of buildings, not in the front.*
- ◆ *Use alleys wherever possible to provide a "service" side to properties. Reduce curb cuts and sidewalk interruptions on the "public" side of lots.*

Transportation Connections

- ◆ *Comply, at a minimum, with the Transportation Plan in section 8.*
- ◆ *Design streets to be multi-purpose public spaces--comfortable for the pedestrian and bicyclist--not just as roads for cars.*
- ◆ *Avoid using flag lots or culs de sac.*

RECOMMENDATIONS

The key development sites in North Boulder are shown on the map on page 9. Residential development must comply with the Development Guidelines listed on the left, as well as those listed the gray boxes for each area.

County Enclaves

At the initial adoption of this plan, the North Boulder Subcommunity included several large residential enclaves (areas in the County, completely surrounded by land in the City). Along with a number of unconnected parcels, the bulk of the area is shown on the map below.

Since the Plan's initial adoption, a portion of this area has been annexed to the City. In conjunction with the annexation, the Plan was amended by Planning Board and City Council in 1997 to incorporate the land use pattern shown on the map below. This pattern, along with conditions of annexation adopted by Council were the result of an extensive neighborhood process and goals previously established in this plan. The street, bicycle, and pedestrian circulation system is shown in section 8.

In 1997, the Plan was also amended to incorporate changes to the Crestview East area as shown below.

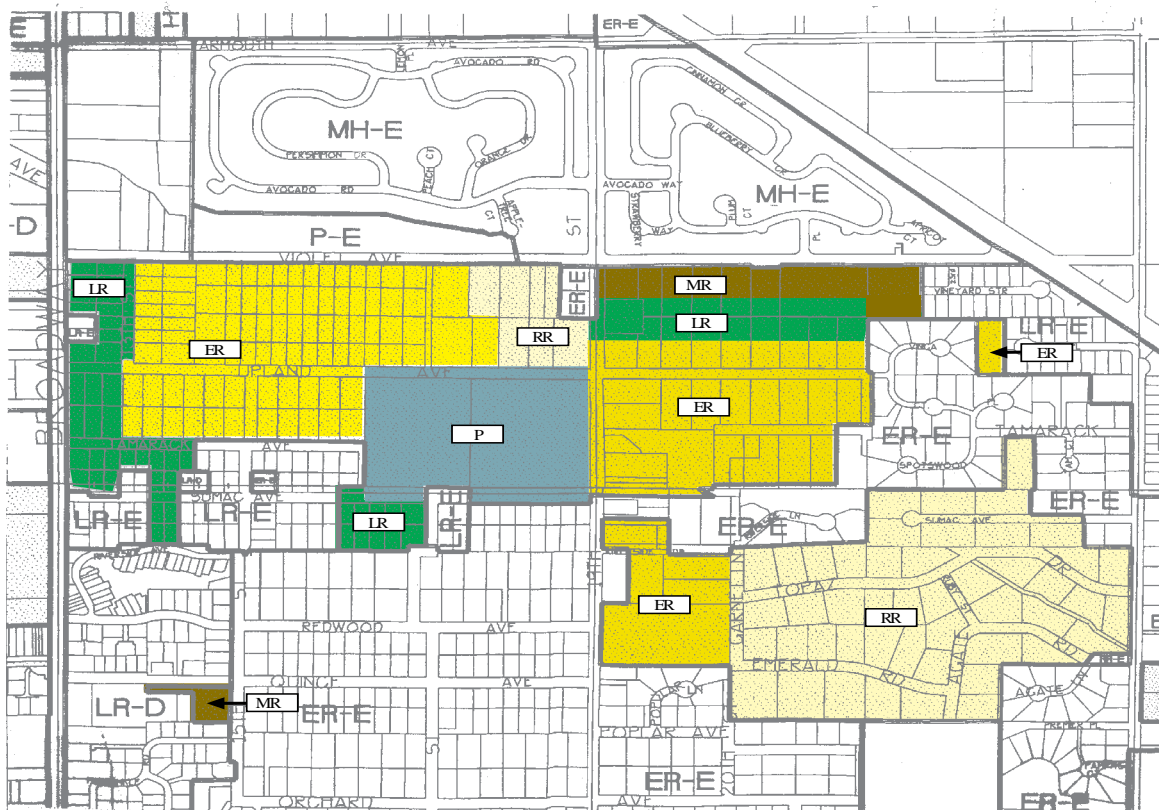
Annexation of the remaining North Boulder enclaves should occur for two reasons:

- The area needs public water and sewer service. While the properties that have groundwater contamination have been annexed to the City, others have shallow wells or are served by failing septic systems.
- The enclaves have been part of the city's "service area" since 1978 and have for the most part developed at urban densities. The patchwork of properties in and out of the city is confusing and inefficient for the provision of urban services such as police, fire, and environmental enforcement.

From the perspective of landowners in this area, the desire for the future ranges from keeping the area "the way it is now" to establishing City zoning which would allow additional homes to be built. Through the public hearing process on the Plan, different goals and objectives emerged for each of the areas and are listed in the box on the right.

Githens Acres and portions of Crestview West are located in flood zones, possess a rural character worthy of preservation, and are not appropriate for further development.

Crestview East, on the other hand, is located adjacent to planned transit and a higher density neighborhood to the north, and is appropriate for higher densities and affordable and diverse housing.



This map illustrates the recommended land use pattern in the County enclaves and areas annexed in 1997. The map reflects amendments adopted by Planning Board and City Council in 1996 and 1997. **Crestview West** is the area between Broadway and 19th Street and was largely annexed in 1997. **Crestview East** is the area between 19th Street and 26th Streets north of Sumac, and **Githens Acres** is located south of Crestview East.

County Enclave Development Guidelines

All Enclave Areas

- ◆ *Develop building size limitations for the area to preserve and enhance neighborhood character.*
- ◆ *Preserve environmental features and avoid development in high hazard flood areas.*

Githens Acres and flood constrained areas

- ◆ *Preserve the rural/semi-rural character in this area with a very low density land use pattern.*
- ◆ *Preserve rural street character by maintaining borrow ditches and rural mail-boxes.*

Crestview West Annexation

Goals (This area was annexed subsequent to the Plan adoption, in 1997.)

- ◆ *Preserve the rural character, particularly in flood-constrained areas.*
- ◆ *Allow possible higher densities along the Broadway corridor to achieve affordable and diverse housing close to transit.*
- ◆ *Provide public water service to properties with contaminated wells.*
- ◆ *Consider transfers of development (TDR) from other, less centrally located areas.*
- ◆ *Consider neighborhood consensus, in balance with other annexation goals.*
- ◆ *Help defray the property owners' costs of annexation.*

Crestview East Annexation

Goals

- ◆ *Create permanently affordable and diverse housing.*
- ◆ *Develop minimum densities in the MR and LR zones.*
- ◆ *Create new development in a pattern that supports walkability and good community design. Provide connections as shown on the Transportation Plan, plus at least one additional north-south street and east-west alleys in the MR and LR zones.*
- ◆ *Consider transfers of development (TDR) from other, less centrally located areas.*
- ◆ *Consider neighborhood consensus, in balance with other annexation goals.*
- ◆ *Help defray the property owners' costs of annexation.*

Lee Hill Road Area Development Guidelines

Development in this area must meet the Guidelines for All Neighborhoods listed on page 10, as well as the following:

Uses

- ◆ Provide affordable and diverse housing for a wide range of incomes. Housing types could include detached houses, attached houses, and apartment buildings; and should be of differing sizes.
- ◆ Provide a neighborhood center with neighborhood-scale services such as a school/day care, coffee shop, etc.
- ◆ Provide a minimum 5-acre neighborhood park (or one that conforms with the Parks and Recreation Master Plan).
- ◆ Provide transit facilities at the neighborhood center; include secure, covered bicycle storage (see page 20).
- ◆ Preserve a site for civic use at the northeastern portion of the neighborhood. It should be visible from U.S. 36 and house a civic building or three-dimensional feature. The civic use could be a place of worship, a school, a park with a plaza, or a public meeting house.

Building and Site Design

- ◆ Provide a low profile, natural or "soft edged" northern development edge. Keep development away from the ridge and face the building fronts toward US 36.
- ◆ Maintain the open feeling along the Foothills Trail. Keep housing away from the toe of the slope along the western property edge.
- ◆ Design the Mann property in conjunction with the remainder of the development allowed to the south, with small blocks to better serve pedestrians and to help calm traffic. Consider density transfers within the area, but do not increase the total number of units beyond the recommended approximately 625 units for the area.
- ◆ Locate higher densities near transit access/ corridors.
- ◆ Provide a geological evaluation of the Mann property during the site review process.

Transportation Connections

- ◆ Fully connect internal streets and provide direct access to Lee Hill Road and Broadway (see Transportation Plan in section 8).
- ◆ Design narrow streets for slow speeds; install traffic-calming designs at the time that streets are built.
- ◆ Explore options for the extension of transit or shuttle from this area to the Village Center.
- ◆ Provide frequent pedestrian and bicycle connections throughout, particularly to the neighborhood center and to parks and trails.
- ◆ Reconfigure the Broadway/ US 36 access in conformance with the gateway design concept found on page 22 or the more refined design when it is developed as part of the North Broadway streetscape plan.

View Protection

- ◆ Preserve views from the Foothills Trail and from US 36 of the foothills and mountain/ plains transition areas.
- ◆ Keep substantial areas along the northern and western edges of the Mann property open for view and natural resource protection. During Site Review of the Mann property, provide a view analysis to determine appropriate setbacks from the northern and western property lines.

Lee Hill Road Area

The Lee Hill Road area is the northwestern-most neighborhood in the City, located west of Broadway, north and south of Lee Hill Road. It is adjacent to City owned open space to the west and north and industrial properties fronting on Broadway to the east. It contains new and developing subdivisions on both sides of Lee Hill Road; the Wine Glass Ranch on the north side of Lee Hill; and a large vacant parcel, the 55-acre Mann property, which abuts the foothills of the Rocky Mountains and the Foothills Trail on the west.

The Mann property has spectacular views and is highly visible from US 36 and the Foothills Trail. The Foothills Trail will provide a scenic pedestrian connection from this area to the new Community Park site and to the Fourmile Canyon Creek trail which will continue on to the Village Center, Crestview Elementary School, and the Fourmile Soccer Complex, using a series of underpasses. The Foothills Trail is also much used by people from throughout the City.

The Mann property will create Boulder's northern and western edge and will be the first site visible upon entering the City from the north. The western edge of the property lies in the area where the foothills of the Rocky Mountains meet the Great Plains, which is one of the most beautiful areas in Colorado. The mountain slopes along this edge pose geologic hazards due to the mass movement and swell/ consolidation potential (source: BVCP Geological Development Constraints Map). The northern edge of the property has steep slopes, visible from US 36. The shale outcroppings found on the northern slopes also are habitat for Bell's twinpod (*Physaria bellii*), a plant species of special concern as identified in the Boulder County Comprehensive Plan. For these reasons, development on the Mann property should be pulled back substantially from the northern and western property lines.

This area should be developed with all the qualities of an attractive, established neighborhood: beautiful and walkable streets (with tree-lined, open front yards and front porches-- not garages-- dominating the street view); convenient transit and neighborhood services; and proximity to a neighborhood park. It is imperative that the project contain a mix of residential densities with a diversity of housing types. It should include multi-family, townhouse, single family, and apartment units on a diversity of lot sizes. The overall average density should be approximately eight dwelling units per acre, or no more than approximately 525 to 625 new residences in the area.

Streets in this area should be interconnected, as shown on the Transportation Plan in section 8, and should be built for slow speeds (i.e., as narrow as possible, and with traffic-calming designs).



This area will form the northwestern edge of the City. New neighborhoods here should contain small blocks with frequent pedestrian and bike connections to a new neighborhood center and a neighborhood park. Development should be pulled away from the north and west boundaries of the Mann property for view and natural resource protection.

neighborhood recommendations**Yarmouth North Land Use Concept**

This diagram summarizes the community design intent for the Yarmouth North area. The southwest corner of the area (including Broadway to 14th Street north of Yarmouth) is part of the proposed Village Center (see p.16).

The intent for Yarmouth North is for:

- *A neighborhood park and linear greenway as important neighborhood shapers and design features.*
- *Blocks with a walkable, neighborhood scale and buildings oriented toward the street (use of alleys wherever possible; no garages facing the street).*
- *Live/ work units in a vertically and horizontally mixed configuration of office and residential uses along Broadway, 13th, 14th and Yarmouth.*
- *Live/ work units in residential-scale office buildings, with pedestrian-interest windows, and front doors facing the street.*
- *Mixed density residential units in the remainder of the area with strong connections to the park and the proposed Village Center.*



A fine grain mix of uses, including civic functions, housing, and office uses, is encouraged in this area. A wide range of dwelling types should be incorporated : a balance of smaller and larger single family detached houses, attached houses, apartment buildings, apartments above offices, and lofts.

Yarmouth North Area

This area is bordered by US 36, Yarmouth, Lee Hill Rd. and Broadway. When the Plan was initially adopted, a substantial amount of the area was zoned Transitional Business Developing (TB-D); the parcels at Yarmouth and Broadway, which will become part of the Village Center, were zoned Industrial (I-E). While large portions of the area are vacant, existing uses include some industrial uses, the National Guard Armory (planned for relocation), a gas station, several residential structures and the now abandoned and vacant 35-acre drive-in theater. The area is within walking distance of the future Village Center and the US 36 and Broadway transit corridors. It is strategically located to foster closer connections among home, work, shopping, and recreation. If designed well, with housing and offices of mixed densities and types, a higher share of travel by alternative modes could be achieved than in other, more removed neighborhoods.

Overall, the area should be developed as shown on the diagram on the upper left. The residential units should be developed at an average net density of approximately 10 dwelling units per acre for a total of approximately 400 new dwelling units. The total amount of office use in this area should be approximately 95,000 new square feet. This mix could be slightly altered, with more residential units and fewer office units, so long as the overall traffic generation in the area is not increased. A neighborhood park should be provided near the center of the area and a linear greenway should be created along US 36. The greenway should act as an extension of the gateway and buffer the new residential uses from the highway.

The Transportation Plan in section 8 provides the basis for the creation of neighborhood- scale blocks and strong internal and external connections to the neighborhood park, the community park, open space trails, and the Village Center. Additional streets and alleys may also be needed east of 18th Street and on the drive-in theater site.

Prior to the initial adoption of this plan, the Yarmouth North area was zoned Transitional Business - developing (TB-D) and Industrial-established (I-E). However, the standards in these zone districts conflicted with many of the goals for this area. After the Plan was adopted, new zoning districts were created to implement the concepts outlined here. The area was then re-zoned with these newly adopted zoning districts in 1997.



The Yarmouth North neighborhood is immediately north of the proposed Village Center. The 13th Street bicycle/ pedestrian corridor should extend through the Village Center to this neighborhood. A neighborhood park should be located in the central part of this area, and a linear landscape buffer should extend along US 36 to continue the gateway concept from the north entrance to the City.

Yarmouth North Development Guidelines

Development in the Yarmouth North area must meet the Development Guidelines for All Neighborhoods listed on page 10, as well as the following:

Uses

- ◆ *Provide mixed land uses-- office and residential--as shown on the diagram to the left, with an overall mix of approximately 400 residential units and 95,000 sq. ft. of office uses.*
- ◆ *Provide affordable and diverse housing, with a wide range of dwelling types for a wide range of incomes. Housing types should be of varied sizes and include attached and detached houses, apartment buildings, apartments above offices, lofts, and accessory units.*
- ◆ *Provide a school/day care in the area.*
- ◆ *Provide a transit center; include secure, covered bicycle storage, and bicycle trailer parking (see page 20).*
- ◆ *Provide a neighborhood park in the central part of the area and a linear greenway along US 36.*
- ◆ *Consider the development of a community garden or composting area.*

Building and Site Design

- ◆ *Design the area as a neighborhood, with small blocks and buildings oriented toward the street.*
- ◆ *In the mixed-use area, provide a vertical and horizontal mix of uses. Non-residential uses should be contained in buildings with smaller floor plates, not in large office buildings.*
- ◆ *Design with noise protection from US 36 and Broadway, employing noise-sensitive building placement, height, orientation, and special construction materials.*

Transportation Connections

- ◆ *Provide strong internal and external pedestrian and bike connections with frequent connections to the Village Center and to the neighborhood park.*
- ◆ *Provide streets and paths in locations shown in the Transportation Plan, with the addition of at least one east-west street east of 18th Street, and alleys as needed throughout.*

Views and Noise Buffers

- ◆ *Continue the gateway concept in this area, with a landscape buffer/linear park along US 36; set back development and parking areas from US 36 a minimum of 70' from property edges.*
- ◆ *Incorporate adequate noise buffers, such as landscaped earth berms, to mitigate U.S. 36 traffic noise.*

Union-Utica Development Guidelines

Development in the Union-Utica area must meet the Development Guidelines for All Neighborhoods listed on page 10, as well as the following:

- ◆ Provide traffic mitigation such as neckdowns and signs at the intersections of Union St. and Utica St. with Broadway to slow traffic and minimize non-local through traffic.
- ◆ Setback new development from Fourmile Canyon Creek in conformance with the results recommended in the Creek Study (see Appendix E).

Community Park:

- ◆ Provide multiple access routes to the Community Park site, with a focus on pedestrian and bicycle access from surrounding areas (Fourmile and Wonderland Creek trails, the Foothills Trail, and the 9th/ 4th Street connection). Road access to the site will include the Yarmouth extension, the Violet extension, Rosewood Ave., and to a lesser degree, Union, Utica, and Locust (see proposed connections on the Transportation Plan).
- ◆ Provide a variety of active and passive recreational opportunities for people within a 3.5 mile radius (or the service radius for community parks as adopted in the Parks and Recreation Master Plan).
- ◆ Provide early neighborhood and community participation in the Community Park master planning process prior to submittal to the formal development review process.
- ◆ Provide a continuation of the Fourmile Canyon Creek trail through the site, connecting to the Foothills Trail; and provide a continuation of the 9th Street trail through the park.
- ◆ Follow applicable wildfire hazard mitigation recommendations listed on page 29.

Foothills Site:

- ◆ Face the outer edge of the development along the park with the fronts of buildings, not the backs.
- ◆ Design the area as a neighborhood, with small blocks to better serve pedestrians and to help calm traffic .
- ◆ Provide affordable and diverse housing, with a wide range of dwelling types for a range of incomes. Vary housing types and sizes; include attached and detached houses and apartment buildings.
- ◆ Provide early community participation in the Foothills site master planning process prior to submittal to the formal development review process.
- ◆ Follow wildfire hazard mitigation recommendations listed on page 29.

Waldorf School:

- ◆ Develop traffic management and parent education programs to minimize traffic impacts on the surrounding residential neighborhoods.
- ◆ Close the Union St. access to the upper grade parking lot and provide alternative access to Locust St.

Union - Utica Neighborhood

This area includes the established residences along Locust, Union, and Utica, as well as vacant, developing and redeveloping properties west of Broadway and south of Lee Hill Rd. such as:

- the proposed Community Park site;
- the Foothills Site (owned by the City of Boulder Housing Authority);
- City of Boulder Open Space;
- the Shining Mountain Waldorf School campus; and
- industrial and residential properties.

The North Boulder Infrastructure Plan was adopted by City Council in 1991 and has been incorporated into the Transportation Plan on pages 25 and 26. It provides the basis for future street, bicycle and pedestrian path locations and other public infrastructure in this area. Multiple pedestrian and bicycle routes are recommended for the area and will provide access to the Community Park. The park will provide active and passive recreation for people who live in North Boulder and surrounding subcommunities as well.

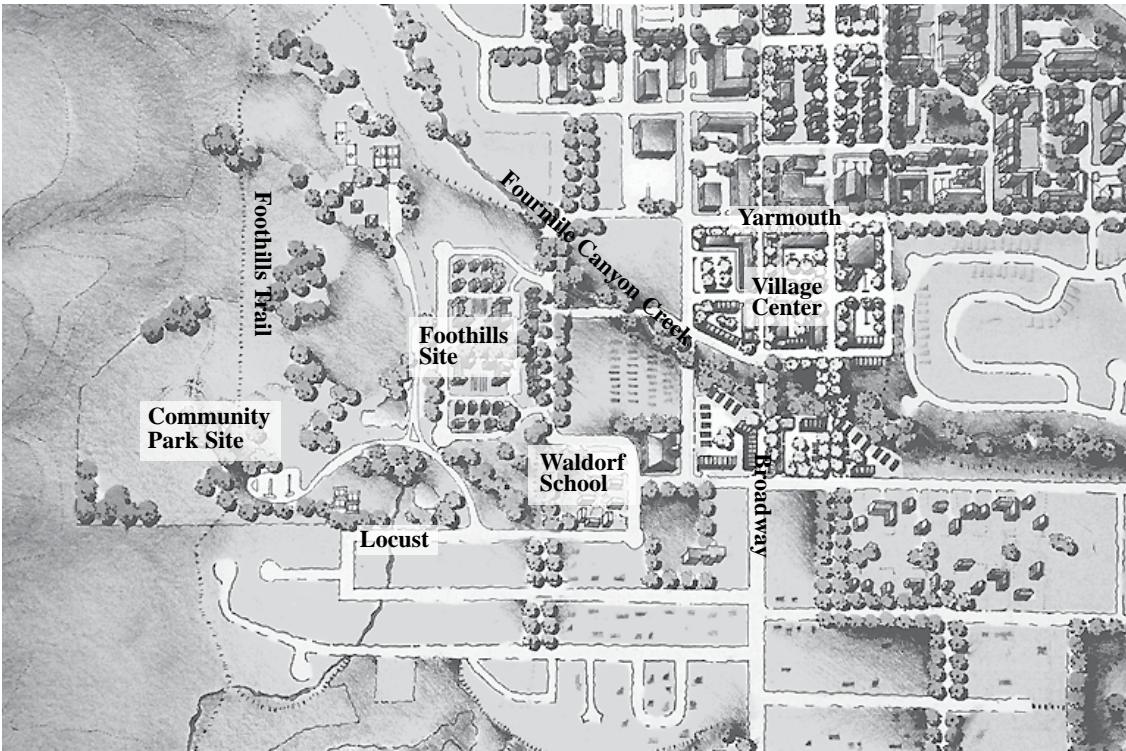
Some of the trails and bike routes that will provide access to the new park site from outside the subcommunity include:

- the Fourth Street/ Ninth Street route;
- the Fourmile Canyon Creek trail,
- the Wonderland Creek trail; and
- the Foothills Trail.

The Wonderland Creek and Fourmile Canyon Creek trails will both have underpasses at Broadway and US 36.

The future land use for this area includes approximately 200 new dwelling units. The Foothills housing site should develop at approximately 130 units at mixed densities. The site should provide diverse housing with a range of affordable dwelling types for a range of incomes. Housing types could include detached housing, attached housing, and apartment buildings, and should be of differing sizes and inter-mixed.

Housing near the Broadway corridor, across from the Village Center, should be developed at mixed densities, at an overall average density equivalent to low and medium density residential (see section 11).



This neighborhood contains both existing residences along Union, Utica, and Locust, and in the Ponderosa Mobile Home Park . New homes will be located along Broadway and on the Foothills site owned by the Housing Authority. The Fourmile Canyon Creek trail should provide access from this area to the new Village Center via a ped/ bike underpass under Broadway. The new Community Park should contain active and passive recreation uses for residents in this area and also outside the subcommunity. Access to the area by bike, foot, or transit will be enhanced.

neighborhood recommendations



Two creeks and a ditch traverse the Elks property, and wetlands on the property should be restored and enhanced for water quality and habitat improvement. The north portion of the site is located completely within the high hazard flood zone. This portion of the site should be acquired as park land. Uses that would be appropriate for the area south of Fourmile Canyon Creek include: recreation, park, education, or residential. If residential uses are developed here, the density should be no greater than the existing by-right density.



Winding Trail Village is a mixed-density neighborhood just south of the Elks property.

NEIGHBORHOODS ACTION PLAN

Action	Responsibility	Cost	Timing
Create site-specific zoning/graphic code consistent with the development guidelines for the Yarmouth north area and the County enclaves.	Planning, Attorneys	Staff time	Immediately
Develop annexation package for Area II properties, incorporating recommended land use patterns, development guidelines, and transportation plan.	Planning, Transportation, City Attorney, Utilities	Staff time	Immediately
Begin annexation election or process individual petition of residential enclaves.	Planning, City Attorneys	Staff time	Immediately
Acquire park sites at Mann, Theater, and Elks Club sites.	Parks and Recreation	\$1,500,000-\$1,800,000 for acquisition (does not include southern portion of Elks property) .	With redevelopment of sites (1-5 years)
Refine/ finalize gateway design and implement improvements.	Planning and Transportation	Staff time , \$7500 design consultant; subsequent gateway improvements are unprogrammed.	1-2 years
During Site Review on Mann property , reconfigure US 36 and Broadway access in conformance with gateway design concept and Transp. Plan.	Planning, Transportation, Attorneys	Staff time	at Site Review
Review development proposals on key sites for conformance to development guidelines during Site Review .	Planning, Housing	Staff time	during Site Review
Develop building size limitations to preserve and enhance neighborhood character in existing established and County enclave areas.	Planning, Housing, Attorneys	Staff time	1-2 years

North 26th Street/ Elks Club Area

The Elks Club site is owned and operated by the B.P.O. Elks Club, a fraternal organization which has been in Boulder since the turn of the century and which hosts numerous community activities. The site contains approximately 24 acres and is located between N. 26th St. and US 36, north of the Winding Trail area. Fourmile Canyon Creek, Wonderland Creek, and Farmer's Ditch cross the site. All of the property northeast of Fourmile Canyon Creek is located in the high hazard and conveyance zones of the floodplain. The property was annexed to the City of Boulder in 1982 and is zoned P-E (Public-Established) on the side south of Fourmile Canyon Creek where the clubhouse sits, and LR-D (Low Density Residential-Developing) north of the Creek.

The area north of Fourmile Canyon Creek located in the high-hazard flood plain should be acquired by the City as a neighborhood park. Four land use options have been identified for the area south of Fourmile Canyon Creek. These uses are: recreation, park, education, or residential. If residential uses are developed here, the density should be no greater than the existing by-right density.

The surrounding property owners may wish to pursue purchase the southern portion of the site for open land/ park through the use of an assessment district.

Elks Site Development Guidelines:

Development on the Elks property must meet the Development Guidelines for All Neighborhoods listed on page 10, as well as the following:

Uses

- ◆ Acquire the portion of the site north of Fourmile Creek as city park.
- ◆ Consider numerous options for the area south of Fourmile Canyon Creek, including: recreational, educational, park, or residential uses.
- ◆ If residential uses are developed, keep development of the site within existing by-right densities.
- ◆ If a neighborhood center is developed, limit the uses to neighborhood-serving uses.

Building and Site Design

- ◆ Preserve and enhance the existing riparian corridors on the site; set back development from the creek in conformance with the results of the Creek Study (see Appendix E).
- ◆ Restore and enhance wetlands as identified in the Creek Study, through wetland mitigation or greenway improvements. Provide on-site stormwater treatment.
- ◆ Employ techniques to maximize preservation of "open land" such as clustering units.
- ◆ Provide adequate noise buffers, such as landscaped earth berms, along U.S. 36.
- ◆ Design residential buildings with noise protection from US 36 in mind. Employ noise-sensitive building placement, height, orientation, and use special construction materials.

Transportation Connections

- ◆ Mitigate traffic speeds and volumes on N. 26th and Norwood by providing circuitous but complete connection between US 36 and 26th Street.
- ◆ Provide a transit stop on US 36.

6 EMPLOYMENT & RETAIL CENTERS

GOALS

- ◆ Provide a complementary, pedestrian-oriented mix of public and private facilities to meet the needs of the subcommunity, in order to increase convenience and reduce auto trips.
- ◆ Design neighborhood and subcommunity centers to foster a sense of community by creating vibrant people and activity places. This includes: ease of access, safety, and appropriate scale.

OBJECTIVES

- ◆ Provide additional services in a way that contributes positively to the urban design of the subcommunity.
- ◆ Commercial areas in North Boulder should:
 - provide a vital community center for the subcommunity;
 - serve a broad spectrum of economic activity;
 - reduce vehicle miles travelled and trip volumes city-wide;
 - reduce vehicle miles travelled and trip volumes within the subcommunity;
 - be easily accessible by bicycle and on foot.
- ◆ Office/ Light Industrial areas in North Boulder should:
 - provide live-work or workshop opportunities;
 - reduce vehicle miles travelled and trip volumes city-wide;
 - be easily accessible by bicycle and on foot;
 - preserve or maintain opportunities for small businesses;
 - allow some residential uses.

BACKGROUND

The success of North Boulder's neighborhoods is integral to the success of the subcommunity as a whole. To this end, each neighborhood should have a well-designed center or gathering place, and North Boulder should have a larger center that fosters a sense of community and provides a mix of services to meet the needs of the subcommunity (see goals and objectives above).

For most existing neighborhoods in North Boulder, parks and schools are the centers (see map on page 9). What many North Boulder neighborhoods lack, however, is easy access to services such as grocery stores, retail shops, offices, and civic uses. Existing centers such as Willow Springs Center and North Boulder Shops provide services for some residents (see map above, right), but a survey done at the beginning of the North Boulder planning process indicated that the largest percentage of North Boulder residents go outside the subcommunity for most services. For example, see the table on the right for where North Boulder residents do their grocery store shopping.

During the North Boulder planning process, the idea of a new center with a pedestrian-oriented mix of public and private services to meet the needs of the subcommunity, was supported. It was referred to as the "village center," because the term evokes an image of a special place with a scale that is comfortable and walkable. It would be a place that subcommunity residents would walk or bike to and congregate in, a place that would substantially

enhance residents' quality of life, increase convenience and reduce auto trips. It would be a vibrant center that is more than just a shopping center. It would be a place to live, shop, work, recreate, meet friends and neighbors.

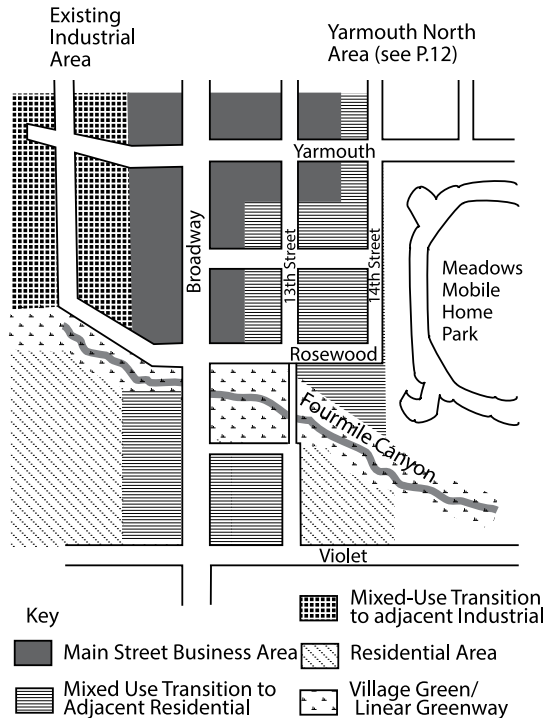
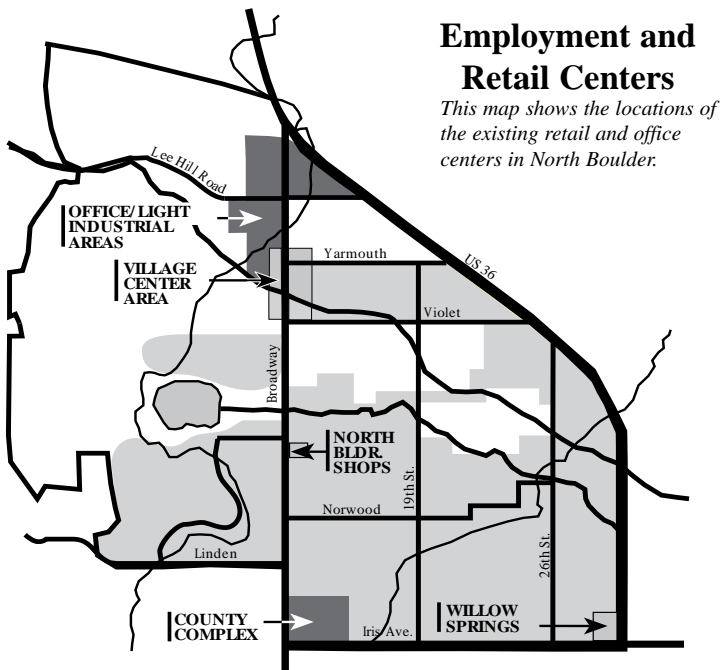
This plan aims to strengthen the centers that exist in the subcommunity today, and create new ones where needed to increase convenience, reduce auto trips, and add vitality to the subcommunity. For the Village Center, a proposed land use pattern, mix of land uses, and development guidelines are summarized in this section of the Plan. A proposed street, bicycle, and transit circulation plan for the Village Center and other existing centers are outlined in section 8. For each new neighborhood, a center is proposed as outlined in section 5.

RECOMMENDATIONS

- ◆ Create a mixed-use center to serve the entire subcommunity at Broadway and Yarmouth. It should provide a grocery store, housing, offices, and a variety of retail and commercial services that subcommunity residents now drive south to find.
- ◆ Provide a library, postal station, and other civic uses in the Village Center or in neighborhood centers.
- ◆ Encourage home offices throughout the subcommunity. Allow home offices to have a limited number of employees, if impacts can be managed.
- ◆ In new neighborhoods in the subcommunity, introduce pedestrian-oriented, appropriately-scaled neighborhood centers that provide goods and services for neighborhood needs.
- ◆ Allow a small amount of non-service office by use review in neighborhood commercial centers in order to encourage mixed uses and reduce vehicle trips. (Non-service office uses do not directly serve customers or clients, so that only the employees travel to and from that location).

Where North Boulder residents most often shop for groceries (1992)	
Grocery Store/Area of Town	Percentage of Respondents shopping at this Store/Area
North Boulder Market	14.4%
King Soopers/Safeway @ Xrds	39.1%
Albertsons @ Diagonal Plaza	25.5%
Ideal or Colony @ Cmty Plaza	14.0%
Wild Oats	1.8%
Safeway @ Baseline	1.0%
Alfalfa's	1.7%
King Soopers @ Gunbarrel	1.3%
King Soopers @ Table Mesa	0.9%
Other	.3%
TOTAL	100.0%

This chart summarizes the results of a question in a North Boulder resident survey which asked, "Where do you most often shop for groceries?" The largest percentage of respondents stated that they do most of their grocery shopping outside of the Subcommunity. Source: 1992 North Boulder Subcommunity Survey, Question 10, City of Boulder Center for Policy and Program Analysis.



Proposed Village Center

In May and June of 1997, Planning Board and City Council amended the Plan to define the design and mix of uses in and near the Village Center as described below. New zoning was developed to implement the concepts as described here and on the next page. The area was then rezoned with newly adopted zoning designations in 1997.

Main Street Business Area

The Village Center should be focused on a traditionally configured "Main Street," located on both sides of Broadway from just north of Yarmouth to Fourmile Canyon Creek. The Main Street business zone should serve the surrounding residential and employment neighborhoods and be pedestrian-oriented, with buildings close to the street and parking behind buildings. It should be the core retail area for the neighborhood. Other uses -- office, residential and civic -- should also be included to add vitality and daytime and nighttime activity to the area.

Transitions

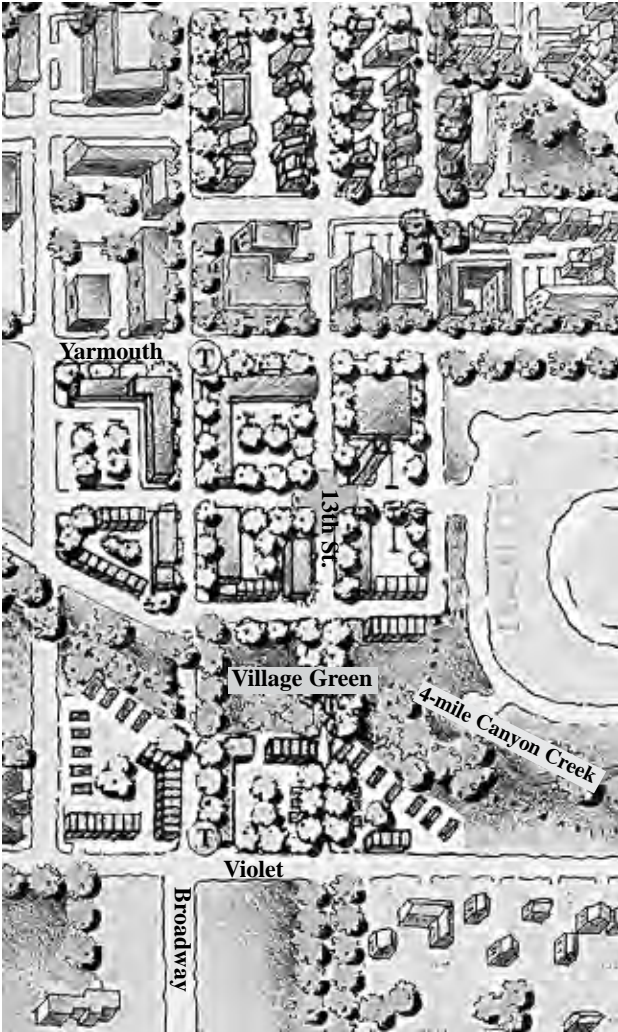
The areas adjacent to the Main Street business area should contain a mix of uses in a lower scale of intensity than the uses along Broadway and Yarmouth. They should provide a transition between the main street and the adjacent residential and industrial areas.

To Residential Areas

- Between the Main Street business area and adjacent residential areas to the north, east, and south, there should be:
- ◆ A transition area with residential and office uses, neighborhood-serving restaurants, and personal service uses in a pedestrian-oriented pattern with buildings located close to the street and parking in the rear.
 - ◆ A place where people can live and work within close proximity, possibly in the same building.

To Industrial Areas

- Between the Main Street business area and adjacent industrial areas to the north and west, there should be:
- ◆ A transition area with industrial and residential uses, and neighborhood-serving restaurants, in a pedestrian-oriented pattern with buildings located close to the street and parking in the rear.
 - ◆ A place where artists, crafts persons, and small industrial business owners can live and work within close proximity, possibly in the same building.



The Village Center should contain a mix of uses and a pedestrian-friendly atmosphere. It should contain good connections to the surrounding areas (across Yarmouth, Broadway, and to the adjacent mobile home park). Thirteenth Street should be designed primarily for pedestrians and bicyclists, with a plaza as its central focus. A large village green along Fourmile Canyon Creek should serve as a gateway and passive recreation area.

Village Center

A new Village Center is proposed at the heart of North Boulder, strategically located along a major transit line and the junction of the 13th Street and Fourmile Canyon Creek bicycle/ pedestrian corridors. The purpose of the Village Center is to serve the needs of the subcommunity, upgrade the appearance of the Broadway corridor, and provide a vital activity focus for the subcommunity. It should encompass all four corners of the Broadway/ Yarmouth intersection and continue south to Fourmile Canyon Creek (see sketch above). The emphasis should be on mixed uses throughout the area, with no single-use zones. Retail, office, light industrial, residential, and civic uses should be mixed vertically and horizontally. Live/ work opportunities should also be created in the Village Center.

The streets in the Village Center should be designed with the pedestrian in mind. They should have activities, pedestrian-interest windows, and front doors along the street. Thirteenth Street should be designed primarily for pedestrians and bicyclists, and should incorporate a plaza, or gathering area.

A village green, straddling both sides of Fourmile Canyon Creek, east of Broadway, should be the central focus of the Village Center. It will act as a gateway, gathering area, and transition between the higher intensity mixed uses north of the Creek and the lower density uses south of the Creek. A linear greenway should continue along the Creek, connecting to parkland to the east.

The area south of the Creek is outside the Village Center. It should provide a transition to the surrounding residential areas (see description on p.15).

The total amount and mix of land uses that are recommended in the Village Center are approximately: 85,000 square feet of new retail, 20,000 sq. ft. of new civic; 190 new residential units, and 147,000 sq.ft. of new office uses. There should be flexibility to allow or encourage some of the office use to convert to residential use, so long as the traffic impacts are not increased and the development guidelines are complied with.

Village Center Development Guidelines:

Uses and Phasing

- ◆ Provide a horizontal and vertical mixture of uses: retail/ commercial, residential, office, open areas, and civic uses.
- ◆ Provide a wide range of dwelling types for a range of incomes. Provide housing which appeals to families, seniors, and adults. Vary housing types and sizes and include attached and detached houses, apartment buildings, and apartments above shops or offices.
- ◆ Provide a large village green on both sides of Fourmile Canyon Creek (at least 300' x 300' at Broadway, and at least 100' on either side of the Creek for the remaining distance of the Village Center), with a transit center nearby and adequate bike parking.
- ◆ Provide space and utility services for a public farmer's market and other outdoor neighborhood retail uses.
- ◆ Provide locations for a public library, transit center, police annex, and post office in the area (see section 7).
- ◆ Phase the development of buildings over time in completed sections, preferably in increments of different uses; avoid an unfinished appearance at any stage of the development.

Building and Site Design

- ◆ Provide one and two-story buildings along the street with pedestrian-interest windows on the ground floor and office or residential uses above.
- ◆ Provide pedestrian-scale architecture throughout the area. Minimize blank walls and left-over space. Provide pedestrian entrances to buildings from all streets.
- ◆ Closely line storefronts along the sidewalk in order to create a pedestrian-friendly setting. To avoid monotony, storefronts may be staggered -- some should be located immediately adjacent to the sidewalk, others should be slightly setback to provide seating or a plaza/ landscape area.
- ◆ Encourage the development of facilities at a neighborhood scale.
- ◆ If there is a Village Center anchor store, it should avoid a single-entry design. It may be appropriate to provide individual street entrances to non-grocery sales areas.
- ◆ Design buildings with flexible spaces that can accommodate different uses over time.
- ◆ Locate the highest intensity uses with the most density at the core of the Village Center; decrease the intensity/ density as the distance from the core increases.
- ◆ Provide transitions between the new Village Center uses and existing surrounding residential areas.
- ◆ Face compatible building types across the street from one another. Changes in use should occur at the rear or side property line rather than down the middle of the street.
- ◆ Throughout the Village Center, plant trees for shade, separation,

and buffering from traffic flow and auto parking.

- ◆ Design with noise protection from Broadway and Yarmouth in mind. For residential and child care uses, employ noise-sensitive building placement, height and orientation, room layout, and special construction materials.
- ◆ Reclaim and protect the Fourmile Canyon Creek. Set back development from the Creek in conformance with the Creek Study (Appendix E).

Streets and Parking Areas

- ◆ Design streets to be multipurpose public spaces-- comfortable for the pedestrian and bicyclist-- not just as roads for cars.
- ◆ Design 13th Street to serve primarily bicyclists and pedestrians, with a central plaza as its focus.
- ◆ Design residential streets to be as narrow as possible.
- ◆ Develop alleys for service access to buildings.
- ◆ Bury power lines and add landscaping in the Broadway corridor.
- ◆ Provide on-street parking on all streets in the Village Center (see drawings on pages 23 & 24).
- ◆ Locate off-street parking behind and to the sides of buildings, not in the front. Disperse parking into small, strategically-located lots.
- ◆ Design parking areas with an emphasis on high-quality pedestrian access and circulation. Plant street trees and landscape strips in parking areas and along walkways.
- ◆ Provide sufficient, conveniently located bicycle and bicycle trailer parking, covered where possible.

Transportation Connections

- ◆ Provide a grid of streets at walkable intervals as shown in section 8, to provide a pedestrian-orientation for the center and to avoid problems found in suburban “super-block” shopping centers.
- ◆ Provide direct pedestrian and bike access from the Village Center to trails in the area and comply, at a minimum, with the Transportation Plan (see section 8).
- ◆ At the transit center and in other locations throughout the Village Center, provide bus and bike route signage, benches, and bus shelters.

Residential Uses

- ◆ Locate residential areas within the Village Center in desirable locations (with good views and in quiet areas), and provide good access to neighborhood amenities such as parks and open areas.
- ◆ Locate, lay out and construct residential units to shield residents from noise and traffic impacts.



Parking in the Village Center should be located behind buildings, in small strategically-located lots, and along streets.

Service Industrial Areas

North Boulder currently contains approximately 100,000 square feet of office uses and 450,000 square feet of industrial uses. The office uses are located primarily in the following locations: in the County Complex at Iris and Broadway; in the North Boulder Shops center at Quince and Broadway; in Wonderland Hills; and in the Willow Springs Shopping Center at Iris and 28th Street (see map on p.15).

The industrial uses are located along Broadway and Lee Hill Road. The uses are varied, and for the most part, small. Car repair shops and self storage units are interspersed with custom detailing and stove repair shops. More than 75% of the businesses in this area have one to four employees, and over a third of these are light industry. While one of the goals of the Subcommunity Plan is to upgrade the appearance of the Broadway corridor, these businesses are extremely valuable to the area and to the City as a whole and should not be displaced. Most of the rents in this area are low compared to the rest of the City, and the uses that are located in large buildings, generate relatively few vehicle trips per square foot of building area.



The North Broadway industrial area contains numerous businesses which are varied, and, for the most part, small. While a goal of the Subcommunity Plan is to upgrade the appearance of the Broadway corridor through methods such as undergrounding power lines , adding landscaping, and reducing the number and size of signs, the uses in the area should be retained.

Photos courtesy of the Boulder Daily Camera, 1985 by Vern Walker.

Service Industrial Development Guidelines

Uses

- ◆ Preserve the existing diversity of industrial uses in the I-E (Industrial-Established) zones.
- ◆ Amend the BVCP land use designation map to Service Industrial to clarify allowed uses which could include:
 - Manufacturing facilities that require exterior storage or operations;
 - Assembly, repair, testing and processing of durable goods;
 - Auto body and repair services;
 - Warehousing;
 - Concrete and asphalt plants;
 - Refining and distilling;
 - Recycling and transfer facilities;
 - Auto salvage yards;
 - Lumber processing and woodworking;
 - Energy generation facilities;
 - Artist studio spaces, including related light industrial process uses.

Buildings and Site Design

- ◆ Provide secure, covered bicycle parking.
- ◆ Plant trees for shade, separation, and buffering from traffic flow and auto parking.
- ◆ Locate buildings close to the street as shown in the streetscape sections on pages 23 and 24. Industrial buildings without pedestrian interest windows can be setback from the street, but parking lots must be screened.
- ◆ Screen parking areas from roads and pedestrian/bicycle routes by placing them behind buildings and/ or screening them with landscaping.
- ◆ Design buildings which are structurally flexible to accommodate a mix of uses during their expected life.
- ◆ Develop alleys for service access to buildings.
- ◆ Bury power lines and add landscaping in the Broadway corridor.



EMPLOYMENT & RETAIL CENTERS ACTION PLAN

Action	Responsibility	Cost	Timing
Develop site-specific zoning for the Village Center area. Create a graphic code which supports the development guidelines and transportation plan for this area.	Planning, Attorneys, BURA	Staff time + blight study \$7500	Immediately
During Site Review for properties in the Village Center, Provide for the development of the village green and 13th St. Plaza. Require conformance with the development guidelines and transportation plan.	Planning, Attorneys	Staff time	Immediately
Refine/ finalize gateway design and implement improvements.	Planning and Transportation	Staff time, \$7500 design consultant (does not include construction).	1-2 years
Require setback from US 36 in conformance with gateway/ buffer area design (approx, 70')	Planning	Staff time	through Site Review
Complete annexation package for Industrial Area II properties.	Planning, Transportation, City Attorney, Utilities	Staff time	1-3 years
Re-write service industrial zoning standards to support the development guidelines for industrial areas.	Planning, City Attorneys	Staff time	Immediately
Develop and implement streetscape improvements (including burying utility lines) along N. Broadway , US 36, and Yarmouth corridors.	Transportation, Planning or BURA	Staff time and blight study (\$7500); construction costs unknown.	to be determined through CIP
Amend BVCP land use designation map to Service Industrial	Planning, Attorneys	Staff time	Immediately

North Boulder Existing and Proposed Community Facilities

- 1 Proposed Civic Building Site
- 2 Proposed Neighborhood Park
- 3 Proposed Gateway
- 4 Proposed U.S. 36 Buffer/ Greenway
- 5 Proposed Neighborhood Park
- 6 Make-A-Mess Preschool/ Day Care
- 7 Boulder Shelter for the Homeless
- 8 Proposed North Boulder Community Park
- 9 Proposed Branch Library
- 10 Proposed Village Center Plaza
- 11 Proposed Village Green
- 12 Boulder Valley Village Park (undeveloped)
- 13 Proposed Fourmile Canyon Creek Greenway
- 14 Boulder Meadows Clubhouse
- 15 Fire Station
- 16 Boulder Meeting of Friends
- 17 New Horizon Cooperative School
- 18 Bitsy Montessori School
- 19 Crestview Elementary School
- 20 Town and Country School
- 21 First Bible Baptist Church
- 22 New Life Apostolic Church
- 23 Harmony Daycare
- 24 Nomad Theater
- 25 Foothills Nature Center
- 26 Shining Mountain Waldorf School
- 27 Shining Mountain Waldorf School Festival Hall
- 28 Wonderland Park
- 29 Wonderland Hill Clubhouse
- 30 Foothill Elementary School
- 31 North Broadway (County) Complex
- 32 County Complex Playfields
- 33 Melody Park
- 34 Catalpa Park
- 35 Pineview Park
- 36 Centennial Middle School
- 37 Proposed Neighborhood Park
- 38 Peace Lutheran Church
- 39 Elks Clubhouse
- 40 Winding Trail Park
- 41 KinderCare Learning Center
- 42 Parkside Park
- 43 Maxwell Park

7 COMMUNITY FACILITIES

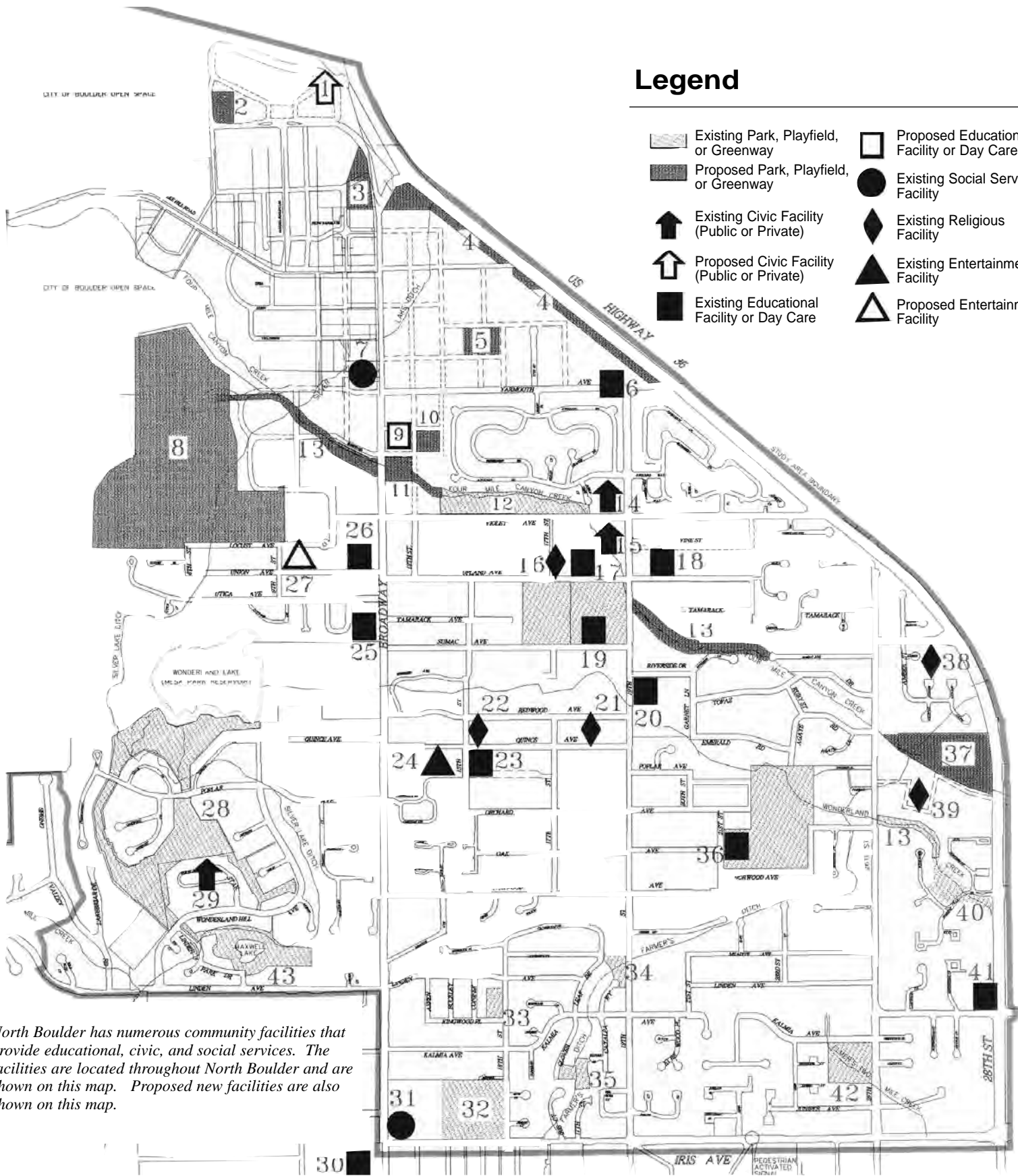
GOALS

- ◆ Provide a complementary, pedestrian-oriented mix of public and private facilities to meet the needs of the subcommunity, in order to increase convenience and reduce auto trips.
- ◆ Design neighborhood-scale and subcommunity-level centers to foster a sense of community by creating vibrant areas for people to gather. This includes: ease of access, safety, and appropriate scale.

OBJECTIVES

- ◆ Continue to support existing civic facilities in North Boulder including:
 - Crestview Elementary School
 - Centennial Middle School
 - Shining Mountain Waldorf School
 - Private Day Care Centers and Preschools
 - Fire Station
 - County Social Services Complex
 - Foothills Nature Center
 - Nomad Theater
 - Boulder Shelter for the Homeless

- ◆ In conjunction with the analyses of North Boulder’s future growth (section 11), examine school needs and develop options for new school sites in and near North Boulder to meet projected demands and other Subcommunity Plan objectives related to transportation, neighborhoods, etc.
- ◆ Set aside sites for civic buildings in new developments. Locate these civic sites in places of significance, and include sites for which needs are not yet apparent.
- ◆ Identify appropriate new land uses for sites that house facilities that will be moved (i.e., the County Yards, the Fire Training Center, and the National Guard Armory).
- ◆ Look for opportunities to experiment with new parking management strategies aimed at reducing the number and distance of car trips, such as shared parking with adjacent public and private users.
- ◆ At all community facilities, provide amenities for bicyclists, pedestrians, and transit riders, including:
 - secure, easily accessible covered bicycle parking;
 - benches and bus shelters;
 - trees for shade, separation, & buffering from traffic flow and auto parking; and
 - bus and bike route signage.



North Boulder has numerous community facilities that provide educational, civic, and social services. The facilities are located throughout North Boulder and are shown on this map. Proposed new facilities are also shown on this map.

BACKGROUND

North Boulder has many community facilities that provide educational, civic, and social services (see map on page 18). Many serve multiple functions for the community, with a specialized function during the day, but available to the community for events in the evenings or on weekends.

Schools

Among the community facilities used by the greatest number of residents for the widest variety of purposes are the public schools. In addition to their educational function, North Boulder schools are used year-round during the day and night for activities such as sporting events, active and passive recreation, meetings, and child care (before and after school, as well as in the summer). Neighborhood schools help create a sense of community. They serve to remind us of our common goals in rearing and educating children and act as gathering places for neighbors and friends.

School overcrowding was one of the high priority issues for many North Boulder residents. As of Fall 1994, Crestview Elementary School was approaching capacity and projected to exceed capacity in the coming years, and Centennial Middle School had exceeded capacity. The Crestview attendance area is east of Broadway, north of Kalmia and includes the Palo Park Subcommunity and the portion of Gunbarrel west of 63rd Street. The Centennial attendance area is north of Iris, between the foothills on the west and 63rd Street on the east. Any new school would trigger a comprehensive review of attendance boundaries. Among the issues to be addressed in drawing new boundaries would be: better balancing enrollment among schools; relieving crowding where it exists and avoiding it in the foreseeable future; minimizing students' travel distances; maximizing travel safety for students; and considering disruption to students' lives.

Boulder Valley School District (BVSD) staff participated in the North Boulder planning process to identify sites for new schools. Issues such as land cost and availability, safety of surrounding pedestrian and bicycle routes, traffic impacts to existing neighborhoods, and proximity to other schools were evaluated.

A substantial number of school-related trips could be eliminated in North Boulder if a new school were located in Palo Park. More Crestview students now live east of 28th Street than live west of 28th Street, and over a quarter of Centennial students live east of 28th Street. A school in Palo Park would be more convenient for them and would save them the need to cross 28th Street. Furthermore, more land is available at a lower cost in this area for meeting minimum school site size needs.

The school district owns three acres in the Palo Park Subcommunity, acquired through dedication. However, additional acreage would be needed to meet BVSD standards for locating a school there. Adjacent land is in the County and designated Area II in the BVCP.

Options for new schools at the Palo Park school site are: a new kindergarten through eighth grade school (K-8); a new elementary (K-5) school and expansion of Centennial Middle School; or a new K-5 and a new middle school. All three options would relieve pressure on both Crestview and Centennial. However, expanding Centennial would generate additional traffic in the area. Since land, construction and operation costs are lower for one new school than for two new schools, a K-8 makes sense. This type of school is a new concept in the school district and will be introduced in Louisville in Fall 1996. The BVSD and community would need to discuss the pros and cons of a K-8 school from a programmatic standpoint.

Although the addition of a new school or schools in Palo Park would address the issue

of over-crowding and could accommodate the future growth in North Boulder, it would not provide for a school that is walkable to many of the new neighborhoods in North Boulder. Through the public hearing process on the Plan, Planning Board and City Council supported the idea that one or more additional small school sites should be sought in North Boulder to provide for smaller, walkable schools in and near all neighborhoods in North Boulder. This would also precipitate the need to realign attendance boundaries.

Library

A branch public library in North Boulder would add a vital service to the area. In City surveys, residents of North Boulder said they used the downtown Boulder Public Library more often than residents of the city as a whole (source: 1992 North Boulder resident survey and 1989 Citizen Survey). Additionally, almost 40% of respondents of the North Boulder survey said they would use a North Boulder branch library over 13 times per year. A number of automobile trips may be avoided by co-locating a new branch library with commercial facilities. This also may be more convenient for library patrons.

Other Facilities

Three facilities that have been in North Boulder for many years have outgrown their sites and will be relocated in the near future. They are: the County Yards and the Fire Training Center, located on Lee Hill Road west of Broadway, and the National Guard Armory, located on North Broadway and Lee Hill Road. Since these facilities serve regional purposes, their relocation will not negatively impact the subcommunity. Additionally, moving them will eliminate potential conflicts with surrounding residential areas. The Future Growth section (section 11) outlines recommended new land uses for these sites.

Additional facilities that will be needed in North Boulder to meet the projected future growth include: a post office (listed as one of the most needed public facilities in the 1989 North Boulder Citizen Survey), child care facilities, a recycling center, transit centers (see section 8), and a police annex (additional police protection will be needed in North Boulder to serve the projected future growth).

RECOMMENDATIONS

Public School

- ◆ Locate a new K-8 school in Palo Park on the site currently owned by the school district. The site will have to be expanded.
- ◆ Consider another smaller school site or sites in North Boulder. Look for sites adjacent to existing or proposed parks.
- ◆ Reassign attendance boundaries to encourage walking and bicycling by students, and to minimize auto drop-offs.

Library

- ◆ Locate a branch library in the proposed Village Center or a neighborhood center.
- ◆ Orient the library services primarily toward the needs of youth and low-income and disadvantaged populations. Literacy services, after-school activities, and pre-school functions are examples of the desired emphases for this branch.

Transit Center

- ◆ Locate new transit centers in the Village Center and in locations shown on the Transportation Plan (section 8).
- ◆ Include features that will make transportation by bus desirable, convenient and comfortable (see page 20 for list of recommended features).

Other Facilities

- ◆ Provide day care, post office, police annex, and recycling center at the proposed Village Center and/or neighborhood centers.
- ◆ Set aside a civic site on Mann property, to establish a strong entry to the city and create a community gathering place. The civic use could be a place of worship, a school, a park with a plaza, or a public meeting house. The design of the building or feature should be developed as part of the gateway (U.S. 36/ Broadway intersection) design.
- ◆ Through the annexation of the Nomad Theater site, allow the theater use to continue, and support residential infill on the site.
- ◆ Consider the expansion of the Foothills Nature Center as a community amenity.

COMMUNITY FACILITIES ACTION PLAN

Action	Responsibility	Cost	Timing
Develop branch library facility in the Village Center or in a neighborhood center: either in cooperation with the property owner/ developer (to provide a building shell or library space), or as a free-standing building.	Library, Planning, Attorneys	\$1M (City's cost for tenant finish furnishings, & equipment) - \$2.5M (if land and building must be purchased. capital (library DET), \$200,000 - \$300,000 annual operation and maintenance (urban renewal fund?)	with Village Center development (1-5 years)
Establish Urban Renewal or Assessment District to implement library, transit center, and other public facilities' development in the Village Center area.	Planning, Attorneys, Library, GO Boulder, BURA, Transportation, RTD	Staff time + blight study \$7500	Immediately
Incorporate Transit recommendations into TMP.	Transportation, GO Boulder, Planning	Staff time	Immediately
Work with BVSD to secure additional land needed in Palo Park for K-8 school during annexation of land north of Kalmia and south of Palo Park and to identify an additional school site in North Boulder.	Planning, Attorneys and BVSD	Staff time,	1-2 years
Consider expansion of Foothills Nature Center function.	Open Space	Staff time	1-3 years
Set aside NE corner of Mann prop. for civic site.	Planning	Staff time	at Major Site Review for the Mann property
Develop annexation agreement for Nomad Theater to allow continued use of theater in residential zone.	Planning, Attorneys	Staff time	with annexation of the property

8 TRANSPORTATION



GOALS

- ◆ Encourage walking, biking, and transit use by providing safe, comfortable and convenient pedestrian and bicycle path connections.
- ◆ Determine locations for future transit centers. Determine methods to calm traffic speeds on neighborhood streets.
- ◆ Design a stronger entry/ gateway to the City at Broadway and U.S. 36.

OBJECTIVES

- ◆ Pursue aggressive strategies to reduce the number and distance of car trips.
 - Slow cars, especially on high-volume residential streets near schools and where cars consistently exceed speed limits.
 - Develop physical improvements, such as narrowing existing streets.
 - Consider increased speed limit enforcement.
- ◆ Consider traffic slowing techniques on North Boulder streets as part of the Neighborhood Traffic Mitigation Program, which will prioritize streets to receive mitigation measures, based on City-wide needs and cost/benefit assessments. Provide recommendations to the program for highest priority improvements in North Boulder.
- ◆ Test mitigation solutions first with temporary structures, before more expensive, permanent solutions are installed.
- ◆ Mitigate traffic noise when developing traffic speed mitigation.
- ◆ Examine problems and issues associated with poor east-west circulation in the central part of the subcommunity, including traffic flow and volumes, air quality, and safety. Identify solutions that would be most appropriate and effective. Consider alternative solutions including:
 - creating more street connections,
 - improving pedestrian/bicycle system,
 - calming traffic,
 - encouraging school children to walk, bike and take the bus to school, and
 - locating any new school where traffic will be reduced.
- ◆ Inter-connect the street network in new neighborhoods, both internally and with existing streets, so that the traffic load on residential streets is equitable, car trip distances are minimized, and walking and bicycling are convenient.
- ◆ Increase opportunities for safe and efficient pedestrian and bicycle travel throughout the subcommunity by:
 - developing long, continuous routes within the subcommunity and connecting to existing or future routes in adjacent subcommunities (Central Boulder and Palo Park);
 - identifying and resolving missing links, both on-street and off-street, so that systems are complete;
 - providing and enhancing bike lanes on collector and arterial streets for cyclists seeking direct, high-speed routes;
 - installing sidewalks on school routes;
 - not allowing future street closures or right-of-way/ easement vacations in areas where bicycle or pedestrian access might be appropriate in the future.

- ◆ Make getting around by bus a convenient and attractive alternative to driving.
 - Provide recommendations for extending bus service to major new destinations and established areas that lack service.
 - Consider a frequent circulator internal to the subcommunity, providing service between residential areas and subcommunity centers.
 - Provide transit centers with shelter from the elements, seating, covered bicycle parking, schedule and fare information, and newspaper racks. Additional features could be: pay telephones, real time bus video display, a snack and/ or coffee shop, a convenience store, bicycle storage lockers, a bank teller machine and/or a dry cleaner.
- ◆ Elevate the quality of street design, so that streets are more attractive and inviting for pedestrians, bicyclists, bus riders, and drivers.
- ◆ Strengthen the sense of entry by car into the City at the north end of the subcommunity.

BACKGROUND

Overall Circulation

The layout and design of an area's streets and paths have a tremendous effect on neighborhood livability, design, and character. Accordingly, much emphasis was placed on the development of an overall circulation system for North Boulder. The goals were to:

- create an integrated network of streets, yielding more path options for both motorists and users of alternative travel modes;
- establish blocks that are small, better serving pedestrians and helping calm traffic;
- develop a land use pattern that would not require future road widening (for more on this, see section 11); and
- view streets as multi-purpose public spaces, not just roads for cars.

The design of the circulation system considered not only traffic capacity, but also neighborhood character and pedestrian and bicycle-friendliness. The recommended circulation system, the Transportation Plan, is shown on pages 24 and 25. Immediately following the adoption of this plan, City Council approved an ordinance to ensure implementation of the Transportation Plan. When properties in North Boulder develop or redevelop, Section 9-3.3-14(b) of the Boulder Revised Code now requires that rights-of-way in conformance with the North Boulder Right-of-Way Plan are reserved or dedicated to the city. The Transportation Plan in this section reflects the ROW Plan at the time this plan was printed. It reflects amendments made by Planning Board and City Council in the Crestview East and Crestview West areas in 1997. However, subsequent amendments may have been made. For the most recent ROW Plan, check with the city Planning Department.

East-West Connections

One of the specific circulation issues that was evaluated in the planning process was the incomplete street network in the area bounded by 19th and 28th, Iris and Violet. This system results in a few streets carrying most of the area's traffic. Development in this area in the last ten years occurred without a transportation plan at the neighborhood level. New developments in many areas did not incorporate east-west connections and many existing east-west streets were closed. Although traffic volumes are well within the streets' capacity, the few

east-west through streets that remain carry a disproportionate load of traffic. The pedestrian and bicycle system in this area is incomplete, yet Crestview Elementary School and Centennial Middle School are located here. The circulation problem has two sources.

- First, the number of street connections are limited so streets such as Violet, Upland, Sumac, Redwood, and Quince have very long blocks, up to 1500 feet. More walkable street networks have 300 foot blocks. The result is that north-south pedestrian and bicycle travel is funneled onto 19th and 26th Streets, busy collectors that are less than desirable for walkers or bicyclists, who prefer quieter streets.
- Second, most of the streets lack sidewalks, bicycle lanes, and safe crossings. There are no school crossing guards and no signalized crossings on 19th Street. Not surprisingly, parents are reluctant to have their children walk or bike to school.

Children are being driven to these two schools at a higher rate than the national average. This and the fact that automobile trips to and from these schools constitute as much as 40% of traffic in the area became a key factor in determining how to address the east-west connections problems discussed above.

Many alternatives were analyzed in the planning process, including adding or opening streets. A transportation study done by the City (Appendix D) indicates that, because the biggest traffic-generators in this area are two schools, and one is located on a through street, opening one or two new streets would only reduce traffic on existing through streets by approximately 10% to 20% .

In the end, therefore, the Plan recommends creating a fully connected system in new areas-- so as no to repeat past problems-- but, in existing established areas, to focus first on making walking and biking safe and convenient (see recommendations on page 22). If car trips are converted to bicycle or walking trips, it will reduce through traffic and allow more children to get safely to school by themselves. A combination of physical improvements to pedestrian/ bicycle on-street and off-street systems, traffic-calming measures, and walk/ bike/ bus promotion programs would be a more cost effective, less disruptive way to ease the traffic impact on through streets than opening and creating new east-west streets in existing established areas.

Pedestrian and Bike Facilities

As a whole, the subcommunity lacks a completely connected network of pedestrian and bicycle paths, lanes and routes. The Transportation Plan on page 26 recommends an improved network including connections to existing and future destinations, such as new parks, shopping and residential areas. In addition to the east-west bicycle and pedestrian routes along and near the creeks, recommendations for completing two routes to downtown, one along 9th Street, the other along 13th Street are shown on the Plan.

In many locations, simply creating pedestrian cut-throughs or short paths, such as at the end of culs-de-sac, could greatly reduce walking and biking distances without affecting neighborhood character, and are shown on the Transportation Plan. Also, routes along North Boulder's many low-traffic residential streets, which feel safer and more attractive to many bicyclists and pedestrians than routes along major streets, are shown.

Traffic speed

Traffic speed is another safety issue for children walking and biking to school. Besides the sense of threat and disrespect that driving over the speed limit conveys to residents, faster cars are noisier, especially as they stop and accelerate at stop signs.

The Norwood street improvement project, which was under way when the subcommunity planning process started, explored options

for calming traffic on that street and nearby intersections. A new Neighborhood Traffic Mitigation Program, administered by the Transportation Division, will handle this issue in North Boulder, as throughout the City.

Traffic noise

Traffic noise also was a concern expressed by many residents of North Boulder, especially residents near 28th Street. There is minimal to no sound buffering on 28th Street (US 36) to shield the residential neighborhoods from its noise impacts. The fencing that now exists along parts of the corridor cuts some traffic noise, but earth berms, which are far more effective, are few and modest. Traffic noise will become an even more serious problem with time, as traffic on US 36 is projected to increase, and housing units are expected to be built in the Yarmouth North area, thereby subjecting even more people to US 36 traffic noise. Noise impacts from Broadway also may become a more pressing issue as traffic increases there. The plan recommends careful, noise-conscious site layout, building design, and noise buffers, so that new development can provide its tenants and/or residents a better, more peaceful quality of life.

Street character

In addition to the location of streets, the planning process defined the desired street character. Specific street cross-sections are shown on pages 23 and 24. Where cross-sections are not provided, narrower streets with detached sidewalks are preferred wherever possible.

North Broadway

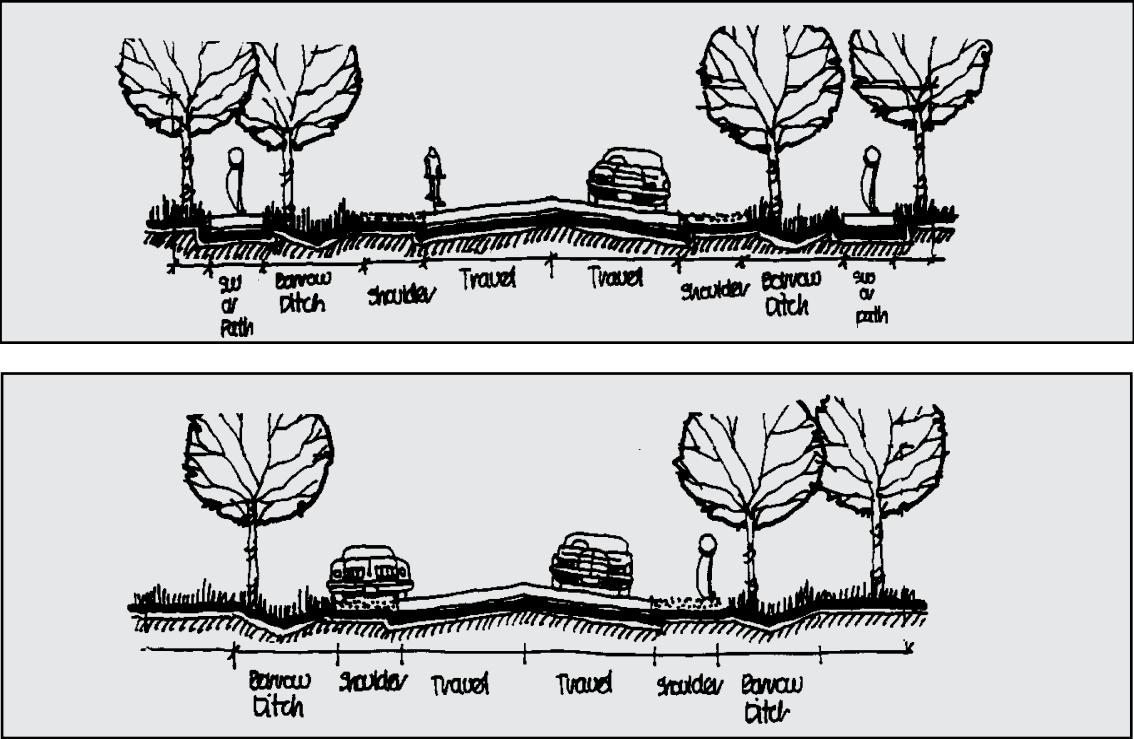
While a general cross-section is shown for North Broadway, the development of a detailed plan for the streetscape is under way as one of the first phases of implementation of the Plan. New development or redevelopment along Broadway will be expected to comply with the streetscape plan once it is adopted.

19th Street

A redesign of 19th Street to reduce traffic speed, improve pedestrian safety crossings near school routes, and add continuous detached walks along both sides is also recommended as a later implementation phase of the plan.

Rural Streets

For streets in the lower density residential areas of North Boulder, residents have expressed an interest in maintaining the character of the “rural” street section, characterized by no sidewalks, grassy borrow ditches instead of curb and gutter drainage, no or few painted traffic lines, and little street lighting (see illustration below). From an environmen-



A typical North Boulder "rural" street section which features borrow ditches and no street lighting. On streets where densities are low and traffic is very light (in Githens Acres, for example, where the streets do not connect), pedestrians and bicycles are safe and comfortable walking in the street. On routes to school (Sumac and Upland, for example), separated paths or sidewalks are essential. With the adoption of Residential Access Project (RAP) street standards, most streets generally have enough right-of-way to install detached walks without the use of curb and gutter drainage. In other cases, such as on 19th Street, curb and gutter will be required to have space for detached walks along the complete stretch of the road.

tal standpoint, borrow ditches are preferable to the piped drainage offered by curb and gutter, since it allows storm water to percolate back into the ground, filtered by the soil as it flows. Some of the semi-rural roads, particularly the arterials and collectors, are key routes to school and therefore need detached side-walks.

These roads will be studied in more detail to determine whether there is enough space to accommo-date both a borrow ditch and a walk. Efforts will be made to keep borrow ditches wherever possible, to maintain a rural quality and enhance storm water quali-ty.

Other Streets

Recommendations related to street character are included in other sections of the Plan (for example, the development guidelines in sections 5 and 6).

Generally, they include:

- that the outer edge of development (along parks, open space, etc.) should be faced by the fronts of buildings, not the backs; and
- that alleys should be used wherever possible to provide a “service” side to properties and reduce curb cuts and sidewalk interruptions on the “public” side of lots.

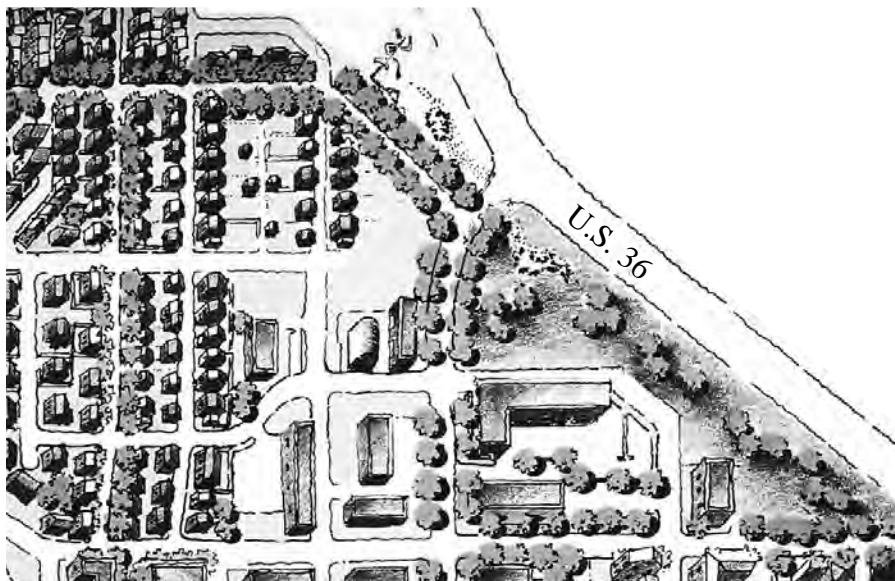
In most cases on-street parking is seen as desirable because it disperses parking, minimizes the need for expansive lots, and provides a buffer between pedes-trians and passing motorists.

Gateway

The northern edge of North Boulder, where Highway 36 intersects Broadway, is a major entrance to the City. Drivers entering from the north pass through this inter-section. This area is where the gently rolling grasslands along Highway 36 give way to the more urban landscape of commercial and industrial buildings and, further on, residential neighborhoods. The Plan gives careful consideration to the visual quality of the redevelopment planned for the sites bordering the entrance to the City, because of the visual prominence of these sites. In

addition to the development guidelines for Lee Hill Road and for Yarmouth North (pages 11 and 12), the Plan recommends the development of a North Broadway streetscape plan as one of the first phases of implementing the Plan. The streetscape plan will address how to improve the appearance of industrial parcels on the west side of Broadway near the entrance to the city. It will also create a more detailed plan for the Highway 36 and Broadway intersection. During the North Boulder planning process, several alterna-tives for the gateway were considered. The concept that was favored and is recommended here is that the gateway focus on landform and landscape design rather than on any architectural treatment or “statement.” It should reflect the natural beauty of the city and accentuate views from this area to the foothills, possi-bly by slightly raising the Broadway/ Highway 36 intersection.

The proposed gateway area should provide a transition from the open space areas to the north and the developed areas of North Boulder, and should re-align the Broadway/US 36 intersection.



The gateway to the city from the north should focus on landform/ landscape design rather than on an architectural treatment. It should reflect the natural beauty of the city and accentuate views from this area to the foothills, possibly by slightly raising the Broadway/US 36 intersection. The landscape material and placement and final design should address the wildfire haz-ard in the area.

RECOMMENDATIONS:

Connections:

- ◆ See Transportation Plan on pages 25 and 26 for all connection recommendations.

Included are existing and proposed:

- pedestrian and bicycle routes, paths, and lanes,
- streets,
- pedestrian/ bike underpasses,
- ped activated signal locations,
- intersection improvements,
- transit super stop locations, and
- transit routes.

A list detailing the proposed connection improv-ments and their estimated costs is provided as Appendix B.

- ◆ In the central part of subcommunity, focus on reducing school-related car trips and calming traffic on existing through-streets, rather than on creating new east-west street connections. This should include:
 - providing new ped/bike connections (see Transportation Plan, p. 26);
 - improving existing bicycle/ pedestrian connec-tions, including detaching walks along 19th Street;
 - providing underpasses on Violet, Upland, and 19th Street at Fourmile Canyon Creek by Crestview School
 - Locating a new school east of 28th Street, in the Palo Park area;
 - working with Crestview and Centennial to pro-mote walking, biking and riding the bus to school (could include organizing a volunteer crossing guard program and developing pilot program which could be a model for other schools);
 - making physical improvements to slow traffic (see priorities under traffic speed); and
 - monitoring the success of these efforts for five years (or less if significant changes occur in the area) before considering new streets.

If at the end of the monitoring period, more east-west connections are found necessary, vehicular connections should be reconsidered in order to more equitably distribute the traffic burden.

- ◆ Initiate a process such as an assessment district to develop equitable funding mechanisms to establish the desired pedestrian, street, and bicycle system.

Location of Public and Private Facilities:

- ◆ Locate a new neighborhood-scale school in North Boulder within walking distance of new neighbor-hoods.
- ◆ Locate a new school east of 28th Street to primarily serve students living east of the subcommunity, in order to reduce traffic through existing North Boulder neighborhoods.
- ◆ Incorporate a branch library, postal station, and day care center, into the Village Center (along with retail, business and personal services, office and residential uses), so people can accomplish multiple tasks in a single car trip and make use of new pedestrian, bicycle and bus facilities.

Traffic Speed:

- ◆ Re-design 19th Street north of Norwood to reduce traffic speed and provide safe pedestrian access. The design should consider street narrowing, detached sidewalks, and most likely, curb and gut-ter.
- ◆ The Neighborhood Traffic Mitigation Program will decide the priority and timing of traffic-calming efforts on North Boulder streets in the context of others in the city. Highest priority streets in North Boulder should be high-volume residential streets near schools where autos consistently exceed speed limits and where mitigation planning projects have long been under way. These include Norwood, 19th Street, and Kalmia east of 26th Street.

Traffic noise:

- ◆ Require the design of new residential development along Yarmouth, Violet, Broadway and U.S. 36 to minimize and mitigate noise impact (building placement, orientation and height, room layout, construction materials, noise buffering).
- ◆ Require substantial building and pavement setbacks (approximately 70 feet) along US 36 to strengthen the gateway concept, provide a linear parkway, and buffer the highway's noise and visual impacts. It should include a multi-modal path. The specific buffer design should be developed with the final gateway design.
- ◆ Incorporate noise mitigation in the design of any improvements to US 36.

Gateway:

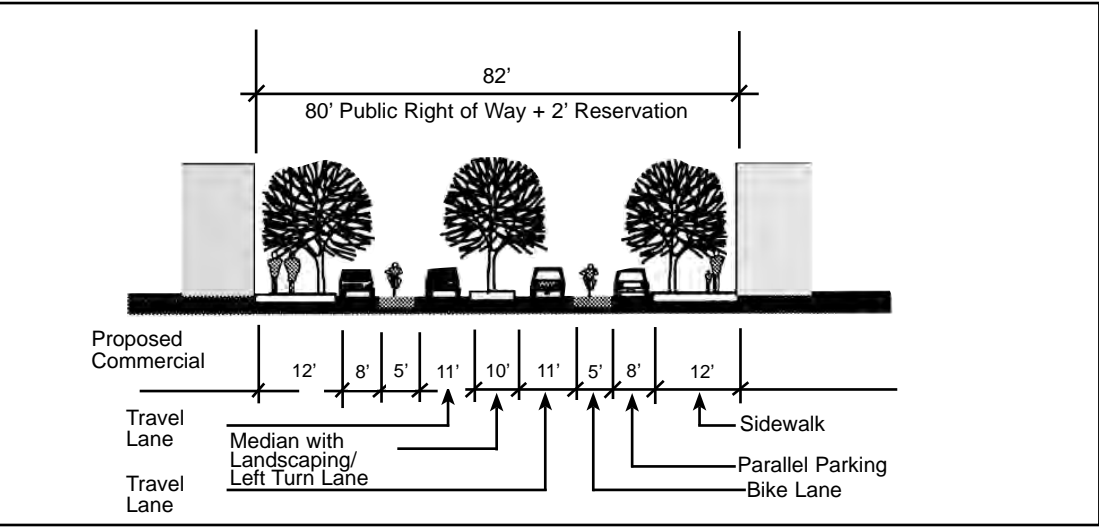
- ◆ Design and construct a gateway to the northern entrance to the City:
- ◆ Focus design on natural landscape/landform, rather than adding architectural or monumental elements.
- ◆ Improve the intersection of Broadway and US 36 by re-aligning it so that the roads meet at a right angle.
- ◆ Develop a linear greenway at US 36 & Broadway that stretches south along US 36.
- ◆ Provide a subtle transition from the gateway intersection to the Broadway corridor. Develop design guidelines for the streetscape in this area.
- ◆ Acquire the State road maintenance facility and other key private properties as needed to implement the gateway design.
- ◆ Strengthen the sense of entry by locating a civic building or three-dimensional feature on the most northeastern part of the Lee Hill Road Area (see Lee Hill Rd. Area Development Guidelines on page 10).

Street Design:

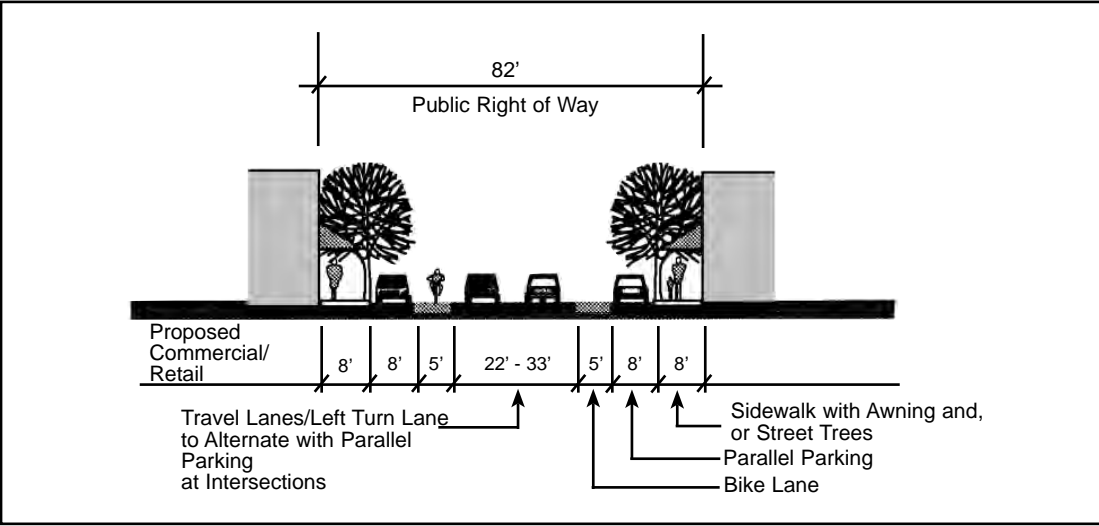
- ◆ Maintain rural street character in the central part of the subcommunity to the greatest extent possible.
- ◆ Design streetscapes in conformance with the streetscape plans below, or subsequently adopted streetscape plans (e.g., North Broadway). Bury utilities on Broadway.

TRANSPORTATION ACTION PLAN

Action	Responsibility	Cost	Timing
Develop ordinance to require compliance with the Transportation Plan during development or redevelopment of properties.	Planning, Attorneys, Transportation	Staff time	Immediately
Explore use of assessment or urban renewal district for equitable funding of street/path improvements in North Boulder. Also consider these strategies along with underground fund for streetscape improvements along North Broadway per streetscape plans and utility underground recommendations in the Plan.	Planning, Transportation, BURA, Attorneys	Staff time	Immediately
Work with Boulder Valley School District to secure additional land needed in Palo Park during annexation of land north of Kalmia and south of Palo Park and to locate an additional school in North Boulder.	Planning, Attorneys, and BVSD	Staff time	1-3 years
Work with Crestview and Centennial to develop a school program to encourage walking and biking to school	Transportation, Planning, BVSD	Staff time	1-3 years
Refine/finalize gateway design and strategy for implementing improvements	Planning and Transportation	Staff time, \$7500 des. cons.	2-3 years
Incorporate traffic speed and traffic mitigation recommendations from page 22 into the Neighborhood Traffic Mitigation Program.	Planning, Transportation GO Boulder, BURA, Attys	Staff time	Immediately
Develop regulatory changes to discourage new cul de sac and flag lots	Planning, Attorneys, Transportation	Staff time	Immediately
Upgrade County enclave streets	Transportation	\$1.5M	after annex.
Develop regulatory changes to ensure compliance with streetscape designs identified in the Plan (Broadway, Lee Hill, Violet, Yarmouth, US36). Rewrite zone district standards to require “build-to” rather than “setback” lines.	Planning, Attorneys, Transportation	Staff time	Immediately
Re-design 19th Street to reduce traffic speed, improve pedestrian safety crossings near school routes, and add continuous detached walks along both sides	Planning, Transportation	\$10,000 design plan construction price N/A	3-5 years

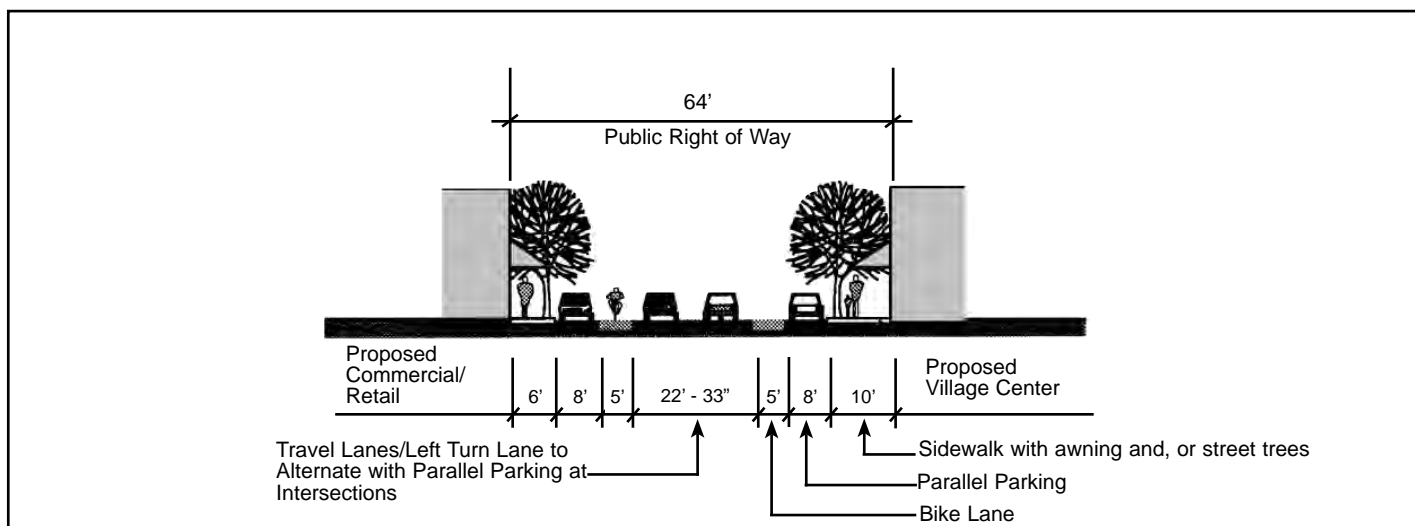


- ◆ **Broadway in the commercial area .** A more detailed streetscape plan for Broadway will be developed as one of the first implementation phases of the Plan. Check with the Planning Department for more information.

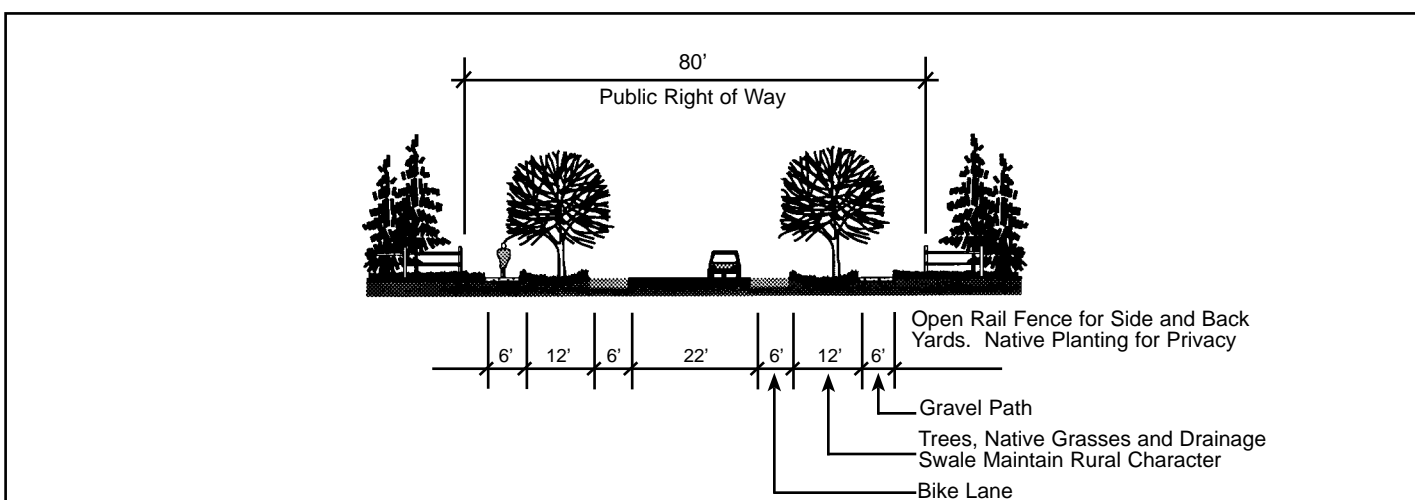


- ◆ **Lee Hill Road in the commercial area from 11th Street to Broadway**

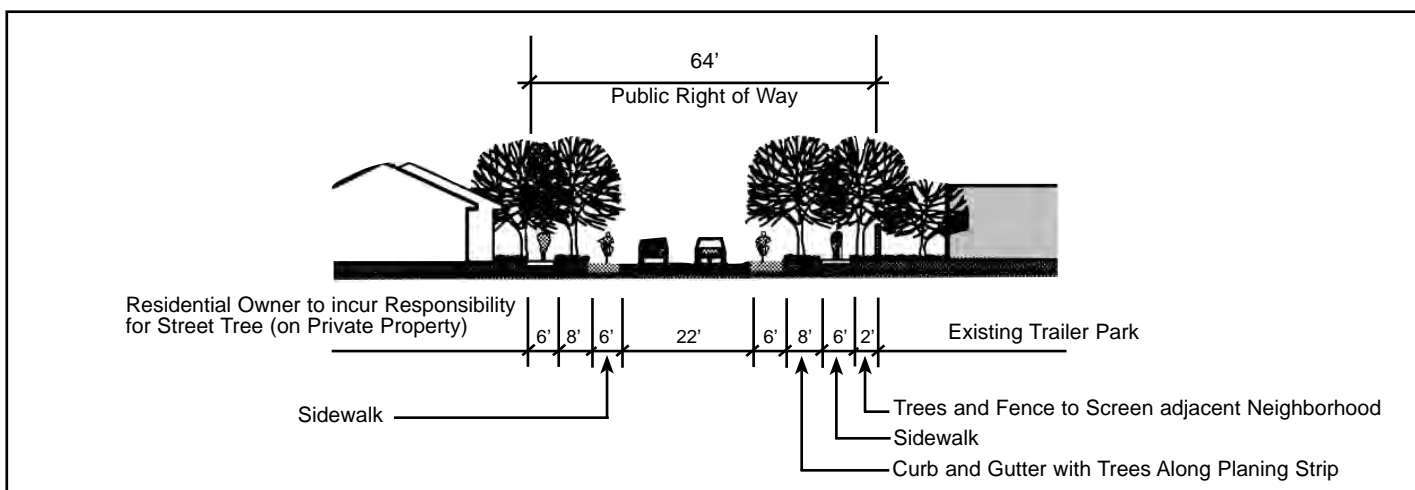
transportation recommendations



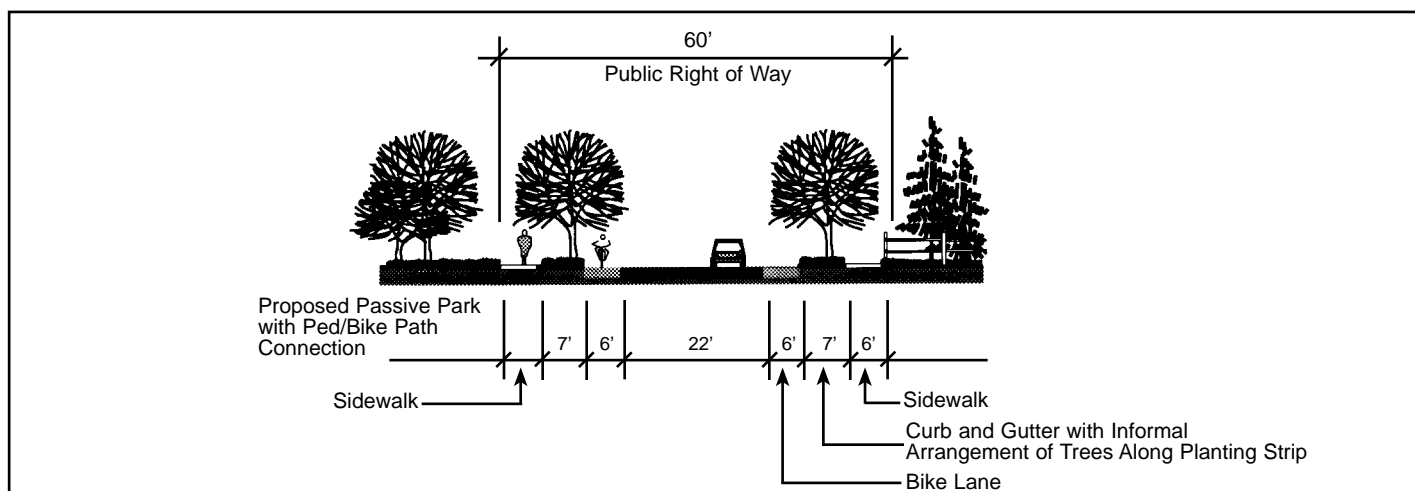
◆ **Yarmouth in the commercial area: from 11th Street to 14th Street**



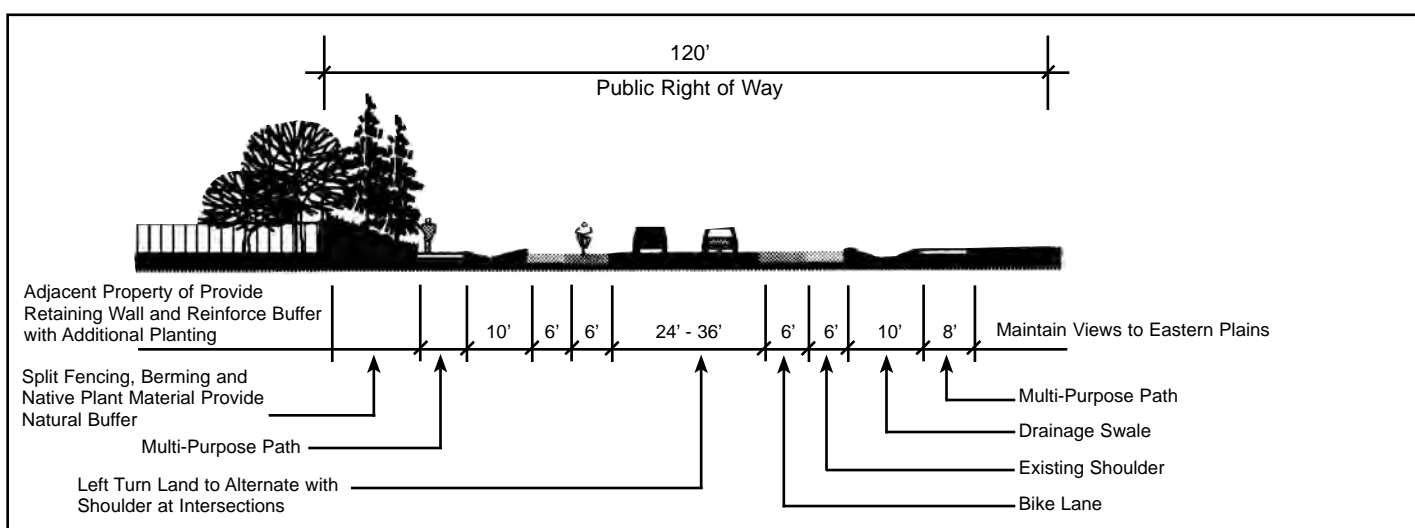
◆ **Lee Hill Road in the residential area: from 11th Street west to the city limits**



◆ **Yarmouth in the residential area: from 14th Street to U.S. 36**

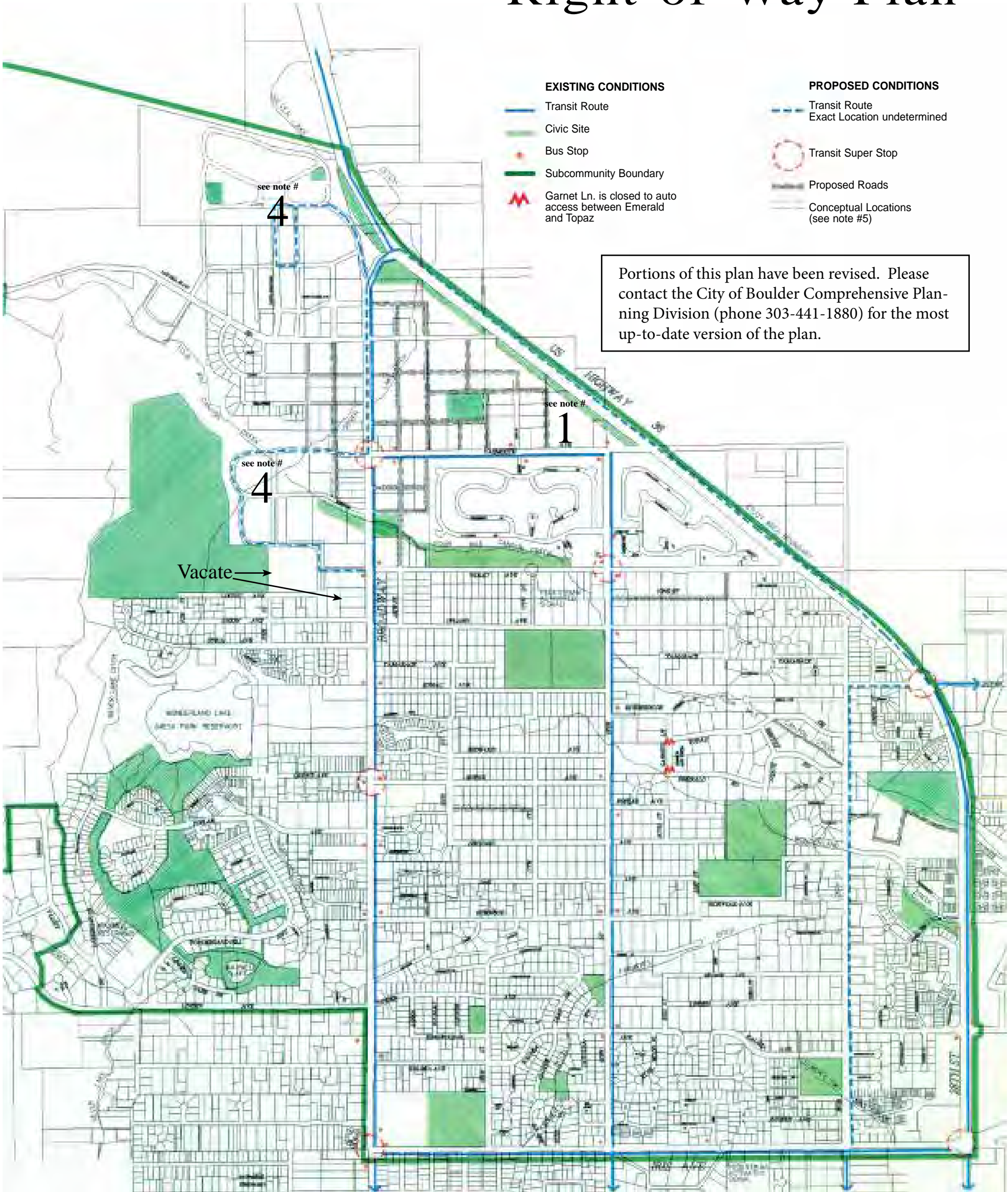


◆ **Violet Avenue**



◆ **US 36 north of Yarmouth to Broadway**

TRANSPORTATION PLAN: Auto/Transit Improvements Right-of-Way Plan

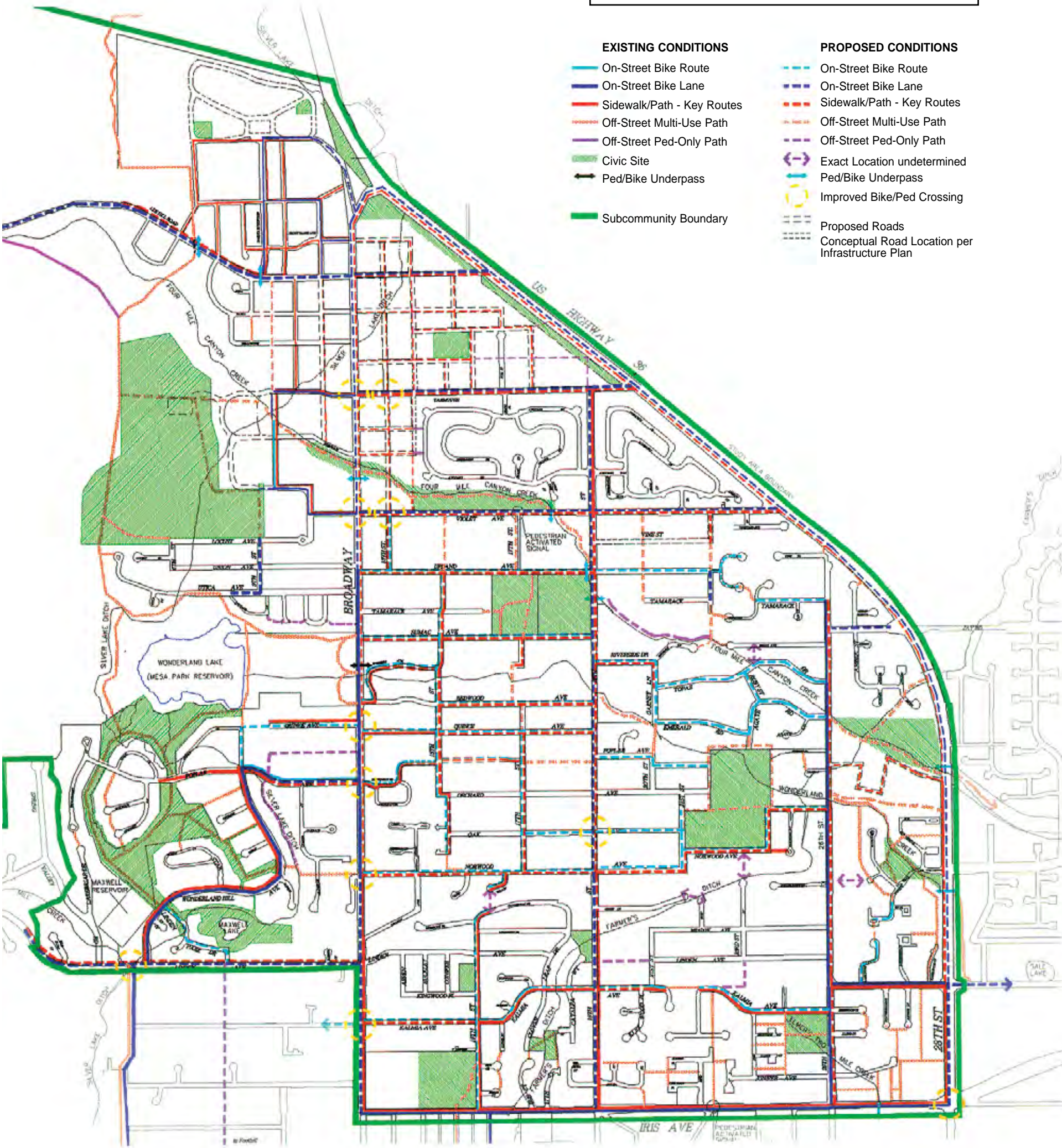


NOTES:

1. Through the Site Review and annexation processes, additional street ROWs will be needed in the Yarmouth North area.
2. Streets installed in the Lee Hill Road area should be built for slow speeds (i.e. as narrow as possible, and with traffic calming designs).
3. Street alignments west of Broadway are intended to reflect the previously adopted North Boulder Infrastructure Plan, with the addition of a single north-south street between Lee Hill Road and Yarmouth Avenue in approximately the 11th Street alignment.
4. As with the adopted North Boulder Infrastructure Plan, streets shown on the Mann property and Foothills property are shown as conceptual locations only. Final street layouts in these areas should be consistent with the development guidelines and finalized during the Site Review process.

TRANSPORTATION PLAN: Bicycle/Pedestrian Improvements Right-of-Way Plan

Portions of this plan have been revised. Please contact the City of Boulder Comprehensive Planning Division (phone 303-441-1880) for the most up-to-date version of the plan.



Note: The existing multi-use paths east of Wonderland Lake shall remain as soft surfaced paths.

9 OPEN SPACE & NATURAL RESOURCE PROTECTION

GOALS

- ◆ Respect the historic, aesthetic and environmental significance of such amenities as views, open space, the city edge, distinctive topography, creeks and irrigation ditches.

OBJECTIVES

- ◆ Protect and restore riparian/wetland habitats and water quality.
- ◆ Minimize the impact of development and human activity on natural resources on Open Space and elsewhere.
- ◆ Prevent erosion of views to the west and of the night sky.

BACKGROUND

Creeks

Four creeks cross the North Boulder Subcommunity. From north to south these are: Fourmile Canyon Creek, Wonderland Creek, Two Mile Creek and Elmer's Two Mile Creek.

Fourmile Canyon Creek is the second longest tributary of Boulder Creek (after South Boulder Creek). Its headwaters are in a draw above the settlement of Sunshine on the eastern slopes of Butzel Hill and Bighorn Mountain. Fourmile Canyon Creek travels five and a half miles before entering the City proper at Lee Hill Road. It wanders southeast through the North Boulder Subcommunity and exits the Elks Club property at U.S. 36. Although much of the Fourmile Canyon Creek riparian corridor through the subcommunity is channelized and degraded, there are stretches that have retained many of their natural features and continue to function as wildlife habitat. For example, the stretch of creek that runs between the Boulder Valley Village Park and Boulder Meadows mobile home park, provides food and cover for urban wildlife.

As Fourmile Canyon Creek continues south of Violet Avenue and flows through unannexed residential properties, its character changes slightly, mostly due to the varied treatment of the creek by landowners. Although much of the tree and shrub cover remains, the proximity of development limits the extent to which portions of the corridor attract a diversity of wildlife. Where the creek flows through the Elks Club property, the presence of significant native vegetation (including a cottonwood overstory) and the relatively low density development along this stretch, again provide needed habitat for some urban wildlife and help protect the water quality of the creek.

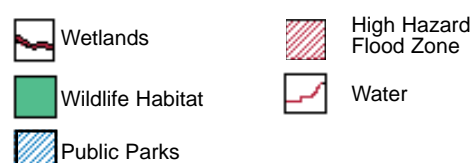
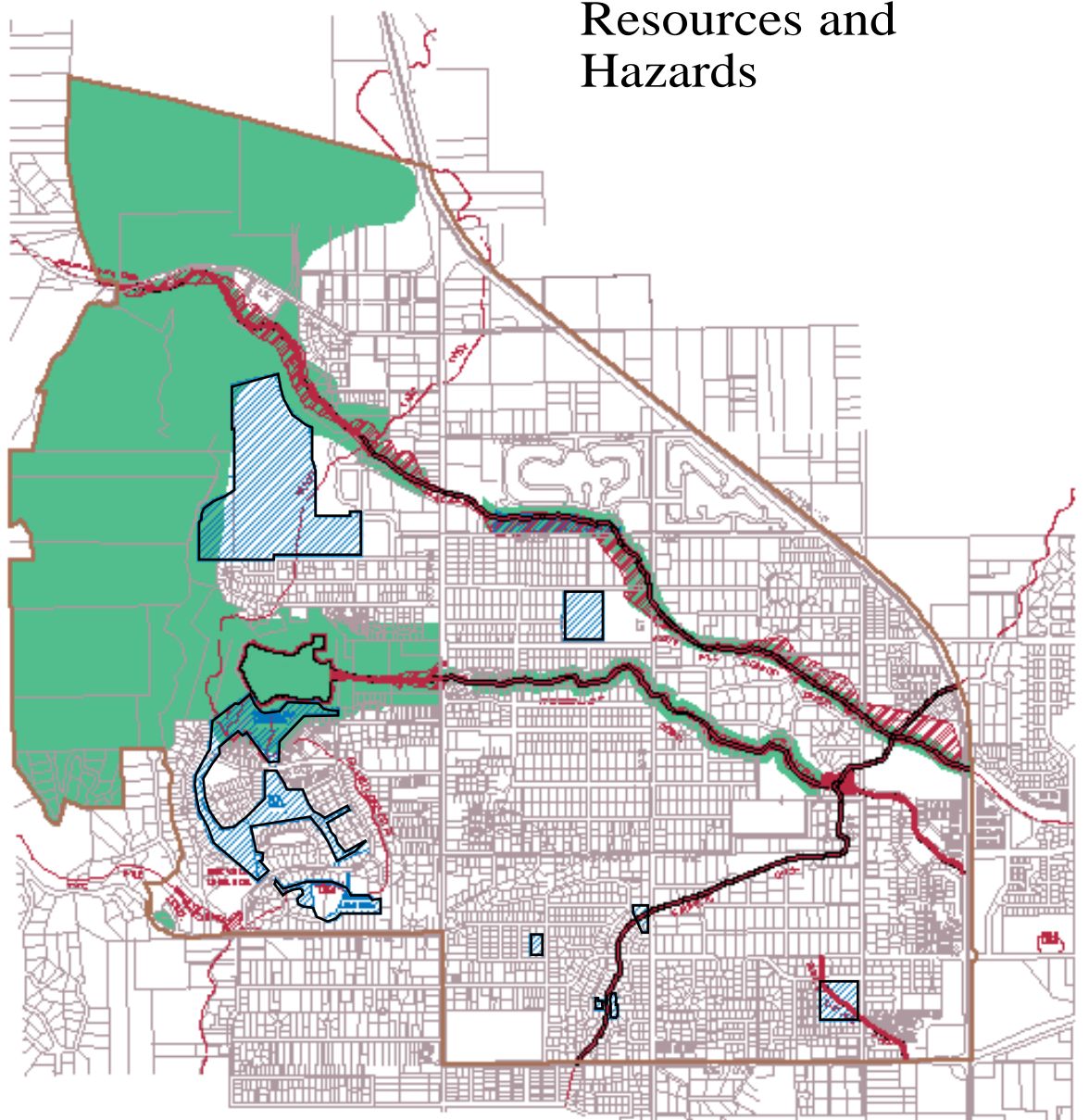
Wonderland Creek is a relatively small drainage that has been both enhanced and degraded by urbanization in the area. The creek probably originates from springs and drainage of the ridge between Linden Avenue and Lee Hill Road. This drainage arises as an intermittent creek within the subcommunity and leaves the area at 28th Street in the vicinity of Winding Trail subdivision.

Two Mile Creek is a moderately sized drainage which arises between Sunshine and Fourmile canyons. It enters the City along Linden Avenue, leaves the subcommunity at Iris and Broadway and eventually joins Goose Creek. Elmer's Two Mile Creek originates at springs and seeps in by Kalmia Meadows subdivision. It exits the subcommunity at Iris and Folsom.

Farmer's Ditch and Silver Lake Ditch also flow through the subcommunity. Important plant and wildlife habitats are associated with ditches, which may function similarly to creeks.

The original natural qualities of the creeks in the subcommunity have been severely reduced by channelization, land development and water diversions. Although the amount of water carried by all these creeks has probably been increased by runoff from roads, drive-ways, parking lots and buildings, the creeks, particularly Fourmile Canyon Creek, are naturally intermittent streams.

Environmental Resources and Hazards



Wetlands are located along Fourmile Canyon, Wonderland, and Elmer's Two-Mile Creeks. Wetlands in the county enclaves are not mapped.



North Boulder contains spectacular views and open space areas.

Wetlands

Wetlands are located along all of the creeks. High groundwater throughout the subcommunity and especially between Wonderland and Fourmile Canyon Creeks creates several additional pockets of small wetlands fed primarily by groundwater discharge. Portions of Wonderland Creek are associated with relatively large, significant wetlands. The wetlands between 15th and 19th Streets especially provide an unusual diversity of wildlife habitats and micro-environments for an urbanized area. Seeps, a high water table, ground water discharge areas, ponds, remnant tall grass communities, and development set back substantially from the floodplain have all contributed to the important local character of this urban wetland complex. Residents living adjacent to Fourmile Canyon Creek in Githens Acres and on Poplar Avenue along Wonderland Creek report that a large diversity of bird species inhabit these wetlands throughout the spring and summer.

Although the creeks and their associated wetlands in the North Boulder subcommunity are considered highly disturbed, the environmental value and restoration potential of these systems are high. Wonderland and Fourmile Canyon Creeks rank low to medium for most of their wetland functions. However, they present some of the few remaining opportunities in Boulder to protect, restore and enhance a significant stretch of creek corridor as an ecologically functioning riparian habitat.

Riparian/wetland systems, particularly mature cottonwood-willow stands, provide habitat for the majority of native species in the region. The wetlands also serve valuable functions of groundwater recharge/discharge, shoreline anchoring, and trapping and filtering runoff from adjacent land uses.

Groundwater quality

In 1989, a groundwater contamination problem was identified when a sample collected from a residential well on Violet Avenue was found to contain organic solvents. The source of these solvents was traced to the former site of Centerline Circuits located at 4575 North 11th Street. The contamination resulting from the disposal of solvents on that site has since migrated through groundwater to the east and southeast to the vicinity of 26th St. The groundwater contamination has been identified in residential wells in the area extending from Centerline to 26th St. and between the Meadows Mobile Home Park on the north and Wonderland Creek on the south.

The migration of the plume is a result of the natural groundwater flow regime and groundwater recharge in the Fourmile Canyon and Wonderland Creek drainage areas. The extent of the plume is constrained on the north by the geology of the area and on the south by groundwater recharge and discharge in Wonderland Creek. In effect, the contaminated plume emanating from the Centerline facility is controlled by natural groundwater flow and the effects of localized area groundwater recharge associated with Fourmile Canyon and Wonderland Creek drainages.

Based on preliminary information about contamination in the subcommunity, enhancement of the natural recharge and discharge functions of wetlands along the creeks east of Broadway and west of 28th St. may provide an added benefit in addressing groundwater contamination in the area by enhancing existing groundwater flow. Further hydrologic studies of groundwater and plume movement would be necessary in making further recommendations.

The best long term solution to the contamination problem, however, is the provision of public water to properties in the area. Five parties who have agreed to participate in the clean-up, have agreed to contribute \$400,000 toward the provision of City water service to properties in Crestview West. Upon annexation of the area (see section 5), the City will install water and sewer mains so that property owners will be eligible to hook up to public water and sewer service.

The Fourmile Canyon and Wonderland Creeks Study in Appendix E contains a full discussion of

environmental values along the creeks and recommends development standards to preserve these values.

Open Space

The Subcommunity is bordered on the west by a broad band of City-owned open space. Its value for passive recreation and wildlife habitat is enhanced by the presence of Wonderland Lake and the three major creek drainages flowing west to east. The wetlands fringing Wonderland Lake host heron, coots and ducks, among other wildlife. The grasslands west of the lake are home to coyotes.

The band of Open Space along the western edge of the subcommunity lies at the junction of the Great Plains and the foothills of the Rocky Mountains. Here, the woodlands and shrublands of the Front Range foothills meet the grasslands of the Great Plains. The elevational gradient at this juncture causes abundant biological diversity. Large predators (e.g., mountain lion and black bear) use the woody draws and rocky outcrops in this area. Rare plants occur on the shale outcrops along the northern edge of the city limits. Rare reptiles and amphibians such as the prairie rattlesnake and the tiger salamander are also found here.

The Mann property has similar environmental value due to its location and the quality of its natural resources. The Mann property is also habitat for Bell's twinpod (*Physaria bellii*), a plant species of special concern identified in the Boulder County Comprehensive Plan. This plant grows on shale outcroppings and can be found along the northern slope of the property. In addition, the mountain slopes along the western edge of the property pose geologic hazards due to the mass movement and swell/consolidation potential (source: BVCP Geological Development Constraints Map).

Views

The North Boulder Subcommunity offers some excellent views of spectacular natural features: Dakota Ridge and the soft, grassy base of the foothills are visible from many locations throughout the subcommunity. The Flatirons, with downtown Boulder at their base, are particularly visible from the bluff whose southern edge is Norwood. At 19th and at Broadway, Norwood could be considered internal "gateways," as they offer striking views of the Flatirons to the south and, for the traveller, evoke a sense of approach into downtown Boulder.

Residents of the subcommunity have noted that one special quality of the area is the clarity of the night sky. Relatively low density residential development and minimal commercial and industrial development have minimized illumination of the night sky. Lighting from existing and new development -- streets and buildings -- threatens to erode bright views of stars and planets against a dark sky.

Wildfire hazard

The western edge of the subcommunity is a wildfire high hazard zone. While wildfires are generally a healthy ecological process, the City is committed to minimizing risks to human life and property. The City, in cooperation with other agencies, has launched a comprehensive program to educate citizens and institute policies and regulations to reduce wildfire hazard.

Future challenges

Expanding urbanization poses challenges to the protection of the environmental quality of the subcommunity. Increased development and recreational demands will continue to apply pressure to air and water quality as well as creek, ditch and wetland systems, and threaten view sheds which characterize the subcommunity. While it is not possible to bring back pre-settlement conditions within the City or to fully halt change, there is much potential for protecting and restoring ecological processes of the subcommunity.

RECOMMENDATIONS

Environmental education

- ◆ Enhance the use of the Foothills Nature Center as a community center for environmental education.

Channel and water quality protection

- ◆ Protect, restore, and enhance wetlands for water quality and habitat improvement at the following locations:
 - Fourmile Canyon Creek through the Elks property.
 - Fourmile Canyon Creek from Broadway east to Violet Ave.
 - Wonderland Creek from 15th St. to 26th St.
- ◆ Minimize surface pavement in areas of high groundwater recharge, particularly in high hazard flood zones and floodplains.
- ◆ Protect surface water quality, control stormwater flow, and enhance groundwater recharge through construction of stormwater low-flow channels during redevelopment at the following locations:
 - North of Fourmile Canyon Creek and east of Broadway (collection basin for redevelopment west and east of Broadway).
 - Elks site, south of Fourmile Canyon Creek.
- ◆ Require a building and pavement setback along ditches for the protection of water quality and other natural values, neighborhood aesthetics, and community design. Keep ditches open.
- ◆ On Elks property, acquire riparian buffer beyond conveyance zone of Fourmile Canyon Creek for environmental protection.
- ◆ Explore ways to protect other drainages through urban open lands planning.
- ◆ Work with Homeowner Associations to educate landowners about their wetlands and provide guidance for their protection and restoration.

Habitat protection

- ◆ Protect and reduce impact to habitats on adjacent Open Space through the following means:
 - Design sites to concentrate densities away from the boundaries with Open Space, and maintain natural hydrological systems.
 - Direct Open Space access to designated trailheads and maintained trails in cooperation with the Open Space program. Use fencing to guide access and prevent informal trails, if necessary.
- ◆ Landscape with native and xeriscape plants. Besides enhancing natural habitats, this will also prevent invasive plant infestation and conserve water.
- ◆ Protect wildlife habitat along Wonderland Creek between 15th and 19th Streets by strengthening regulations, eliminating flag lots or acquiring conservation easements.
- ◆ Protect the creek corridor and wetlands on the site at 19th and Wonderland Creek through develop-

ment review.

- ◆ Explore ways to protect other habitats through urban open lands planning.

Wildfire hazard mitigation

On redevelopment sites near the western boundaries of the subcommunity:

- ◆ Locate fire access roads (minimum 12 ft. wide) between new development and wildfire-prone areas.
- ◆ Locate fire hydrants on the outside of fire access roads at 500 ft. intervals, according to City standards.
- ◆ Locate hydrants at or near site accesses.
- ◆ Provide a secondary egress in new developments for evacuation and fire equipment.
- ◆ Use of non-combustible building materials should be seriously considered throughout all facets of building construction.
- ◆ Maintain space around buildings with appropriate vegetation management.

View protection and preservation of distinctive topography

- ◆ For all North Boulder projects subject to site review and for design of new public facilities, identify park locations, street layouts and building location and orientation that will protect and take advantage of view opportunities.
- ◆ Keep development back from the north and west edges of the City to protect public views from U.S. 36 and Foothill Trail (see Lee Hill Road Development Guidelines, page 12).
- ◆ Create a stronger gateway to the City at Broadway and U.S. 36, per the recommendation in section 8 (Transportation).
- ◆ Where major roads cross creeks (e.g., Fourmile Canyon Creek at Broadway or 28th St., Wonderland Creek at 19th St.), preserve the view shed into the creek corridor through riparian habitat enhancement or restoration.
- ◆ Require new development to maintain creeks and ditches as visual amenities.
- ◆ Require new development to minimize night sky illumination by installing shielded, downward-angled, motion-sensor driven, and proper wattage lighting. New streetlights should be installed only where absolutely necessary and should be carefully designed.
- ◆ Require that siting of new buildings and alignment of new roads harmonize with existing topography.
- ◆ Require a building and pavement setback along Fourmile Canyon and Wonderland Creeks in conformance with the results of the recommendations in the Creek Study, Appendix E.

OPEN SPACE AND NATURAL RESOURCES ACTION PLAN

Action	Responsibility	Cost	Timing
Implement recommendations from the Fourmile Canyon and Wonderland Creek study (Appendix E) through: wetland mitigation banking, greenways improvements, site acquisition, and Site Review.	Planning, Transportation	Staff time	Immediately
Require wildfire mitigation during Site Review of properties along western edge of subcommunity.	Planning, Fire	Staff time	During Site Review
Require View Studies for key sites during Site Review to ensure preservation on important views.	Planning	Staff time	During Site Review
Require Village Green at Fourmile Canyon Creek and Broadway.	Planning	Staff time	During Site Review of Village Center sites
Develop gateway design and strategy for implementing improvements	Planning and Transportation	Staff time, \$7500 design consultant	2-3 years

10 PARKS & URBAN OPEN LANDS

GOALS

- ◆ While being realistic about funding sources, seek to acquire or preserve more urban open land and urban parks in the subcommunity.
- ◆ Respect the historic, aesthetic and environmental significance of such amenities as views, open space, the city edge, distinctive topography, creeks and irrigation ditches.

OBJECTIVES

- ◆ Overcome existing park deficiencies. Ensure that new development has adequate recreational facilities and existing facilities do not become overburdened.
- ◆ Explore possible role of new urban open lands system in North Boulder and propose specific locations to be considered for inclusion in the system.

BACKGROUND

North Boulder currently is served by four neighborhood parks which meet or exceed the neighborhood park size standards (5-acre minimum): Wonderland Lake, Crestview, Maxwell Lake, and Parkside. Three other parks in the subcommunity are smaller than the neighborhood park standard: Catalpa, Melody, and Pineview. Two additional parks are undeveloped at this time: 7.2 acres north of Violet from 13th to 17th streets, and a 69-acre community park, north of Locust, west of Broadway.

North Boulder meets current standards for park acreage and generally compares favorably to other Boulder subcommunities in park resources. Among all subcommunities North Boulder ranks highest in: total park acreage; total neighborhood park acreage; and percentage of total land area devoted to park sites. It also far outranks other subcommunities in total park acreage per 1,000 residents and in neighborhood park acreage per 1,000 residents. This is mostly a result of North Boulder's low population density. The subcommunity has a high percentage of naturalized areas, but a smaller amount of developed park land and playgrounds.

The only park deficiency at present is that some of the neighborhoods in the northeastern part of the subcommunity fall just outside the service radius of the nearest existing park site. Residents of these neighborhoods would benefit from a park that is proposed on the Elks Club property. Additional development in the northern third of the subcommunity would require additional parks.

An urban open land system is a linkage of undeveloped or partially developed urban spaces (including areas developed for active recreation), defined by an overall framework plan. The system would be comprised of lands under public, semi-public and private ownership which collectively contribute to the stated objectives of the urban open land plan. Urban open land systems begin with a range of clearly defined and coordinated functions based on community needs and goals such as recreation, environmental protection, enhancement of community character, and bike-ped connections.

If funding for a city-wide urban open lands system becomes available, the maps on page 31 show how such a system could be developed for the North Boulder Subcommunity. Since the urban open lands serve multiple functions, some of the recommendations below are also mentioned in the Transportation section (Bike/Ped Connections and Gateway) and the Open Space and Natural Resource Protection section.

Implementation of an urban open lands plan would involve the following:

- Seeking a source of new funding for acquisition;
- Strengthening land use regulations;
- Encouraging donations and neighborhood acquisitions;
- Developing management strategies.

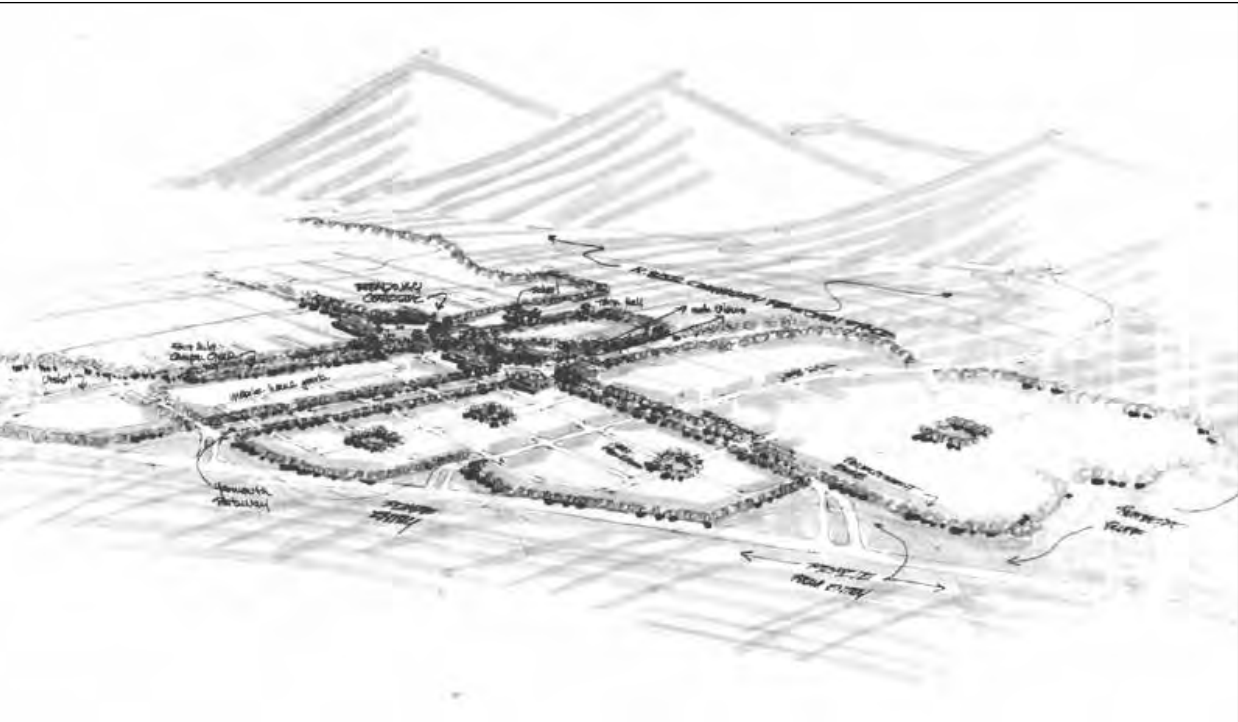
RECOMMENDATIONS:

- ◆ Work with the Parks and Recreation Department to re-assess park standards in its Master Plan revision. Issues include walking distance standards, minimum sizes, and park standards for commercial development.
- ◆ Anticipate the future need for a neighborhood park in the Lee Hill Drive area by providing a neighborhood park on the Mann property.
- ◆ Plan a new neighborhood park in the Yarmouth North area to serve future development there.
- ◆ Work with the Parks and Recreation Department in the re-design of the North Boulder Community Park Master Plan. It may be preferable to locate active uses on the east side of the site and to better protect adjacent Open Space.
- ◆ On the Elks property, acquire the riparian buffer beyond the conveyance zone of Fourmile Canyon Creek and property north of the creek for environmental protection and park use. The eight acres north of the creek will meet the current need for a neighborhood park in the northeast part of the subcommunity.
- ◆ Provide a village green and linear greenway in the Village Center for flood plain and riparian protection, ped/bike travel, gateway enhancement and park use.
- ◆ Acquire an easement along the Wonderland Creek between 19th and 20th Streets for pedestrian access.
- ◆ Acquire easements for bike-pedestrian connections extending from 13st Street to Norwood and connecting 22nd/ 23rd Street to Centennial.
- ◆ Develop a gateway at Broadway and U.S. 36 and continue a linear park along U.S. 36 from Broadway to Violet. Require setbacks along U.S. 36 through the site review process.

Parks

	North Boulder	North Boulder rank relative to other sub-communities
Total park acreage	131 acres	1
Total neighborhood park acreage	57 acres	1
Total number of parks	9 parks	2 (tie)
Total park acreage per 1000 residents	12.5 acres/1000	1
neighborhood park acreage per 1000 residents	5.5 acres/1000	1
% developed acreage of total park acreage	42%	7
% naturalized acreage of total developed acreage (not including undeveloped park sites)	60%	1
number of parks with playgrounds	5	5 (tie)

North Boulder ranks high for total park acreage compared to other subcommunities, but low for percentage of developed park acreage. Source: City of Boulder Parks and Recreation Department, 1994.



Open Space Framework and new neighborhood-serving parks as sketched at the charrette. North Boulder offers spectacular views and over 900 acres of preserved open space.

Figure 1: Pedestrian/Bicycle Connections

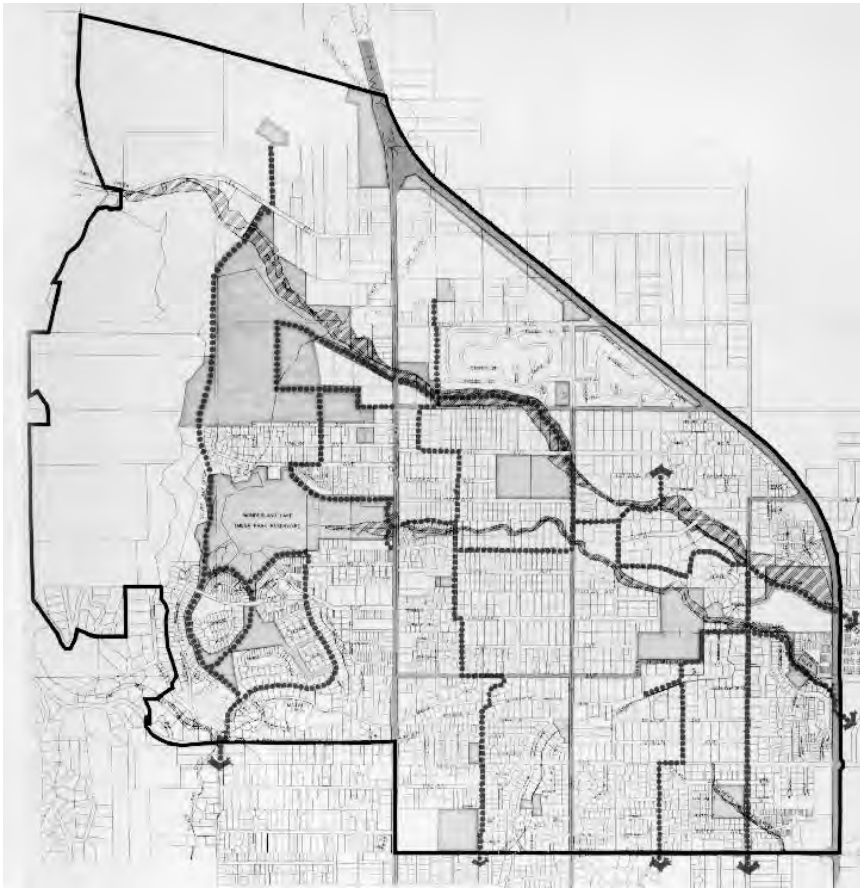


Figure 2: Active and Passive Recreational Functions

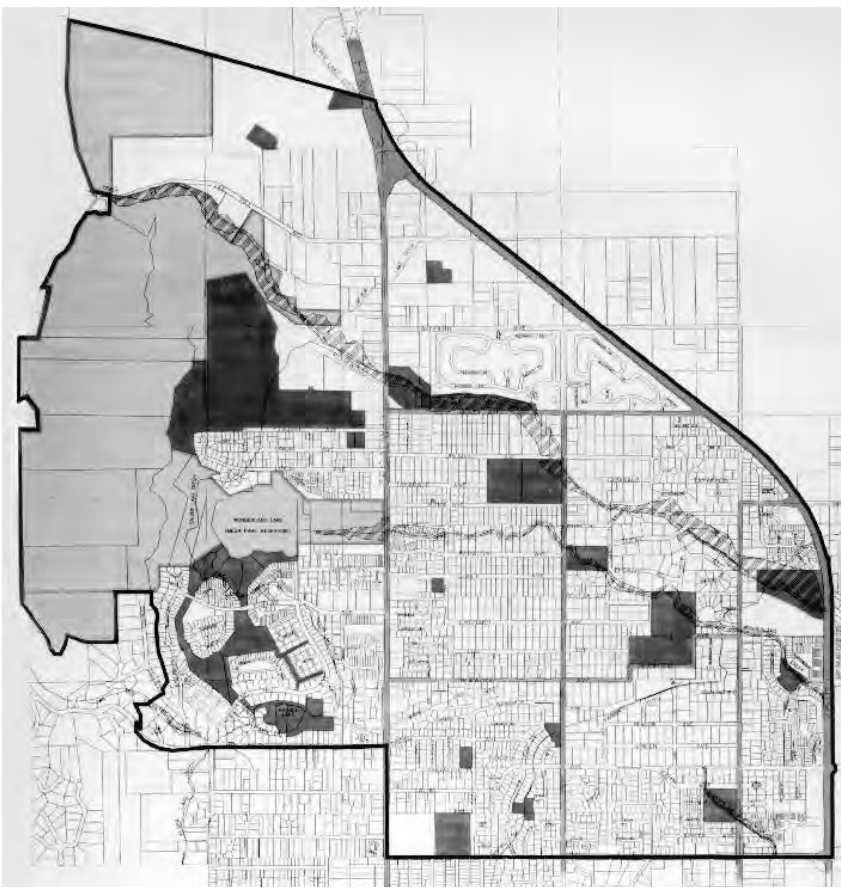
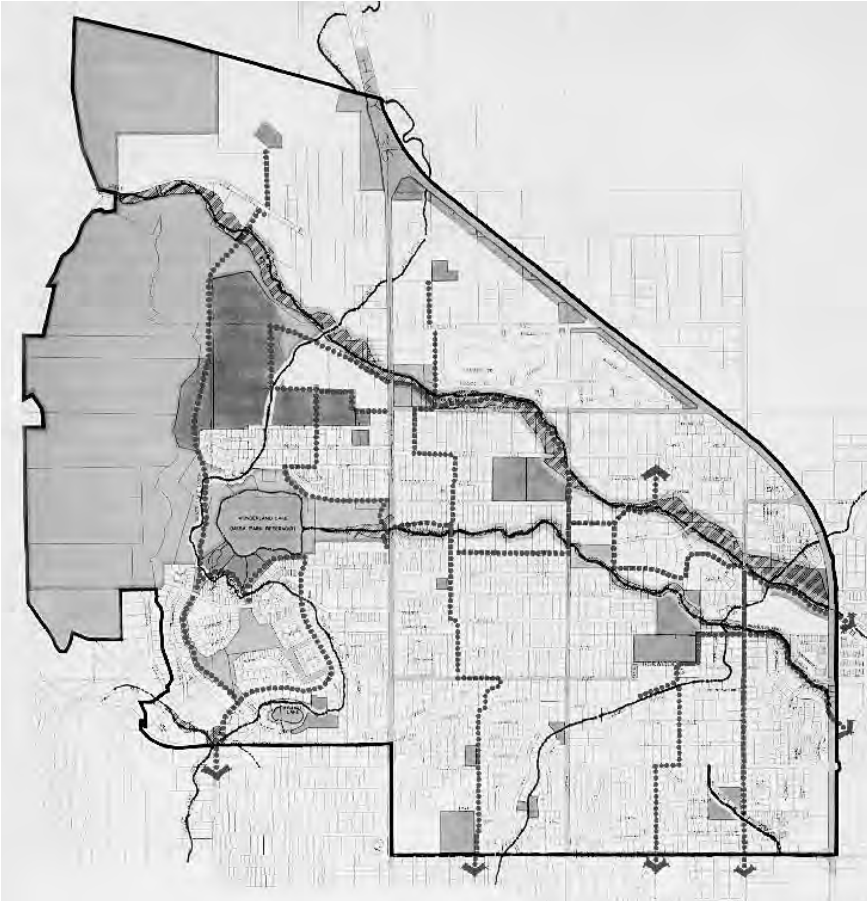


Figure 3: Potential Urban Open Land System

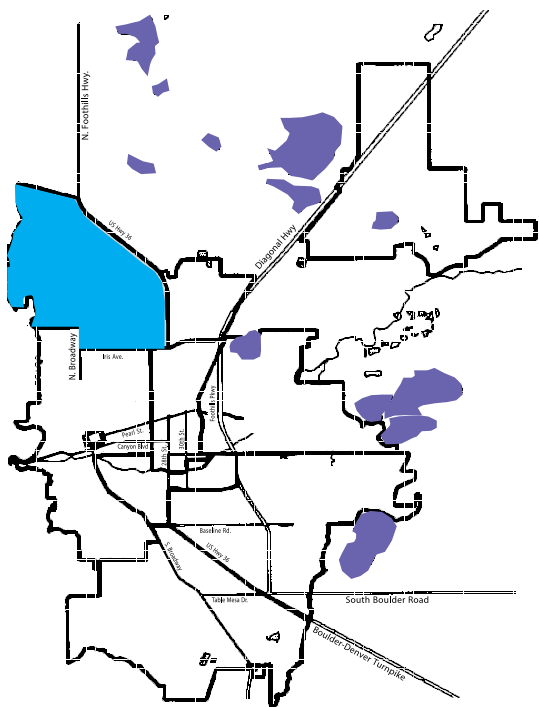


These three drawings show how an urban open land system might work in North Boulder, if a City-wide program is developed and funding becomes available. An urban open land system is a linkage of undeveloped or partially developed (including areas developed for active recreation) urban spaces, defined by an overall framework plan. The system would consist of lands under public, semi-public and private ownership which collectively contribute to the stated objectives of the urban open land plan. Figure 1 shows how the pedestrian/ bicycle network would be linked in such a program. Figure 2 shows how recreational functions could be linked in an urban open land system, and Figure 3 adds environmental protection and community character features, showing how all these functions could work together.

PARKS & URBAN OPEN LANDS ACTION PLAN

Action	Responsibility	Cost	Timing
Consider parks standards recommendations during Parks and Recreation Master Planning Process	Parks and Recreation	Staff time	Immediately
Negotiate park sites with new developments at Elks, Mann, and Theater properties.	Parks and Recreation	Staff time	during Site Review
Acquire conservation easements/urban open lands along creek flood-plains and ditches in North Boulder.	Planning, Utilities, Open Space	Staff time	during Site Review
Require large Village Green at Fourmile Canyon Creek and Broadway.	Planning	Staff time,	during Site Review of Village Center sites
Consider buffer areas for inclusion in Urban Open Lands if city-wide program develops.	Planning	Staff time	1-3 years

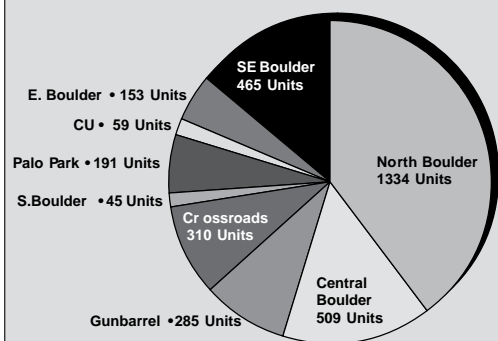
future growth



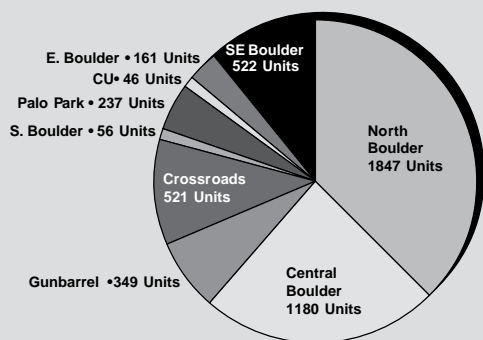
PROJECTED GROWTH
CITY-WIDE, 1994

New Residential Growth*

Low Growth: 3,353 Total New Units



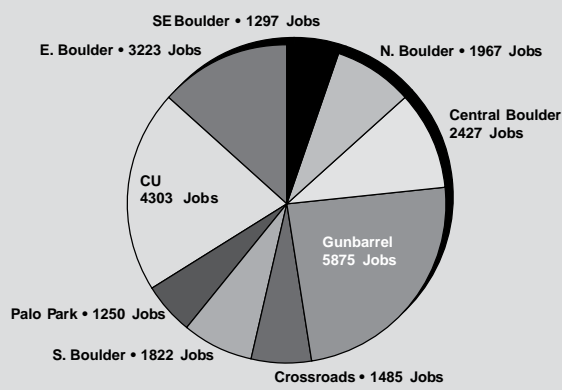
Medium Growth: 4,919 Total New Units



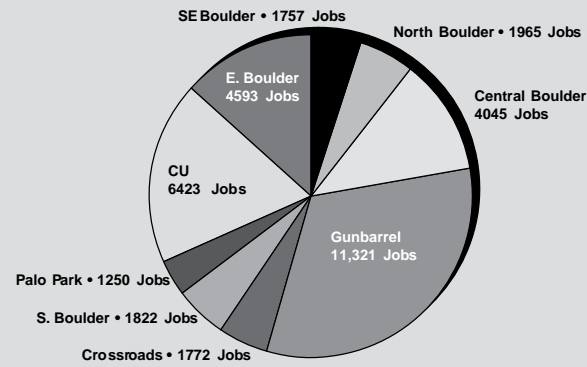
* Area I only

New Non-Residential Growth*

Low Growth: 23,360 Total New Jobs



Medium Growth: 34,948 Total New Jobs



* Area I

11 FUTURE GROWTH

CITY-WIDE GOALS

- ◆ Determine what portion of residential and commercial development will occur in the North Boulder Subcommunity in light of the city-wide population and jobs-housing balance targets.
- ◆ Determine what land uses and scale of development or redevelopment are appropriate on potential growth sites in North Boulder.
- ◆ Coordinate these determinations with the update to the Boulder Valley Comprehensive Plan Land Use Designation Map & relate to city-wide context.

OBJECTIVES

- ◆ Create or preserve identifiable neighborhood districts where character and densities vary, one neighborhood from another.
- ◆ Provide mixed housing types, densities, and prices.
- ◆ Retain 5% of North Boulder's total housing as permanently affordable.
- ◆ Preserve existing character in the County enclaves and in established residential areas.
- ◆ Ensure that any new development is sensitive to riparian areas, quality open space, scenic vistas, and wildlife habitat.
- ◆ Improve connections, and provide an integrated street/ bicycle/ pedestrian network.
- ◆ Provide a new Village Center with a mixture of shops, a village green, housing, civic uses, and employment opportunities, to become the symbolic "heart" of the subcommunity.
- ◆ Provide neighborhood centers within walking distance of residential areas, which may be parks, schools, civic uses, shops, or employment centers.
- ◆ Preserve existing service industrial uses and add some employment opportunities of a service, professional, and light industrial nature.
- ◆ Create attractive design and land use patterns that foster closer connections between home, work, shopping, and recreation.
- ◆ Accommodate additional vehicular traffic without widening any roads.
- ◆ Ensure that projected infrastructure and operation and maintenance needs are reasonably supported through the generation of additional development taxes and ongoing sales and property taxes.

As part of the Boulder Valley Comprehensive Plan (BVCP) update project, Planning staff developed City-wide projections of additional dwelling units and employment for two different scenarios: low and medium growth under current zoning and City regulations. These projections are documented in the 1994 Data Sourcebook, compiled by Planning staff as a reference tool for the BVCP update. The pie charts on the left show the distribution of these projected units (shown on the top pies) and jobs (shown on the bottom pies) by subcommunity. North Boulder's share of future growth is expected to be a large percentage of the city's new residential growth, but a relatively small percentage of new non-residential growth.

Source: 1994 Data Sourcebook, City of Boulder Planning Department.

BACKGROUND

Future growth is a projection of the amount of residential, commercial, and industrial development that might theoretically occur at build-out of an area. While full build-out of any area to the maximum legal extent allowed is unlikely to occur given property owner preferences and market conditions, future growth scenarios based upon assumptions about realistic build-out are used to project the long term impacts of different land use policies on community character, infrastructure needs and financing. Assumptions about "realistic" build-out are based upon the typical amounts of growth that have occurred in the same zone districts or in comparable areas elsewhere in the city.

ISSUES

City-wide Future Growth

Throughout the North Boulder planning process, people have been concerned about both the amount and rate of growth in North Boulder. The total amount of future growth projected for the city is shown in the pie charts on the left. The most important points about the future amount and rate of growth in North Boulder are:

- ◆ As set by Council at the outset of the planning process, the total amount of residential growth in North Boulder should fall in the range of 1050 to 1800 new dwelling units in Area I. This range was established to meet the population goal adopted in IPP (population no higher than 103,000 city-wide). The upper end of this range was based on the medium growth scenario in the Data Sourcebook. Given current zoning in North Boulder, even at the upper limit set by Council, some change in land use controls to lower densities will be needed to keep residential growth limited to 1800 units.
- ◆ North Boulder's proportionate share of City-wide growth applied against maximum annual allocations in the City's Residential Growth Management System in place at the time of Plan adoption, which limited growth to approximately 1 percent per year, would result in a residential build-out in North Boulder of about 13 to 17 years.
- ◆ North Boulder will continue to form the north-western edge of the City, at least for the 15 year planning period of the BVCP. Land to the north and west is City owned open space, part of the greenbelt and natural system encircling the City; the area to the east is land in the County, designated as Area III Planning Reserve, not planned to accommodate urban development within the BVCP planning period.

North Boulder Future Growth in the "Do Nothing" Scenario

Early in the North Boulder Subcommunity Planning process, a buildout model was developed to determine what might happen if the City did nothing to change existing City policy. The effects on the transportation system under the zoning and BVCP land use designations in place at the time were modeled. The land use assumptions used in this analysis were tested later in the planning process when land owners put their preferred development proposals, in conformance with zoning that was in place at the time, on the table. The property owners' preferred alternative included substantially more dwelling units than in the staff analysis. Their scenario was also analyzed for transportation impacts. The "Do Nothing" Scenario chart on the next page summarizes the total growth that was modeled under these two scenarios. The transportation impacts that

would result from these two scenarios were considered unacceptable because they would have required roadway widening to accommodate projected traffic at buildout. (See Appendix D for the transportation studies).

Future Growth Alternatives

Because the impacts of the "Do Nothing" scenario were deemed unacceptable, and in an effort to stay within growth targets set by Council, three alternative scenarios were devised and evaluated against the goals of this section. These future growth scenarios and an analysis of their costs and benefits were discussed in the March 1995 public review draft of the Plan. A refinement of one of the scenarios in the public review draft plan was adopted by Planning Board and City Council during the public hearing process on the Plan (see recommendations below).

Affordable Housing Opportunities

As described in the Existing Conditions section (section 4), North Boulder consists largely of open space and residential land use designations, yet is a relatively low density subcommunity overall. In order to meet the planning goals of providing mixed housing types, densities, and costs, yet preserving neighborhood character in the existing established area, new neighborhoods in North Boulder will be the place where housing diversity and affordability must be emphasized. Additionally, because of the amount of vacant land in North Boulder, it offers one of the few areas for creating a significant number of homes for middle-income families in the entire City.

RECOMMENDATIONS

The Plan for North Boulder’s future growth is shown on page 34 and is summarized on the chart on the right. It has been revised to reflect amendments made by Planning Board and City Council in 1996 and 1997. Please note that the figures in the chart are approximate, for new growth only, and provided merely as a guide. The actual growth in North Boulder — the pattern and mix of uses—will be determined through the review and development of individual parcels. The review processes will consider standards in the underlying zoning, requirements for street and path dedications and reservations, and development guidelines for individual projects where appropriate (i.e., projects going through the Site Review process).

IMPLEMENTATION

At the end of each section of the Plan, an action plan summarizes specific steps needed to implement the Plan (see Appendix A for a detailed implementation schedule). Three of the most significant implementation measures that have been completed since the adoption of the Plan are:

- Adoption of an ordinance requiring dedication or reservation of Rights-of-Way in conformance with the Auto/ Transit and Bicycle/ Pedestrian maps in section 8 of the Plan.
- Creation of five new zoning districts based on the design principles, land use patterns, and future growth recommendations in the Plan.
- Rezoning of properties to carry out the recommendations in sections 5, 6, and 11 of the Plan.

It is anticipated that the remaining improvements outlined in the Action Plan will occur over many years through public and private sector actions. In order to fund the public improvements recommended in the Plan, it may be necessary to establish an assessment district or utilize other mechanisms to equitably distribute costs and benefits of the improvements.

The “Do Nothing” Scenario

Residential Land Use in North Boulder		
Approx. Existing Housing, 1993	Increased Housing	Total Housing
3700 units	1700-2400 dwelling units	5400-6100 dwelling units
Non-Residential Land Use in N. Boulder		
Approx. Existing Floor Area sq. ft. (see chart on p. 8), 1993	Increased Floor Area	Total Floor Area (square feet)
750,000 (square feet)*	380,000 - 750,000 sq. ft.	1,130,000 - 1,500,000 sq ft.
* Includes under utilized space such as The Armory, storage lockers, etc.		

This chart summarizes the total amount of residential and non-residential growth that could occur in North Boulder under the current zoning and land use policies.

Zone District/BVCP Density Assumptions

VLR zones (includes ER and RR)	1-2 units per acre
LR zones	5 units per acre
MR zones	12 units per acre
HR zones	18 units per acre

This chart summarizes the net densities that were assumed for residential zone districts in the buildout analysis.

Source: 1994 Data Source Book, City of Boulder Planning Department.

NORTH BOULDER FUTURE GROWTH

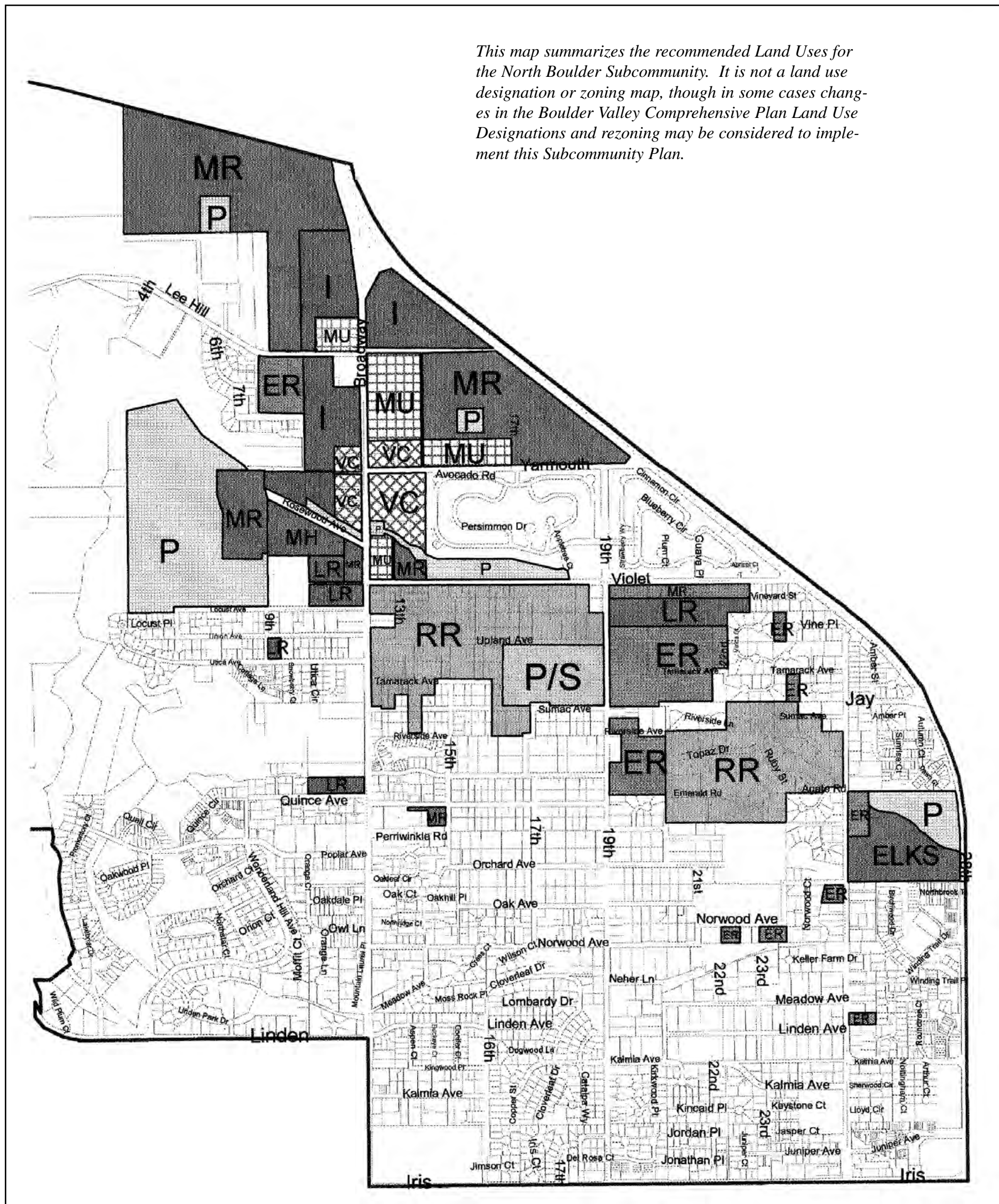
Geographic Area	New Dwelling Units and Commercial - Industrial Square Footage	Implementation
North of Lee Hill	525-625 residential units at mixed densities. On Mann property: between 340 - 440 dwelling units.	Total number and mix of residential units and amount of open areas on Mann property to be determined through Site Review process. Total number of units determined by balancing needs of creating affordable, diverse housing; creating an attractive cohesive neighborhood; preserving views and open space; and addressing environmental issues.
Foothills/Waldorf	150 residential units	Assumes 130 units on Foothills housing site developed through Major Site Review process.
Yarmouth North area	400 residential dwelling units; 95,000 square feet of office	Develop site specific zoning/graphic code to implement development guidelines for this area and create approximately the following mix: 95,000 sq. ft. new office located primarily along Broadway, 13th, 14th, and Yarmouth; 400 new dwellings of mixed density (approx. avg. net density of 10 du/acre); streets/paths as shown on Transportation Plan; neighborhood park and green areas; and linear greenway along US 36.
Village Center	190 residential units; 85,000 sq. ft. retail; 147,000 sq. ft. office; 20,000 sq. ft. civic	Develop site-specific zoning/graphic code for Village Center, to be located on four corners of Broadway and Yarmouth to Fourmile Canyon Creek. Rezone areas north of Yarmouth, east and west of Broadway from I-E to Village Center. Rezone areas south of the creek, east and west of Broadway from CB-D and HR to MR and LR. Through Site Review process, secure approximately 2 acre village green and linear greenway east of Broadway & linear greenway west of Broadway along Fourmile Canyon Creek.
I zones	no net increase in industrial square footage. 37,000 square feet of office in the TB zone.	Rezone County Yards from P-E to LR-D. maintain Ghadimi parcel north of Lee Hill Road west of Broadway as service industrial. Maintain TB zoning north and south of Lee Hill Road west of Broadway
Elks	0-55 residential units*	Acquire parkland on north side of Creek and finalize mix and type of use south of the Creek during Site Review.
Infill throughout the subcommunity	140 residential units	Assumes existing zoning
Subtotal Area I	1425 - 1580 residential units and 299,000 sq. ft. of office/civic and 85,000 sq. ft. of retail.	
County Enclaves	204 residential units	Final zoning to occur during annexation. Crestview West: predominantly RR with possibility for higher density along Broadway corridor (0-75 dus). Crestview East: MR, LR, ER (99dus). Githens Acres: RR (0dus). Other enclaves: same zoning as adjacent properties (30dus).
Total Areas I & II	1629-1784 new residential units; 299,000 sq. ft. new office/civic and 85,000 sq. ft. new retail.	

* Other allowable uses south of the Creek include: recreation, park, or educational facilities.

This chart and the map on the next page summarize the plan for future growth in North Boulder at build-out. These figures are for new development only, are approximate, and are meant as a guide.

11 FUTURE GROWTH: Land Use Map

This map summarizes the recommended Land Uses for the North Boulder Subcommunity. It is not a land use designation or zoning map, though in some cases changes in the Boulder Valley Comprehensive Plan Land Use Designations and rezoning may be considered to implement this Subcommunity Plan.



PROPOSED LAND USE

- VC** VILLAGE CENTER: mixed use retail, office, residential, park (see p.16 for specific densities and mix of uses).
- MU** MIXED USE: office and residential with some limited neighborhood-serving restaurant uses at Broadway & Violet (see p. 12 and p. 16)
- I** INDUSTRIAL
- MR** MEDIUM DENSITY RESIDENTIAL: mixed density residential uses at an overall average of 8-12 dwelling units/acre
- MH** MOBILE HOMES
- LR** LOW DENSITY RESIDENTIAL: densities at an overall average of approximately 5 dwelling units/acre
- ER** ESTATE RESIDENTIAL: densities at an overall average of approximately 2 dwelling units/acre
- RR** RURAL RESIDENTIAL: densities at approximately 1 dwelling units/acre (see p.10 for possible higher densities along Broadway corridor).
- ELKS** ELKS CLUB SITE: four options can be considered for this area. Appropriate uses include: recreation, park, education and/or residential.
- P/S** PARKS/SCHOOL
- P** PARKS

White areas indicate no changes to existing land use/ zoning

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M E M O R A N D U M

TO: Mayor Durgin and Members of City Council

FROM: Tim Honey, City Manager
Will Fleissig, Planning Director
Peter Pollock, Community Planning Division Director

DATE: March 28, 1996

SUBJECT: Evaluation of the North Boulder Subcommunity Plan Process

Attached is a revised copy of the North Boulder Subcommunity Plan process evaluation by Community Matters, Inc.

Planning Board has tentatively scheduled a meeting time to discuss the results of this evaluation for May 23. City Council members are welcome to join the Board to discuss the evaluation with Planning Board at that time.

cc: Planning Board
North Boulder Steering Committee
Planning staff

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Community Matters Inc. InterOffice Memo

Date: Wednesday, March 20, 1996
To: City Council and Planning Board members
CC: City Manager's Office and Planning Department Staff
From: Barb Cole
Subject: Executive Summary: Evaluation of the North Boulder Plan

The following Executive Summary of the Evaluation of the North Boulder Plan was requested by a number of the Council members and Planning Board members that our firm interviewed. The findings are based on confidential interviews with:

- Six (6) members of City Council;
- Five (5) members of Planning Board;
- At least one quarter of the members of the North Boulder Subcommunity Steering Committee;
- People with an interest in the outcome of the North Boulder Subcommunity Plan but not on the Steering Committee;
- Citizens not involved in the North Boulder Subcommunity planning process;
- City Staff from the following departments: City Manager's Office, Planning Department, City Attorney's Office, and the Transportation Division; and,
- Consultants (process, design and facilitation).

Following this Executive Summary a full report follows. The outline of the full evaluation report is as follows:

Evaluation of the North Boulder Subcommunity Plan

1. Purpose of the Evaluation
2. Overall Planning System(s) Recommendations
3. Planning Process Recommendations (How citizens are involved and product is developed)
4. Substantive Subcommunity Plan Recommendations (what the Plan addresses)
5. Understanding Institutional Realities
6. Clarifying Roles
7. Improving Communication between Interests (written and verbal)
8. Determining "What" Participants need to Know
9. Next Steps -- Choices to Address and Resolve
10. Concluding Remarks

If you have further questions about these findings, or with the final report, please do not hesitate to call me at: 730-0397.

NORTH BOULDER SUBCOMMUNITY PLAN EVALUATION EXECUTIVE SUMMARY:

The following three (3) principles represent a synthesis of the most important lessons to be learned from the North Boulder Subcommunity planning process. These principles, observed through the evaluation of this process, are applicable to other citizen-based processes and the manner in which the City engages in managing growth and development within the City.

Principle 1: Clarify the nature of regulatory system in use within the City of Boulder.

There is a great deal of confusion regarding whether the City of Boulder is instituting new planning tools to increase predictability or to increase flexibility. Many of those interviewed believed that the purpose of subcommunity plans was to create greater predictability. However, they see the development of Major Site Plan Review as a tool to create greater flexibility. Some members on Planning Board expressed concern that many do "not know how all these pieces fit together." Others that were interviewed expressed growing frustration with the entire regulatory system. Some felt that the guidance regarding how to develop a particular piece of property was based solely on who you worked with in the Planning Department and there was not "community-wide consistency."

There also remains confusion regarding how the existing Land Use Regulations fit with the other planning tools and standards used by the City. Examples of perceived inconsistencies or confusion mentioned by those interviewed include:

- Inconsistencies between street standards used by the Transportation Department and those found within the North Boulder Subcommunity Plan;
- Difference between subcommunity plans and area plans -- For example, should the Village Center or the Mann Property in North Boulder have been identified as an area plan?;
- Conflict between the standards found in the North Boulder Plan and the adopted design standards;
- The relationship between the North Boulder Subcommunity Plan and the Boulder Valley Comprehensive Plan (BVCP) -- Did the North Boulder Subcommunity Plan participants start with the overall goals and principles found in the BVCP? Many felt that there needed to be a stronger correlation between the two documents; and,
- Concern that most citizens want a more predictable system except if it is their property; in this case the property owner wants maximum flexibility.

Suggestions:

- **The City Council with the assistance of the Planning Board should make a conscious policy decision regarding the predictability -- flexibility continuum.** Does the City of Boulder want a more predictable system or a more flexible system? What components of the regulatory system should be predictable? Under what instances do you wish to grant flexibility? What degree of flexibility is acceptable?
- **Evaluate the intent and applicability of each planning tool now in use.** One way to accomplish this would be for a Task Force comprised of Planning Department Staff, Planning Board members, and a representative group of those that require Planning Board approval for different size projects, and citizens at large to undertake a review of existing planning tools. The evaluation could be facilitated by someone outside of the Planning Department who is familiar with regulatory mechanisms. The type of questions to be addressed include:
 - What is the purpose of each planning tool?
 - When and where has the tool been used?
 - Who refers to or utilizes the planning tool?
 - Does the mechanism require discretionary or administrative approval?
 - How does the tool "fit" with other mechanisms within the jurisdiction of the Planning Department? Outside the jurisdiction of Planning Department?
 - In revising or updating the planning tool, what criteria need to be met?
 - Has the use of the mechanism resulted in any precedent-setting decisions?
 - Is the planning tool in conflict, or perceived to be, with other policies, regulations or standards now in use?
 - What policies or procedures can be instituted to enable the citizens of Boulder to trust the planning review process?
 - What framework can be developed to make the entire planning system more easily understood?

Principle 2: Clearly define and then adhere to the agreed-upon roles and responsibilities of all interests and participants.

With regard to the North Boulder planning process, most of those interviewed believed that both City Council and Planning Board understood their roles and became involved, as a body, at the appropriate junctures. On the other hand, few concur on the appropriate role for the following interests:

- Citizens;
- Development interests or their representatives;
- Consultants; and

■ **Staff**

Citizens: There continues to be ambiguity and perhaps ambivalence regarding the role of citizens in different City-sponsored processes. Few have acknowledged the differences between a process such as the Colorado Trust's Healthy Communities Project, which operates outside of the traditional government structure and a process such as the development of a comprehensive plan, or components thereof, that is bounded by both state statute and the City's charter.

Suggestions:

- **Any legal and institutional parameters should be clearly articulated at the outset of any City-sponsored project or process.**
 - Clarify who the citizens shall report to. If there are legally defined roles, let citizens know at the outset.
 - The appointment of citizens to any advisory group, steering committee, task force or any other body advising the City of Boulder should be formally made by the elected or appointed body most directly involved in the matter under consideration. In the North Boulder Subcommunity planning process, the appointment of the Steering Committee members by the Planning Board may have created the necessary bounds on the process, thereby alleviating any confusion over the "blank slate" concept. Our experience in other communities suggests that a resolution appointing the steering committee members, stating their role, the advice being sought, and intent of the process ensures that citizens understand their role and responsibilities and tend to stay on task. If citizens start to stray, there is a resolution clarifying their role. If those involved wish to have an expanded role, the matter is taken up by the appointing body.

Development interests or their representatives: The role of development interests within the City of Boulder is muddled. Some of the interviewees believed they should have no say, others stated less of a say, and still others believed they are legitimate stakeholders with as much, if not more rights than the homeowners in North Boulder. A great deal of time was spent at the outset of the North Boulder process determining what was the right "mix" of representation.

Suggestions:

- **In future projects of this nature, the Planning Board should make a recommendation to City Council regarding who the stakeholders are, and how their interests should be represented.** This could be a standing policy decision or could be revisited for any planning process involving the public. Alternative methods to consider would enable the Planning Board and Council to make a conscious choice.

Consultants: Should consultants be "an extension of staff"? Should consultants be hired by the Planning Department or City Council? Is it appropriate for a not-yet-instituted Steering Committee to select consultants? If consultants are hired as an extension of staff, then it follows that consultants report directly to staff, leaving the accountability with staff. If the consultant misunderstands direction from staff or chooses to listen to other interests, all praise or conversely conflict becomes staff's

responsibility. If there is mistrust of staff, there then, as an extension of staff, becomes mistrust of the consultant(s). If on the other hand, a consultant is hired to undertake a specific piece of work, and is hired by the Planning Board or City Council, staff is still required to manage the consultant but issues regarding performance that can not be resolved by staff, come before the Planning Board or City Council. The appointed or elected officials are then accountable, and staff has a policy-making body involved in sorting through performance issues.

Suggestions:

- **Once the decision to seek outside assistance is made, there is no right way to hire a consultant. City Council, in consultation with Planning Board, simply needs to make a policy decision regarding who is the client, who does the consultant report to, and what are acceptable lines of communication.**

Staff: Should staff be available to provide technical information as requested by a Steering Committee, Task Force, Advisory Board or other working group? Should staff facilitate the process or is a neutral, outside facilitator more appropriate? Does staff have a stake in the outcome, given their professional expertise, and therefore should be an appointed representative on the constituted working group?

Suggestions:

- **Again, if it is a planning matter, a policy decision should be made by the Planning Board, or City Council if it is considered a community matter.**

Principle 3: If there is not agreement on the problem, there can not be agreement on a solution.

Those participating in the development of the North Boulder Subcommunity Plan had very different expectations regarding not only the purpose of the Plan, but also the range of issues the Plan would address.

Suggestions:

- **Agree on the issues to be resolved at the outset of the process.** We have found that issues, stated as questions, remove any uncertainty about the task at hand. Questions require real answers that are difficult to "paper over."
- **Work with the citizens group to develop "Topics of Concern" that can realistically be addressed given the time and budget allotted for the project.** For each topic, again develop questions that require answers. This is less abstract than convoluted statements espousing values and desires.
- **For each concern, think about what a "good" outcome might be and conversely what a "bad" outcome might be. Determine what can be controlled or manipulated through the process you are embarking on.**

North Boulder Subcommunity Plan Evaluation: Lessons to be Learned

I. WHAT IS THE PURPOSE OF THIS EVALUATION?

A. Intent

This evaluation was conducted independently by Community Matters, Inc. at the request of the City of Boulder's Planning Department. The evaluation addresses five (5) questions:

1. What did the City of Boulder learn from its first Subcommunity planning process?
2. Did the subcommunity planning process meet the needs and expectations of the City and its citizens?
3. Did the process of developing the first Subcommunity Plan work for the citizens, Staff and City officials?
4. What processes and mechanisms can be used to implement the North Boulder Plan?
5. How can Staff and City officials best engage in neighborhood-based planning efforts while still meeting the overall needs of the City?

B. Methodology

To evaluate the North Boulder planning process, CMI independently selected the following interests for confidential interviews:

- Six (6) members of City Council;
- Five (5) Planning Board Members;
- At least one quarter of the members of the North Boulder Subcommunity Steering Committee;
- People with an interest in the outcome of the North Boulder Subcommunity Plan but not on the Steering Committee;
- Development Interests or their Representatives;
- Citizens not involved in the North Boulder Subcommunity planning process;
- City Staff from the City Manager's Office, Planning Department, City Attorney's Office, and the Transportation Department.
- Consultants (process, design and facilitation)

In addition to the confidential interviews, CMI reviewed newspaper articles, data provided to the North Boulder Subcommunity Plan Steering Committee,

consultant contracts and planning documents developed during the planning process.

In conducting the evaluation, the following assumptions were acknowledged:

C. Evaluation Assumptions

- The evaluation recognizes that each participant's perception is his/her reality that shall be acknowledged, accepted and respected.
- The lessons that can be learned from a thoughtful evaluation of the North Boulder planning process will enable the City of Boulder to more efficiently and effectively undertake other citizen-based planning processes in the future.
- Since the North Boulder Subcommunity Plan was the first Subcommunity Plan attempted by the City of Boulder, it was understood by the City and its elected and appointed officials that there will be some successes and some failures in the development of the North Boulder Plan. First initiated in the late 1980's, the residential portion of the North Boulder Subcommunity Plan was adopted in September of 1987 by the Boulder Planning Board. The process was redesigned in 1992 to include broader participation and was revised to reflect the adoption of the Integrated Planning Process in 1994. This evaluation focused on the second attempt at finalizing the Subcommunity Plan for North Boulder.
- The evaluation is not a report that points fingers at one interest group or another. Rather it points out both content and process issues confronted in the development of the North Boulder planning process, and suggests how they may be more successfully resolved in the future. Many of the suggestions contained in the evaluation came from those we interviewed. These are noted in quotations.
- Finally, the evaluation was structured to determine where there are areas of concurrence between the City, its elected and appointed officials, and the citizens of Boulder.

II. OVERALL PLANNING SYSTEMS RECOMMENDATIONS

The evaluation of the North Boulder Subcommunity Plan could not be undertaken without an understanding of each participant's knowledge of the entire land use regulatory system within the City. Participants were asked:

- What is your definition of a subcommunity plan?
- What is the value of a subcommunity plan? How does it, or should it fit with other planning tools used by the City?
- How should the Boulder City Council and Planning Board use subcommunity plans?

- How much flexibility versus predictability do Boulderites desire for their land use controls?

Our findings are as follows:

A. Intent of a Subcommunity Plan:

Most people who were interviewed understood the general intent of the Subcommunity Plan. They recognized that:

- It was a plan for a "geographically defined area."
- The Subcommunity Plan "looks at the uniqueness of an area in the context of the larger community."
- "The Subcommunity Plan is an effort to undertake more detailed planning than what can be accomplished at the comprehensive plan level."
- "The most macroscopic plan following the BVCP with a level of detail that provides an indication of the vision for the area."
- "A more detailed long-range comprehensive plan for a smaller area."
- "A device to guide development in areas where there will be a lot of change."

B. Expectations:

While most understood the general intent of the Subcommunity Plan, participants had very different expectations of what would be covered in the actual plan. Both Council members and Planning Board members had varying expectations. Steering Committee members each had a different vision of the end product. The lack of clarity regarding the end product resulted in some participants being quite satisfied with the plan while others felt that the adopted document fell short of their expectations. The differences in expectations are noted below:

- [The Plan] "would include land use designations which would be followed by the rezoning of parcels."
- "The NoBo Plan should have been more umbrella like and less specific....it was really two subarea plans put together..."
- [The Plan] "was intended to implement specific rules in by-right areas."
- [The Plan] "was to evaluate what is working and what is not."
- "It was clearly stated at the outset...we would look at the area's needs and the City's projected requirements."
- "The Plan will tell us what it will look like when we fill in the blank spots."

- "It would create a set of value-based criteria for a particular geographic area."
- [The Plan] "would outline specific actions to be carried out."
- "The Plan should help us understand infrastructure and capital facility constraints..."
- "We never decided what level of detail was important."
- "Clearer guidelines for what would occur...develop an inventory of what exists now -- approved and built."
- "I'm not sure I know what a Subcommunity Plan is."
- "A land use and transportation plan in sufficient detail."
- "We'd be a lot further ahead if we knew what a subcommunity was....I think it is a 'blueprint' with flexibility."
- "Subcommunity is another term of art."

C. Value of Subcommunity Plans:

When asked what is the value of subcommunity plans, there were mixed reactions. For many, the process of developing the plan was painful. This, coupled with unclear expectations about the end product, led many of those interviewed to simply say there is value in undertaking subcommunity plans, "but I am not interested in doing it like this [one was done]."

Those that were involved in the actual development of the final Plan were able to separate the content of the Plan from the process. Their understanding of value was therefore much more content-oriented. Statements regarding value included:

- "The Subcommunity Plan informs the BVCP and the regulations."
- "The Subcommunity Plan has a value on a number of levels -- community cohesiveness as a result of a well executed process; citizens have a real say in their community; a subcommunity planning process provides citizens with an opportunity to affect their destiny if it is not abused."
- "The Subcommunity Plan's value is that it should reflect the overall community goals as well as the unique resources in that particular subcommunity."
- "Subcommunity Plans have value in those areas where there will be significant development or redevelopment. The Plan can establish a framework for those areas.... you will only need to do it in a couple of areas."
- "The Plan came out reasonably well, in spite of itself."
- "The North Boulder Subcommunity Plan was 80% successful....The true value of a Subcommunity Plan is that it should give certainty to people that reside there and want to develop, an idea of what can be

done....The Plan helps define the area and defines what serves what. It provides a framework for affordable housing....It should provide more certainty about what can and cannot occur. The dissatisfaction you hear about the Plan comes from different expectations."

- "The Subcommunity Plan translates the IPP and BVCP.....from this Plan you can develop Land Use Regulations and more detailed transportation policies, park needs and infrastructure requirements."

Other statements regarding the value of Subcommunity Plans include:

- "I believe there is value in subcommunity planning if it is done right....You need to take the areas as a whole and not make the area so random."
- "The Plan is an interpretation of the Comp. Plan on an area basis and at a better scale. It needs to be a better integrated document so you don't have to go to 27 different documents to figure out what can and cannot be done in the area."
- "I was not satisfied with the form or implementability of the plan....Zoning needs to be defined, then you wouldn't need all this other stuff."
- "I'm not sure there is value. You still have to hire someone to get through the [regulatory] system....You can't go to the City to get an answer. You need a maze director."
- "It has value, but in this case is it greater than the cost (time and money) of preparing the Plan?....It's doubtful."
- "Scrap them all and do subcommunity planning in a way that is helpful and useful...Develop basic rules, a basic plan, a vision and tell me what I can do and what I can't do."
- "The value of the Plan was lost because certain members of the Steering Committee viewed all property as public property....The Plan should have been broader in context, parcel by parcel planning is not good."
- "The Subcommunity Plan is worthless. It's another barrier, a hurdle, a set of criteria which increases the amount of time, money and consultants needed to develop a piece of property....It limits the City's ability to provide affordable housing."
- "The [Subcommunity] Plan has value if it is boiled down and can be used as a reference."
- "We needed to look at the zoning first.....What is by-right, then undertake the plan...I'm not sure how it all fits together. Major site review and the graphics piece are up for grabs as far as I'm concerned....What is it and how does it fit together?"
- "We need to ask ourselves what was the value added by undertaking this Plan? Why are we doing this? What does the end product do for us?"

- "The goal of the Subcommunity Plan was to supersede everything else, it was intended as an integrated document...one document that you could go to. We've become overly bureaucratized, the Plan is useless at this point. It doesn't guide very much."

D. Using Subcommunity Plans in the Decision-making Process:

Interviewees were also asked "How should the Boulder City Council and Planning Board use Subcommunity Plans? What are your three top priorities?" Unlike the question regarding value of the plan, this question allowed people to clearly articulate what an ideal Subcommunity Plan could accomplish. The following responses may prove helpful in developing the format and content of any future Subcommunity Plan. Interviewees wanted the following components and guidance for use by the Council and Planning Board:

- "Planning Board and City Council should use the Plan for any future land use decision, for making changes to land use regulations and for making changes in the BVCP and other plan components to make all the plan elements more cohesive."
- "The City should use the Plan in consideration of any zoning or rezoning request....The Plan should state the maximum allowable development and should guide development by stating what key components need to be addressed."
- "The Plan should articulate generally -- this is where things would be, how they would relate and the amount of units or development allowed...This should provide an order of magnitude of development that would not be reopened."
- "Council and Planning Board should have a checklist -- these are the rules of the highway for this area."
- "The Plan should be used by Planning Board and Council as a benchmark for reviewing individual projects....It sets the standards and sets objectives to change the regulations."
- "A subcommunity plan needs one [future] land use plan to guide decision-making."
- "A clearer sense of what's coming....Provide developers with a clearer way to do projects.....untangle the web."
- "Clearly articulate what the applicant and citizens need to understand."
- "Planning Board and Council should use subcommunity plans as a resource...this is what the rest of the area is going to look like.....these are the fundamentals."
- "The Plan should contain planning principles and outline transportation issues which are used by the Planning Board."

- "The Plan should enable you not to have a battle on each [development] site."
- "The Plan should establish a vision for a neighborhood within which projects that adhere to that vision, have an easier time getting approved!"
- "The City should incorporate the Plan elements into the zoning code."
- "Site review needs to be consistent with the BVCP, Subcommunity Plan and the 45 factors that are now in the code."
- "The Plan should have started with 'what are the legally binding regulatory mechanisms', once understood, develop the Plan. Then ask for the regulations to change to be in alignment with the Plan."
- "The Plan should provide Council and the Planning Board with a balanced picture of the kind of land uses that will serve the community best both on a subcommunity level and as a whole [community]. Using the Plan would then result in no more random decisions."

E. Flexibility or Predictability:

Lastly, we asked interviewees: How much flexibility or predictability is desired by City Council, Planning Board, Steering Committee members and citizens at large want? Almost all of those interviewed stated that they wanted an overall planning system that was more predictable. Many believed that the subcommunity planning process was intended to provide a great degree of predictability by allowing citizens to understand and make choices about the tradeoffs. Specific comments worth noting include:

- "Both citizens and developers want more predictability."
- "We need more predictability -- what are the uses by-right? IPP is a 'black box.' The issue of flexibility versus predictability is a dilemma that is most troubling. People want maximum predictability for everyone else and flexibility for themselves. There is a pressure for flexibility from some corners... At the Council level, we have been waffling on this."
- "I want more predictability, we have lost track of all of the new tools. We continue to dream up new processes. We need to understand the tradeoffs and to make the tradeoffs."
- "Citizens want predictability regarding what will happen in their areas, developers want flexibility. City Council and Planning Board flip-flops on this issue."
- "This is an unresolved dilemma -- what is the appropriate balance?"
- "Everyone talks predictability but when you put it in front of them they want flexibility. City Council needs to take some ownership in this issue."

- "We're split on this issue. The Steering Committee was split. This has created a major disconnect."
- "City Council wants to review every down spout and gutter...They want to codify everything."
- "I want more predictability as a whole....The ones who cared and got involved [in the North Boulder Subcommunity Plan] wanted it their way. They were selfish. It could only be predictable if it met their needs."
- "We have made a substantial attempt to get to a place that is more predictable...it creates less brain damage. We still haven't accomplished this. We're heading now into a more discretionary world."
- "I think we have a system that creates flexibility on the big parcels over 5 acres, predictability on parcels under 5 acres and predictability on the numbers...but if you look at the system as a whole, there is not a lot of predictability. People don't know how the different pieces fit together or how they are used."
- "People want both predictability and flexibility. They can't have both but Council and Planning Board wouldn't buy the argument. Major Site Review creates flexibility, zoning creates predictability."
- "Predictability is what is desired. People view flexibility as giving away the store. It is seen as an opportunity to make deals."
- "We need a reasonable amount of both. We need a range of possibilities, an envelope within which to work rather than being dictated to."

F. Overall Planning System Recommendations:

1. **Agree on the purpose of the Subcommunity Plan.** Define what will be addressed in the Plan.
2. **Develop a set of performance criteria or checklist for the plan's development.**
3. **Establish and agree upon the focus of the Plan at the outset.**
Develop and agree upon a set of questions that the Subcommunity Plan will address.
4. **Establish ground rules regarding how the Plan shall connect to other areas.** For example, a ground rule might be developed that states:
"The development of this Subcommunity Plan shall not adversely impact surrounding areas and the City of Boulder as a whole. This shall be measured by: ability of the area to decrease traffic generation to other parts of the City, the Subcommunity's ability to accommodate its fair share of affordable housing,"

5. **Describe the desired end product.** Explain how the Subcommunity Plan will be used by Staff, Planning Board and City Council.
6. **Consider a section of the Subcommunity Plan that incorporates related policies and principles from already adopted documents as a means of achieving the integration desired by citizens.**
7. **Consider developing a short, concise policy paper that articulates the City's stand on predictable development.** Specify what is predictable and what is subject to negotiation.
8. **Develop a concise document that illustrates what the intent of each planning tool is and how it is used in the decision-making process.**

III. SUBCOMMUNITY PLAN RECOMMENDATIONS

A major goal of the North Boulder Subcommunity Planning Process Evaluation was to discover what worked and what could be improved in future efforts. A majority of those interviewed believe there are a number of very positive elements of the process that should be included in any other planning process undertaken by the City. These are outlined below. Almost everyone interviewed had constructive suggestions that they believe may result in a more effective citizen-based planning process.

Interviewees were asked:

- Can you make a map or flow chart of the subcommunity planning process? What worked? What didn't work?
- What roles did the various participants play (Steering Committee Members, Consultants, citizens, City Staff, City Council, Planning Board and the Media)?
- What lines of communication were established between the involved parties?
- What choices or decisions did the Steering Committee have to make?

A. What worked well:

In terms of what worked in the North Boulder Planning Process, there was almost total concurrence that involving citizens in the planning of an area is important and should be continued. Most felt that the early charrette conducted by Dover-Kohl "created a lot of excitement and energy." Most concluded that the fact that a plan was adopted given the contentiousness between those that were involved in the process was a substantial accomplishment. Specific comments regarding what worked include:

- "We achieved some of the IPP goals."
- "Diverse ideas were brought out in the process."
- "Citizen involvement is good."

- "We got a plan that provides some direction for business interests, residents and investors."
- "Neighbors got involved and it raised their awareness of the issues."
- "There was consensus on the character and nature of North Boulder."
- "The Steering Committee did develop a series of recommendations."
- "We had a lot of participation including traditional developer involvement. The quality of the participation, for the most part, was really good."
- "The facilitators did as good a job as they could....They put the [main] facilitator in a tough and unfair task. She kept it from totally dissolving."
- "There was good content generated by the consultants."
- "Planning Staff provided a yeoman's service."
- "The Planning Department did an admirable job given what got piled on them."
- "The design charrette was great, it was the high point of the process. This is the piece that Dover-Kohl was really good at."
- "The plan we reviewed was reasonable. No one liked it, so it must be okay."

B. What didn't work well:

What didn't work well falls into one category -- If there is not agreement on the problem, there can not be agreement on the solution. Much of the criticism of the North Boulder planning process revolves around the fact that ground rules were either not spelled out or were not adhered to. While some believe that this confusion is a result of the myth of a "blank slate," the issue is more complex. Included in the comments in the next four subsections, are actual personal meeting notes from one of the Steering Committee members. These notes document the confusion about roles and parameters during the development of the Plan. These comments are footnoted by date of observation.

1. Recognition of Past Efforts: Many of those interviewed were concerned that there was no recognition of past efforts and decisions, specifically:

- "Many of us were involved in the adoption of the North Boulder residential plan component of the North Boulder Subcommunity Plan in the 1987 -- this was never acknowledged."
- "There was no acknowledgment of agreements to date—annexation agreements, approved plats, and existing by-right zoning...It was not a "blank slate"...There were physical constraints and existing infrastructure investments that should have been clarified."

- "I never understood the legal parameters and decisions to date."
- "A number of the Steering Committee members feel, as I do, that there was a lack of understanding between the goals, objectives and planning criteria within the planning process."¹

2. Developing the North Boulder Subcommunity Plan

- "Whose plan was it? What were the expectations?"
- "There was a process in theory [to develop the Plan]. In application, it didn't work."
- "Unless you're prepared to put together a good process, don't do it at all."
- "The process charts developed by the City need to reflect reality. They had a process but it wasn't what we were doing."
- Wednesday, May 13, 1994 -- "What is the link between what the Steering Committee is doing now and what is laid out in the planning document prepared by Staff and Planning Board?...What is the link between the charrette and the Subcommunity Plan?"²
- "No one could understand the charrette. It wasn't clear what the charrette should accomplish."
- "Much of the focus of discussions and the Plan has been on 'new' development without looking at existing established neighborhoods....The majority of the charrette planning effort focused on new neighborhoods and development without establishing the appropriate linkage with existing neighborhoods....The plan[ning effort] does not show me how the objectives established by the Planning Board will be met."
- "There were no guiding principles to direct the process."
- "There was no agreement on the goals and objectives for the project."
- "There was ambiguity about the level of planning being done in the Subcommunity Plan."
- "Too much citizens' time and Staff time were committed to this process."

3. Make-up, Size, Task and Operational Aspects of the Steering Committee

- "The Steering Committee was too large, the process was too long, it exhausted people, and excluded normal people."
- "The Steering Committee was too big and unwieldy."

¹ From actual meeting notes of one of the Steering Committee members, May 4, 1994.

² Ibid.

- [The Steering Committee members] "were told they had more power than they had....some never heard anything else."
- "After the charrette there was a reality check. [The Steering Committee] never accepted the limits. There were no clear, formal benchmark ceremonies....There were no assumptions, no ground rules, no bounds on the process. The Stakeholders were supposed to be representative, a vehicle to communicate to the community, it broke down...It was a bunch of people representing themselves...The Steering Committee was told they would not have the final say...They chose not to hear this...They were unable to listen to each other...They set their own agendas [which resulted in] 100's and 100's of hours of dialogue with little getting accomplished."
- "The process wandered... a Steering Committee of [what felt like] 600 people didn't help... I am unclear of the role of Steering Committee and have no recollection of it being explained or being explained often."
- "The Steering Committee had a schedule, they didn't have a process."
- "The Steering Committee was given lots of pieces of information, there was no analysis [because] the Steering Committee did not trust Staff to do it."
- "I never understood the entire process... I don't know how the Steering Committee was formed or selected. It was like an amorphous ball of wet clay that was dissolving."
- "The agendas were unrealistic and too long."
- "An agenda would be set for 6:00 PM to 9:00 PM., we would leave after midnight. This happened once a week sometimes twice."
- "There were no coherent, accurate minutes."
- "There was really no facilitator...There was a lack of strong facilitation skills...The group needed a firm hand."
- "It was a mistake to have a group member volunteer to facilitate the meetings or for this to be a Steering Committee decision."
- "Expected behavior at the meetings was not reinforced. There were no ground rules. There was no strong, firm hand."
- "The facilitator was put in to pacify people...maybe we should have had a 'real' facilitator...biases were evident... we took straw polls and had minority reports."
- "Multiple discussions were always going on."
- "One member verbally abused other members. Snide comments were made. It should have been facilitated to be a safe process."

The facilitator did help us stay on task, but the tasks were poorly defined."

- "The Steering Committee got a mixed message -- they were said to be advisory but put in over 150 hours of community service. The kind of information we got belied a simple advisor."
- "The guidelines and rules for the meetings were continually broken by all parties...you can't test for consensus by vote, interests were not being carried forward, people were alienated, the Steering Committee never worked as a group."
- "The discussions [at the Steering Committee meetings] went nowhere.....there was no closure. There were comments from the public at the meetings that people were frustrated with the planning process."
- "The structure, such as it is, is really none at all...we kind of crash around. Individuals have been allowed to speak numerous times during the discussion while others have not. Discussions go nowhere, there is no closure, we just bounce around. The Process Committee had discussed and agreed to use committee members with some facilitation skills, yet there are numerous individual discussions going on all over the room."
- "The Steering Committee was comprised of people with an agenda, they were a self-selected bunch with strong feelings and had largely made up their minds before the process started."
- "I find the process troubling...There is a definite tension between those with a development interest versus those with a quality of life interest."³
- "Staff backed out and let the Steering Committee do their own thing... they were overly accommodating....the Committee became an entity of its own... many items were left hanging. There was not enough reference to what was -- there was no framework...Someone needed to put the area in perspective-- this is where we were, this is where we are now."
- "There were people that were trying to undermine the process before it was started...the neighbors were jaded... whatever Staff said it wasn't heard."
- "A minority drove the process... this is very typical in Boulder. It was chaos...I didn't know what we were doing...the purpose was never very clear."

4. Understanding Roles, Responsibilities and How to Work Together

- "Roles were not understood, I'm sure the Steering Committee thought they were fashioning the plan. The role of the design

³ Ibid.

consultants was not well-defined. They should have been turning the desires of the Steering Committee into something to touch and feel instead of telling us how new development should occur. There was no acknowledgment of what existed"

- "There was no team. What was the relationship with the consultants?"
- "Still don't have any sense that the Steering Committee has agreed to the Planning goals and objectives as written, including the description of the items that Planning Board wants to be addressed."⁴
- "I don't understand planning Staff...they try to pacify everyone ...there seems to be acquiescence on every issue... they need to make sure the neighbors are happy."
- "There was never a coming together in any form. We worked from May of 1994 through July of 1994 -- we never worked together. No one on the Steering Committee was seen as compromising."
- "The process was one of uncivilized discourse. There was no identification of a problem statement or statements. There were lousy facilitators."
- "The personalities on the Steering Committee did not work."
- "The facilitator was not effective."
- "The facilitators tended to be flip-chart operators. They did not operate as facilitators. They needed to be given power and they had none."
- "[The facilitator] 'volunteered but you can't be part of the committee, and a facilitator, and a North Boulder homeowner. We needed a neutral third party.'"
- "...unclear about the role of the consultant -- was the plan to be developed from the process or was it to be a consultant's plan that was then reacted to by the Steering Committee."
- "Distrust of Staff by the some Steering Committee members was 3/4's of the problem."
- "They needed a neutral third party to write the plan."

C. Tradeoffs, Choices and Decision-making:

Interviewees were asked: What kind of choices or decisions did the Steering Committee have to make? Few of those interviewed, including City Council, Planning Board members, and those serving on the

⁴ Ibid.

Steering Committee, could articulate what choices or decisions needed to be made by the Steering Committee. Comments include:

- [Choices or decisions] "were not laid out as clearly as possible."
- "Staff did some framing in terms of elements, but there were no real choices presented."
- The [Steering Committee] was to compromise on as many issues as possible...they didn't have to make decisions.... they were left to just slug it out...80% of the issues were worked out."
- The Steering Committee differed on the big decisions and worked out the details...We started with the hard issues."
- "There was no clear understanding of the Steering Committee's charge...I don't know if there was a clear articulation of what needed to be accomplished on the transportation piece."
- [The Steering Committee] "made a recommendation on the character of development and talked about enclaves."
- "In theory, the Steering Committee had a lot of decisions to make. However, in reality, the staff used them to validate what they were going to do anyway."
- "I don't know, I only went to two meetings."
- "There was some framing of issues to get the Steering Committee to where they got. The size of the commercial area and village was worked out with the help of one consultant. Citizen members needed more direction."
- "I don't know what choices or decisions the Steering Committee had to make. I don't know what they were asked to do. I suppose they were asked to reach consensus. I don't know what kinds of tradeoffs they considered."
- "If you go back to the work program, choices were framed for them."
- The [Steering Committee] needed to make decisions about basic principles: rural character; village center; mix and type of uses; and connections."
- "I don't know if an options analysis took place."
- "The new urbanism was too image-based. Dover-Kohl tried to put a classical imprint on an existing area that had it's own funkiness. We got locked into a Disney World image."
- "We were given stacks of paper. It's not what the Steering Committee needed to make decisions."
- [The choices and decisions] didn't feel simple. It was very dense and complex. It doesn't need to be that way...However, [in this

case, if Staff] took too much of a role in framing or synthesizing issues, they would have gotten shot at."

D. Subcommunity Planning Process Recommendations

The following recommendations should prove to be a useful aid in the development of future Subcommunity plans and more importantly should be referred to when the City of Boulder engages citizens in any planning process.

- 1. Clearly define and then adhere to the agreed upon roles and responsibilities of all interests and participants.** While there was an early attempt to do this by the process consultant, very few of the Steering Committee members were clear about their role. This suggests that one needs to clarify what role the citizens are to have in the process and restate this at each meeting.
- 2. The City should help citizens understand their role by making a clear distinction between citizens involved in process that is outside government structure (i.e. "Healthy Communities" type program) and those that are constrained by the State statutes or by the pre-defined role of the Planning Board and City Council.** Many observed that there continues to be ambiguity and ambivalence about the role of citizens in the development of City projects and planning tools.
- 3. Make a conscious decision at the outset of the process regarding what type of citizen involvement structure fits with the task at hand.** Once decided, then determine who and how stakeholders will be involved. Do not let citizens with special interests "self-select" themselves. Ensure adequate representation by "recruit[ing] non-activist citizens." Discourage the formation of a "volunteer committee---individuals getting involved to further a personal agenda."
- 4. Establish and adhere to pre-established ground rules.** The ground rules should address both the process and the substance of what is discussed. There were process ground rules that were established throughout the process. However, many stated that these were not adhered to. In addition to process ground rules, the process team could more explicitly frame the content issues. At the outset of each meeting, previous decisions should be restated. This step should not be underestimated. For example, at the outset of each meeting the issue to be discussed should be framed as a question.

"This is our second meeting on the issue of new development in North Boulder. Last week, we discussed new commercial development. Our decisions were as follows.....Tonight, the issue is residential development. There are three issues to address:

- *What density of residential development is desired?*
- *What is the range and mix of housing types desired in North Boulder? Should 10% of all new residential development include affordable housing as has been suggested?*

- *How do you wish to address the issue of affordable housing?
What does it look like?*

Remember our overall ground rule is that this Subcommunity Plan shall not adversely impact surrounding areas and the City of Boulder as a whole. This shall be measured by: ability of the area to decrease traffic generation to other parts of the City, the Subcommunity's ability to accommodate its fair share of affordable housing...."

Again, we have posted the discussion ground rules at the front of the room...." (Note that these are posted in the front rather than the back of the room to emphasize the importance of the framework for decision-making).

Frame the issues and choices for each meeting---"citizens should not be put in role of planners." Establish parameters within which decisions will be made. (For example, tell people that a certain amount of growth is going to occur).

Consider developing task-oriented worksheets for groups containing more than 15 people. This allows participants to work in smaller groups. Small group findings are then reported to the entire group toward the end of the meeting.

5. **Decrease the size of any working committee.** Most people felt that the Steering Committee used for the North Boulder Plan was too large and unwieldy.
6. **Inform citizens of legal and physical constraints at the beginning of the process.** Review these constraints at the outset of each meeting. This should be developed as a short and concise list.
7. **Clarify who the citizens shall report to.** If there are legally defined roles, let citizens know at the outset.
8. **If a facilitator is warranted, review and clarify the role of the facilitator.** A recommendation by many who were interviewed is to "hire a non-interested, perhaps even out-of-City, facilitator that will be involved in the process from beginning to end." Others suggested that mechanisms need to be established to cut-off unconstructive, acrimonious debate. Again, many suggested that a neutral facilitator with substantive understanding of the desired end product and an understanding of how the planning process was legally constrained was needed for the North Boulder process. Ideally, Staff should fill this role over the long term. However, in the short term, the City should consider the use of an outsider to model a more effective citizen-based process and re-establish trust in such processes.
9. **Reduce the volume of material provided.** "Provide information on the big-issues at the beginning of the process."....."Weed out unnecessary information.....Provide data that is concise and relevant."
10. **Include Staff comments, if any, in a clearly identifiable fashion when writing reports based on community meetings.**

11. Engage in visible agenda setting and the synthesis of information at the meeting. Many Steering Committee members perceived that there was a "filtering of information" by Staff and even the consultants.. During any discussion, clarify whether the concepts which are presented were developed by an outside consultant, Staff or neighborhood interests.

12. Emphasize "product" over "process."

IV. PLANNING DEPARTMENT RECOMMENDATIONS

The final two questions asked of the interviewees were:

- How can the City of Boulder best engage in neighborhood-based planning while still meeting the overall needs of the City?; and,
- What suggestions do you have to help the community balance often competing interests?

These questions along with other insights provided by interviewees have led to the following recommendations for the Planning Department.

Suggestions for future Subcommunity Plans:

- 1. If more Subcommunity Plans are to be developed, a number of people suggested that the Planning Department needs to re-examine the Subcommunity boundaries that were developed in the mid-1980's.**
 - A few of those interviewed suggested that the City should not have assumed that the North Boulder Subcommunity was the same after a ten year period given the changes in North Boulder. Some noted that the Planning Board looked at the boundary. Some questioned whether the impacts of the annexations in North Boulder were truly considered.
 - The rationale for the Subcommunity boundaries should be examined during the initial meeting of a citizens-based task force. Those residing in an area to be planned should agree up-front on the boundary definition.
- 2. Those that were familiar with the skills of City of Boulder Staff and standing advisory boards suggested that the Planning Department could make better use of City Staff from other departments and standing advisory boards.**
 - Stan Zemler, Assistant City Manager, was mentioned as a person who has good facilitation skills and an ability to manage conflict.
 - Molly Dessonville from the City Manager's office was mentioned as someone who could serve as an initial neighborhood contact person, assist in the identification of stakeholders and the establishment of ground rules for any Steering Committee or task force.

- Many suggested that the City Attorney Office, particularly Joe deRaismes and Jane Greenfield, could have played a key role in establishing the legal parameters under which the Steering Committee was to operate. It should be noted that a few of those interviewed stated that indeed the City Attorney's Office did play this role. However, none of the Steering Committee members interviewed could recall any advice provided by the City Attorney's Office.
 - City of Boulder Advisory Boards, including: the Parks and Recreation Advisory Board, the Open Space Board of Trustees, the Transportation Advisory Board, the Housing Authority, and Utilities Advisory Board, could be used throughout the process to critique or provide valuable information rather than simply reviewing the Draft Plan.
3. **Some suggested that they would like to see the Planning Board, and City Council to a lesser extent, more actively involved in the development of Subcommunity plans, area plans and other plan components.** While most acknowledged that both the Planning Board and City Council were given periodic updates, many felt they should have been making substantive policy decisions throughout the Plan's development.
- Some took issue with certain decisions made by Staff or citizens on the Steering Committee. Examples include:
 - "Why did a hand-selected group help make the decision regarding the design consultant?"
 - "Why were certain citizens on the Steering Committee or City Council talking with the Design Consultants independently?"
 - "Who were the consultants consultants to?"
 - "The selection of consultants was a continuous source of conflict...[both in terms of] who selected them and how they were selected."
 - "City Council had no role in the selection of consultants. The City needs to revisit how it selects consultants."
 - "Who was running the show?"
 - "City Staff needs to take a neutral role."
 - A few questioned whether the North Boulder Subcommunity planning process was "undermining Planning Board's legislative responsibilities." Several members of the Steering Committee suggested that at key points in the process, the Planning Board should review decisions and agreements to date and ratify them, instead of waiting until the plan is first drafted. Some went further, suggesting that "the elected officials need to make more decisive decisions."

- Those on the Planning Board felt that the Study Sessions were very useful.
 - One Council person suggested that at the outset of the process the City Council, Planning Board, Staff, and citizens on the Steering Committee assemble to agree on overall goals and objectives, determine how citizen input will be used, and agree on the problems and issues to be addressed and resolved.
4. **As suggested by one council person, the City Council, Planning Board, Department Staff and involved citizens should clearly identify the role of the consultant and how the consultant will be selected prior to initiating a process like the North Boulder Subcommunity Plan.** The use of outside consultants in City-sponsored projects was brought up by at least one-half of the people interviewed. The issue is not one of money, but rather how consultants are used. Most were unclear about the evolving role of the design consultants. Few could remember the use of the process consultant. A number of people suggested that "the expectations of the City don't match the established budget or time line." Comments that demonstrate the confusion about how consultants were to be used in the North Boulder process include:
- "The City does not fully utilize outside assistance...funding issues are cited....this is not believable."
 - "What happened to Athena? What happened with Dover-Kohl? Will we get a full report this time?"
 - "I don't know anything about a process consultant." (Note: 75% responded that they were unaware that the City had hired a process consultant at the outset of the process.)
 - "A budget cutback changed the role of Dover-Kohl."
 - "It's a mystery...Dover-Kohl was paid \$90,000 for what?...What was the purpose?"
 - "The role of the consultants was ambiguous...they evaporated...it was a huge missing link...where did they go?"
 - "The design consultant process was very politicized...was there unclear representation to the design consultants? Did they understand that they did not have policy-maker input?"
 - "The work of all the consultants was short-circuited...Why no Athena? The data source book was short-circuited. The entire use of consultants lacked a clear process with a clear charge."
 - "When consultants serve as an extension of Staff, it seems like Staff is trying to pre-determine the outcome. They [consultants] can't come up with anything that makes the City look bad...there is this control of information through the City..."

- "It is the Staff's responsibility to deliver a product...consultants are a resource...this was never clear to the consultants or to the Steering Committee."
- "The [concept] of consultants as an extension of Staff is suspicious...Staff tends to develop long term deep relationships with Boulder consultants."
- "Consultants require better professional judgment...there should have been ground rules established...There was some unprofessional behavior and communications."
- "Experts should be brought in to give the Steering Committee technical information. A skilled facilitator, not just anyone, should be used to get agreement."

5. Synthesize information for distribution. Reduce the volume of paper being produced. A number of the suggestions made by City Council, Planning Board members, Staff outside the Planning Department and Steering Committee members appear to have been undertaken by the Planning Department. However, all participants in the Plan seem to have been suffering from information overload.

- "There was too much information to digest in too short a time-frame."
- "The process and material to consider was too complex."
- A critical success factor developed by the City Council in 1994-1995 was: "Break complex issues into smaller pieces." To this I would add -- develop concurrence and make critical choices throughout the process.

Since a plan, by definition, is a statement of intentions developed and agreed to by those it is meant to guide, agreements should be developed and restated throughout the planning process. Try to agree on major parameters and intentions early on. Work toward greater detail as the plan progresses.

SUBCOMMUNITY PLANNING IN BOULDER, CO

1978 - 2015



SUBCOMMUNITY PLANNING

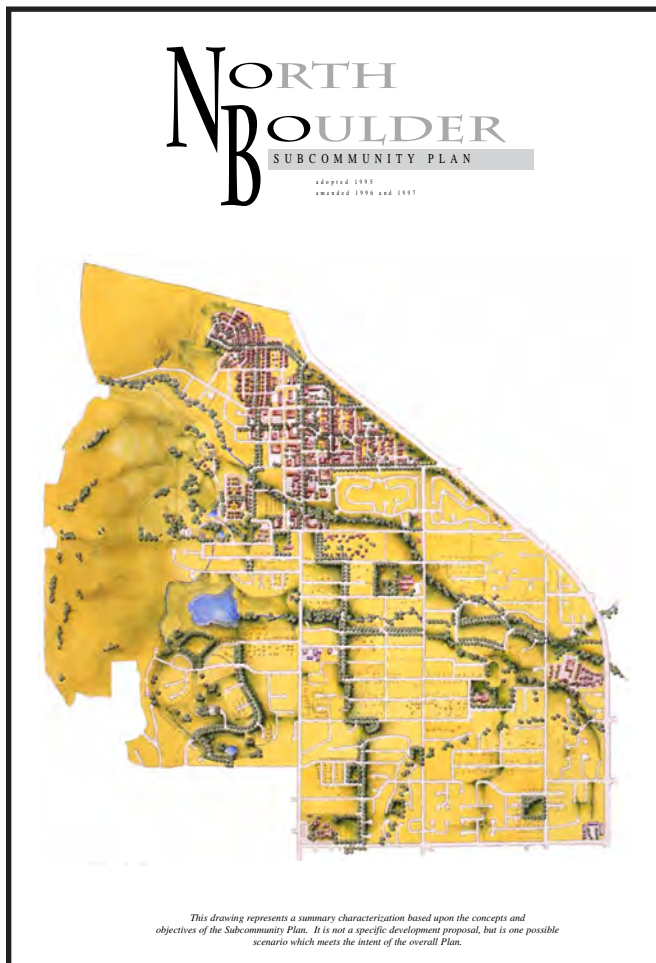
INTRODUCTION

This year, the City of Boulder will pursue the development of a long-range planning program for Boulder's subcommunities. Five subcommunities in Boulder were first identified in the very first comprehensive plan in 1978. Today, there are ten subcommunities with their own attributes, history and character. To plan for the future, this document examines how the concepts of subcommunities and subcommunity planning have evolved over the last 50 years.

The objective of Boulder subcommunities has remained consistent over the years. These smaller divisions of the city were meant to provide focused, more detailed planning than what could be accomplished through the work of a comprehensive plan. Language surrounding subcommunity planning has not deviated from its intention to provide community residents, city council and staff with a platform and tool for communicating expectations about the future of subcommunities.

Ideas about the scope of planning for subcommunities has shifted over the years. In the 1990s, many components of city issues were addressed, such as transportation, land use, parks and recreation, culture and arts and others. However, the 2005 Boulder Valley Comprehensive Plan (BVCP) update indicates that future subcommunity plans should be reduced in scope and provide shorter schedules for completion.

PAST PLANS

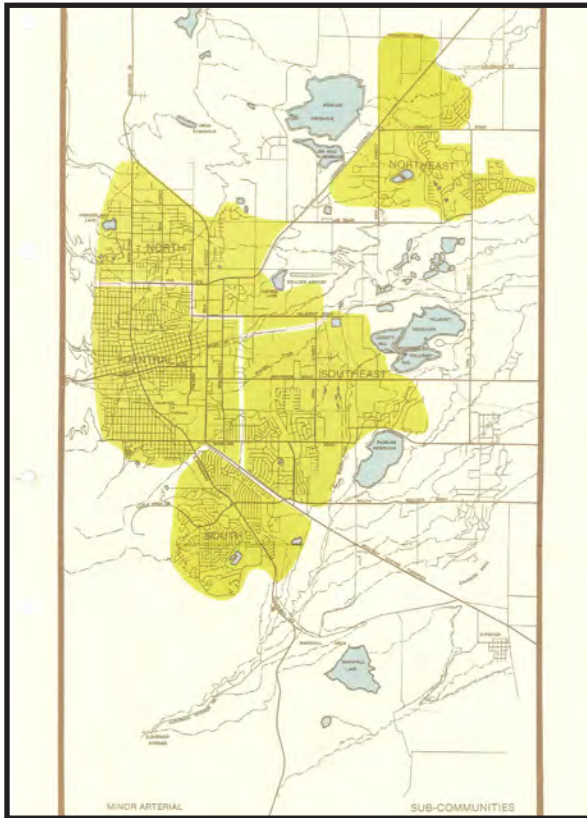


The first Subcommunity Plan was adopted in 1995. The North Boulder Subcommunity Plan was intended to preserve the positive aspects of the subcommunity and ensure that future changes benefit both subcommunity residents and the City as a whole. The document provides direction for future development and additional public facilities in North Boulder, as well as preservation of existing characteristics valued by residents.

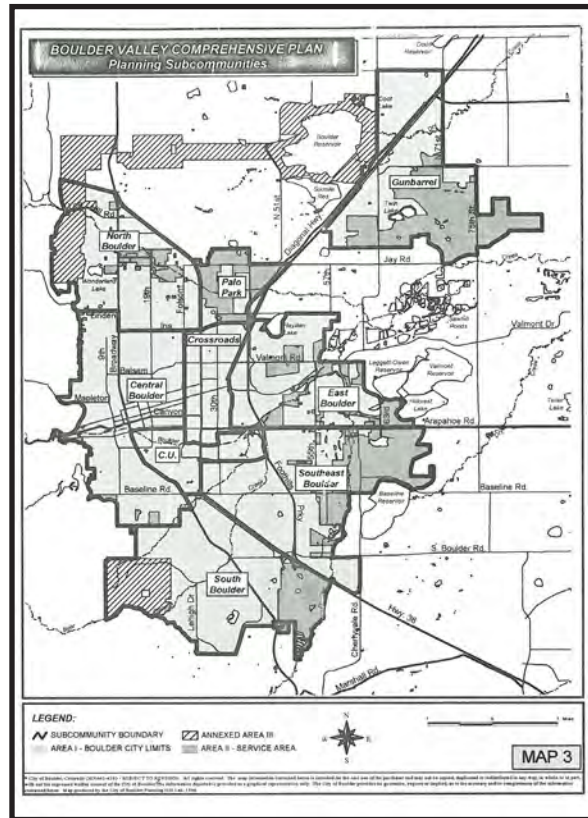
General feedback from City Council at a January 2018 Council retreat indicate that both the planning process and product were successful tools that have been employed over the years to communicate expectations of both community members and the City. The North Boulder Subcommunity Plan is the only adopted plan of this scale in Boulder.

In 2014, the city published the North Boulder Subcommunity Action Plan. This plan was meant to serve as an implementation guide for items from the 1995 Plan that were not fully realized. All recommended actions are consistent with the 1995 Plan.

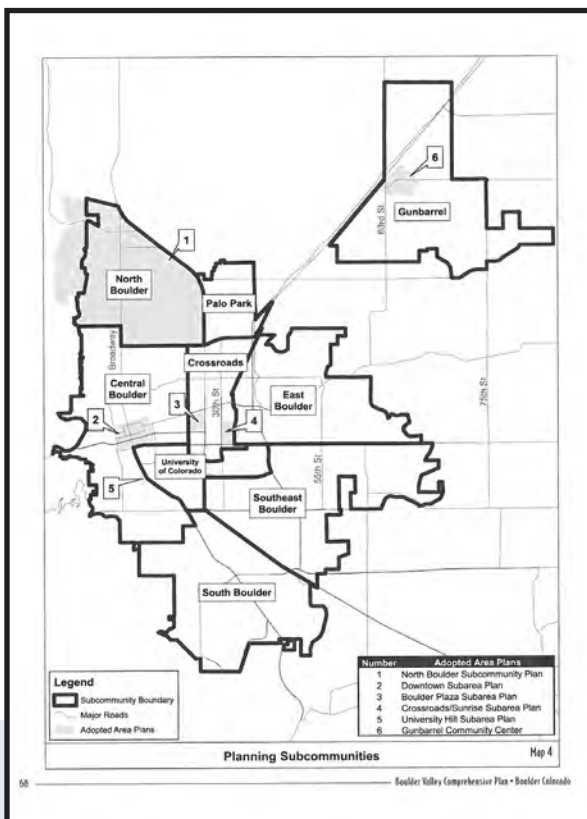
1978



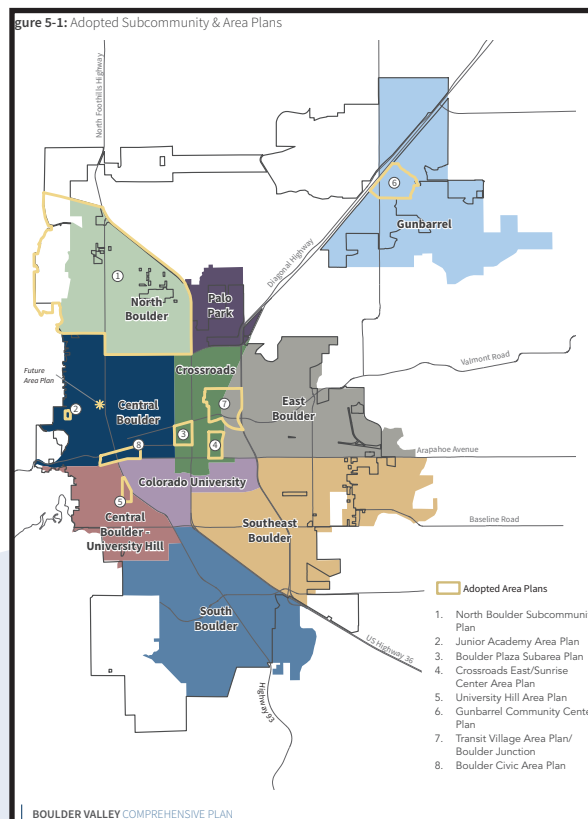
1995



2005



2015



1978

DEFINITION OF A SUBCOMMUNITY

Each subcommunity consists of several neighborhoods or smaller groupings that have their own vitality, variety and identity. All subcommunities have urban and rural sections where residents can enjoy active and passive recreation.

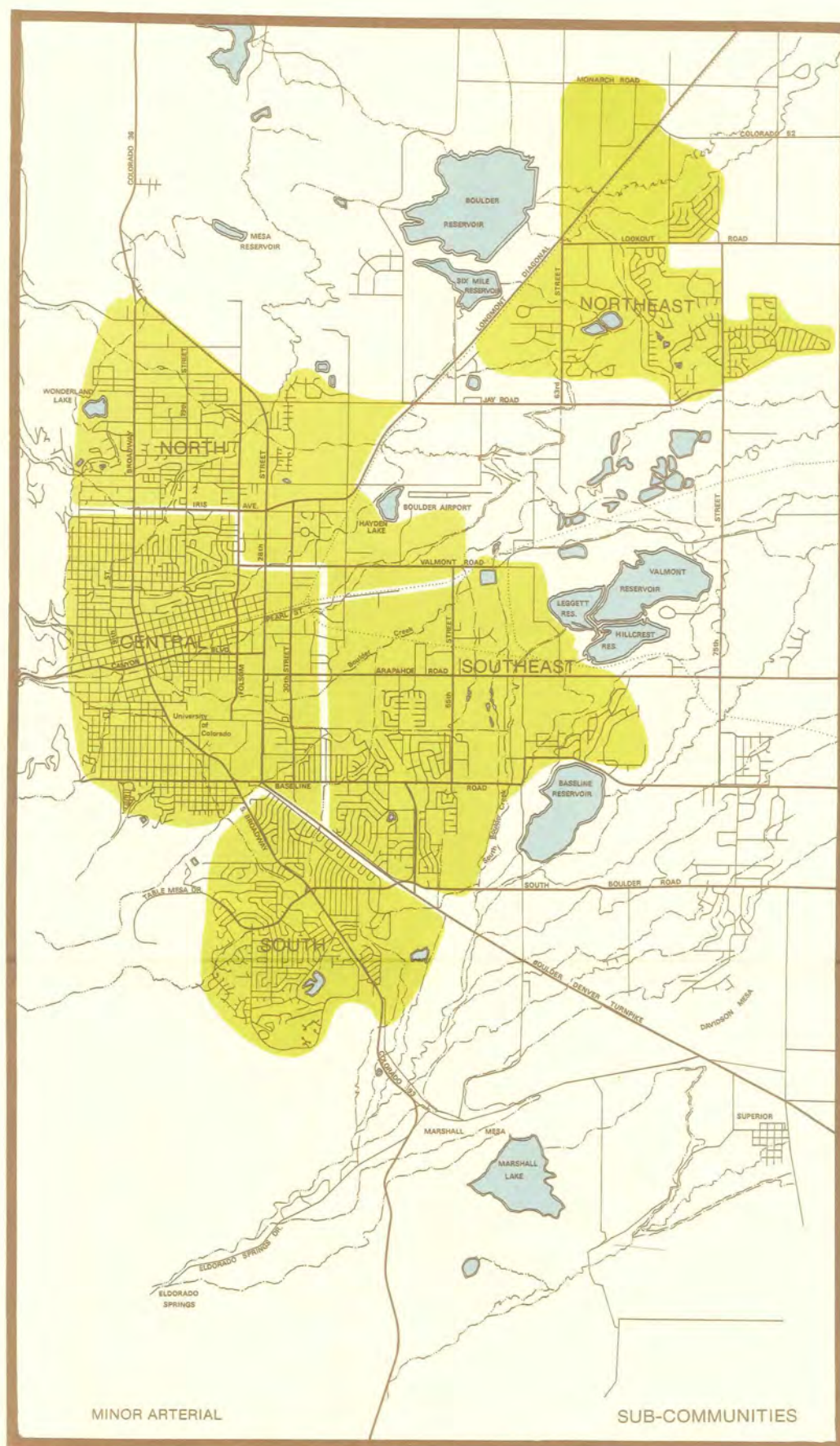
BOUNDARIES WERE DEFINED BY:

- Natural or physical separation
- Character previously set that reduces the total community area into somewhat independent areas for such amenities as convenience shopping, parks and recreation, schools, places of worship and daycare facilities

SUBCOMMUNITIES

In 1978, the Boulder Valley Comprehensive Plan included five subcommunities:

1. Central
2. North
3. Northeast
4. Southeast
5. South



1995

DEFINITION OF A SUBCOMMUNITY

Subcommunities are distinct areas within the Service Area of the City as defined by physical boundaries such as roads, district development character, and common public facilities such as schools and parks.

DEFINITION OF A SUBCOMMUNITY PLAN

Subcommunity plans provide an agreement among citizens and city departments on the future development of the subcommunity, create a common understanding among residents of expected changes in the area, and develop implementation methods for achieving the goals of the subcommunity plan.

Examples of issues to be addressed in subcommunity plans:

- Address conflicts between BVCP goals and residents
- Circulation patterns relative to the city as a whole and any needed changes in the network
- Desired character of streets in the community
- How should the subcommunities link with other subcommunities in the area
- Existing or potential conflicts between existing or projected land uses
- Any needed support services or facilities
- Important environmental features to be preserved or enhanced

BOUNDARIES WERE DEFINED BY:

- Census tract block boundaries that provided a multitude of census data that aligned with subcommunities (1992)

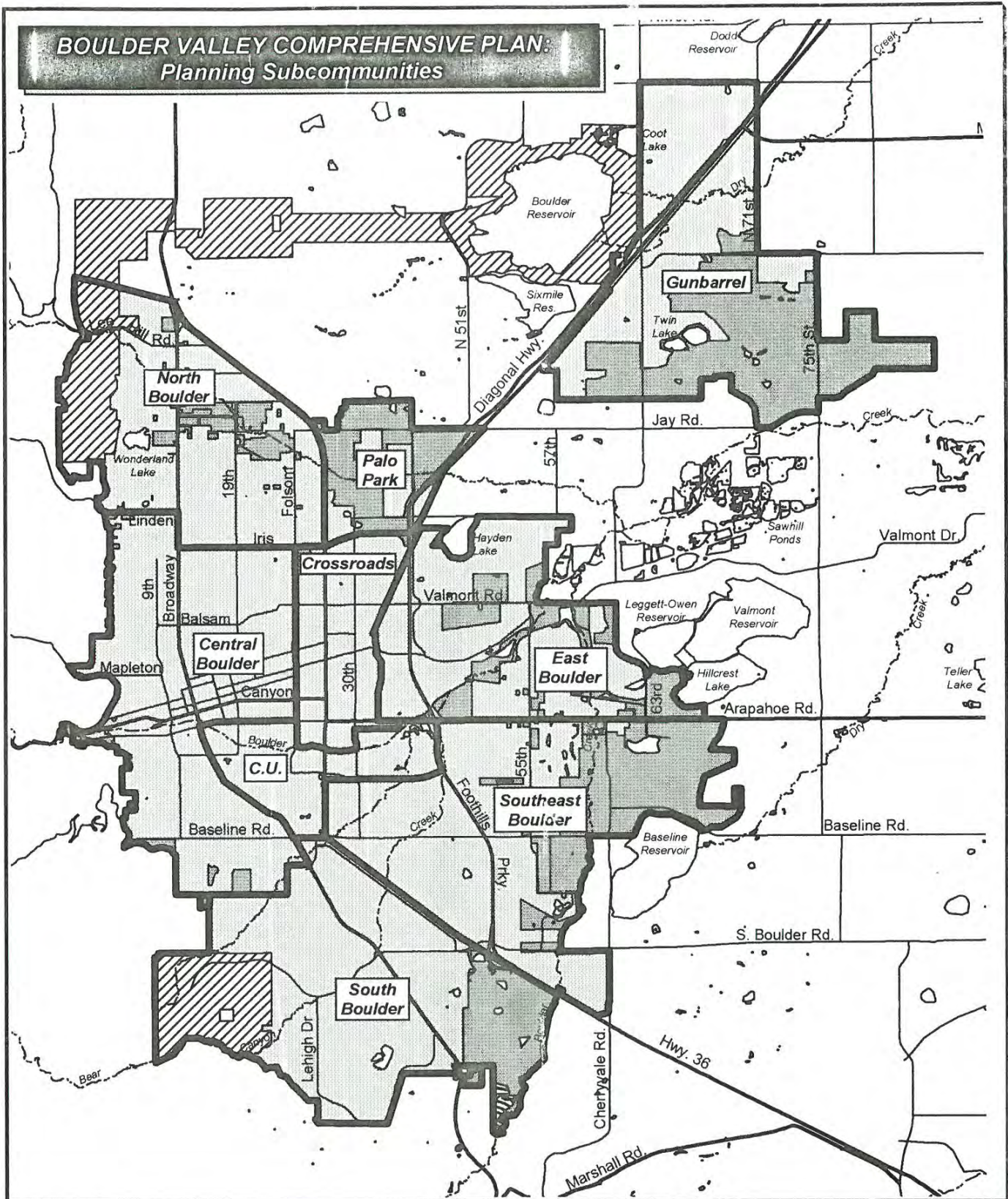
SUBCOMMUNITIES

In 1978, the Boulder Valley Comprehensive Plan included nine subcommunities:

1. Central
2. North
3. Palo Park (1978 – included in North)
4. Gunbarrel (1978 Northeast)
5. Crossroads (1978 – included in Central)
6. East (1978 – Included in Southeast)
7. Southeast
8. South
9. C.U. (1978 – included in Central)

SPECIAL NOTE:

At the time, the Capital Improvement Program (CIP) was reorganized by subcommunity to allow assessment of facility deficiencies, growth-related facility needs and not yet programmed capital improvement needs. Today, the city continues to track the geographic distribution of capital improvements but the CIP is no longer organized by subcommunity.



LEGEND:

- SUBCOMMUNITY BOUNDARY
- ANNEXED AREA III
- AREA I - BOULDER CITY LIMITS
- AREA II - SERVICE AREA



1 0 1 Miles

MAP 3

© City of Boulder, Colorado (303)441-4193 - SUBJECT TO REVISION. All rights reserved. The map information contained herein is intended for the sole use of the purchaser and may not be copied, duplicated or redistributed in any way, in whole or in part, without the expressed written consent of the City of Boulder. The information depicted is provided as a graphical representation only. The City of Boulder provides no guarantee, express or implied, as to the accuracy and/or completeness of the information contained herein. Map produced by the City of Boulder Planning GIS Lab, 1996.

2005

DEFINITION OF A SUBCOMMUNITY

Subcommunities are areas defined by natural or physical separation or by existing character. While functionally interrelated, the subcommunities are somewhat independent areas for planning purposes on a more detailed level than the BVCP.

DEFINITION OF A SUBCOMMUNITY PLAN

Subcommunity and area plans establish the official future vision of an area; create a common understanding among residents, businesses, land owners, and city departments of expected changes in the area; and develop implementation methods for achieving the goals of the plan.

BOUNDARIES WERE DEFINED BY:

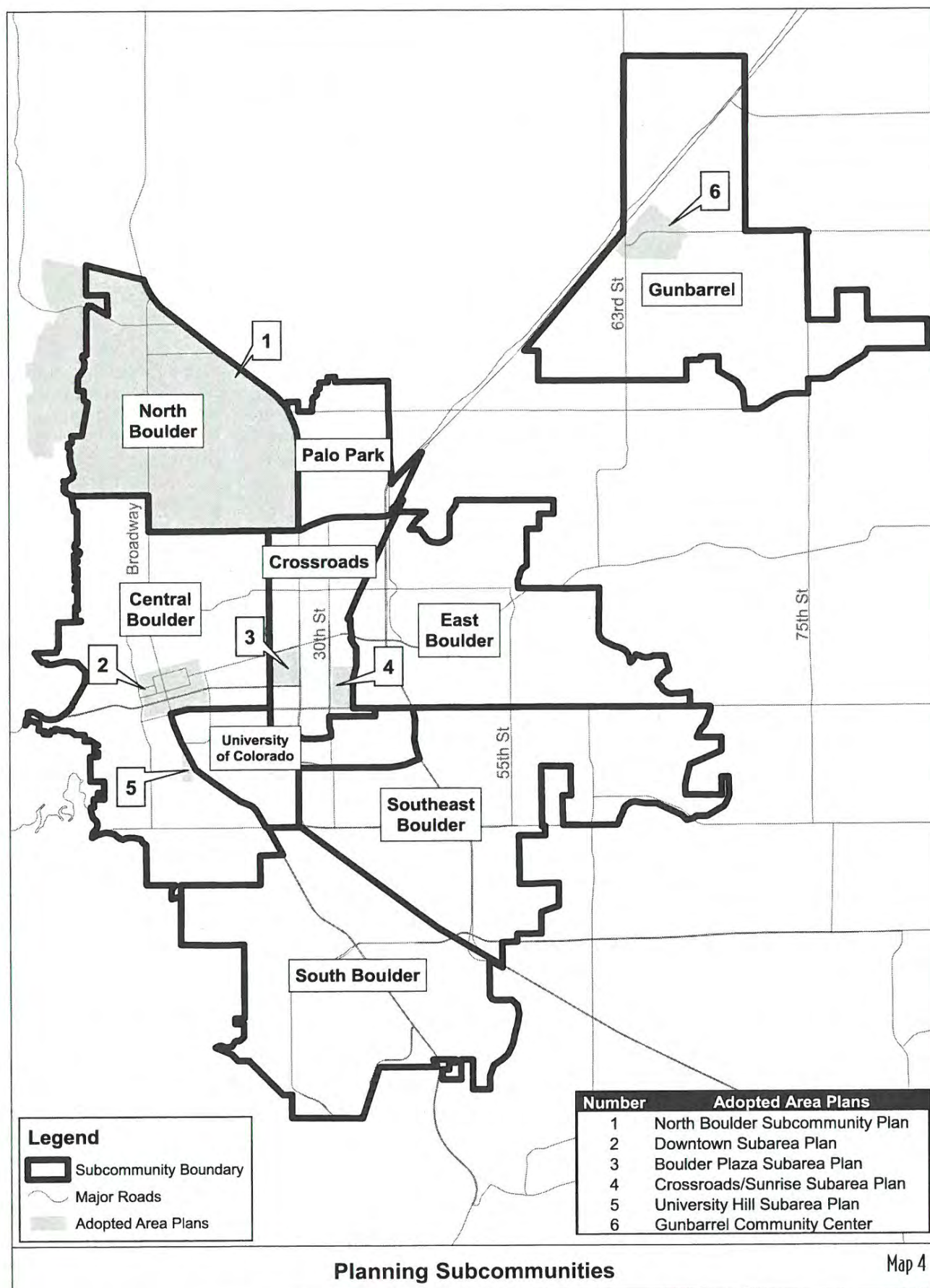
- Natural or physical separation
- Existing character
- (Consistent with census tract boundaries)

SUBCOMMUNITIES

1. Central
2. North
3. Palo Park
4. Gunbarrel
5. Crossroads
6. East
7. Southeast
8. South
9. University of Colorado

SPECIAL NOTE:

The 2005 BVCP identified that the city had become more fully developed, and therefore the need for extensive planning at the subcommunity planning level lessened. The perspective shifted to the thought that not all subcommunities will necessarily have subcommunity plans. If they do, they will address fewer issues than were tackled in the North Boulder Subcommunity Plan. Issues that might be addressed: Are there deficiencies in the overall circulation network and where are future streets or paths needed? Are there public or private facilities needed in the area and where should they be located?



2015

DEFINITION OF A SUBCOMMUNITY

No definition

DEFINITION OF A SUBCOMMUNITY PLAN

Subcommunity plans bridge the gap between the broad policies of the comprehensive plan and site-specific project review (development applications or city capital projects). The planning horizon is the same as that for the comprehensive plan – 15 years. It is anticipated that each subcommunity plan will be evaluated as needed and monitored annually through the CIP and the Boulder Valley Comprehensive Plan Action Plan.

BOUNDARIES WERE DEFINED BY:

- No definition

SUBCOMMUNITIES

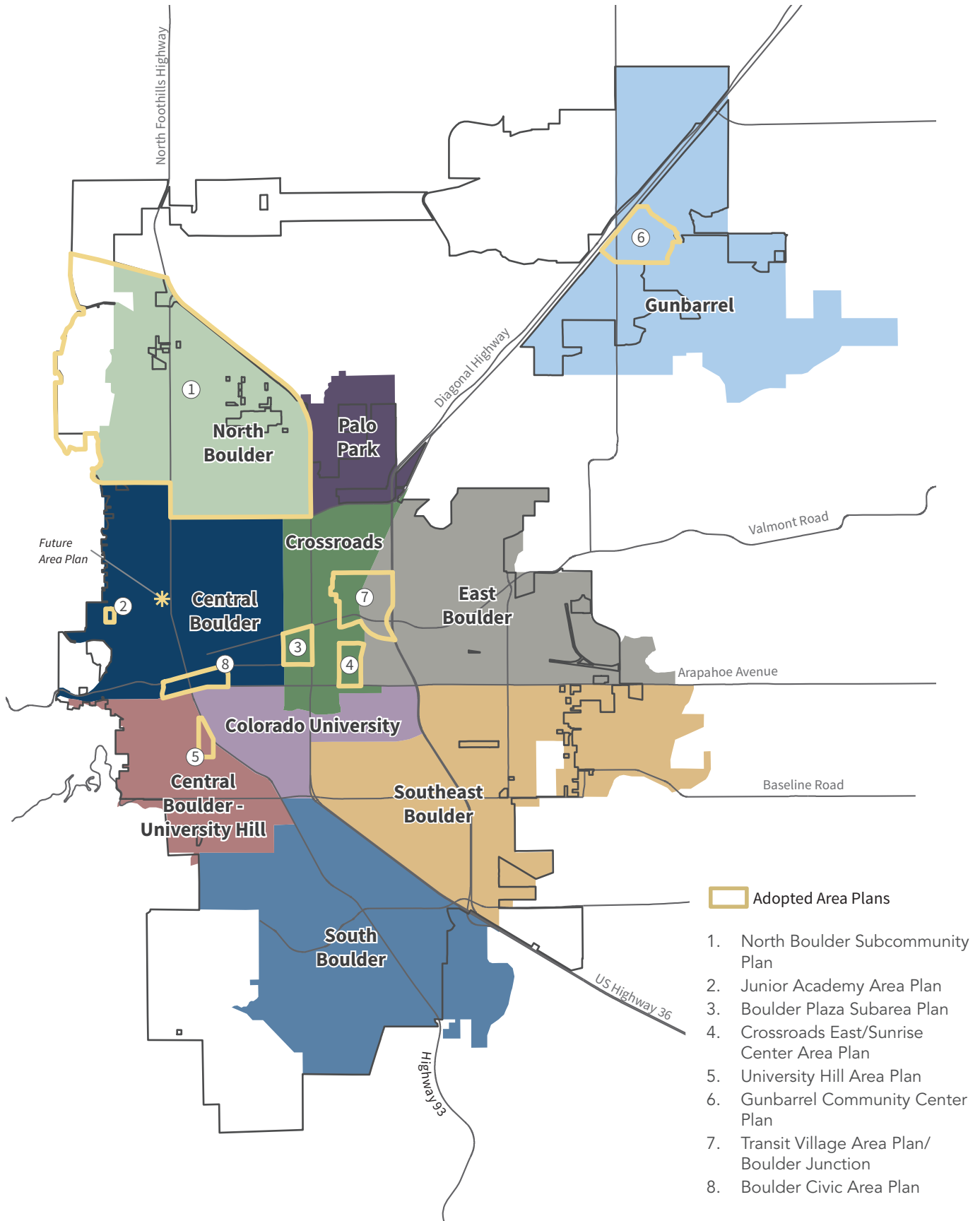
In 2015, the Central subcommunity was split into two subcommunities, resulting in a total of ten across the City:

1. Central
2. Central – University Hill
3. North
4. Palo Park
5. Gunbarrel
6. Crossroads
7. East
8. Southeast
9. South
10. University of Colorado

SPECIAL NOTE:

Included in the BVCP is a lengthy description of the “intent” of subcommunity plans as well as what the planning process should include.

Figure 5-1: Adopted Subcommunity & Area Plans



2018: RE-DEFINING THE BOUNDARIES

The concepts of subcommunities and subcommunity area planning have slightly changed over time to meet the perceived needs of the City and the dynamics of planning for preservation and change in a City with a complicated perspective on growth. In 2018, as the City looks to these boundaries as defining areas for subcommunity planning, the history of these boundaries raises important questions.

Do the existing boundaries accurately represent the communities they contain? Is it important that all land within the City boundary, or within the Boulder Valley Area I and Area II, is included in a subcommunity? Do any of these subcommunities need to be split into two or more subcommunities? Should the city consider the establishment of a Downtown Subcommunity? These and other questions will be answered by the Subcommunity Planning Program.

NEXT STEPS

The Subcommunity Planning program will look to the Boulder Valley Comprehensive Plan as its guiding resource for future opportunities and challenges. The subcommunity plan will help residents select where, what and how to implement the policies of the BVCP to achieve the City's mission. A key first step to moving forward with Subcommunity Planning will be to confirm or revise the current subcommunity boundaries.

Re-Drawing the Boundaries

There are a number of existing issues related to the current boundaries as they are drawn:

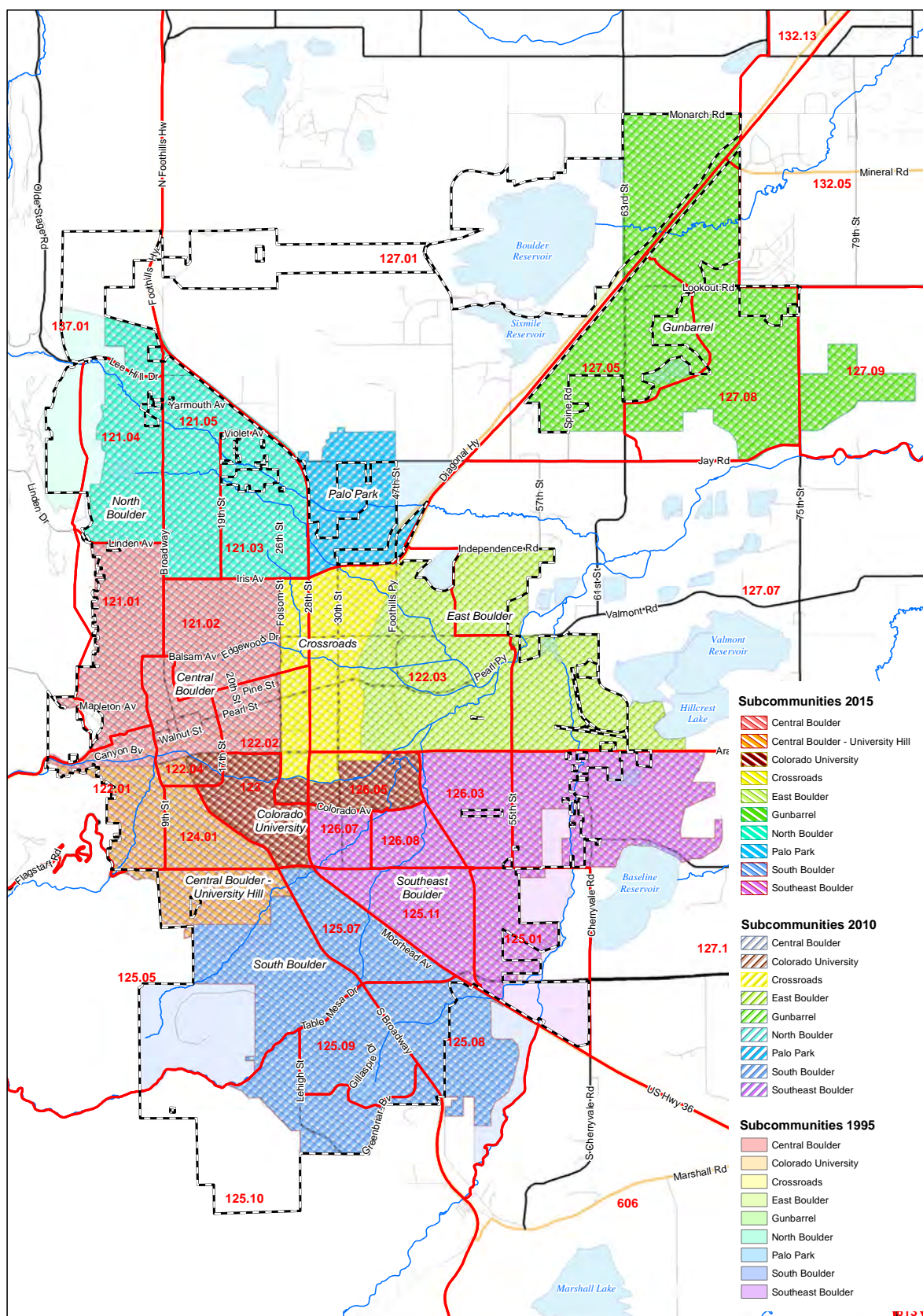
1. There are areas within the City limits that are not assigned to a subcommunity
2. There are subcommunity boundaries that are currently outside the City limits
3. Council feedback indicates that the current boundaries do not accurately represent what a subcommunity should include
4. The city's Downtown may merit its own subcommunity.
5. There is no existing alignment between the current subcommunity boundaries and a variety of methods for mapping neighborhood boundaries
6. Key community corridors currently act as the boundary lines between subcommunities but actually serve as the heart of some areas

Challenges

While re-drawing subcommunity boundaries to more accurately represent defined areas within the City may be necessary, there are a few issues to consider before putting pen to paper. Community outreach conducted as a part of the 2015 BVCP update includes a wealth of resident input, survey results and other community comments collected and organized by subcommunity. Should the boundaries be re-drawn, this information would no longer be applicable or useful and a similar outreach effort may be required to collect data by subcommunity. The capital improvement program has tracked capital investments by subcommunity since the 1995 BVCP update. Since the boundaries have only altered slightly since 1995, we are currently able to track how subcommunities have experienced investment over the past 20 years. The ability to track this information over time would also no longer be applicable to new boundaries.

In 1992, subcommunity boundaries were re-drawn to align with census tracts. Both the census and the American Community Survey provide important insights into the evolution of areas within a city. Re-designing the boundaries in a way that conflicts with census tracts or block groups will make it challenging to use and track the important census data to get an accurate representation of the population. In general, best practices recommend using census-defined areas where it is appropriate to do so.

Subcommunity Area Boundaries



City Limits
Census Tract 2010



0 0.5 1 2 Miles

(c) City of Boulder, Colorado 7/5/2018, SubcommunityHistoricMap_20180703.mxd



SUBCOMMUNITY PLANNING PROGRAMS

NATIONAL CASE STUDIES



Case Studies: How Other Cities Approach Small Area and Neighborhood Planning

INTRODUCTION

To help inform the structure of a subcommunity planning program, staff has conducted research on small area and neighborhood planning programs in other U.S. cities. The focus of this study was to identify trends in localized planning, not based on content of the plans, but rather on the process and structure of other programs. Staff considered programs in the following 11 cities:

- San Francisco, California
- Boise, Idaho
- Denver, Colorado
- Lakewood, Colorado
- Madison, Wisconsin
- Detroit, Michigan
- Tulsa, Oklahoma
- Austin, Texas
- Cambridge, Massachusetts
- Washington, D.C.
- Asheville, North Carolina

After a cursory review of these eleven programs, staff took a deeper dive into the plans and outcomes of the seven cities highlighted in this report to gain a better understanding of program structure.

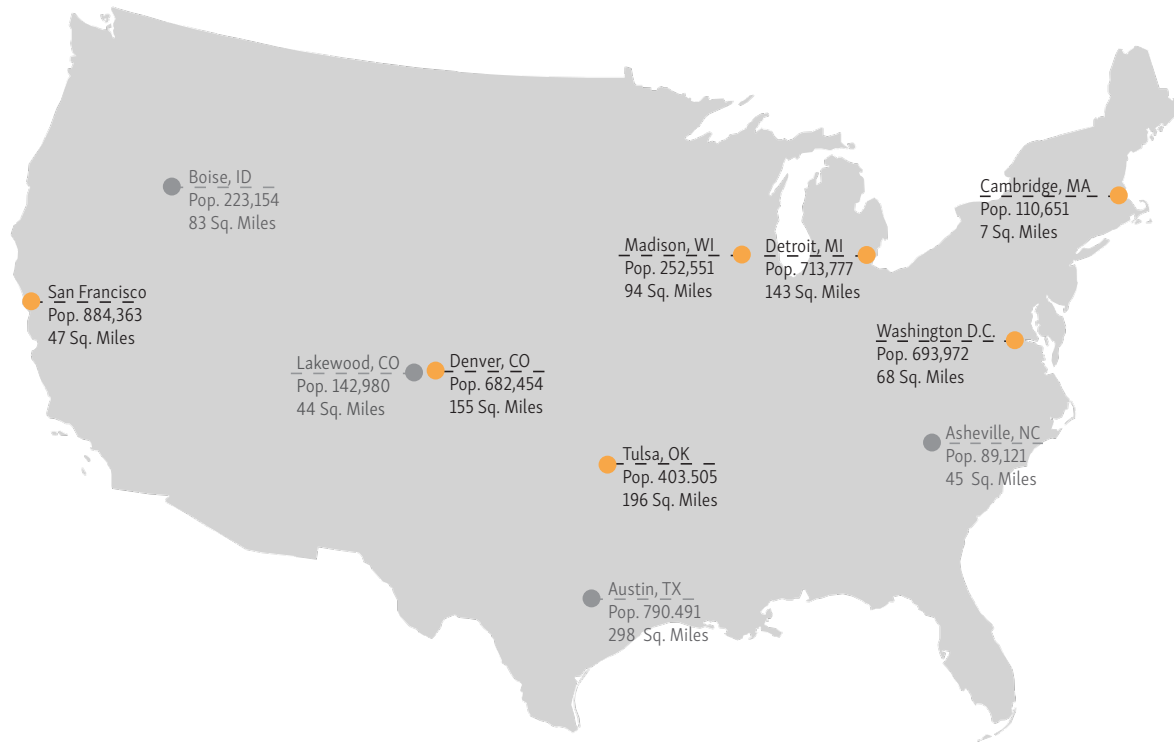
TRENDS

Localized planning, at the neighborhood level or subcommunity level has gained traction in the past 20 years as a tool to implement city-wide goals. Prior to 2000, many cities saw neighborhood planning driven by and produced by resident organizations. In recent years, city councils and staff have recognized the community interest in localized planning and formalized programs to fold these smaller-scale efforts into the goals of comprehensive plans and city-wide strategies.

As these processes have been formalized, a recognition surrounding the access to planning has become a discussion in the national planning conversation. The concept of equity in planning and community engagement has revealed correspondence in some communities between the lack of access to resources and under-representation in community planning processes.

In order to address this disparity, many cities are attempting to increase the opportunities for resident participation through new methods, platforms and communication. Transparency in planning processes is becoming increasingly important as residents continue to learn how to best play a role in shaping their communities.

As a component of community participation and clarity, many cities are harnessing the availability of big data to communicate community “wellness.” By combining available data with software, mapping and graphic design, cities are now measuring community health and better able to communicate this measurement to residents by translating large sets of data into easily digestible maps, info-graphics and interactive online tools, giving community members the opportunity to understand how their neighborhood is performing.



BEST PRACTICES

Increased interest in participation and a need for clarity in planning processes has driven a number of cities to define and document their programs in the form of strategic documents or online resources and webpages. This offers city staff, councils and community members a level of predictability in planning processes and maintains consistency across efforts to ensure equity in both process and access of information.

Staff has found that programs offering the greatest clarity for staff and community members provide information about the following six foundational elements of their programs:

1. Definitions
2. Boundaries
3. Prioritization
4. Scopes and Deliverables
5. Schedule and Phasing
6. Community Engagement

Establishing these features up front and communicating expectations about each of these topics can help programs and processes achieve success.

PLANitulsa: Small Area Planning

TULSA, OK

QUICK FACTS:

Population: 403,505

Area: 196 sq miles

Form of Government: Strong Mayor,
Mayor-Council Government

City Council: 9 Members



FOUNDATIONAL ELEMENTS

Guiding Resource

“A Guide to Small Area Planning” City of Tulsa. 2016

<https://www.cityoftulsa.org/media/1556/cot-sap-guide.pdf>

Definitions

- The guide uses clear language to describe key terms, relationships and impacts of small area planning in Tulsa.
- Information can be found on the city’s website as well as a “Frequently Asked Questions” page.

Boundaries

- There are no official boundaries for small areas but land eligible for small area planning is identified by the comprehensive plan’s “Areas of Growth” map and census designations of high employment (at least 1,000 employees per census block group).
- Small area boundary definition is the first step in the planning process for each plan.
- There is no pre-determined number of small areas or small area plans.

Prioritization

- Stakeholders go through a self-nomination process to direct planning to areas most interested.
- Areas prioritized using “Small Area Plan Selection Criteria.”

Scope and Deliverables

- Scope and deliverables are standardized and provided in a checklist as an appendix to the Guide
- Table of Contents is standardized.

DEPARTMENT LOGISTICS:

13 staff members on the team

Each plan is assigned a city project manager but use of consultants depends on the scope of the planning effort.

Contact:

Dawn Warick, Planning Director

918.576.5447

DWarrick@cityoftulsa.org

Schedule and Phasing

- With proper resources, a reasonably-sized boundary and well-organized stakeholders, the city anticipates an 18-month schedule to complete a plan. Time-frame includes:
 - Several months of preliminary staff work to select an area and initiate the process
 - 9-12 months of active participation by the Citizen Advisory Team to produce a draft plan
 - Several months for staff to guide the plan through adoption and City Council approvals
- Planning horizon is 10-20 years.
- City currently engaged in 1 new small area plan and 2 plan updates.

Community Engagement

- Each plan area forms a citizen advisory team (CAT) composed of area stakeholders invited by the plan area's City Councilor.
- Engagement includes a 6-step process format, that is applied to all SAP efforts.
- All engagement material is available for viewing online.

Cambridge Neighborhood Studies

CAMBRIDGE, MA

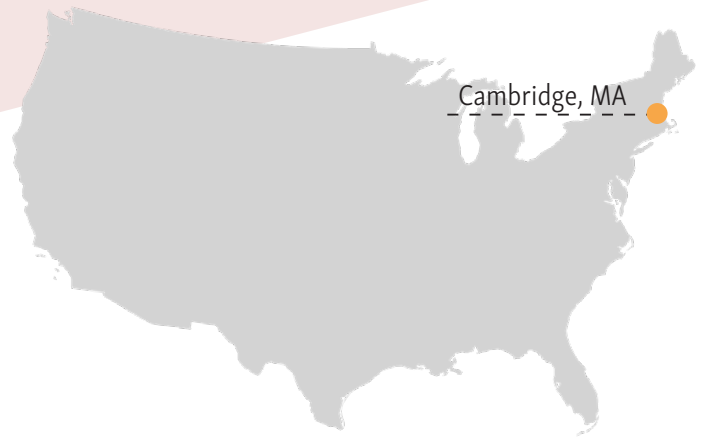
QUICK FACTS:

Population: 110,651

Area: 7 sq miles

Form of Government: City Manager

City Council: 9 Members



FOUNDATIONAL ELEMENTS

Guiding Resource

The neighborhood studies program is an extension of the *Cambridge Growth Policy Document*. There is no guiding document that directs neighborhood planning, but the City's website offers information about the program. Each neighborhood division has its own webpage.

<http://www.cambridgema.gov/CDD/planud/neighborplan>

Definitions

- Key terms are not defined on the City's website but are defined in each of the plans.

Boundaries

- Based on the City's 1953 Planning Study, *Thirteen Neighborhoods: One City*
- Used the "neighborhood unit principle" to divide Cambridge into 13 workable residential areas for planning.

Prioritization

- Need more information

Scope and Deliverables

- Table of Contents is standardized for all plans.
- Format for deliverables is consistent for all neighborhood plans.

Schedule and Phasing

- First round of planning for 12 of 13 neighborhoods was done in the 90s.
- Round of updates conducted in the 2000s (a 10-year update).
- Some neighborhoods currently going through a 5-year update.

DEPARTMENT LOGISTICS:

Each neighborhood has a dedicated planner

Use of Consultants: Not for production of plans but some consulting may be done for specific topics/ areas of study

Contact:

Melissa Peters, Director of Community Planning

617.349.4605

mpeters@cambridgema.gov

Community Engagement

- A resident committee is appointed by the City Manager to identify planning opportunities and make recommendations for a course of action.
- Series of public meetings are typical;
- Each neighborhood has a comprehensive web page with neighborhood planning news; description and images of the neighborhood; information about area parks; links to additional resources and all planning documents and maps applicable to the neighborhood.
- Each neighborhood has a dedicated planner.

Neighborhood Planning Initiative

DENVER, CO

QUICK FACTS:

Population: 682,454

Area: 155 sq miles

Form of Government: Strong Mayor,
Mayor Council Government

City Council: 13 Members



FOUNDATIONAL ELEMENTS

Guiding Resource

In November of 2016, Denver's Community Planning and Development Department released its Neighborhood Planning Initiative (NPI) Strategic Framework to guide future NPI efforts:

[Neighborhood Planning Initiative Strategic Framework](#)

Definitions

- Strategic Framework document defines key terms and explains relationships in clear language accessible to community members.
- Program based on three core values: Intentional, Equitable and Measurable.

Boundaries

- Denver's 78 Neighborhood Statistical Areas (NSAs) are grouped by planning need and geography into 19 planning areas.
- Maintaining the boundaries of the NSAs retains permanent and consistent boundaries over time and allows data collection and analysis to align with US census tracts.

Prioritization:

- Defined data-based indicators of planning need to establish which neighborhoods within the city have the greatest need for a plan, relative to all other neighborhoods.
- Indicators are organized by five themes, each with three measurable criteria.

Scope and Deliverables:

- Final content of plans is standardized with room for flexibility; Content described as an "Always topic" a "Focus Area" or a "Focus Topic."

DEPARTMENT LOGISTICS:

10 staff members on the team dedicated to NPI program

Use of Consultants: Yes - large consultant teams for each NPI. Aquired through RFPs

Contact:

Steve Nalley, Neighborhood Planning Supervisor
steve.nalley@denvergov.org

Schedule and Phasing

- Planned duration of the process: 18-24 months;
- The first two plans are currently underway. The first plan is behind schedule.
- In order to achieve the target goal of 100% coverage in the next 10-14 years, the Denver planning staff intend to take on 3 plans concurrently.

Community Engagement

- Community engagement strategy includes several methods; Traditional, Targeted, Innovative, and Online.
- The types of engagement and the forms used are all specific to each of the planning stages: (1) Visualize; (2) Strategize; (3) Realize.

Better Neighborhoods Program

San Francisco, CA

QUICK FACTS:

Population: 884,363

Area: 47 sq. miles

Form of Government: Strong Mayor

City Council: 11 Members (Board of Supervisors)



FOUNDATIONAL ELEMENTS

Guiding Resource

Better Neighborhoods planning is based on the city's "Eight Elements of Great Neighborhood"

<http://sf-planning.org/eight-elements-great-neighborhood>

Program has evolved from 2002 initiation. The plans resulting from Better Neighborhoods Program now serve as guiding resources for other topic-focused small area or corridor plans.

Definitions

- Webpage for Better Neighborhoods program does not offer definitions for key terms or distinguish between neighborhood and area plans.

Boundaries

- Program targets five key neighborhoods within the city; Some neighborhoods receive neighborhood-wide plans and others are broken into smaller "areas" which receive their own area plans.
- Planning areas do not cover 100% of city.

Prioritization:

- Areas prioritized by a need to control rapid growth and densify around transit routes.

Scope and Deliverables:

- Table of contents is consistent for all plans.
- Documents, maps and other deliverables that were done in the early 2000s are consistent in format and style for all plans; More recent documents are more graphically driven and attempt to represent the style of the neighborhoods (ex/Japantown).

DEPARTMENT LOGISTICS:

Staff divided into quadrants of the city and represent one or more geographic areas.
Use both in-house staff and consultants to conduct area and neighborhood planning.

Contact:
Matthew Snyder
415-575-6891
matthew.snyder@sfgov.org

Schedule and Phasing

- Schedules and phasing are in response to availability of staff and resources and planning needs.

Community Engagement

- Process offers variety of committees for residents to participate in throughout process.
- Staff hosts neighborhood meetings to discuss funding and implementation of infrastructure projects
- Staff uses a variety of outreach methods to gather community input and vet recommendations including meetings with neighborhood organizations, public meetings and workshops, open houses, walking tours, charrettes and community surveys.
- Residents can sign up for newsletters distributed by the city.

Neighborhood + Small Area Planning

Washington, District of Columbia

QUICK FACTS:

Population: 693,972

Area: 68 sq. miles

Form of Government: Home Rule district but within the Legislative branch of Federal government;

City Council: 13 Members



FOUNDATIONAL ELEMENTS

Guiding Resource

Small Area Plan Information document provides background and information on small area planning process: <https://planning.dc.gov/publication/small-area-plan-information>

Definitions

- The information document uses clear language to describe key terms, relationships and impacts of small area planning in D.C.

Boundaries

- City is divided into eight wards;
- Ward boundaries are political boundaries that can change every 10 years due to redistricting following the decennial Census.
- Ward boundaries do not align with “planning boundaries” of the comprehensive plan, which may change at a 20-year update .
- Plan areas do not cover 100% of city, but the ward boundaries do.

Prioritization:

- Need more information

DEPARTMENT LOGISTICS:

10 staff members on the team with a variety of skillsets (outreach coordinators, land use planners, policy specialists)

Use of Consultants: In the past, consultant retention was more frequent but dollars have shrunk and more work is done in-house now.

Contact:

Colleen Willger, Senior Neighborhood Planner

202-535-1556

Colleen.willger@dc.gov

Scope and Deliverables:

- Small Area Plan Information document outlines general components for plans.
- Format and design of the plans representative of the time in which they were produced; no standardized format or template.

Schedule and Phasing

- Many plans completed for each ward (between 4-12 each over the past 18 years).
- Plan creation process is consistent and predictable for community members.

Community Engagement

- Community leaders serve on an advisory committee to provide input on process and plan objectives.
- Community engagement process is used to identify issues, opportunities and the vision for area/neighborhood.
- Process includes a 30 day public comment of the draft plan.

Neighborhood Framework Strategies

DETROIT, MI

QUICK FACTS:

Population: 713,777

Area: 143 sq. miles

Form of Government: Strong Mayor

City Council: 9 Members



FOUNDATIONAL ELEMENTS

Guiding Resource

Currently no guiding resource for the process or outcomes. Production/planning teams use goals and scope outlined in project RFPs for guidance.

Definitions

- Terms are not clearly defined.
- Information about scope and process available to community members on planning website.

Boundaries

- Detroit Planning and Housing departments defined ten targeted multifamily housing areas where the city plans to invest dollars in housing, home rehabilitation and new and rehabilitated infrastructure to transform areas into “20-minute neighborhoods.”
- Planning areas build on strong residential communities and commercial corridors.
- Planning areas do not cover 100% of city.

Prioritization:

- Areas identified by 2013 Detroit Future Cities plan;
- Prioritized by funding timelines tied to grant awards and equity in access to planning; planning in each area of the city (East; West; Central) is on-going

Scope and Deliverables:

- Scope is defined for consultants in RFPs; Process and outcomes are not in total alignment with previously planned scope.
- Community members can learn about the scope of the effort by accessing the RFP online.
- Format of final deliverable is standardized; Each plan team receives a documentation template and color palette.

DEPARTMENT LOGISTICS:

30 staff members on the team

12 staff members dedicated to effort

Use of Consultants: Yes; Planning production and Community Engagement strategy conducted by large consultant teams; Internal staff does project management and coordination

Contact:

Michele Flournoy

Project Manager, West District

313.224.9083

flournoym@detroitmi.gov

Schedule and Phasing

- Duration of the process: Wrapping up phase 1 (3 plans) by end of 2018; Process began in 2016.
- 3 plans initiated per year; one per district; currently seven ongoing plans.
- Planning horizon 20 years with action plan related to items for immediate implementation.
- Recent plan recommendations have moved towards implementation prior to the adoption of the plan.

Community Engagement

- Engagement process managed by “Department of Neighborhoods” - Neighborhood representatives that manage resident concerns. DON representatives report directly to the mayor.
- Series of engagement methods including open houses, workshops, live polling, focus group conversations.
- Information, presentations and survey results available on plan webpage.

Madison Neighborhood Program

MADISON, WI

QUICK FACTS:

Population: 252,551

Area: 94 sq miles

Form of Government: Strong Mayor,
Mayor - Council

City Council: 20 Members



FOUNDATIONAL ELEMENTS

Guiding Resource

There is no guiding document for neighborhood plans or planning process but the city website offers some resources for neighborhood planning:

<https://www.cityofmadison.com/dpced/planning/neighborhood-plans/1595>

Definitions

- Key terms and goals are defined on city website.

Boundaries

- Boundaries are based on established neighborhood boundaries. Plans do take into consideration adjacent areas that may be impacted by the neighborhood area plan.

Prioritization:

- Neighborhood wellness is tracked over time through the Neighborhood Indicators Project, measuring and mapping 47 different indicators organized within seven topics: <https://madison.apl.wisc.edu/>
- Plans are prepared for neighborhoods that are experiencing or anticipating growth and redevelopment that may impact the area in a significant way on an as-needed basis.

Scope and Deliverables:

- A series of topics are to be considered (land use; zoning; mobility; housing; community services; economic development; historic preservation; urban design; open space; health; safety; infrastructure) but no standardized format for deliverables or table of contents.

Schedule and Phasing

- Process is often driven by the community and funded either through the Community Development Block Grant Office or through non-profit or private organizations.
- 25 Neighborhood Plans and 4 Neighborhood Initiated plans have been completed.

DEPARTMENT LOGISTICS:

3 staff members dedicated to effort and other cross-department staff who play a role. Previous efforts funded through a Neighborhood Planning Grant Program which hired consultants to work with the community to draft the plans. After evaluating the success of the program, Madison now does most all of the work in house and hires consultants for things like market analysis work.

Contact:

Linda Horvath

608-267-1131

lhorvath@cityofmadison.com

Community Engagement

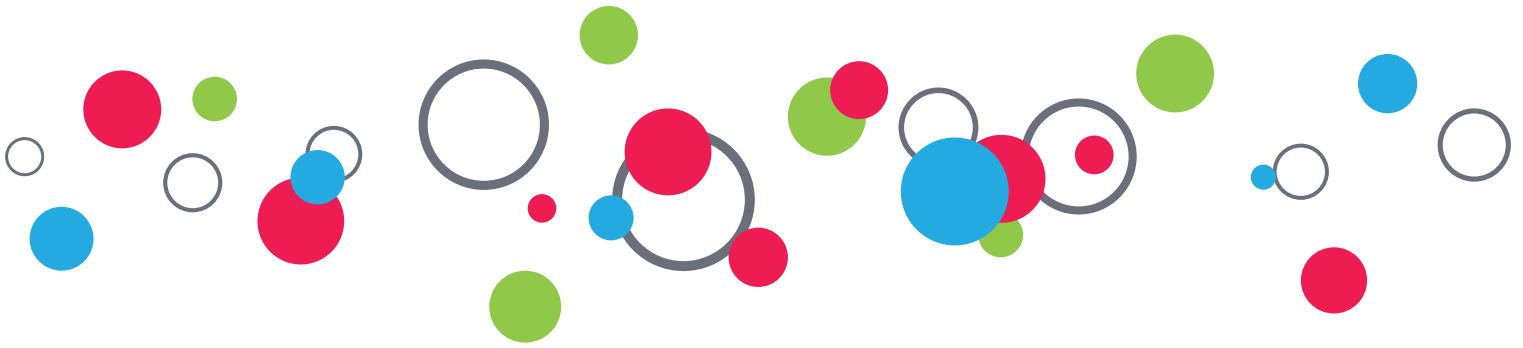
- Mayor's office houses "Neighborhood Resource Teams" to enhance communication between city staff, city departments, residents and other stakeholders.
- City has three "Neighborhood Planning Councils." These are NPOs outside the city.
- Many of the neighborhood planning efforts are led by registered neighborhood organizations.
- The public planning process often involves several open house events where the community members review and offer recommendations to the plan draft before being presented to city council.



A GUIDE TO SMALL AREA PLANNING

City of Tulsa
Planning and Development Department
Planning Division





ACKNOWLEDGEMENTS

Dewey F. Bartlett, Jr., Mayor

Tulsa City Council

Tulsa Metropolitan Area Planning Commission

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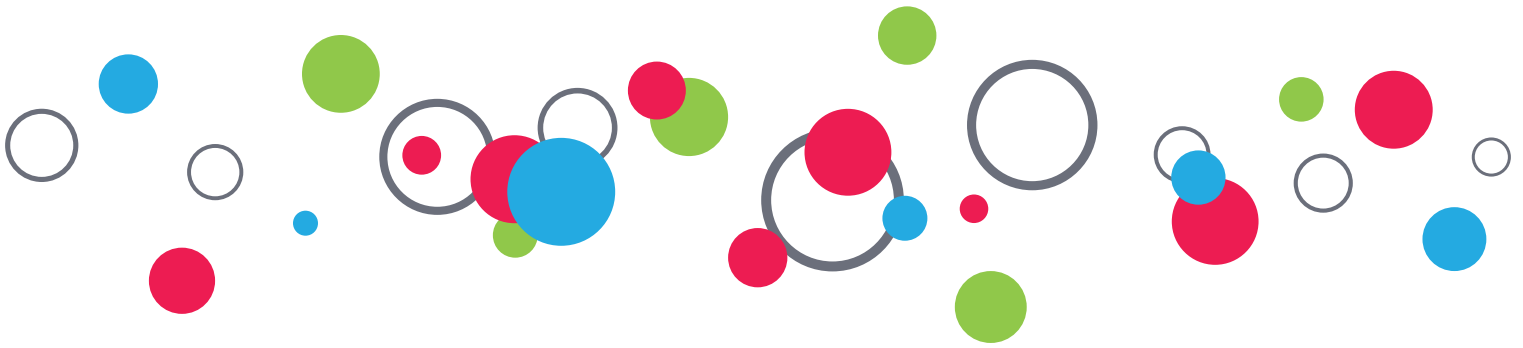
City of Tulsa

For more information about current projects and adopted small area plans, visit:

www.cityoftulsa.org/community-programs/planning/small-area-and-neighborhood-revitalization-planning.aspx

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ABOUT THIS GUIDE

This Guide explains Small Area Planning for the City of Tulsa – what it is, why we do it, how the plans are developed, how they are used – and what to expect when they are adopted and approved as local policy. In addition to a general discussion of these key themes, the Guide includes a **FREQUENTLY ASKED QUESTIONS** section and related detailed information in the Appendices.

The **2010 Tulsa Comprehensive Plan** is periodically updated, based on actions of the Tulsa Metropolitan Area Planning Commission. Please check the link provided above for the most current version, or visit www.TMAPC.org for more information.

ONLINE NAVIGATION TIP

The **Table of Contents** includes convenient links to sections of the SAP Guide. Return to it from any page by clicking **RETURN TO TABLE OF CONTENTS**, in the top corner of each page.



ABOUT SMALL AREA PLANS

TMAPC Authorization for Comprehensive Plans and Amendments

In 1953, the Tulsa Metropolitan Area Planning Commission (TMAPC) was created by the City of Tulsa and Tulsa County. With authorization from Oklahoma Statutes, Title 19, Section 863, TMAPC sets a broad vision for growth and development in the comprehensive plan (also known as *master plan*) for its jurisdiction.

Specifically, §863.7 authorizes the planning commission to adopt and subsequently amend a comprehensive plan “for the purpose of bringing about a coordinated physical development in accordance with the present and future needs” of the City of Tulsa and Tulsa County.

Among its many purposes, a comprehensive plan is developed to conserve the natural resources of the area, to ensure efficient expenditure of public funds, and to promote the health, safety, convenience, prosperity, and general welfare of the people of the area and the state.

In 2010, the Tulsa Comprehensive Plan was updated through a citywide process known as **PLANiTULSA**. Within this document, the terms *PLANiTULSA*, *2010 Tulsa Comprehensive Plan*, and *Comprehensive Plan* may be used interchangeably.

The [Tulsa Comprehensive Plan](#) can be amended by several methods, including adoption of a small area plan, which is within the purview of the Tulsa Metropolitan Area Planning Commission.

What is a Small Area Plan?

A small area plan (SAP) is a *long-range plan* – just like a comprehensive plan – applied to smaller areas of town to allow stakeholders to address an area’s unique issues with tailored solutions. It is an aspirational community plan that defines a locality’s vision for the future as property ownership and other conditions change over time. It enables the City to prioritize and coordinate capital projects and to set the stage for ensuing private investment. Once developed, SAPs are brought forward to the Tulsa Metropolitan Area Planning Commission (TMAPC) as amendments to the Comprehensive Plan.

With goals to enhance quality of life and public safety, SAPs address elements of the built environment - housing, businesses, parks/open space, public improvements (i.e., flood control, water/sewer services) - and the transportation network that connects them. SAPs also thoughtfully recommend ways to optimize public investments by integrating the *built environment* with the *natural environment*.

Relationship to PLANiTULSA

PLANiTULSA applies to the City's municipal boundary (about 200 square miles of land area) and identifies the community's vision for the future. However, recognizing the unique qualities and issues of the City's many communities and neighborhoods, PLANiTULSA further supports the development of SAPs to address those characteristics at a more detailed level.

PLANiTULSA and its adopted land use map are long-range policy guides for land use decisions and development in Tulsa. Through the small area planning process – one of several strategies identified at the time of PLANiTULSA's adoption – plans are designed to apply the principles, goals and recommendations of PLANiTULSA. These plans are expected to affirm that general recommendations are applicable to specific conditions and issues of the SAP boundary; if this is not the case, the SAP should recommend more appropriate tools, projects and programs.

SAPs follow a [standard planning process](#) outlined in PLANiTULSA, with an emphasis on the community's guiding principles, transparent public engagement, development of a long-range community vision and recommendations for implementation. Once adopted, SAPs effectively *become* the Comprehensive Plan (PLANiTULSA) for the plan area boundary.

Relationship to Current Planning and Property Rights

SAPs are *long-range* plans that look 10 to 20 years into the future and capture how the community wants to look, feel and function when ownership and conditions change during that timeframe. This distinguishes SAPs from current planning - rezoning requests, review and approval of subdivision plats, and detailed development plans. Current planning implements provisions of long-range plans through the administration of land use controls (i.e., zoning and subdivision codes).

Accordingly, it is important to set the proper expectation for the SAP process with the following distinctions:

- **All provisions of PLANiTULSA remain in force until the SAP is completed. The SAP will either affirm or adjust its provisions through its policy recommendations *when the SAP is adopted and approved*.**
- **The SAP process neither confers nor removes the legal rights associated with properties, based on assigned zoning, within the plan area.**
 - Provisions of all local land use controls shall remain in force during development of the SAP; an on-going SAP process neither initiates nor imposes development moratoria within a plan area.
 - SAPs do not recommend specific, detailed development plans that *directly* result in the construction of public improvements and private developments. Public improvements are subject to a process of citywide prioritization for funding, scheduling, design and permitting. Private developments are subject to additional plan reviews for code compliance.
 - Because SAPs recommend the long-range vision of the *community in general*, they are not specifically linked to current development projects such as master planned developments, corridor developments, or construction permits. Likewise, because their intended purpose is to benefit the entire community, SAPs do not guarantee any development outcomes to specific property owners.

“ In our work to transform the lives of young people and their families in vulnerable communities, we need plans that leverage resources to solidly consider the needs of families and address challenges of the built environment. With that in mind, the City of Tulsa’s small area planning process successfully merged the vital input of the community residents with best practices for future urban development. This inspiring process is a critical piece of a larger puzzle that can change the trajectory of our community. ”

– **Kirk Wester**, Executive Director, Growing Together, on the [Eugene Field Small Area Plan](#)

Solutions to Local Issues Through Land Use Planning

Community engagement activities associated with SAPs provide a forum for stakeholders to identify many local concerns related to city living, including:

- **Crime and/or the perception of crime**
- **Traffic safety, including vehicular, cycling and pedestrian**
- **Social issues and related services, including mental health and homelessness**
- **Public education and school issues**
- **Nuisance properties and uncooperative neighbors**
- **Delivery of municipal services including water, sewer, and trash collection**

Issues such as these cannot be directly addressed through the SAP, which is a [land use plan](#); however, the small area plan can enable solutions to certain community issues through best practices of land use planning and design. For example, a plan may recommend locations in the public realm for sidewalk and street light improvements to mitigate crime and increase the public’s perception of safety in the area, or recommend increased landscape buffers to separate conflicting land uses. Implementing plan recommendations like these can result in improved public safety, more attractive business districts, better neighborhoods, and better quality of life.

How *Small* is a Small Area Plan?

SAPs are intended to focus on smaller geographic areas so that stakeholders can tailor solutions to local issues. Defining a plan area boundary – the first step in the SAP process – must consider the *actual size* (in acres or square miles) as well as adjacent land uses, environmental issues, and the interests of nearby stakeholders.

Small refers to geographic extent as well as level of complexity. In terms of geography, according to PLANiTULSA, a small area plan can cover as little as 10 acres or as much as thousands. Larger geographic areas tend to generate levels of complexity that can dilute the key issues and render the plan as well as the planning process less effective than intended.

Factors contributing to plan area complexity – numbers of properties and owners within the boundaries, potential for multiple issues, and diverse stakeholder groups – can hinder the consensus-building nature of SAPs. Larger plan areas may also include more public elements (i.e., streets, sidewalks, storm/sanitary sewers, parks and open space) and associated issues that may be too expansive to resolve through a small area plan. Criteria for defining the SAP boundary can help stakeholder groups focus on key issues through a more manageable planning process.

Where Should Small Area Planning Take Place?

PLANiTULSA asserts that the small area planning process should be used in areas where significant change is expected. Although SAPs may be conducted in areas of stability, resources required to develop SAPs are best allocated to areas of growth.

Small area plans are especially appropriate and effective in underserved areas with low- to moderate-income (LMI) households, declining residential and commercial areas, and deferred maintenance of public infrastructure. Community Development Block Grant (CDBG) funding – only available for areas with LMI populations – can supplement other resources to implement SAP recommendations for public improvement projects that may encourage private investment in the plan area.

Small area plans should guide policy decisions in cases when a development's scale includes many landowners in undeveloped areas and requires the extension of public utilities and infrastructure to support a large number of new households. SAPs are not necessary for more routine planning actions such as development proposals that comply with provisions of the Comprehensive Plan or the subdivision of land under single ownership.

The [Utica Midtown Corridor Small Area Plan](#) exemplifies the effectiveness of the SAP process in already-developed areas where new growth or redevelopment is expected. This planning effort addressed issues related to medical campuses and abutting residential areas along the South Utica Avenue corridor in midtown Tulsa.

Refer to [Appendix B - Small Area Plan Selection Criteria](#) of this Guide for a summary of objective categories and criteria derived from PLANiTULSA that further illustrate where small area planning should occur. [Appendix C - SAP Boundary Criteria](#) clarifies boundary criteria that may have some bearing on where SAPs should occur.

Who Develops a Small Area Plan?

SAPs: Public or Private

Community plans are developed to serve the public interest – that is, to have relevance to the general population. SAPs are typically initiated, developed, and funded as programs of the City of Tulsa. PLANiTULSA, however, provides that “individual landowners of large tracts may elect to do a small area plan if they choose.”

To guarantee that the general community is involved in plan development and that all small area plans can be presented to TMAPC as amendments to the Comprehensive Plan regardless of whether the plan is initiated by the public sector or the private sector, all proposals should:

- Follow the City of Tulsa’s nomination process for [City of Tulsa’s plan area selection](#); and
- Comply with the six (6) SAP process steps identified in PLANiTULSA and also explained in this Guide.

TMAPC Selects/Approves Areas for SAPs

The Tulsa Metropolitan Area Planning Commission (TMAPC), established by Title 19 of the Oklahoma Statutes, determines where small area planning and ensuing amendments to the comprehensive plan are appropriate. In response to the stakeholder nomination process that identifies plan boundaries, local issues, and key stakeholder groups, TMAPC will recommend or endorse the initiation of a small area plan. The recommendation, formalized by resolution, will guide City and INCOG staff in allocating resources to areas that most need a small area plan.

Stakeholders and Citizen Advisory Teams

For each plan area selected, a team of citizen [stakeholders](#) works together with planners to resolve local development issues and provide recommendations to the TMAPC and elected officials for adoption and approval. The [Citizen Advisory Team \(CAT\)](#) – a core group of stakeholders who serve at the invitation of the plan area’s City Councilor – represents the area’s issues and shares aspects of the planning process with the broader group of stakeholders that they represent.

Roles of Staff, Private Sector and Consultants

For each SAP, the City of Tulsa will provide administrative oversight to ensure that all stakeholders have the opportunity to participate and that the plan can be presented for adoption and approval to amend the Comprehensive Plan. The degree of oversight provided by the City of Tulsa depends on the plan’s funding source (i.e., City of Tulsa, private sector, or through a private/public partnership). For projects initiated by private citizens or consultants working on their behalf, the City of Tulsa requires mandatory deliverables as set forth in [Appendix D](#) of this Guide to ensure that the SAP can be transmitted to TMAPC as a Comprehensive Plan amendment. These deliverables include a [Memorandum of Understanding \(MOU\)](#) to clearly define the responsibilities of all parties in the plan-making process.

A **stakeholder** is any person or entity with a specific interest in the outcome or success of an area, neighborhood, project or business. Examples of stakeholders for small area plans include:

- Neighborhood associations
- Local chambers of commerce
- Homeowner or tenant groups
- Non-profit organizations
- Business and business-owners’ associations
- Fraternal organizations

“ The City of Tulsa’s consensus-based small area planning process brought stakeholders of our mid-town area – historic neighborhoods, major medical centers, planners and designers - to the same table to address long-standing development issues. The resulting new Institutional Mixed-Use (IMX) zoning district will allow us to move forward in a manner acceptable and beneficial to all. ”

– **Richard Boone**, President, St. John Health System Foundation, on the [Utica Midtown Corridor Small Area Plan](#)

Benefits and Uses of Small Area Plans

SAPs are policy guides for land use, environmental protection, open space and capital investment in transportation improvements and public infrastructure. They identify opportunities for revitalization and development projects by the private sector.

Small area planning provides local stakeholders with a chance to contribute to the development of plan recommendations. SAPs also:

- Amend the Tulsa Comprehensive Plan to serve as local policy in matters of long-range planning and land use
- Represent the community’s long-range vision and make it more likely that the local vision will become a reality
- Reflect neighborhood stakeholders’ input
- Strengthen neighborhoods and plan areas from within through increased interaction and communication between residents, businesses, and other stakeholders
- Offer opportunities for area stakeholders to become more involved in civic affairs
- Provide specific recommendations at a neighborhood level
- Offer increased efficiency in the delivery of public services
- Allow greater predictability in land use and development
- Enable neighborhoods to proactively make land use recommendations
- Contribute to the City’s Capital Improvements Program (CIP) by:
 - Identifying priority neighborhood projects and possible resources for implementation
 - Guiding investment decisions of local government



PLAN AREA SELECTION PROCESS

“ Nothing beats the collective wisdom of those who care enough to gather for the common goal of bettering our great city. It’s exciting to be a part of a broad vision. We can all be proud of the accomplishments of PLANiTULSA and the small area plans and look forward to realizing the fruits of our labor for many years to come. ”

– **Jonathan Belzley**, Typros Graduate and Developer, on the [Utica Midtown Corridor Small Area Plan](#)

PLANiTULSA’s policies and recommendations apply to Tulsa’s *entire* municipal boundary - approximately 200 square miles – but there is no doubt that many areas of the city would benefit from the focused efforts of a small area plan.

Stakeholders seeking a small area plan are asked to participate in a self-nomination process to help the Tulsa Metropolitan Area Planning Commission (TMAPC) and the City of Tulsa direct resources to areas that most need planning at this level. All requests are required to follow the same process, regardless of who funds or manages the planning process.

The process includes a **pre-nomination workshop** conducted by the City of Tulsa Planning Division to help stakeholders craft nominations that define planning and development issues that can be resolved through a small area plan. Nominations should:

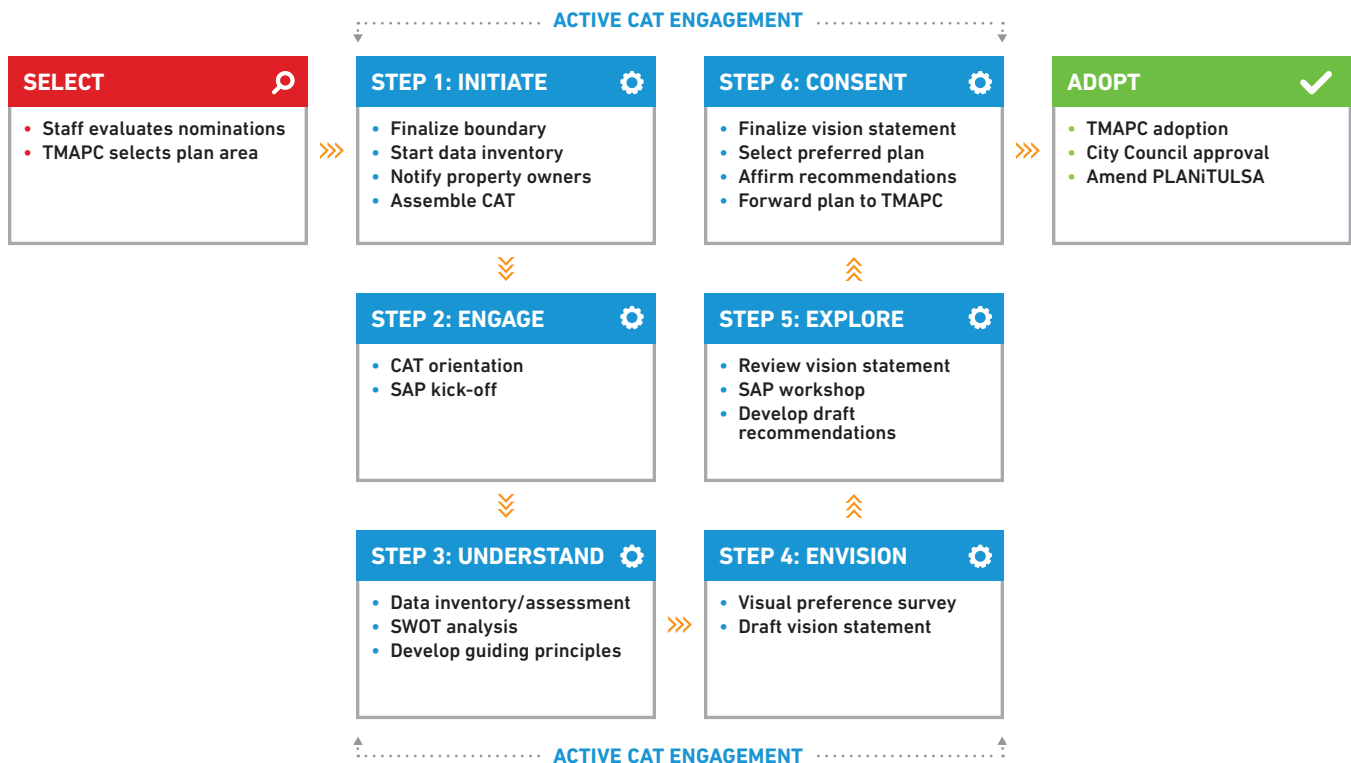
- Identify key issues that require more detailed scrutiny than afforded through the Comprehensive Plan or might be served by adjustments to the Comprehensive Plan’s land use designations or policies;
- Address the objective criteria for small area planning from PLANiTULSA ([Appendix B](#) of this Guide);
- Provide general plan area boundaries [Appendix C](#) of this Guide that include locations relevant to planning issues and the interests of primary stakeholder groups; and
- Identify stakeholder groups and their commitment to work with the City of Tulsa to develop the small area plan.

Detailed requirements and schedules for pre-nomination workshops will be provided on request by the Planning and Development Department, City of Tulsa.



SMALL AREA PLANNING PROCESS

Each time a small area plan is developed, the SAP process prescribed in the 2010 Comprehensive Plan is tested. This section describes each step and associated methods used to develop SAPs.



This diagram illustrates key phases in the small area planning process. Active CAT involvement will be focused on six core phases: **INITIATE**, **ENGAGE**, **UNDERSTAND**, **ENVISION**, **EXPLORE**, and **CONSENT**; **SELECT** and **ADOPT** represent staff functions. The following text correlates these phases with the process steps outlined in the Comprehensive Plan.

“ The SAP process provided a level playing field for resident and business stakeholders alike to engage together in transformation planning for the Eugene Field community. People who never envisioned themselves working alongside people from all walks of life and various socioeconomic backgrounds had the opportunity to explore, understand and decide future development for their own community. ”

– **Kandy Whitley-White**, Community Mobilization Manager, Growing Together, on the [Eugene Field Small Area Plan](#)

STEP 1: INITIATE – Define Boundary

The first step in every SAP process is to identify the plan area boundary. The area should be broad enough to cover the area under consideration without being so broad as to dilute the focus. The boundary determines not only the size of the plan, in acres or square miles, but also the complexity of the process and engagement of stakeholders. Once determined, a description of the boundary must be confirmed in a resolution of the City Council, to specifically identify the area included in the SAP. [SAP boundary criteria](#) are discussed further in [Appendix C](#) of this document.

STEP 2: ENGAGE – Community Engagement

PLANiTULSA was developed according to guiding principles which serve as the foundation for future planning efforts. One key principle is the “commitment to an inclusive, transparent, equitable planning process and active citizen participation.” Citizen participation is mentioned in the Comprehensive Plan Appendix as a necessary component to develop small area plans, to ensure that all area stakeholders have a voice in solving *current* problems and can participate in planning for the *future*. Further, once the SAP is adopted, it is more likely that participating citizens will ensure that the SAP recommendations are funded, implemented and monitored for performance.

Active public engagement is a hallmark of Tulsa’s long-range planning programs - PLANiTULSA and SAPs. Regardless of how or by whom the SAP is initiated, each plan is guided by a Citizen Advisory Team (CAT) that meets regularly to address issues, evaluate findings and develop plan recommendations. Other community planning activities, all of which contribute to the final plan recommendations, include [SWOT](#) (Strengths, Weaknesses, Opportunities, and Threats) Analyses, design charrettes, workshops, and open houses. All SAP meeting agendas, notes and announcements are also posted on the internet, to inform citizens who cannot directly participate.

“ We live and work in Tulsa and are vested in the future of this beautiful city. Applying our skills as designers and facilitators to develop small area plans was a great professional opportunity and a special honor. ”

– **Molly A. Jones**, AIA, former President of the American Institute of Architects Eastern Oklahoma Chapter, partners of the City of Tulsa for the [36th Street North Corridor](#), [Utica Midtown Corridor](#), and [West Highlands/Tulsa Hills](#) small area plans

STEP 3: UNDERSTAND – Assessment (Inventory and Analysis)

The long-range planning process includes an assessment of current policies and conditions, starting with comprehensive plan “building blocks”. Building blocks distinguish functional land use characteristics with regard to typical location, transportation characteristics, land use mix, employment and housing characteristics. The SAP process assesses these building blocks in the context of the SAP boundary as either appropriate or requiring adjustments.

In addition to building blocks, the plan-making process requires a thorough inventory of information and associated [mapping](#) of data to provide a baseline for subsequent steps of the process, including:

- Land use and zoning
- Transportation facilities, including public transit, roads, sidewalks and trails
- Legacies and urban design
- Economic development, including employment centers and manufacturing facilities
- Housing and neighborhoods
- Public facilities
- Parks and open space
- Environmental constraints (i.e., topography, floodplains, rivers/streams)

STEP 4: ENVISION – Vision Statement

The Vision Statement is developed by CAT members and stakeholders to ensure future support of recommendations for their plan area.

The SAP’s Vision Statement should answer the question, “What do we want the area to be in 10–20 years?” It embodies the aspirations of local stakeholders as derived from key issues, guiding principles, planning workshops/charrettes and surveys. Of equal importance, the Vision Statement articulates desirable outcomes for the plan area. The Vision statement is also supported by a **conceptual vision map** that graphically depicts land use and transportation elements and desirable outcomes expected by stakeholders.

“ The University of Oklahoma’s Wayman Tisdale Specialty Health Clinic, located within the heart of the 36th Street North Small Area Plan boundary, was a proud partner and active participant in the development of this plan. We will continue to support the plan’s long-range vision for physical and economic vitality in this North Tulsa neighborhood – gains that will benefit all of Tulsa and the region as well. ”

– **Thomas A. Boxley**, Outreach Liaison, OU-Physicians Tulsa, Wayman Tisdale Specialty Health Clinic, on the [36th Street North Small Area Plan](#)

STEP 5: EXPLORE – Civic Responsibilities and Citywide Context

This step ensures that SAP stakeholders effectively plan for their share of expected growth without deflecting unintended or inappropriate consequences to adjacent areas. The SAP should follow PLANiTULSA’s guiding principles to ensure that citywide priorities are reflected in the plan. Additionally, this step involves the following:

- **Evaluation of other adopted plans** – congruent or adjacent – to consider their priorities, ensure seamless future development and optimize funding of public improvements.
- **SAP Technical Review** for feedback from the City of Tulsa and other public agencies, to coordinate planned projects with the SAP’s vision.
- **Monitoring of current development activities** that may have an impact on plan recommendations.
- **Comprehensive Plan Review (analysis and compliance)** coordinated with TMAPC staff.

Each aspect of this step should be considered throughout SAP development, to validate findings and recommendations and allow sufficient time for adjustments prior to the adoption and approval phases.

SAP TECHNICAL REVIEW INCLUDES:

City of Tulsa

- Engineering Services
- Streets and Stormwater
- Water and Sewer
- Legal
- Finance
- Fire
- Police
- Parks
- Permitting
- Zoning Enforcement
- Economic Development

Tulsa Development Authority

Tulsa Transit Authority

Tulsa Housing Authority

INCOG

TMAPC

River Parks Authority

Public School Districts

- [Tulsa Public Schools](#)
- [Jenks Public Schools](#)
- [Union Public Schools](#)

STEP 6: CONSENT – Plan Recommendations

Plan recommendations are concise statements about what should be done to address issues identified in the planning process. By plan category, they are organized into **priorities** (topical areas that address the plan's vision), **goals** that establish specific attainable objectives, and **implementation steps** (discreet actions, policies, private/public partnerships or investments). These recommendations are the products of consensus-based planning, which is the essence of SAPs.

Plan recommendations appear both as text and within a matrix, with cross-references to related discussions within the plan to help the City monitor progress. They also identify potential funding sources and entities most likely to be responsible for implementation. If available, costs for capital projects – estimated at the time of plan adoption – are included as well.

Below is an example of the implementation matrix for the Utica Midtown Corridor Small Area Plan, adopted and approved in 2013.

REFERENCE	PAGE #	IMPLEMENTATION MEASURE	PRIORITY	PHASE	POTENTIAL FUNDING SOURCES	LIKELY RESPONSIBLE ENTITY	COST ESTIMATE
LAND USE AND DEVELOPMENT							
LU-1	214	Preserve the integrity and historic residential character of historic Midtown neighborhoods.					
1.1	214	HP Boundary: Maintain existing Historic Preservation (HP) overlay zoning district boundary.	HIGH	ON-GOING	N/A	COT, TMAPC, TPC	--
1.2	214	Use Regulation: Support underlying zoning regulations by limiting uses that are harmful to the health, welfare and safety of residents and to the stability of the residential neighborhoods.	HIGH	ON-GOING	N/A	COT, TMAPC, TPC	--
1.2a	214	Discourage surface parking as a primary use for parcels located within the HP overlay zoning district, especially for parcels abutting the HP boundary. (See Fig. S-5.1 - "HP District Protections" on p.216).	HIGH	ON-GOING	N/A	TMAPC, TMAPC STAFF, COT	--
1.3a and 1.3b	214	Transition: Adopt zoning regulations that provide appropriate transition in an HP Buffer Zone as detailed in these recommendations.	HIGH	0-2 YEARS	N/A	TMAPC, TPC, COT	--
LU-2	215	Encourage sustainable growth and mixed-use development in Regional Centers to create harmony between institutional and residential uses.					
2.1	215	Encourage use of new mixed-use zoning in lieu of PUDs, where appropriate. Mixed-use developments are encouraged to use the new mixed-use zoning categories that will be included in the new City of Tulsa zoning code.	HIGH	0-5 YEARS			--
2.2a through 2.2g	213	Institutional Mixed Use: Adopt a mixed-use institutional zoning category to support the sustainable growth of regional job centers. (See Fig. S-5.2 - "Proposed Mixed-Use Zoning designations" on p.217).	HIGH	0-1 YEARS			--
LEGACIES AND URBAN DESIGN							
LEG-3	220	Ensure that all new development contributes to the creation of a unified public realm through the use of zoning regulations.					
2.1	220	Align zoning requirements with the Tulsa Complete Streets Procedural Manual to create walkable streetscapes.	MEDIUM	1-3 YEARS	COT	COT, Engineering Svcs, TMAPC, INCOG	--



FREQUENTLY ASKED QUESTIONS

What is the Standard Small Area Planning Process According to PLANiTULSA and Why is it Important?

The diagram below describes the essential steps followed by the City of Tulsa to develop small area plans. Following this process for each SAP will ensure transparency for citizens and provide consistency among all plans as standard amendments to the Comprehensive Plan.

THE SMALL AREA PLANNING PROCESS



STEP 1: INITIATE – Define Boundary

The first step is to identify a study area boundary. The area should be broad enough to cover the area under study without being so broad as to dilute the focus.

STEP 2: ENGAGE – Community Engagement

Depending on the size and complexity, several of these methods may be used for one planning effort:

Citizen Advisory Team

A citizen advisory team is a group of informed citizen stakeholders including but not limited to landowners, residents, business owners, architects, developers and builders who have an interest in the area. This advisory team should represent a full range of interests and meet on a regular basis to critically review the analysis and products at each step of plan formation.

Charrette or Workshop

An effective participation technique is a charrette or public input workshop, events in which participants actively design a future for the area using maps, aerial photographs and drawings. For example, participants may identify how they would like to see land uses change, identify landmarks and historic sites to be preserved, decide where additional growth should go, use the Context Sensitive Solutions methodology to define preferred street typologies and identify key public improvements to enhance the area.

Strengths, Weaknesses, Opportunities and Threats Analysis

SWOT (strengths, weaknesses, opportunities and threats) Analysis is an effective participation method to engage the ideas of many people on an equal basis. The results can be used throughout the process to generate a vision statement, check identified issues and ascertain that implementation covers the identified needs. It can also help to focus planning efforts on those issues that are having the greatest impact on the area.

Newsletters, Often Including Surveys

Periodic newsletters can be delivered through the mail to inform a broader constituency. An early newsletter may contain a response survey. In some cases such newsletters can be distributed effectively through the internet, which also provides a medium for public response and comment.

Open Houses

Open houses are a good way to inform citizens by giving them opportunities to interact with planners and stakeholders. Open houses also help foster a sense of community in a neighborhood, district or along a corridor to further galvanize support for the planning process.

STEP 3: UNDERSTAND – Assessment (Inventory and Analysis)

In this step, technical analysis of the plan is completed. Each plan should address the following issues as they apply to the study area:

- Environmental Features
- Land Use
- Transportation
- Legacies
- Economic Development
- Neighborhoods
- Education
- Human Services

STEP 4: ENVISION – Vision Statement

Should answer the question: "What do we want this area to be in 10 to 20 years?"

STEP 5: EXPLORE – Civic Responsibilities and Citywide Context

An important tenet of small area planning is that neighborhoods must not solve their problems at the expense of adjacent districts or neighborhoods or the city as a whole. Accordingly, each neighborhood can creatively plan for their share of expected growth, but a plan that deflects growth to adjacent neighborhoods outside the subject area is inappropriate. Small area plans should follow the Guiding Principles developed during the PLANiTULSA process to ensure they reflect citywide priorities.

STEP 6: CONSENT – Plan Recommendations

Each recommendation should be tied to an issue that defines the problem and a goal that defines the desired outcome. The recommendation is a concise statement about what should be done to solve the problem. Plan recommendations should be organized by goal or issue, which may or may not correspond to the assessment topics. Once the recommendations are complete, standard tools can be applied to create an implementation program. The tools fall into three categories – regulatory, public investment or partnership. Some recommendations may need only tools from one category, however, more complex recommendations may use tools from all three.

What is a Stakeholder?

A **stakeholder** is any person or entity with a specific interest in the outcome or success of an area, neighborhood, project or business. Examples of stakeholders for small area plans include:

- Individuals
- Neighborhood associations
- Homeowner or tenant groups
- Business and business-owners' associations
- Local chambers of commerce
- Non-profit organizations
- Fraternal organizations

What is a Citizen Advisory Team (CAT)?

A Citizen Advisory Team (CAT) is a group of informed citizen stakeholders including but not limited to landowners, residents, business owners, architects, developers and builders who have an interest in the area. This group represents the full range of community interests and commits to meet on a regular basis. They critically review each step of the plan formation and communicate the plan-making progress and issues to their respective constituents.

CAT members are volunteers, invited to serve by the SAP area's City Councilor. They are neither appointed by the Mayor nor confirmed by the entire Council, as is the case for members of the City's authorities, boards and commissions.

Can Non-CAT Members Participate in the Plan-Making Process?

Yes. Because all meetings sponsored by the City of Tulsa are open to the public, non-CAT members are welcome to participate in the plan-making process. CAT meetings will adhere to published agendas and action items, which will be routinely posted on the [SAP website](#). All CAT meetings will be conducted according to the published [rules of engagement](#), which are respectful of the time commitments by the volunteer CAT members and the overall project schedule. Citizens are encouraged to communicate with staff and CAT members on issues of concern.

Will a Small Area Plan Address Routine Issues in My Part of the City?

Yes and no. As long-range land use plans, SAPs do not directly address routine issues such as noise and litter abatement, code violations, animal control, speeding vehicles, or disputes between neighbors. Instead, the SAP looks to solve problems through land use recommendations and well-designed public improvements like street lighting, sidewalks or streets that will lead to a more functional community in the future.

Through community engagement, SAP stakeholders are asked to identify immediate issues in pursuit of long-term solutions. This dialogue allows City staff to connect stakeholders with resources that may help solve routine problems.

Why are Small Area Plans Both “Adopted” and “Approved”?

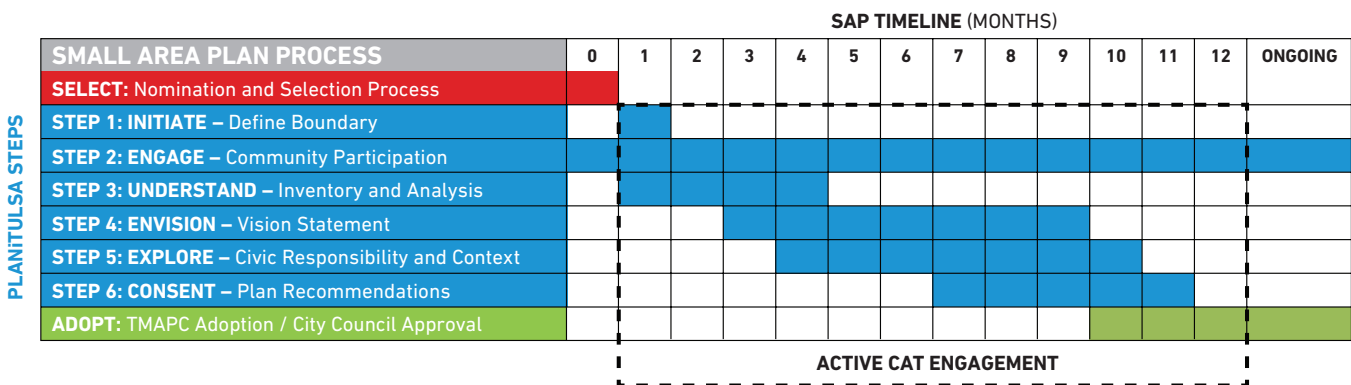
This language comes directly from Sections §863.7 and §863.8 of the Oklahoma state statutes. In general terms, a local planning commission (i.e., Tulsa Metropolitan Area Planning Commission) *adopts* the jurisdiction’s master or comprehensive plan. However, the plan is not considered to be official until a municipality’s elected body (i.e., Tulsa City Council) *approves* the plan. These provisions also apply to small area plans as amendments to the Tulsa Comprehensive Plan.

How Long Does it Take to Develop a Small Area Plan?

With proper resources, a reasonably-sized boundary and well-organized stakeholders, a small area plan can be completed in less than 18 months. This timeframe includes:

- Several months of preliminary staff work to select an area and initiate the process
- Nine to 12 months of active participation by the Citizen Advisory Team to produce a final plan draft
- Several months for staff to guide the plan through TMAPC adoption and City Council approval

This diagram illustrates the standard SAP timeline with key processes and milestones.



What is Consensus-Based Planning?

As with PLANiTULSA, the City of Tulsa’s SAP program attempts to harmonize views among all participants and resolve conflicts between opposing parties before the final plan draft is presented to the TMAPC and City Council. Although the process does not guarantee absolute agreement among all participants, it is designed to allow all views and opinions to be heard, considered and reflected within the small area plan.

Who Handles Long-Range Planning and Current Planning for the City of Tulsa?

Starting in 2007 - with the PLANiTULSA process that resulted in the 2010 Tulsa Comprehensive Plan - long-range planning became the responsibility of the City's Planning and Development Department, Planning Division. Current planning (administration of the zoning code and subdivision regulations, staff support for the Tulsa Metropolitan Area Planning Commission (TMAPC) and the Tulsa Board of Adjustment) is handled for the City of Tulsa through service agreements with the [Indian Nations Council of Governments \(INCOG\), Land Development Services Division](#).

How is a Small Area Plan Different from Master Planned Development (MPD) and Special Area (SA) Overlay Districts?

A small area plan is a policy guide for growth and development, designed to implement the long-range vision of how the area will look, feel and function in the future. SAPs follow the rigorous public engagement process described in this Guide, to gain consensus among key stakeholders. The SAP is *not* regulatory, like the zoning code and subdivision regulations; however, it does establish a foundation upon which future zoning decisions can be evaluated.

MPD (Master Planned Development) and SA (Special Area) overlay districts are development tools within the Tulsa Zoning Code, effective January 1, 2016. Specific provisions of each of these tools allow for design flexibility within development projects that must be consistent with the city's adopted plans – including the applicable SAP – and result in benefits to the general public. See [Tulsa Zoning Code](#) for details.

NOTE: The Planned Unit Development (PUD) is a legacy development tool used prior to 2016. New PUDs will not be initiated under the current zoning code.

What Kinds of Community Participation Activities are Included in the Small Area Planning Process?

The City of Tulsa uses a variety of techniques to allow citizens to participate in the SAP process. Best practices include SWOT Analysis (Strengths, Weaknesses, Opportunities and Threats), visual preference surveys, workshops, design charrettes, and surveys. Meeting notes, exhibits, and plan drafts are posted electronically to inform all citizens with online access about the process. Staff can also be contacted to answer questions about the process.

We Need a Grocery Store in Our Part of Town. Will the Small Area Plan Guarantee that We Get One?

The City of Tulsa provides improvements such as streets, sidewalks, street lighting, sanitary/storm sewers and other services within the public realm; it does not, however, develop commercial properties such as grocery stores, shopping centers, other retail establishments or employment centers (i.e., office parks, manufacturing facilities). Such projects are built by the private sector, in response to market conditions. However, the SAP's vision may call for retail services like grocery stores or employment centers and identify the necessary public infrastructure such as water, sewers and streets to support those investments. SAP recommendations for infrastructure are considered in the City's Capital Improvements Program (CIP) for public funding.

Funding and Implementation: How are Projects, Public Improvements and Other Recommendations from the Small Area Plan Funded and Implemented?

Public improvements and projects recommended by small area plans are incorporated into the City of Tulsa's adopted Capital Improvements Plan (CIP), which includes all projects identified in various strategic plans (i.e., infrastructure, special studies, and small area plans) and needs identified through public meetings. In general, capital improvement projects have estimated costs over \$100,000 with an expected useful life of greater than 10 years. The Capital Improvements Plan is updated annually in response to the City's changing needs.

Historically, financing through sales tax revenues, General Obligation (GO) Bonds, utility revenue bonds and grants has been used to fund these improvements. The City of Tulsa's elected leadership generally seeks voter authorization for sales tax and bond programs every five years.

Each post-PLANiTULSA small area plan includes an implementation matrix (example shown on page 12 of this Guide) that identifies capital and non-capital plan recommendations, priorities, implementation phases (ongoing, immediate, mid-term, long-term), funding sources and responsible entities, and cost estimates.

Public documents such as the [City of Tulsa Financial Reports](#), including the annual budget with details about the Capital Improvements Plan, are available online.



APPENDICES



APPENDIX A – CITIZEN ADVISORY TEAM (CAT)

CAT Membership, Composition and Selection

Citizen Advisory Teams are composed of volunteers, invited to serve by the plan area's City Councilor. Staff works with the City Councilor to try to achieve a healthy balance of homeowners/residents, age groups, ethnic diversity, businesses, and other investors who are interested in defining the future of the plan area. CAT members may represent neighborhood associations, business associations, the Tulsa Regional Chamber, local chambers of commerce or non-profits with an interest in the area.

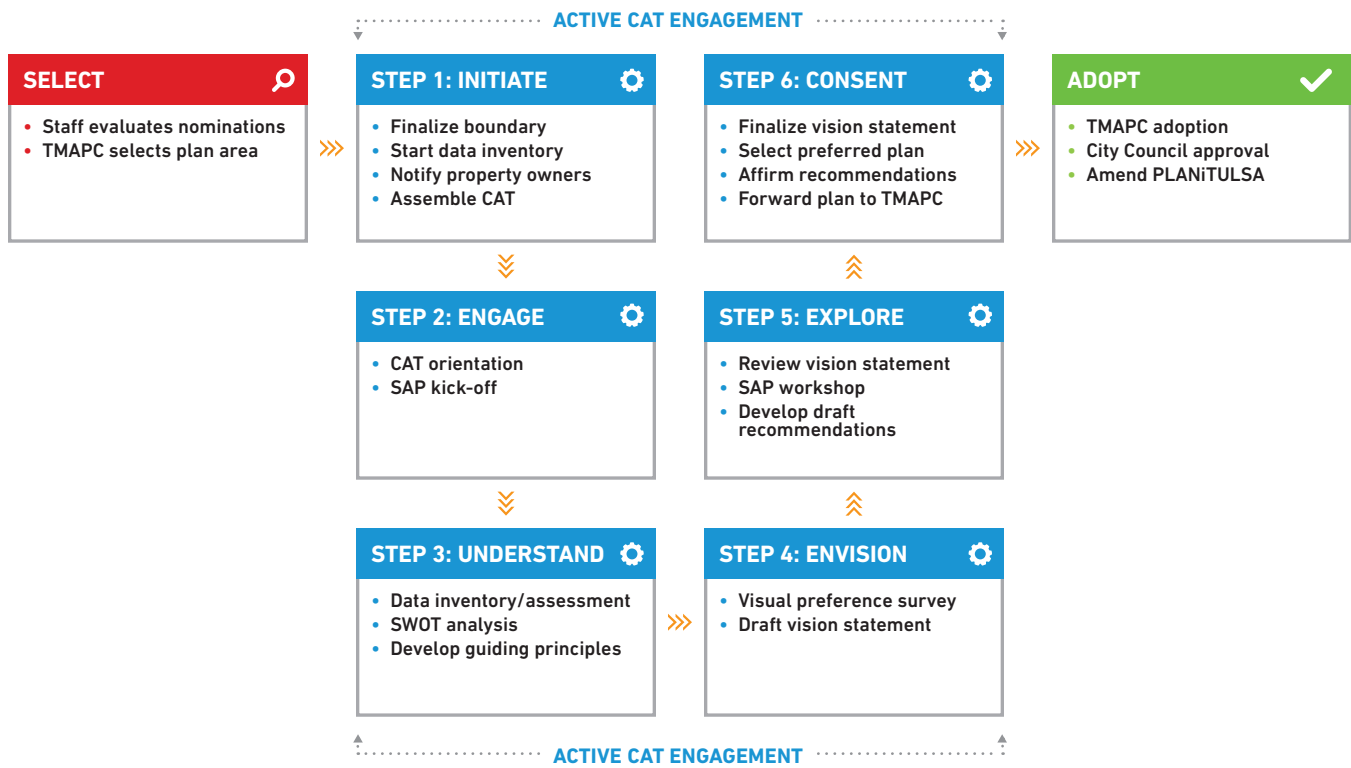
Unlike members of the City's various authorities, boards and commissions, CAT volunteers are neither formally nominated to serve by the Mayor nor confirmed by the City Council.

CATs typically include 10–20 members who commit to participate in the process and represent their respective constituents (i.e., neighbors, business associates, school or non-profit affiliates) throughout the planning process. If possible, the City Councilor and a planning commissioner from the TMAPC are welcome to serve as ex-officio members, to follow the process and become more familiar with the issues.

Commitment to Serve

Preserving the balance of CAT representatives depends on the commitment of members to participate in the entire SAP process by attending CAT meetings and workshops, reviewing plan drafts, and validating plan findings and recommendations. They also are expected to share plan issues and decisions with their constituents and bring constituents' issues back to the process for consideration. The CAT's time commitment to a small area plan is 9–12 months.

The sequence of SAP process steps shown below (as well as on page 8 of this Guide) should be presented to CAT candidates to clarify expectations regarding the process. Active CAT involvement will be focused on six core phases: **INITIATE**, **ENGAGE**, **UNDERSTAND**, **ENVISION**, **EXPLORE**, and **CONSENT**; **SELECT** and **ADOPT** represent staff functions. Dates and activities tailored for each CAT are identified at the **ENGAGE** step.



CAT Roles and Responsibilities

Scope and Responsibility of CAT

The CAT serves as a two-way sounding board for the small area plan. CAT members agree to participate in meetings and events, to represent the views of their constituents and to allow all other CAT members to do the same. They agree to serve on the CAT from the project kick-off event through development of a final plan draft that will be forwarded for adoption and approval. Throughout the process, when the CAT arrives at consensus on key issues, members are expected to share decisions and findings with their constituents.

As a voluntary citizen group, the CAT does not have legal authority, nor is it bound by voting rules or quorum. Its role is highly valued, however, as the CAT guides local stakeholders through the details of problem resolution in a more informal setting so that TMAPC and City Council can consider the SAP draft for adoption and approval in their respective official capacities.

CAT Orientation

Prior to the project kick-off, City of Tulsa staff will conduct an orientation to small area plans for new CAT members. The kick-off allows members to become acquainted with each other and the staff, learn planning terminology, clarify roles and responsibilities, and set expectations for the upcoming planning process. Orientation will include references to the relationship of the SAP to PLANiTULSA.

CAT Assignments

CAT members will be asked to actively participate in meetings as well as in some aspects of the research that will build the plan. These tasks may include walkability audits of the plan area, photographing images for visual preference surveys, developing survey questions, hosting events at plan area churches or schools, and presenting data and findings at meetings.

SAP Rules of Engagement at CAT Meetings

To make the most effective use of everyone's time, CAT meetings follow basic rules of engagement so that all attendees can be heard and all ideas will be considered for the SAP. The rules of engagement will be read at the start of each meeting, and are generally as follows:

1. **Meetings will begin and end at times posted on the agenda.**
2. **Safety announcements for all venues will be made immediately after calling the meetings to order to ensure the well-being of all attendees. This includes identifying emergency exits and designating person(s) to contact 911 in case of physical, medical or police emergencies.**
3. **CAT members and other attendees will be recognized. Attendance will be recorded, posted on the internet, and documented in the small area plan.**
4. **Review the SAP charter and purpose (what it is and is not), CAT members' roles and commitments to the process and project schedule.**
5. **Review the CAT rules of civility, including:**
 - a. Mutual respect for City staff, consultants, facilitators and all speakers, to give everyone an opportunity to participate.
 - b. Zero tolerance for profanity and personal (ad hominem) attacks.
6. **Review of the meeting agenda topics. Off-topic subjects will be considered only if time permits, or scheduled for a subsequent meeting.**
7. **Meetings are open to the public. However, participation by visitors who are not CAT members will be allowed only when the CAT has concluded agenda business, time permitting.**



APPENDIX B – SMALL AREA PLAN SELECTION CRITERIA

This section identifies criteria from PLANiTULSA that provide an objective basis for selecting areas where small area planning would be beneficial and appropriate.

Comprehensive Plan Criteria

The following criteria, presented in four major categories, are derived largely from the PLANiTULSA Appendix.

Areas Related to Transit or Transportation

- Possess opportunity for development in conjunction with transit enhancements
- Have transit-oriented development potential
- Contain the planned Gilcrease Expressway extension

Areas Poised for Change

- Significant change is underway or anticipated. *See Areas of Growth in the Comprehensive Plan.*
- Possess opportunities for infill or redevelopment
- Contain key catalytic projects from PLANiTULSA strategic plan or the private sector
- Possess opportunities to influence site selection, development, or major expansion of a single, large activity generator
- Will be annexed in the future

Areas with Apparent Needs for Improvement

- Need public facilities and/or physical improvements
- Show evidence of disinvestment: deteriorated housing, high vacancy, high poverty, high unemployment

Areas with LEGACY Issues, Either Man-Made or Environmental

- Historic resources to support and preserve
- Long-standing development pressures between adjacent areas and uses
- Contain environmentally-sensitive areas like floodplains or habitat

Map Criteria

In addition to the criteria listed above, maps with current data indicate areas that would be considered appropriate for small area plans, including:

- PLANiTULSA “Areas of Growth” and census designations of high employment (at least 1,000 employees per census block group)
- Low- to moderate-income census tracts
- Areas not included in any [adopted small area plan](#)



APPENDIX C – SAP BOUNDARY CRITERIA

The first step in the SAP process is to identify the plan area boundary. The boundary should be broad enough to cover the area under consideration without being so broad as to dilute the focus. One or more of the following criteria may define the SAP boundary.

Key Issues

The extent and location of key development issues can inform the plan boundaries, so they should be identified prior to drawing boundaries. Key issues should be limited to one or two items that can be addressed through land use planning and will be refined during the planning process.

Community Parameters

An anchor or landmark such as a school, museum, attraction, historical reference, existing retail, or established neighborhood identity not only contributes to boundary determination but can also inform the branding of the small area plan and serve as a marketing concept for plan implementation.

Mapping Parameters

Boundary determination should avoid splitting known map features such as census tracts, local and arterial roadways, minor drainage channels, rights-of-way, and parcels.

Also, because facing land uses (i.e., on either side of the same road) share the transportation network for access and commerce, *centerlines of local and arterial roads should be avoided as plan area boundaries*; best-planning practices recommend using rear lot lines for boundaries as they enable consistent aesthetic and functional treatments on both sides of the shared roadway. Interstate highways and expressways, rivers and major drainage channels may appear to be logical plan area boundaries, but should be carefully evaluated in boundary determination, with the goal of supporting complementary land uses and cohesive design features.

Stakeholder Strength

Robust stakeholder participation lends strength not only to SAP development but also for implementation of the SAP's recommendations. Disagreement between stakeholder groups and among members of a single group can be expected, but an overarching goal of all participants to respectfully solve common issues will benefit the entire community.

Legal Description and Notification of Property Owners

Once a boundary is determined, an acceptable legal description of the plan boundary should be prepared to include in a City Council Resolution that publicly establishes the SAP boundary. This description does not have to be a [metes and bounds](#) description, but must be adequate enough to define relevant properties.

Finally, with the legal description as a guide, all directly-affected stakeholders will be notified that their property is included in the SAP process. Notifications will be mailed to all property owners (owners of record from County Assessor's parcel records) with information about the planning process, the boundary and the project schedule, with clarification that it is NOT a zoning change or a redevelopment project. This correspondence will also include contact information and links to websites with an invitation to follow the process through plan adoption and approval.



APPENDIX D – CHECKLIST OF MANDATORY SAP REQUIREMENTS

For public and private entities developing small area plans, compliance with these requirements will assure that plan(s) are developed in a manner consistent with the SAP process set forth in Comprehensive Plan and can be presented to the Tulsa Metropolitan Area Planning Commission (TMAPC) for consideration as plan amendment(s).

Once adopted by TMAPC and approved by the City Council, plan provisions will become land use and development policy for the defined area and their recommendations for public improvements will be considered for funding through the City of Tulsa's Capital Improvements Program (CIP). CIP projects are prioritized annually by the City Council and the Mayor.

To fulfill these requirements, private sector applicants will be expected to coordinate with City of Tulsa Planning Division staff. This checklist summarizes the City's mandatory requirements.

APPLICANT INFORMATION

Primary contact (individual or firm):

Address:

Phone:

Email address:

MANDATORY REQUIREMENTS CHECKLIST

1. DEFINE BOUNDARY

- ☐ Legal description of plan boundary
- ☐ Plan boundary map

2. COMMUNITY PARTICIPATION

Stakeholders defined (check all applicable)

- ☐ Neighborhood association
- ☐ Owner-occupied residents
- ☐ Landlords
- ☐ Tenants
- ☐ Commercial/businesses
- ☐ Industrial properties
- ☐ Schools
- ☐ Non-profit organizations
- ☐ Other (please identify)

Citizen Advisory Team (CAT)

- ☐ Invited by City Councilor (provide documentation)
- ☐ Members' names and affiliations (i.e., resident, property owner, homeowners' associations, business interests, other)

Public Outreach

Property owners notified (explain methods and provide documentation)

Outreach techniques (check all applicable and include documentation)

- ☐ Surveys
- ☐ Newsletters
- ☐ Email lists
- ☐ Public workshops / charrettes
- ☐ Web postings
- ☐ Social media
- ☐ Other

3. ASSESSMENT (INVENTORY AND ANALYSIS)

- ☐ Development history
- ☐ Physical characteristics of plan area (i.e., topography, hydrology, floodplains)
- ☐ Existing land use context from PLANiTULSA, including stability/growth classifications
- ☐ Existing regulatory context (zoning and subdivisions)
- ☐ Demographic data / census information (historic trends and current conditions)

4. VISION STATEMENT

- ☐ Demonstrate that stakeholders have answered the question, "What do we want this area to be in 10–20 years?"
- ☐ Vision map

5. CIVIC RESPONSIBILITIES AND CITYWIDE CONTEXT

- ☐ Inventory and assessment of existing land use plans that include the small area plan boundary
- ☐ Evaluation of plans and land use issues for adjacent areas, and how potential conflicts can be addressed

6. PLAN RECOMMENDATIONS

- ☐ Matrix of recommendations, organized by the goal or issue, with solutions to identified problems
- ☐ Implementation program, with recommendations for appropriate tools (regulatory, public investment, partnership) for implementation
- ☐ Identification of implementation priorities and preliminary cost estimates

7. COMPREHENSIVE PLAN AMENDMENT PROCESS *(requires coordination with the City of Tulsa Planning Division)*

- ☐ Adoption proceedings - TMAPC
- ☐ Approval proceedings - City Council



APPENDIX E – MEMORANDUM OF UNDERSTANDING

PURPOSE

The Comprehensive Plan states that, “Small area plans, ideally, are developed by property owners and area stakeholders, then implemented through zoning changes that allow the kinds of development described in PLANiTULSA,” and prescribes guidelines for developing such plans.

In cases where citizens or businesses within the private sector, or their representative consultants (“private sector team”), choose to fund and develop a small area plan within the City of Tulsa, the City of Tulsa requires a **Memorandum of Understanding (MOU)** between the consultant and the City of Tulsa to clarify roles and responsibilities. This requirement will ensure that plan development is consistent with the small area planning process as defined in PLANiTULSA and that area stakeholders are properly engaged in an open and transparent manner.

The MOU should be signed by relevant parties and should include but not be limited to the following requirements:

PRIVATE SECTOR/CONSULTANT RESPONSIBILITIES

1. Comply with the City of Tulsa requirements for small area plans as set forth in this Guide.
2. Submit a nomination for a small area plan with the City of Tulsa, Planning and Development Department, Planning Division. Nomination forms, instructions and supporting reference materials are available from the Planning Division. The nomination must include the following information:
 - a. Proposed plan area boundary
 - b. Identification of key issues to be resolved through the SAP
 - c. Identification of PLANiTULSA criteria for small area plans that apply to the proposed plan area boundary
 - d. Expected outcomes for the area, following the development of a small area plan
 - e. Description of key stakeholder groups (representing all areas and interests of the plan area), level of organization, and the degree of commitment to participate in the planning process
 - f. Stakeholder signatures in support of the SAP nomination

3. Work with City staff and the plan area's City Councilor to select and invite stakeholders to serve on the Citizen Advisory Team (CAT).
4. Prepare for and lead CAT and community meetings.
5. Collaborate with the City of Tulsa, Planning Division, to promote CAT and community meetings, including a community visioning workshop.
6. Draft plan content to conform with PLANiTULSA's Vision and goals, as applied to the specific SAP boundary and in accordance with SAP guidelines provided by the City of Tulsa.
7. Collaborate with City Staff to edit plan drafts, based on public review and comments.
8. Collaborate with City Staff on content edits throughout the plan adoption process, including a public open house, TMAPC hearings and City Council hearings.
9. Meet in person regularly with the appointed City of Tulsa staff to review draft materials and discuss project progress.

CITY OF TULSA RESPONSIBILITIES

1. Administer the Small Area Planning Program for the private sector small area plan, to assure that the proposal, assignment of resources, and all subsequent SAP steps comply with SAP requirements.
2. Assign planning staff to provide technical assistance and oversight to the small area planning effort.
3. Organize a Citizen Advisory Team, based on the City Councilor's invitations.
4. Publicize community and CAT meetings in collaboration with the private sector team.
5. Assist in data collection and share relevant data with the private sector team on existing conditions, including but not limited to environmental features, land use, transportation, adopted legacy plans, parks and open space, and housing.
6. Ensure consistency within the plan document through reviews, edits, and formatting by providing comments at regular meetings with the private sector team. A design template and a listing of required plan components will be mutually agreed upon early in the process to ensure the efficient development of plan content.
7. Coordinate with other City departments, public agencies, boards and authorities, and other related City and public sector stakeholders during plan development.
8. Coordinate the SAP Technical Review of the draft plan.
9. Collaborate with the private sector team to prepare for the plan adoption by Planning Commission (TMAPC) and approval by City Council.
10. Coordinate the presentation of the final plan draft to TMAPC as a Comprehensive Plan amendment.



APPENDIX F – INTERNET RESOURCES

CITY OF TULSA HOME PAGE

www.cityoftulsa.org

- **City of Tulsa Planning Division**
www.cityoftulsa.org/community-programs/planning.aspx

SMALL AREA PLANS (ALL PLANS)

www.cityoftulsa.org/community-programs/planning/small-area-and-neighborhood-revitalization-planning.aspx

SMALL AREA PLANS (SPECIFICALLY REFERENCED IN THIS GUIDE)

- **Utica Midtown Corridor Small Area Plan**
www.cityoftulsa.org/community-programs/planning/small-area-and-neighborhood-revitalization-planning/utica-midtown-corridor-small-area-plan.aspx
- **36th Street North Small Area Plan**
www.cityoftulsa.org/community-programs/planning/small-area-and-neighborhood-revitalization-planning/36th-street-north-small-area-plan.aspx
- **Eugene Field Small Area Plan**
www.cityoftulsa.org/community-programs/planning/small-area-and-neighborhood-revitalization-planning/eugene-field-small-area-plan.aspx
- **West Highlands/Tulsa Hills Small Area Plan**
www.cityoftulsa.org/community-programs/planning/small-area-and-neighborhood-revitalization-planning/west-highlandstulsa-hills-small-area-plan.aspx

TULSA METROPOLITAN AREA PLANNING COMMISSION (TMAPC)

www.tmapc.org

- **Tulsa Comprehensive Plan**
www.tmapc.org/comp_plan.html | [www.tmapc.org/Documents/Tulsa Comprehensive Plan.pdf](http://www.tmapc.org/Documents/Tulsa%20Comprehensive%20Plan.pdf)

INDIAN NATIONS COUNCIL OF GOVERNMENTS (INCOG)

www.incog.org/Land_Development/land_main.html

TULSA DEVELOPMENT AUTHORITY

www.tulsadevelopmentauthority.org

TULSA TRANSIT AUTHORITY

www.tulsatransit.org

TULSA HOUSING AUTHORITY

www.tulsahousing.org

RIVER PARKS AUTHORITY

www.riverparks.org

TULSA PUBLIC SCHOOLS

www.tulsaschools.org

JENKS PUBLIC SCHOOLS

www.jenksps.org

UNION PUBLIC SCHOOLS

www.unionps.org

LAND USE PLAN

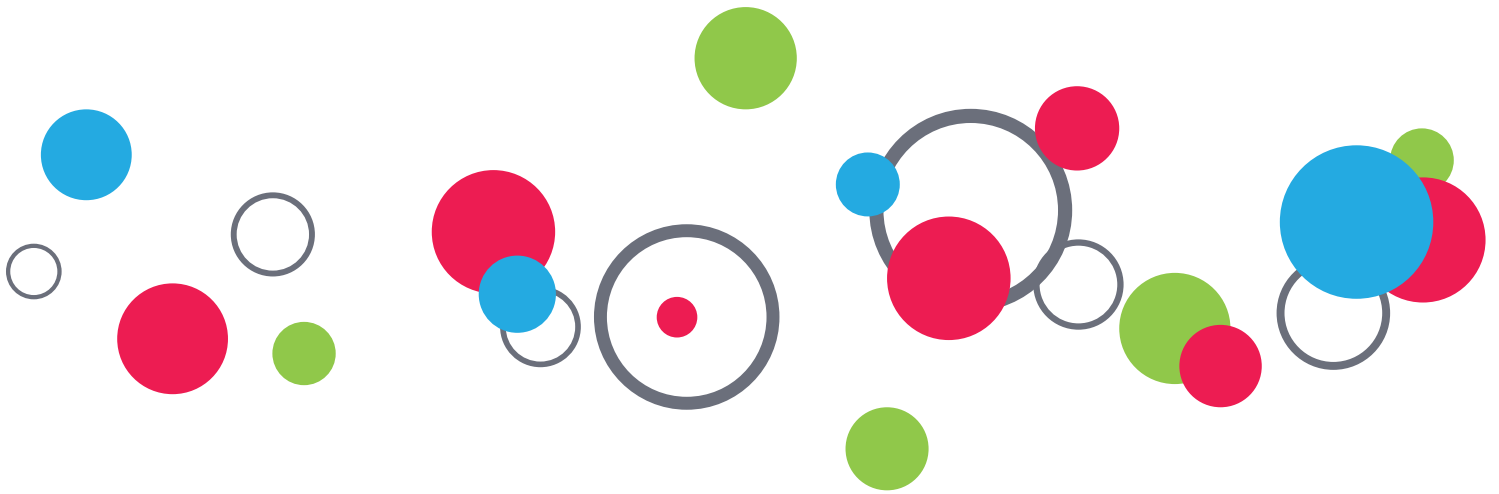
http://en.wikipedia.org/wiki/Land-use_planning

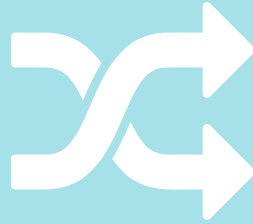
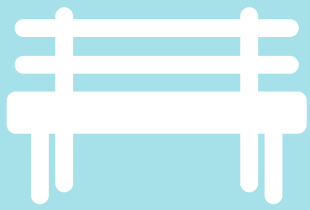
GEOGRAPHIC INFORMATION SYSTEMS (GIS)

http://en.wikipedia.org/wiki/Geographic_information_system

METES AND BOUNDS

http://en.wikipedia.org/wiki/Metes_and_bounds





Neighborhood Planning Initiative STRATEGIC PLAN

PLANNING BOARD REVIEW DRAFT
NOVEMBER 29, 2016



DENVER
COMMUNITY PLANNING
& DEVELOPMENT



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Planning Areas at a Glance

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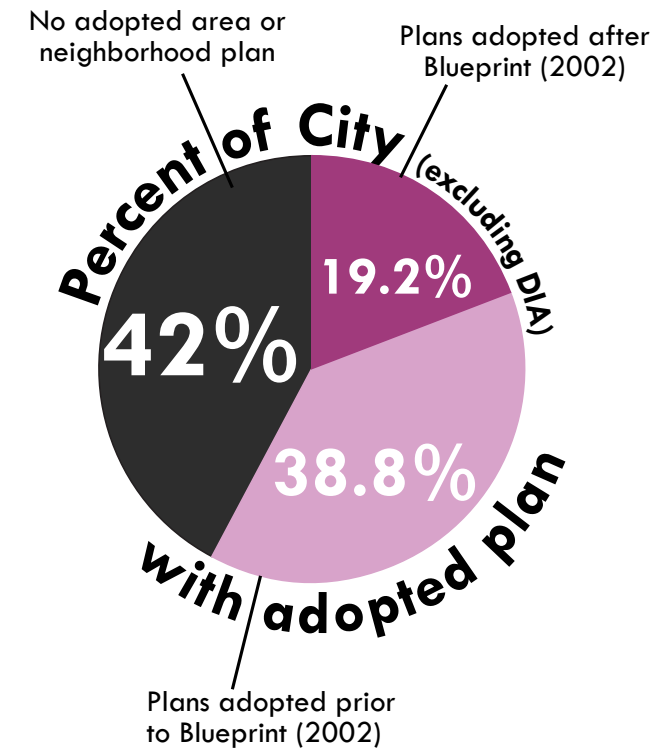
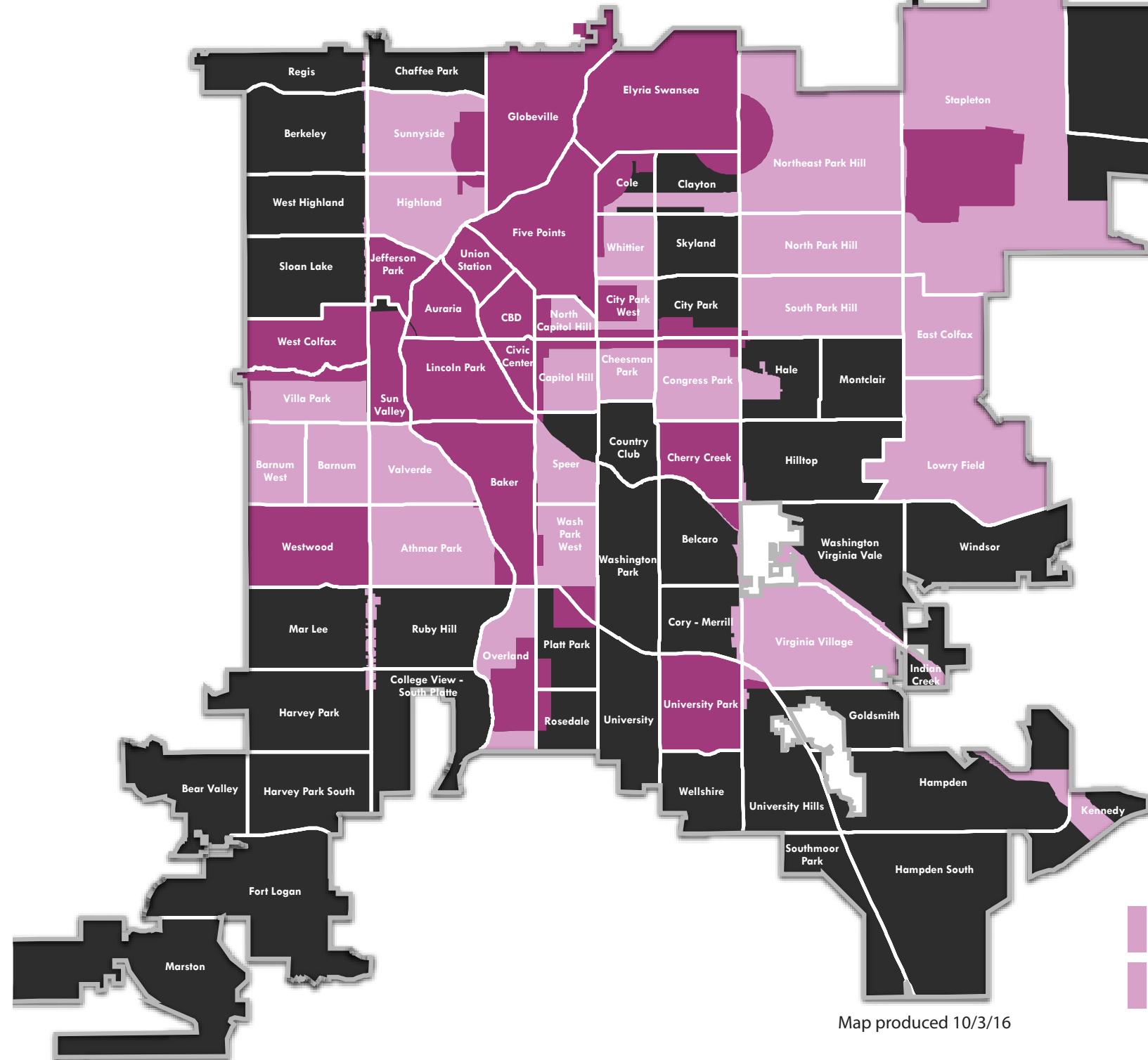
STRATEGY & APPROACH

INTRODUCTION

WHAT IS THE NEIGHBORHOOD PLANNING INITIATIVE?

The Neighborhood Planning Initiative (NPI) is a new commitment to cover 100% of the city with area plans. This will be achieved over a period of approximately 10-14 years, or faster if resources allow (under Denver's current planning approach of conducting one or two neighborhood plans at a time, this would

take approximately 78 years to achieve). Under the banner of NPI, area planning will occur according to a consistent, streamlined process common to all plans. The multi-year work program will occur according to a predictable schedule laid out in advance. Once 100% coverage of the city is achieved, NPI will continue by cycling back through and updating the completed plans for each area.



WHY DOES DENVER NEED NPI?

Historically, small area plans in Denver have taken many forms including plans for neighborhoods, station areas, corridors, and other geographies. Small area plans do a lot for communities:

- They engage neighborhood stakeholders in identifying a future vision for the area and then provide strategies and recommendations for achieving that vision.
- They provide detailed recommendations for land use and future investments to help ensure neighborhoods grow as envisioned by the plan.
- They provide a level of analysis, detail, and guidance on issues affecting local areas that citywide plans cannot.

Today, only about 19% of the city has a small area plan adopted after Blueprint Denver (the 2002 citywide land use and transportation plan). Another 39% of the city has small area plans older than Blueprint Denver, indicating they are getting out-of-date and need to be refreshed. Finally, a significant percentage of the city (42%) has no small area plan at all. New plans produced under NPI would be the first area plans of any kind for many parts of the city.

The NPI area planning process offers neighborhood stakeholders the opportunity to come together and shape the future of an area. By obtaining 100% coverage of the city with area plans, NPI will place all areas of the city on an equal footing on issues related to growth and development. Elected officials, Planning Board members, and other decision-makers will have comparable information and policy guidance to help with decision-making regardless of location.

BACKGROUND ON DENVER'S 78 NEIGHBORHOODS

The basis for the City's neighborhood delineation was established in 1972 as part of a federally-funded community renewal program, driven by the need to keep consistent boundaries for the purposes of data tracking and historical comparison. The resulting areas are called Neighborhood Statistical Areas (NSAs), and their purpose is to maintain consistent and permanent boundaries over time. The boundaries align with U.S. census tracts, allowing for historical comparison of data. The only changes made to the map since this original effort have been to reflect annexation of new land into Denver, such as DIA. NSAs are distinct from Registered Neighborhood Organizations (RNOs), which are organizations with boundaries that are self-defined and may overlap.

NPI CORE VALUES

VALUES FOR THE NPI PLANNING PROGRAM

The NPI planning process has three core values: intentional, equitable, and measurable. These values are the foundation of NPI and guided the development of the strategic plan. These core values will remain constant and continue into the future as area plans are developed over the coming years.



INTENTIONAL

VALUE 1

The planning process will be clear and participants will know what to expect.

- **Focused.** The planning process will target issues most relevant for the community, and that can be effectively addressed through neighborhood planning.
- **Streamlined.** NPI will follow the same multi-phased model for each planning process as defined by the NPI Strategic Plan.
- **Innovative.** NPI will develop customized, unique, and creative recommendations for each planning area.
- **Informed.** NPI will use relevant data and analysis for informed decision making.
- **Multi-Departmental.** City agencies will coordinate with each other and the public in developing each plan.



EQUITABLE

VALUE 2

The planning process will treat neighborhoods fairly and promote balanced, equitable outcomes.

- **100% Coverage.** By obtaining 100% coverage of the city with area plans, NPI will provide the same policy foundation for the entire city.
- **Inclusive.** The process will include diverse perspectives and provide multiple ways to be involved.
- **Transparent.** Information will be transparent and available. Draft materials will be created throughout the process. Stakeholders will have an opportunity to inform content as it is developed. Area plan phasing will provide the community with advance notice of upcoming planning efforts.



MEASURABLE

VALUE 3

The planning process will make use of data to inform decisions and track implementation progress.

- **Data-Informed.** Indicators of planning need will be used to inform the order in which plans will be undertaken. Decisions will be supported by data and analysis throughout each planning process. Information will be transparent and available.
- **Implementation Metrics.** Wherever possible, plan recommendations will be tied to metrics to help track progress toward implementation.

STRATEGY & APPROACH

NPI will result in 100% coverage of the city by small area plans within a timeframe of approximately 10-14 years. This will be accomplished by adhering to a planning approach consisting of nine components, organized here by their relationship to NPI's three core values.



INTENTIONAL

1. GROUP NEIGHBORHOODS TOGETHER

In the past, small area plans were conducted at a variety of scales, the most common of which was the individual neighborhood-level. Under this system, each neighborhood plan took an average of two years to complete. NPI will group neighborhoods together to cover larger areas. Each of Denver's 78 statistical neighborhoods will be assigned to one of 19 groupings, and each grouping will receive its own area plan. For more details on the proposed groupings, refer to the Grouping and Sequencing section beginning on page 14 of this strategic plan.

2. OBSERVE A MAXIMUM TIMELINE

NPI area plans will be designed to be completed and adopted in 18 months and will take no longer than 2 years. Observing this timeline for each plan is important in order to keep the larger 19-plan initiative on schedule. Some plans will use the entire two-year timeframe, whereas others may be completed faster. The total difference between the fastest timeline and the maximum timeline across all plans is approximately 3.5 years, as detailed below:

- 3 plans concurrently, 18 months each = 10.5 years
- 3 plans concurrently, 24 months each = 14 years

Observing the prescribed timeline for each plan has two major benefits for stakeholders. First, it helps avoid stakeholder fatigue, and second, it allows plans to get to the implementation stage faster.

3. ALIGN WITH CITYWIDE PLANS

Citywide plans such as Blueprint Denver and Denver Moves provide policy guidance on topics that overlap significantly with NPI. Because NPI is conducted at the neighborhood/local level, NPI plans will provide more detailed and comprehensive guidance than is possible in citywide plans. Establishing clear roles between NPI and citywide plans will help to ensure clarity and consistency between plans.



EQUITABLE

4. HAVE MULTIPLE PLANS IN PROCESS AT THE SAME TIME

With known resources as of the time of this Strategic Plan (2016), it is envisioned that there will be three NPI plans in process at any given time. Sustaining this level of planning over the course of many years will require identifying a consistent funding stream for the initiative.

5. COMMIT TO AN ONGOING PROCESS

NPI represents a significant commitment to area planning and implementation over a long period of time. When one area plan is completed, the next will start. NPI's initial goal will be to obtain 100% coverage of the city with area plans, but NPI will not be over when this is achieved. By the time the last plan is completed, significant time will have passed and the first few NPI area plans will need to be refreshed. At that point, NPI will shift its focus to cycling back through the completed plans and updating them.

6. ENSURE THAT PLANS HAVE A TARGETED SCOPE

Some topics will be addressed by every NPI area plan (referred to as "always topics" in the NPI planning approach). Other topics do not need to be addressed by every NPI plan, but may be important to address in a particular area (referred to as "focus topics" in the NPI planning approach). Anything can be considered as a potential focus topic, but only the most critical topics will be added to the plan scope. The intent is to limit the scope of topics for two reasons. First, it allows for focus on addressing the most critical issues and opportunities, which in turn will lead to more focused (and ideally faster) implementation of plan recommendations. Second, reducing the number of topics addressed by the plan will help the plans to be completed within the prescribed timeline.



MEASURABLE

7. PRIORITIZE PLAN SEQUENCING USING NEED-BASED FACTORS

NPI will systematically prepare plans for each of the 19 planning areas. The sequencing of these plans will be as objective as possible and informed by a number of factors including planning need, previous planning, plan impact, funding, efficiency, and geographic equity (see page 19 for more detail on each of these factors). NPI area plans will occur in phases, with phase 1 plans occurring in the first 18-24 months of the initiative, phase 2 plans occurring in the next 18-24 month period after that, and so on. As one phase of the initiative is completed, the remaining areas of the city will be re-evaluated relative to the factors and the next phase announced.

8. FOCUSED IMPLEMENTATION

Wherever possible, NPI plans will identify metrics to track progress towards the implementation of recommendations and goals. By using a consistent set of metrics, it will be possible to report on plan implementation at regular intervals following adoption by City Council.

9. INFORMED PLAN AMENDMENTS

Occasionally, special circumstances may arise that require revisiting and possibly amending completed NPI area plans. For example, in the years following plan adoption, implementation metrics or other observations may reveal that some trends are headed in the wrong direction. In these cases, targeted plan amendments may be needed to adjust the policy direction and affect change. When undertaken, NPI plan amendments should also identify corresponding updates to Blueprint Denver (if needed).

INTEGRATION WITH BLUEPRINT

Blueprint Denver: An Integrated Land Use and Transportation Plan was adopted in 2002 and remains one of the city's primary planning documents. Among other things, Blueprint Denver calls for a balanced, multi-modal transportation system, land use that accommodates future growth, and open space throughout the city. Where Blueprint Denver provides high-level citywide guidance, small area plans such as neighborhood plans, station area plans, and corridor plans provide detailed guidance. When small area plans are adopted, they update the Comprehensive Plan and Blueprint Denver.

Blueprint Denver is currently undergoing an update as part of Denveright, a community-driven planning process that will result in four new citywide plans: Blueprint Denver, The Parks Game Plan, Denver Moves: Pedestrians and Trails, and Denver Moves: Transit. In the years ahead, NPI will build upon the foundation that is set by these plans. However, at the time of this writing, the Denveright process is still in the early stages and completion of the four plans is more than a year away. Although specific plan recommendations and other important details are not yet known, NPI area plans will later play an important role in applying and refining citywide concepts, strategies, and tools at the local level. Furthermore, each NPI area plan will identify specific updates to Blueprint Denver, and as such NPI will play a key role in keeping Blueprint Denver current and relevant in the years ahead.

VISION ELEMENTS AND GUIDING PRINCIPLES

WHAT IS IT?

The Blueprint Denver update will define a citywide vision. That vision will consist of different elements, guiding principles, and values that apply to the city as a whole.

HOW DOES NPI BUILD UPON IT?

Using Blueprint Denver's vision, elements, and guiding principles as a framework and a starting point, the NPI planning process will provide additional details to further define the specific vision for individual areas within the city. This NPI vision framework will be consistent with the broad guidance provided by Blueprint Denver, but will be customized to reflect the uniqueness and needs of local areas.

AREAS OF STABILITY & AREAS OF CHANGE

WHAT IS IT?

In 2002, Blueprint Denver designated all land within the city as either areas of stability or areas of change. The Blueprint Denver update will refine this system, likely adding more detail and nuance. Specific refinements to the areas of stability/change system are not yet known and will be developed in 2017 as part of the Denveright planning process.

HOW DOES NPI BUILD UPON IT?

The role of NPI area plans will be to refine the boundaries and mapping of areas of stability and areas of change, as necessary, and to apply a parcel-specific level of detail. When adopted, refinements from NPI area plans will update the Blueprint Denver map.

STREET TYPOLOGIES

WHAT IS IT?

In 2002, Blueprint Denver provided street typologies and identified the characteristics and function of each type. It is anticipated that the update to Blueprint Denver will refine this approach by providing a system that more directly relates to land use.

HOW DOES NPI BUILD UPON IT?

The role of NPI will be to refine Blueprint Denver's street typology mapping, as necessary, using the updated system provided in that plan. When adopted, the street typologies map from the NPI area plan will update the Blueprint Denver street typologies map.

LAND USE MAP

WHAT IS IT?

In 2002, Blueprint Denver provided a future land use map for the entire city. The city relies on this guidance to make zoning decisions when more detailed small area plans are not available. Blueprint Denver's land use map is updated as new small area plans are adopted.

HOW DOES NPI BUILD UPON IT?

NPI will provide parcel-specific land use mapping using the updated Blueprint Denver land use categories. NPI may also provide more detailed land use categories that are nested within the hierarchy of Blueprint's categories. When adopted, land use maps from NPI area plans will update the Blueprint Denver land use map.

PLACETYPES

WHAT IS IT?

The Blueprint Denver update currently underway will introduce the concept of place types. Place types are envisioned to be an organizing element/determinate related to land use and building form, similar to how neighborhood contexts are used as an organizing element in the Denver Zoning Code.

HOW DOES NPI BUILD UPON IT?

The specific details and role of place types are still-to-be determined, but the role of NPI will likely involve confirming or revising the assigned place types, establishing parcel-specific boundaries, and/or recommending strategies for addressing gaps or deficiencies in meeting the assigned place type designations.

IMPLEMENTATION

WHAT IS IT?

The Blueprint Denver update will include implementation strategies for regulatory and policy tools, investments, and partnerships. The update will also establish citywide land use and transportation metrics to allow for on-going tracking of plan implementation.

HOW DOES NPI BUILD UPON IT?

To the extent possible, metrics used to track the citywide progress of Blueprint Denver implementation should also be used to track progress for individual neighborhoods and NPI plan areas, although data availability may be a limiting factor. This will provide a consistent measuring stick to gauge implementation progress across all three geographic scales. Additionally, NPI area plans may need to identify additional metrics to track progress toward achieving plan-specific goals.

16—INDICATORS OF PLANNING NEED

18—NEIGHBORHOOD PLANNING NEED

20—PLANNING AREAS MAP & PHASING

GROUPING & SEQUENCING

INDICATORS OF PLANNING NEED

To help inform the NPI Strategic Plan, the city developed data-based indicators of planning need at the neighborhood scale. These indicators help to establish which neighborhoods within the city have the greatest need for a plan, relative to all of the other neighborhoods. This information is being used to inform which neighborhoods are grouped together, and which groupings should be prioritized in the NPI work plan to develop a plan sooner rather than later. These indicators are one tool for evaluating which neighborhoods have

the greatest planning need, but other considerations must be taken into account to determine plan sequencing, as described on page 21.

In later phases of NPI, it is anticipated that many of the indicators can be re-purposed, or new ones added, to measure neighborhood progress over time and to track progress toward achieving specific plan goals.

The indicators are organized by five themes, with three indicators within each theme, as follows:

LIVABILITY



PARKS & OPEN SPACE

Measures the percentage of households within 1/4mile walk of a park or open space. Lack of access indicates greater need for a plan.



WALK/BIKE-ABILITY


Measures average block size. Larger block size equates to fewer intersections and lower connectivity and routing options. Larger block sizes indicate greater need for a plan.



HEALTH INDEX


Incorporates a series of health indicators including social economics, built environment, access to care, and morbidity. Higher health risks indicate greater need for a plan.

INVESTMENT




UNDERUTILIZATION

Measures percentage of land with a greater assessed value than its improvements. Underutilized land is more susceptible to redevelopment. Greater amount of underutilized land indicates greater need for a plan.



PERMIT ACTIVITY


Measures change in the number of permits per acre. Higher permitting activity indicates greater need for a plan.



SALES TAX


Measures the change in sales tax collected as an indicator of business activity and trends. More change (increase or decrease) indicates greater need for a plan.

POLICY & REGULATION




NEW VS. OLD ZONING

Measures the amount of land remaining in the old zoning code. More land in the old code indicates greater need for a plan.



AREA OF CHANGE


Measures the percentage of land identified in Blueprint Denver as an Area of Change. More area of change indicated greater need for a plan.



LU / ZONING MISMATCH


Measures the amount of land identified in Blueprint Denver as residential that does not have residential zoning. More misalignment indicates greater need for a plan.

ECONOMY




COST BURDEN

Measures the percentage of cost burdened households (housing costs greater than 30% of income). More cost burdened households indicated greater need for a plan.



MEDIAN INCOME


Measures change in median income over a ten year period. More change (increase or decrease) indicates greater need for a plan.



POVERTY


Measures the percentage of households in poverty. Higher poverty levels indicates greater need for a plan.

DEMOGRAPHICS



HOUSEHOLDS

Measures change in the number of households over a ten year period. More change (increase or decrease) indicates greater need for a plan.



POPULATION

Measures change in population over a ten year period. More change (increase or decrease) indicates greater need for a plan.

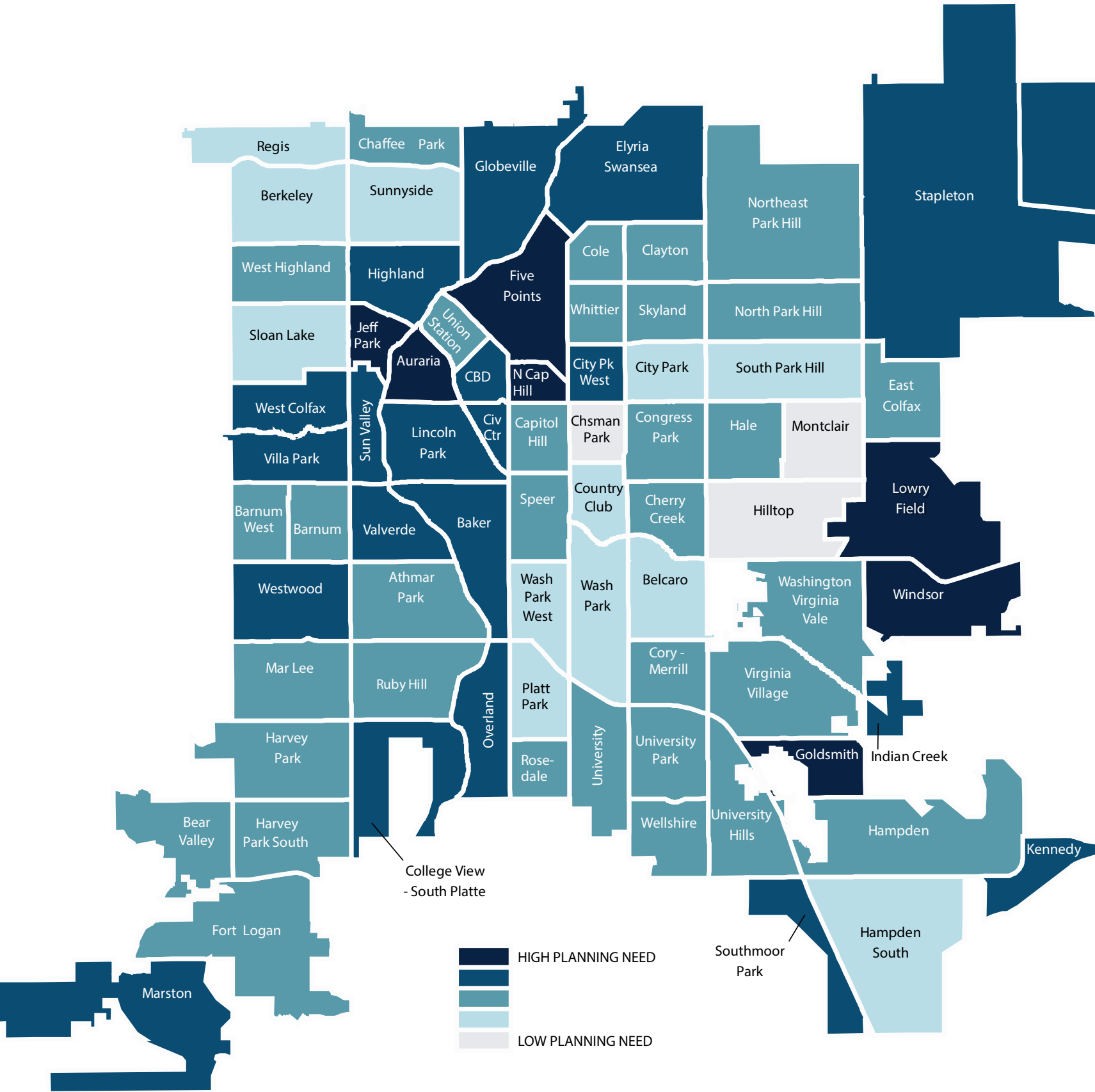


JOBS

Measures change in employment. More change (increase or decrease) indicates greater need for a plan.

NEIGHBORHOOD PLANNING NEED

The indicators have been compiled together to create an index of planning need for each statistical neighborhood, depicted in the following map:



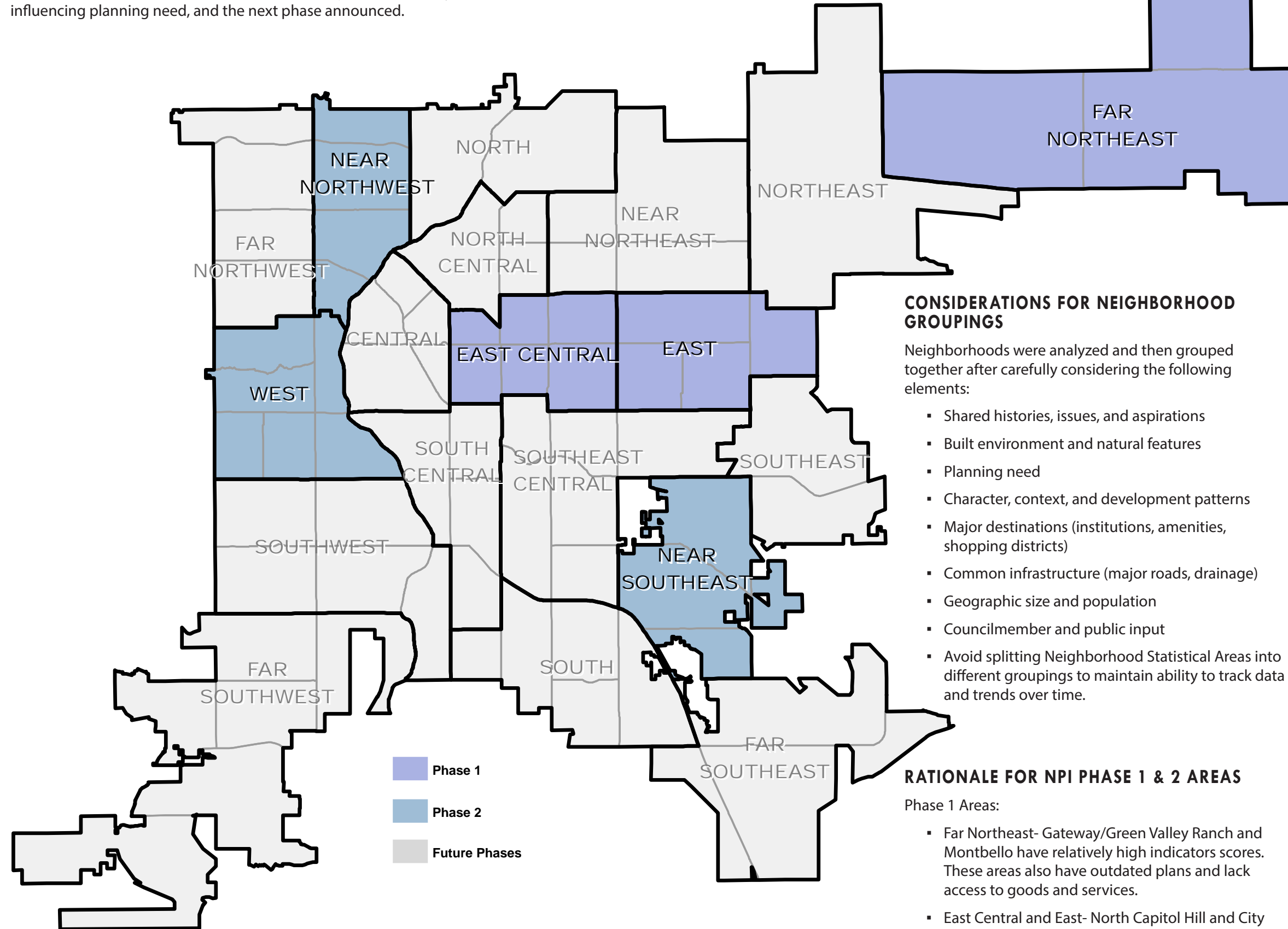
OTHER CONSIDERATIONS INFLUENCING PLANNING NEED

The neighborhood indicators analysis depicted here was used to help determine which areas of the city should be prioritized for plans in the early phases of NPI. Several other factors were also considered in making this decision:

- Previous Planning- Prioritize groupings where most neighborhoods have either outdated plans or no plan.
- Impact- Prioritize groupings where change is already taking place, and/or where new planning will have the most impact.
- Funding- Prioritize areas that already have funding or grants in place for small area planning.
- Efficiency- Where possible, ensure the efficient use of city resources by combining forces with other concurrent/related planning efforts.
- Geographic Equity- Conduct plans in different parts of the city as part of each phase.

PLANNING AREAS MAP & PHASING

This map shows the proposed neighborhood groupings and initial phasing for NPI. Phase 1 plans will occur in the first 18-24 months of the initiative, phase 2 plans will occur in the next 18-24 month period after that, and so on. As one phase of the initiative is completed, the remaining areas of the city will be re-evaluated relative to the considerations influencing planning need, and the next phase announced.



CONSIDERATIONS FOR NEIGHBORHOOD GROUPINGS

Neighborhoods were analyzed and then grouped together after carefully considering the following elements:

- Shared histories, issues, and aspirations
- Built environment and natural features
- Planning need
- Character, context, and development patterns
- Major destinations (institutions, amenities, shopping districts)
- Common infrastructure (major roads, drainage)
- Geographic size and population
- Councilmember and public input
- Avoid splitting Neighborhood Statistical Areas into different groupings to maintain ability to track data and trends over time.

RATIONALE FOR NPI PHASE 1 & 2 AREAS

Phase 1 Areas:

- Far Northeast- Gateway/Green Valley Ranch and Montbello have relatively high indicators scores. These areas also have outdated plans and lack access to goods and services.
- East Central and East- North Capitol Hill and City

Park West have relatively high indicators scores. An Urban Center planning grant from the Denver Regional Council of Governments is eligible to be spent here beginning in 2017. There are also efficiencies extending from transit oriented development planning taking place as part of the Colfax Corridor Connections project (Federal Transit Administration grant).

Phase 2 Areas:

- Near Southeast- Goldsmith and Indian Creek have relatively high indicators scores. All neighborhoods in this grouping have either no plan or outdated plans. Opportunity to establish a unifying vision for the Evans Ave. corridor.
- West- Valverde, Villa Park, West Colfax, and Sun Valley have relatively high indicators scores. Change is occurring, and most neighborhoods in this grouping have outdated plans. Opportunity to apply knowledge gained from East Central and East planning processes to the W. Colfax corridor and the W light rail line.
- Near Northwest- High indicators scores and rate of change in Jefferson Park and Highland. Most neighborhoods in this grouping have either no plan or outdated plans.

WHAT CAN YOUR NEIGHBORHOOD DO WHILE WAITING FOR ITS NPI AREA PLAN?

Neighborhoods that are not in the first phase of NPI can undertake activities on their own to get prepared for an eventual plan kickoff. Doing so will help the planning process to go more smoothly because some of the work will have been completed in advance. Activities include:

- Organize- Does your community already have a Registered Neighborhood Organization (RNO)? If not, consider forming one. If yes, participate in it and encourage others in your neighborhood to do the same. Put items on the agenda related to the upcoming area plan. Organize meetings with the larger community to talk about planning-related issues.
- Listening Sessions- Discuss what people love about the neighborhood, what should change, and what should remain.
- SWOT Analysis- Document the strengths, weaknesses, opportunities, and threats that are present in the neighborhood.
- Visual Documentation- Conduct a photo inventory of existing conditions. Pair photos with results from the listening sessions and SWOT analysis.

24—PUBLIC ENGAGEMENT & COMMUNICATIONS OVERVIEW

26—PLAN CONTENT OVERVIEW

28—SELECTING FOCUS TOPICS

29—PLANNING PROCESS OVERVIEW

32—STEPS OF THE PLANNING PROCESS

PLANNING PROCESS

PUBLIC ENGAGEMENT &

The community is a driving force in each step of the NPI planning process. Effective outreach uses diverse methods to reach people in order to get the word out about an event, provide updates, or to gain specific feedback. There are many tools and approaches for public engagement, but not all of them are effective in all situations. In identifying an effective public engagement strategy, it's important to consider the stakeholders and to anticipate their needs. It's equally important to recognize that people want to engage in the process in different ways and at varying levels of detail. Successful outreach provides multiple ways to be involved, enabling people to participate in the way that works best for them. The NPI planning process will use the general outreach framework presented here as a starting point, but will also customize outreach by creating a unique community engagement strategy for each plan area.

Traditional.

→ PUBLIC MEETINGS

These are held at key points throughout the planning process to solicit input, feedback, and guidance from the general public. Each meeting typically combines a presentation with one or more structured exercises, often conducted in small groups.

→ STEERING COMMITTEES

A steering committee is a small group of participants (about 10) selected by city councilmembers and who represent diverse interests including but not limited to residential, business, non-profit, and underserved populations. The steering committee will meet regularly throughout the planning process to guide all aspects of plan development.

→ NEWSLETTERS & INFO-BLASTS

Updates on the planning process are provided in newsletters, including the Denver Community Planning and Development newsletter, Council Office news letters, or Registered Neighborhood Organization newsletters. Updates and meeting announcements are also provided via e-mail to people who provide an e-mail address for that purpose.

Targeted.

→ PIGGYBACK ON OTHER EVENTS

Attend meetings organized by others to reach people who are already involved in other aspects of the community. Work with established groups and get on meeting agendas for business organizations, parent/teacher organizations, etc.

→ FOCUS GROUPS

Focus groups are a useful way to collect detailed input from a small group of people.

→ REVIEW DRAFTS

Review drafts are preliminary drafts of either the full plan or specific plan chapters. Open comment periods allow for detailed input on material before it is finalized.

→ FIELD OFFICE/OFFICE HOURS

Holding office hours in the community gives people an opportunity to have direct one-on-one access to the planning team. A field office expands upon this idea by establishing a presence in the community for an extended period of time, such as several days or weeks.



COMMUNICATIONS OVERVIEW



Innovative.

→ CELEBRATIONS & RESOURCE FAIRS

These are dual-purpose public meetings where the meeting objective is paired with an entertaining or educational component. Resource fairs are proposed as part of the NPI planning process to help connect people to agencies and programs to address their needs and concerns outside of the area planning process.

→ POP-UP EVENTS

These involve setting up a station in a public place, such as at a farmers' market or outside of a store, and talking to people who pass by. Pop-up events are a good way to increase awareness of the planning process and reach people who may not otherwise participate.

→ CHARRETTES

Typically used to address design issues, charrettes are intensive multi-day work sessions that are useful for accomplishing a lot of work in a short amount of time.

→ DEMONSTRATION PROJECTS

These are temporary installations that are useful for testing ideas or demonstrating the potential of a changed condition. They are typically used late in the planning process, when recommendations or alternatives are known.

Online.

→ ONLINE EQUIVALENT

For each public meeting, NPI will strive to have an "online equivalent". This is a way for people who did not attend the meeting to review materials and provide input that is comparable to what was provided by meeting attendees.

→ INTERACTIVE TOOLS

These include online surveys, polls, map-based commenting tools, and similar services. Interactive tools differ from the "online equivalent" in that interactive tools aren't necessarily tied to replicating a public meeting and may be employed at any point in the planning process. Use of these tools will be identified as part of the customized engagement strategy for each area plan.

→ WEBSITE

NPI will have a central information portal/hub for the entire initiative, as well as pages for individual planning processes that are completed or underway.

→ SOCIAL MEDIA

Sites like Twitter and Facebook are another way to establish the online presence of NPI and individual area plans. They are an especially good way to announce events and increase awareness of the planning process.

PLAN CONTENT OVERVIEW

Historically, small area plans in Denver have addressed a wide variety of topics, with each plan having a lot of discretion in determining what topics to address and how to address them. This approach is good for customizing plans for each area, but results in a lack of consistency across different plans over time. NPI's proposed approach is to standardize plan content by identifying topics that all plans must address ("always topics"), while allowing flexibility for individual plans to identify additional topics that may also be important to address in a particular area ("focus topics"). Additionally, each plan will feature "focus areas", at varying scales, to allow for detailed planning and recommendations customized to specific areas. Standardizing plan content in this way will make the planning process more streamlined and predictable, while also allowing each plan to be customized to meet the unique needs of different areas.

Always Topics.

VISION AND GUIDING PRINCIPLES

The vision and guiding principles set the overall foundation for the plan.

BUILT ENVIRONMENT TOPICS

- Urban Design, Building Heights, and Neighborhood Context
- Transportation [pedestrian, bike, transit, vehicle] and Streetscape
- Utilities and Infrastructure [stormwater, green infrastructure, etc.]
- Parks and Open Space

POLICY & REGULATION TOPICS

- Zoning and other Regulations
- Land Use Policy
- Historic Preservation Policy
- Economic Development
- Affordability and Displacement
- Health and Sustainability

IMPLEMENTATION

The implementation section will organize recommendations by type (funding and infrastructure, regulatory, and partnerships) and establish the relative priority and timeframe for implementation. Wherever possible, this section will also identify metrics to help track progress toward implementing the recommendations. Specific updates to Blueprint Denver will also be identified.

Focus Areas.

NEIGHBORHOODS

NPI area plans consists of groups of up to 6 Neighborhood Statistical Areas (NSAs). Each neighborhood will receive its own section in the plan. These sections will feature recommendations customized to each neighborhood, as needed.

TRANSFORMATIVE PROJECTS

As the planning process progresses, some ideas will be identified as having an especially catalytic or "game-changing" effect on achieving the future vision. These transformative projects will receive their own section of the plan where they will be explored in detail.

OTHER AREAS NEEDING SPECIAL ATTENTION

Other areas of focus will vary from one plan to the next, but will include small areas that require special attention and plan guidance. Station areas, major corridors, and embedded neighborhood commercial districts are examples of smaller areas that may require this additional level of detail and focus.

SELECTING FOCUS AREAS

Each plan's focus areas will be identified through a public process. Focus areas should meet the following criteria:

1. Require special attention and a unique set of plan recommendations
2. Present unique physical planning challenges
3. Are of critical importance to the success of surrounding areas



Focus Topics.

FOCUS TOPICS CUSTOMIZED FOR EACH PLAN

Some topics do not need to be addressed by every NPI plan, but may be important to address in a particular area. All topics will be on the table for consideration as focus topics, but only the most critical topics will be selected by the community as part of this process. Additionally, some topics may be better-addressed at a citywide level and for that reason may not be addressed in an area plan. See the flow chart on the following page and step 3 of the Planning Process Overview (p. 34) for more details on the process for selecting focus topics.

EXAMPLES OF BUILT ENVIRONMENT FOCUS TOPICS

- Parking
- Brownfield Reuse and Remediation
- Schools/Institutions
- Beautification
- Etc.

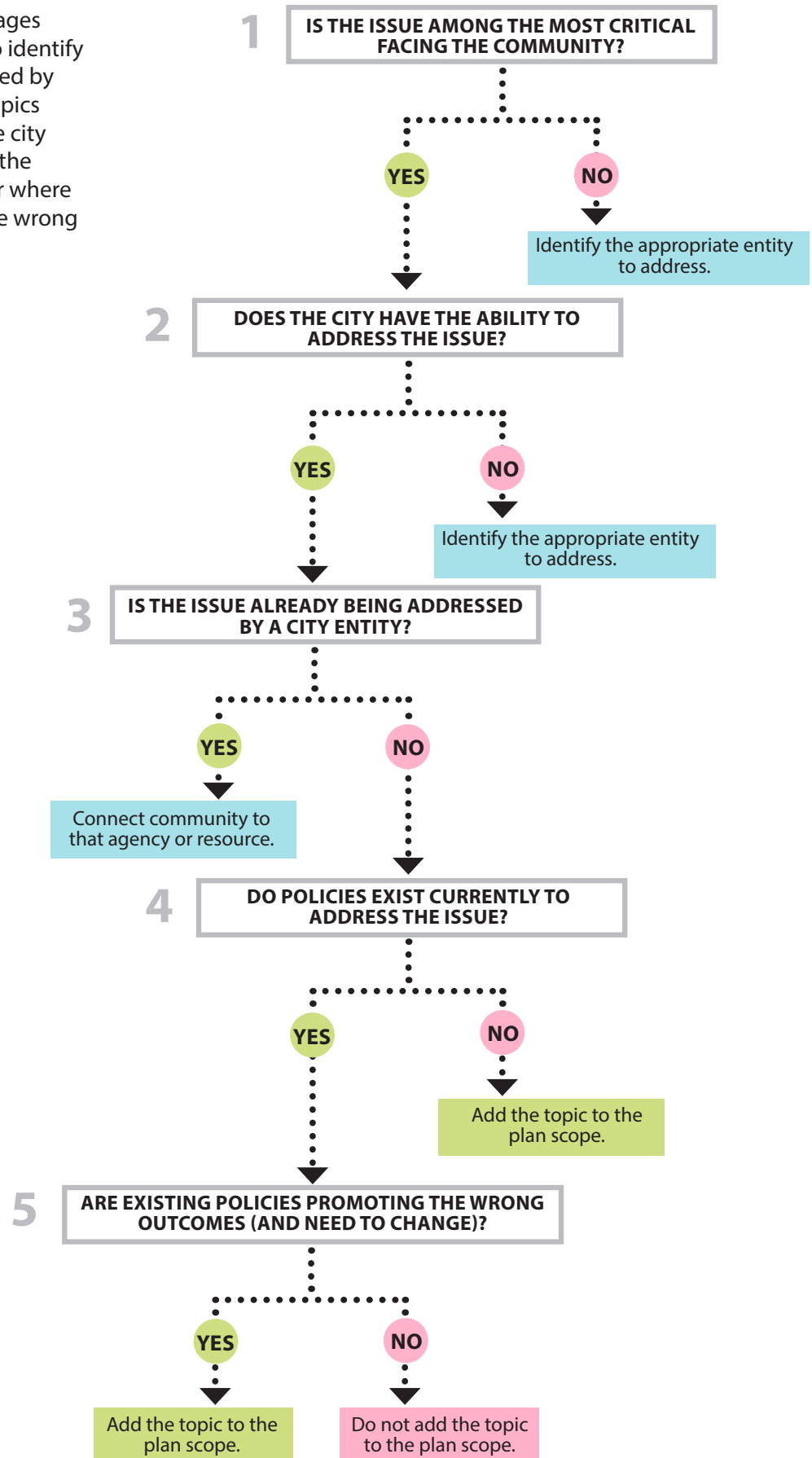
EXAMPLES OF POLICY & REGULATION FOCUS TOPICS

- Social Issues
- Safety and Crime
- Arts and Culture
- Food Systems
- Special Districts
- Code Enforcement
- Etc.



SELECTING FOCUS TOPICS

The NPI planning process encourages communities to work with staff to identify special focus topics to be addressed by the plan. The most compelling topics for inclusion will be those that the city can actively address, that require the identification of new resources, or where current policies are promoting the wrong outcomes.



PLANNING PROCESS OVERVIEW

VISUALIZE

(6-8 months)

The visualization phase involves studying the area's existing conditions, using that information to identify issues for the plan to address and establishing a vision for what the area wants to become. Focus topics and focus areas are identified for later study and analysis.

- 1 Understand the area.
- 2 Set the vision.
- 3 Focus the plan content.

STRATEGIZE

(8-11 months)

The strategize phase is where a majority of the work is done in the planning process. In this phase, topics and areas are explored, recommendations are developed, and transformative projects emerge.

- 4 Study, Learn, Explore.
- 5 Develop ideas.

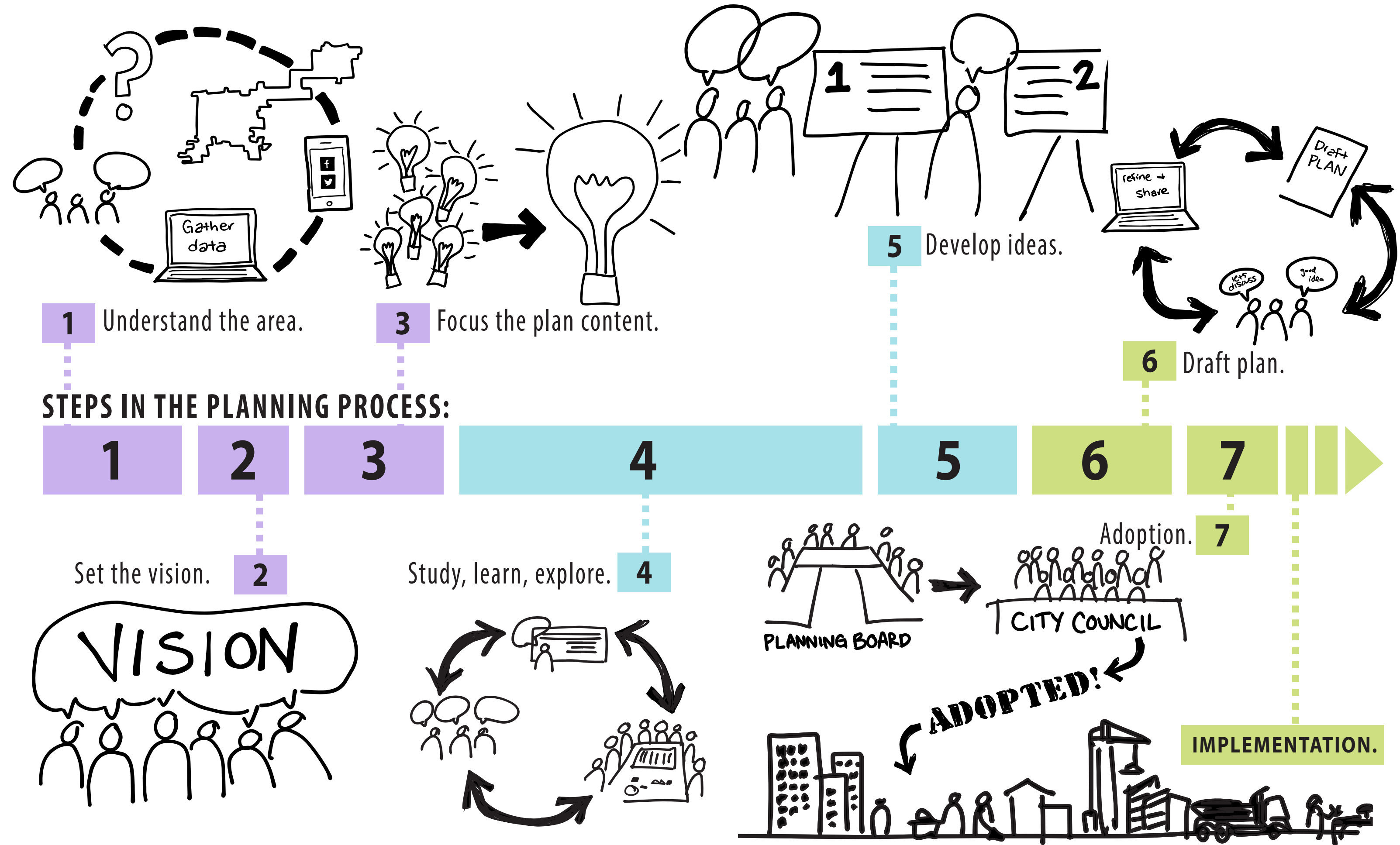
REALIZE

(4-5 months)

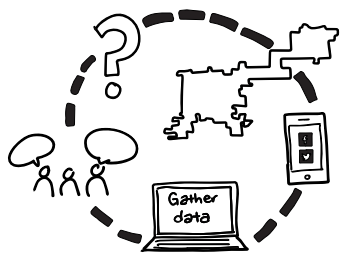
The realize phase is where ideas are formalized and documented in a draft plan. The draft is vetted with the public, revised accordingly, and eventually adopted by City Council. After adoption, the plan implementation process begins.

- 6 Draft Plans.
- 7 Adoption.

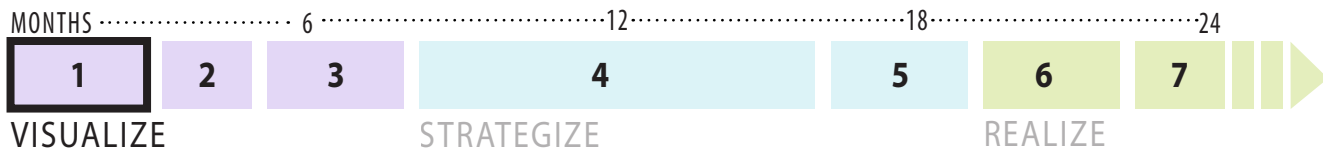
IMPLEMENTATION.



STEP 1: UNDERSTAND THE AREA



2-3 MONTHS



The first step in the planning process is to gain an understanding of the area by learning about the community’s history, demographics, and built environment. This is done by talking to people who know the area first-hand, hearing about their experiences, and learning about the existing assets and the challenges facing the community. This can be done in a variety of ways, such as meeting with groups or organizations, holding listening sessions or office hours, and/or establishing a field office for a period of time within the community. Insights from talking to people are supplemented by data and map-based analysis conducted by the project team and by the community itself. Additional tasks in this step include establishing the project website as a resource for updates and project information, creating a customized public engagement plan, forming the plan’s steering committee, and holding the public kickoff meeting.

PUBLIC ENGAGEMENT

traditional	targeted	innovative	online
PUBLIC MEETINGS	PIGGYBACK ON OTHER EVENTS	CELEBRATIONS & RESOURCE FAIRS	ONLINE EQUIVALENT
STEERING COMMITTEES	FOCUS GROUPS	POP-UP EVENTS	INTERACTIVE TOOLS
NEWSLETTERS & INFOBLASTS	REVIEW DRAFTS	CHARRETTES	WEBSITE
PLANNING BOARD & COUNCIL	FIELD OFFICE	DEMONSTRATION PROJECTS	SOCIAL MEDIA

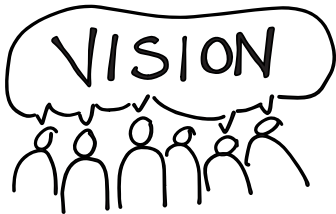
A public kickoff meeting is the community engagement centerpiece of step 1. The kickoff meeting should be a high-profile event that grabs the attention of the community and fosters interest in participating in the planning process ahead. At the meeting, the public is asked to confirm the data and analysis conducted to-date and assist with identifying issues via a listening session or similar activity. After the meeting, input is summarized and organized into themes.

TASKS AND DELIVERABLES

- Existing Conditions Report
- Public Engagement Plan
- Public Meeting: Project Kickoff
- Summary of Identified Issues
- Steering Committee Established

STEP 2:

SET VISION & GUIDING PRINCIPLES



2 MONTHS



A plan’s vision statement describes the community’s aspirations for the future of the area. It describes desired change, and identifies existing characteristics or conditions that the community wants to preserve. Guiding principles establish a value system for the planning process by defining themes that are of particular importance to the area. The guiding principles also serve as a measuring stick for plan recommendations in that each recommendation or concept should contribute to achieving one or more of the guiding principles.

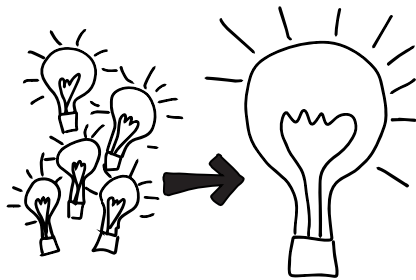
PUBLIC ENGAGEMENT

traditional	targeted	innovative	online
PUBLIC MEETINGS	PIGGYBACK ON OTHER EVENTS	CELEBRATIONS & RESOURCE FAIRS	ONLINE EQUIVALENT
STEERING COMMITTEES	FOCUS GROUPS	POP-UP EVENTS	INTERACTIVE TOOLS
NEWSLETTERS & INFOBLASTS	REVIEW DRAFTS	CHARRETTES	WEBSITE
PLANNING BOARD & COUNCIL	FIELD OFFICE	DEMONSTRATION PROJECTS	SOCIAL MEDIA

The public is engaged to create the vision statement and guiding principles using a combination of outreach techniques. The process starts by reviewing the Blueprint Denver vision elements and guiding principles and identifying any that are particularly important to the study area. Incorporating input from the steering committee and the public, these are then adapted and refined with additional detail specific to the planning area. The steering committee finalizes the guiding principles and vision statement in the form of a draft plan section.

TASKS AND DELIVERABLES

- Public Meeting: Vision and Guiding Principles
- Draft Plan Section: Vision Statement and Guiding Principles



STEP 3:

FOCUS THE PLAN CONTENT

2-3 MONTHS



Step 3 in the NPI planning process offers the community the opportunity to identify additional topics and focus areas for the plan. Focus topics can be added to the plan’s scope based on either merit (data analysis from step 1 clearly identifies the need to address a particular issue) or desire (public outreach from steps 1 and 2 clearly identifies the desire to address a particular topic, even if data analysis does not identify it). There is no predetermined limit to the number of focus topics which can be added to a plan, but each topic added should be widely acknowledged as among the most critical issues to address in the community. The intent is to allow plan content to be flexible enough to address what needs to be addressed, but at the same time limit the scope of topics to a manageable number. The resulting scope should be appropriately comprehensive, but at the same time focused primarily on addressing critical issues. Topics which are not added to the plan scope at this stage should be addressed primarily by other resources.

Concurrent with the selection of focus topics, the public will also assist with identifying focus areas. Focus areas are small areas that require special attention and plan guidance. Station areas, major corridors, and embedded neighborhood commercial districts are examples of smaller areas that may require this additional level of detail.

PUBLIC ENGAGEMENT

traditional	targeted	innovative	online
PUBLIC MEETINGS	PIGGYBACK ON OTHER EVENTS	CELEBRATIONS & RESOURCE FAIRS	ONLINE EQUIVALENT
STEERING COMMITTEES	FOCUS GROUPS	POP-UP EVENTS	INTERACTIVE TOOLS
NEWSLETTERS & INFOBLASTS	REVIEW DRAFTS	CHARRETTES	WEBSITE
PLANNING BOARD & COUNCIL	FIELD OFFICE	DEMONSTRATION PROJECTS	SOCIAL MEDIA

The plan’s steering committee works to identify a preliminary list of focus topics and areas, which are then reviewed by the community at a public meeting. An online equivalent provides a venue for those absent from the public meeting to participate in the selection process. For the topics that fall outside of the plan scope, a resource fair helps connect people to agencies and service providers. This fair may be a standalone event, or could be combined with other public meetings or events.

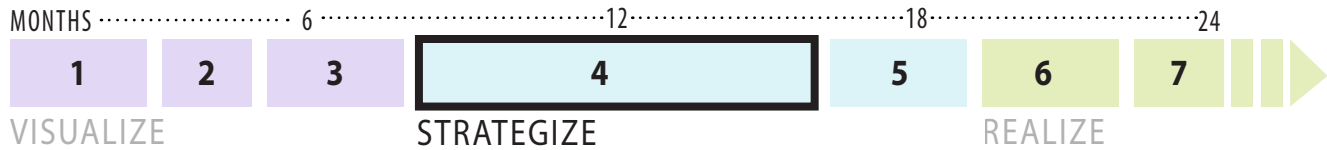
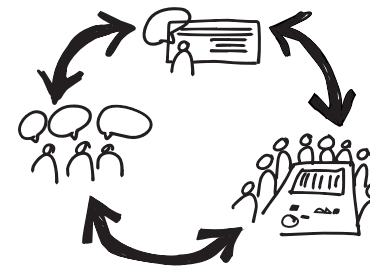
TASKS AND DELIVERABLES

- Public Meeting: Focus Topics and Areas
- Resource Fair
- Final List of Focus Topics and Areas

STEP 4:

STUDY, LEARN, EXPLORE

6-8 MONTHS



Step 4 is the iterative process of learning more about the issues that the plan is tasked with addressing, and generating ideas about possible solutions and associated implementation strategies. This requires systematically working through the list of topics over a period of months, exploring each using a combination of research (such as case studies and best practices), analysis, and public input. As knowledge expands, the project team develops initial concepts and a preliminary implementation strategy for each topic and focus area. Some ideas rise to the top as particularly important for achieving the plan's vision and are identified as draft transformative projects. As ideas take shape, a preliminary implementation strategy helps to establish the relative complexity of each concept. All of this work tees up the next step of the planning process, where options, alternatives, and recommendations are developed with the larger community.

PUBLIC ENGAGEMENT

traditional	targeted	innovative	online
PUBLIC MEETINGS	PIGGYBACK ON OTHER EVENTS	CELEBRATIONS & RESOURCE FAIRS	ONLINE EQUIVALENT
STEERING COMMITTEES	FOCUS GROUPS	POP-UP EVENTS	INTERACTIVE TOOLS
NEWSLETTERS & INFOBLASTS	REVIEW DRAFTS	CHARRETTES	WEBSITE
PLANNING BOARD & COUNCIL	FIELD OFFICE	DEMONSTRATION PROJECTS	SOCIAL MEDIA

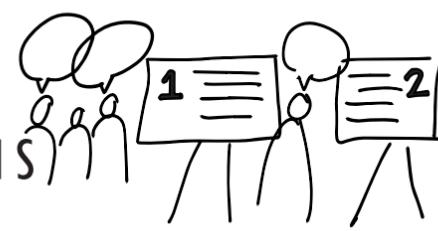
Step 4 relies heavily on the work of the plan's steering committee, which must meet regularly during this time to discuss the issues and explore options. The steering committee works through topics, generates ideas, and reviews initial concepts. Social media, public meeting(s), or other outreach will also be needed to collect additional input related to concept development.

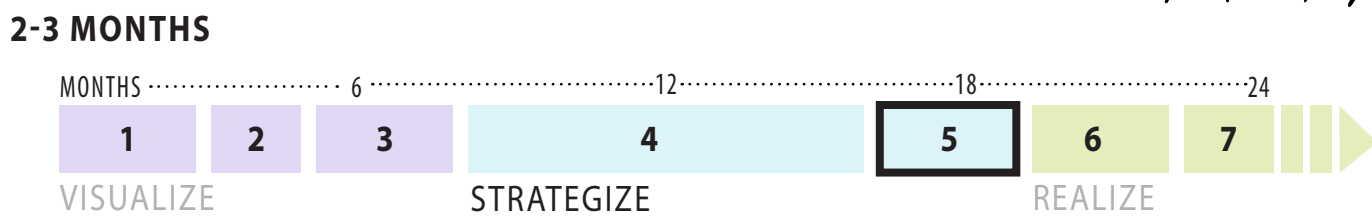
TASKS AND DELIVERABLES

- Case Studies & Best Practices
- Initial Concepts for Each Topic and Area
- Draft Transformative Projects
- Preliminary Implementation Strategy

STEP 5:

DEVELOP OPTIONS/RECOMMENDATIONS





Step 5 of the NPI planning process is about using the research and concepts from step 4 to develop and then refine draft recommendations, options, and alternatives. Where the course of action seems clear, this material can take the form of draft plan recommendations. Where the course of action is unclear, or where there is more than one path forward, different options or alternatives may be developed. Recommendations and alternatives emerging out of step 5 should be accompanied by an associated implementation strategy to help ensure that draft content is both feasible and implementable. Draft plan language is created as decisions are made to gauge progress and to reduce the amount of drafting required in step 6.

PUBLIC ENGAGEMENT

traditional	targeted	innovative	online
PUBLIC MEETINGS.	PIGGYBACK ON OTHER EVENTS	CELEBRATIONS & RESOURCE FAIRS	ONLINE EQUIVALENT
STEERING COMMITTEES	FOCUS GROUPS	POP-UP EVENTS	INTERACTIVE TOOLS
NEWSLETTERS & INFOBLASTS	REVIEW DRAFTS	CHARRETTES	WEBSITE
PLANNING BOARD & COUNCIL	FIELD OFFICE	DEMONSTRATION PROJECTS	SOCIAL MEDIA

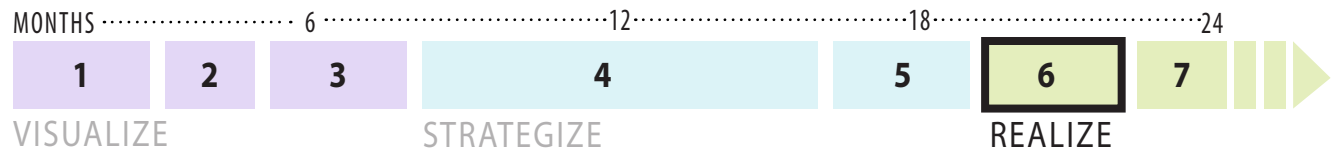
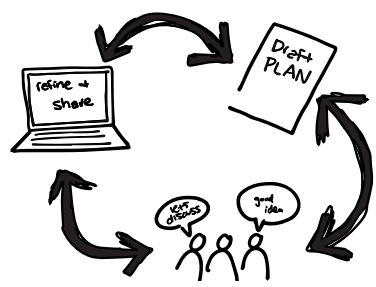
Following the initial drafting process, a public meeting is held to review the draft options and recommendations and collect additional input. An online equivalent is available for those unable to attend the public meeting. Social media is used to garner interest in draft concepts and to encourage participation in the refinement process. The project team then works with the steering committee to identify preferred alternatives and revise/refine recommendations, as necessary.

TASKS AND DELIVERABLES

- Draft Options, Alternatives, and Recommendations for Public Review
- Public Meeting: Options and Alternatives
- Refined Recommendations and Preferred Alternatives (to be used in the draft plan document)
- Refined Implementation Strategy

STEP 6: DRAFT PLAN

2-3 MONTHS



Step 6 is the task of assembling all of the draft materials that have been produced and writing new material, as needed, to create a complete plan draft. That draft is reviewed by the public as described below, and subsequently refined to create a near-final draft for use in the adoption process.

PUBLIC ENGAGEMENT

traditional	targeted	innovative	online
PUBLIC MEETINGS	PIGGYBACK ON OTHER EVENTS	CELEBRATIONS & RESOURCE FAIRS	ONLINE EQUIVALENT
STEERING COMMITTEES	FOCUS GROUPS	POP-UP EVENTS	INTERACTIVE TOOLS
NEWSLETTERS & INFOBLASTS	REVIEW DRAFTS	CHARRETTES	WEBSITE
PLANNING BOARD & COUNCIL	FIELD OFFICE	DEMONSTRATION PROJECTS	SOCIAL MEDIA

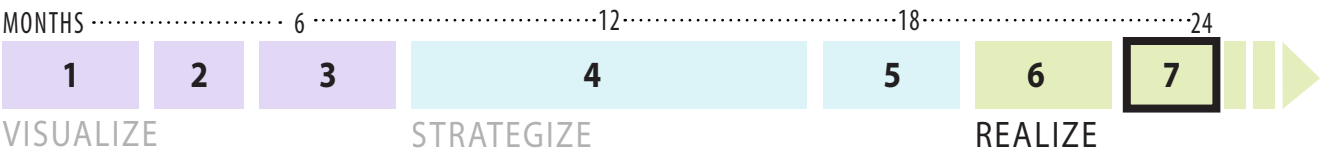
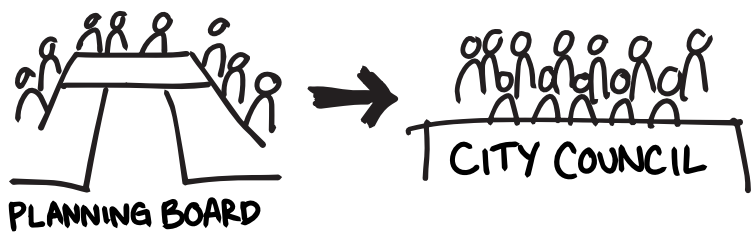
Public engagement at this stage of the process is focused on collecting input on the draft plan. The draft plan is reviewed and refined by the steering committee before being reviewed by the public at an open house meeting. At this time, the draft is also posted online and distributed through communications channels throughout the community for a period of several weeks as part of a public review and comment process. After the public comment window closes, the planning team works with the steering committee to refine the draft and incorporate public input.

TASKS AND DELIVERABLES

- Rough Draft of Plan
- Public Meeting: Open House to Review Draft Plan
- Refined Draft of Plan (for use in the adoption process)

STEP 7: ADOPTION

2 MONTHS



Step 7 takes the draft plan through the city’s adoption process. The draft may continue to change as the plan advances through this process and Planning Board and City Council conduct their review and provide additional input and guidance. In conducting their review, Planning Board and City Council evaluate the draft plan based on three criteria: consistency with the Denver Comprehensive Plan, inclusive public process, and long-term view.

PUBLIC ENGAGEMENT

traditional	targeted	innovative	online
PUBLIC MEETINGS STEERING COMMITTEES	PIGGYBACK ON OTHER EVENTS FOCUS GROUPS	CELEBRATIONS & RESOURCE FAIRS POP-UP EVENTS	ONLINE EQUIVALENT INTERACTIVE TOOLS
NEWSLETTERS & INFOBLASTS	REVIEW DRAFTS	CHARRETTES	WEBSITE
PLANNING BOARD & COUNCIL	FIELD OFFICE	DEMONSTRATION PROJECTS	SOCIAL MEDIA

Denver’s plan adoption process incorporates public input using a series of public meetings and public hearings. This process consists of at least four meetings, with additional meetings added by Planning Board or City Council, if needed. These meetings include: Planning Board information item, Planning Board public hearing, Council Committee review, and City Council courtesy public hearing.

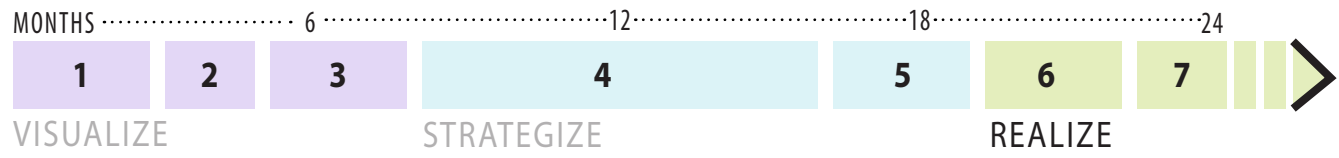
TASKS AND DELIVERABLES

- Ordinance
- Staff Report
- Adopted Plan

IMPLEMENTATION



ONGOING



Plan implementation begins after the plan has been adopted, and continues indefinitely until the plan vision has been achieved, or until such time that a new plan for the area is undertaken and adopted. The task of implementing the plan is made easier by following the strategy that is outlined in the implementation chapter of the plan. This chapter identifies the relative priority and timeframe for all of the recommendations in the plan (typically short, medium, and long-term implementation). It also identifies recommendations by type, typically using the following categories: partnerships, funding and infrastructure, and regulatory.

PUBLIC ENGAGEMENT

traditional	targeted	innovative	online
PUBLIC MEETINGS	PIGGYBACK ON OTHER EVENTS	CELEBRATIONS & RESOURCE FAIRS	ONLINE EQUIVALENT
STEERING COMMITTEES	FOCUS GROUPS	POP-UP EVENTS	INTERACTIVE TOOLS
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PLANNING BOARD & COUNCIL	FIELD OFFICE	DEMONSTRATION PROJECTS	SOCIAL MEDIA

After plan adoption, public engagement is conducted on an as-needed basis in association with specific implementation activities. For example, an infrastructure project recommended by the plan would likely have its own public outreach component. Additionally, to the extent possible, NPI area plans identify metrics to track progress toward achieving plan goals. Following plan adoption, the public is able to use these metrics to stay apprised of plan implementation.

PARTNERSHIPS

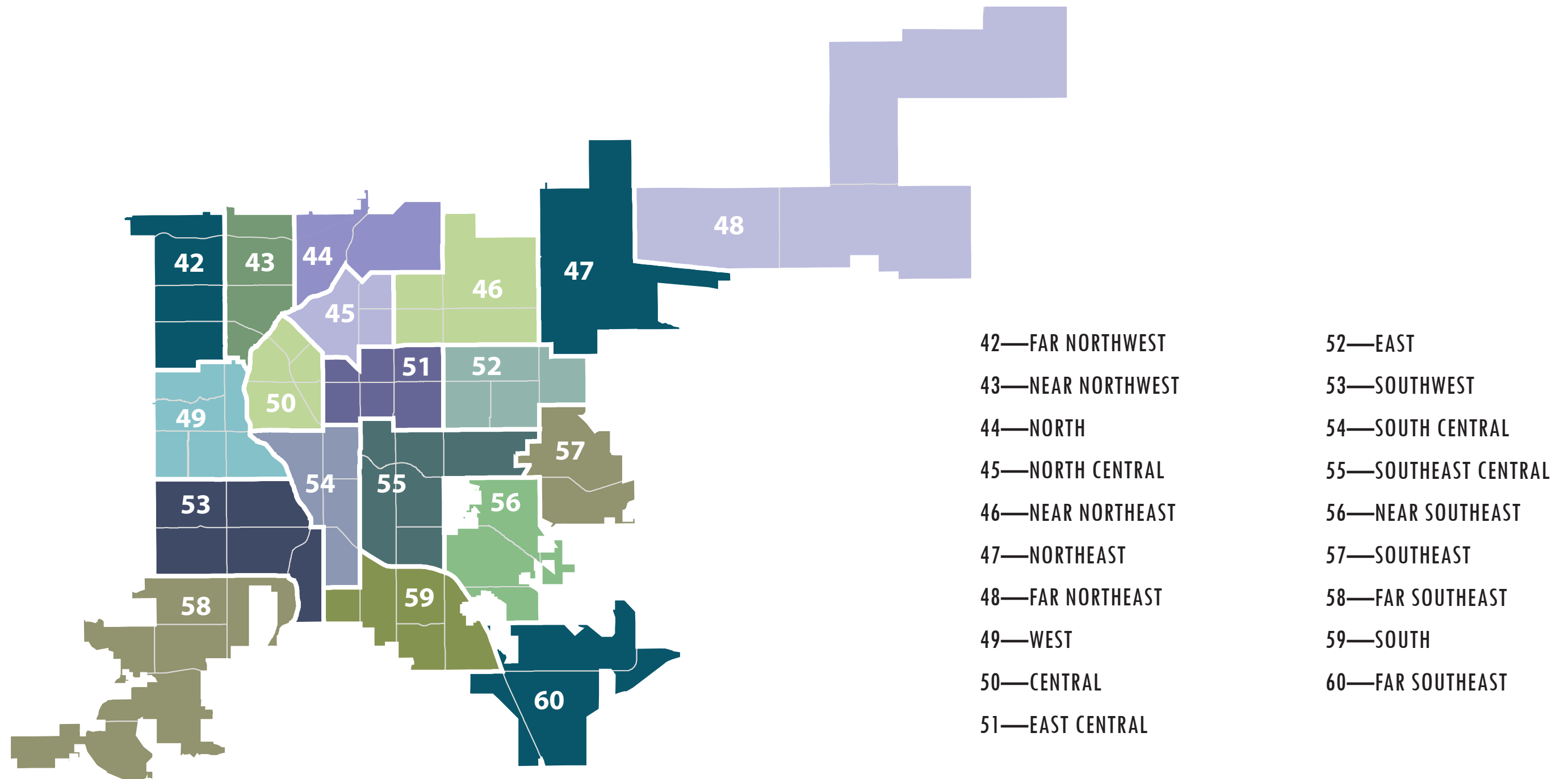
Partnerships represent the most diverse approach to implementation and can take on many forms. The City will rely on other public, non-profit and private partners to help implement these plan recommendations.

REGULATORY

These strategies result in changes to city codes, regulations, and processes to affect desired outcomes. Common examples include map or text changes to the Denver Zoning Code.

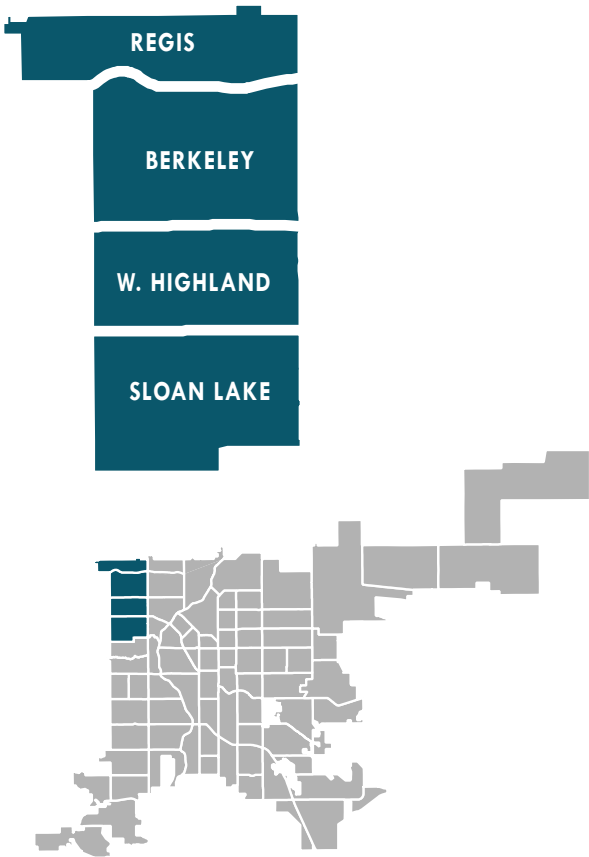
FUNDING AND INFRASTRUCTURE

Many recommendations will require funding for new infrastructure, programs, or project design. A variety of public and private sources of funding and financing will be required to implement plan recommendations.



PLANNING AREAS AT A GLANCE

FAR NORTHWEST



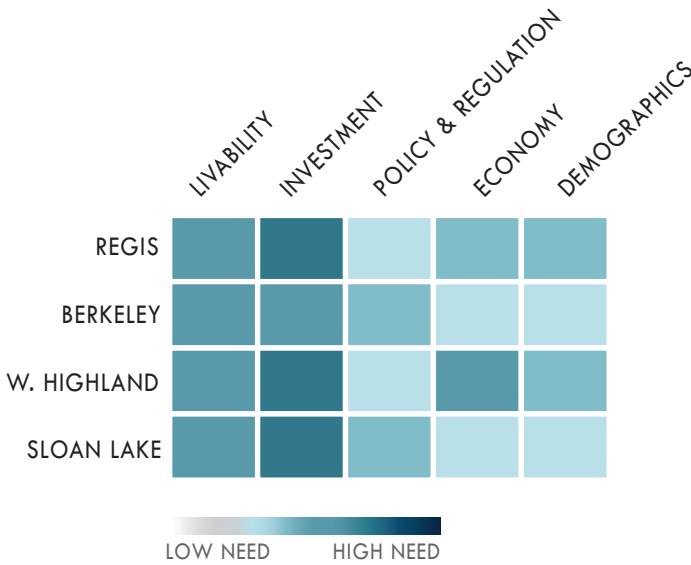
REGIONAL DESTINATIONS - Regis University, Sloan's Lake Park

NATURAL FEATURES - Inspiration Point, Willis Case Golf Course, Berkeley Lake, Rocky Mountain Lake Park, Sloan's Lake Park

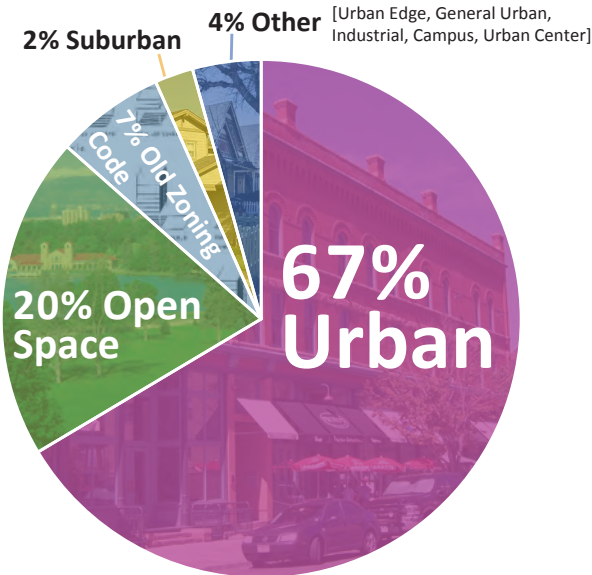
PREVIOUS PLANNING - Federal Boulevard Corridor Plan (1995)

KEY CORRIDORS - Sheridan Blvd, Tennyson St, Lowell Blvd, Federal Blvd, 44th Ave, 38th Ave, 32nd Ave, 29th Ave, 26th Ave, I-70

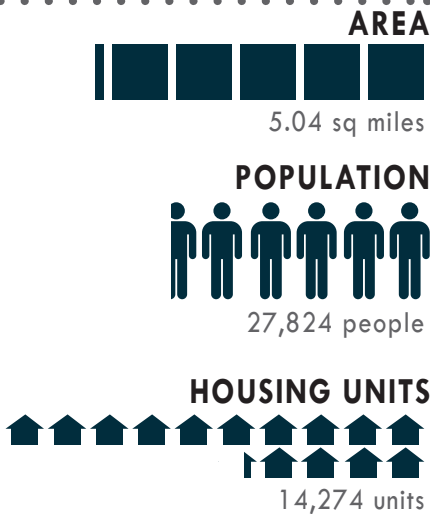
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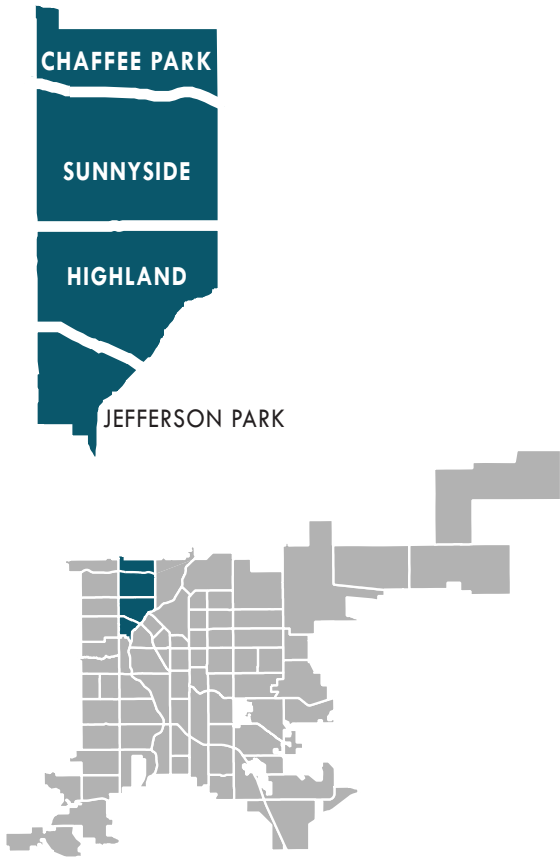
ZONING CONTEXT



STATISTICS



NEAR NORTHWEST



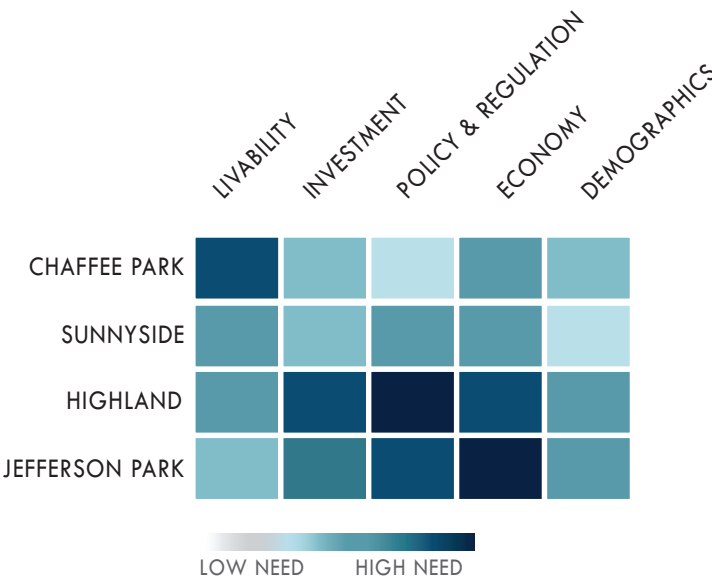
REGIONAL DESTINATIONS - Children’s Museum of Denver, Downtown Aquarium

NATURAL FEATURES - South Platte River, Crescent Park, Jefferson Park, City of Cuernavaca Park, Chaffee Park, Ciancio Park

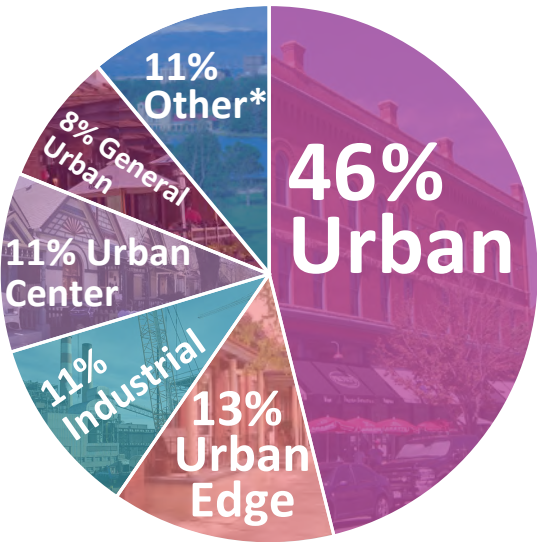
PREVIOUS PLANNING - South Platte River Corridor Study (2013), 41st & Fox Station Area Plan (2009), Jefferson Park Neighborhood Plan (2005), Sunnyside Neighborhood Plan (1992), Highland Neighborhood Plan (1986)

KEY CORRIDORS - Speer Blvd, Federal Blvd, 32nd Ave, 38th Ave, 44th Ave, Navajo St, I-25, I-70

INDICATOR SCORE

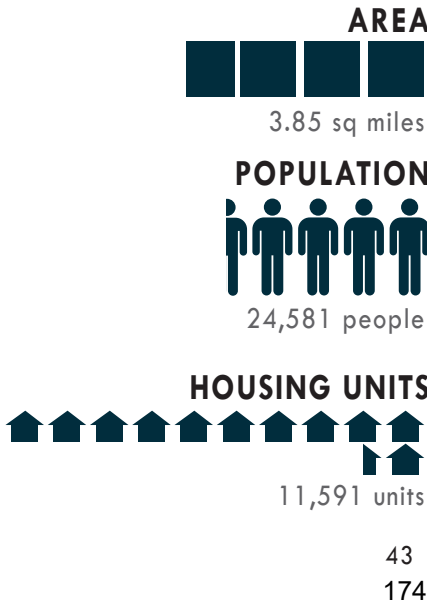


ZONING CONTEXT



*Old Zoning Code, Open Space, Campus

STATISTICS

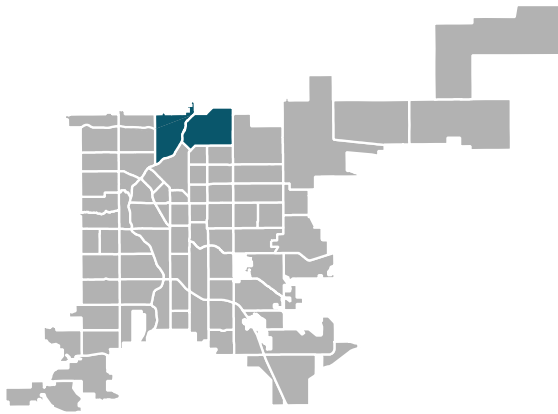


NORTH

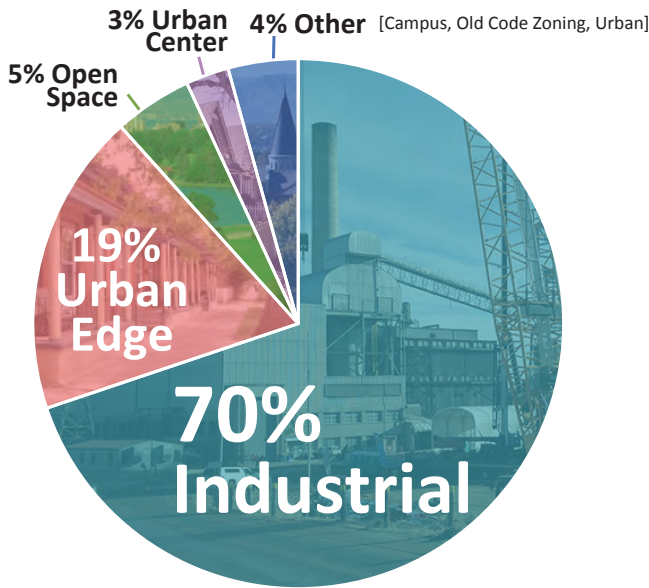


GLOBEVILLE

ELYRIA
SWANSEA



ZONING CONTEXT



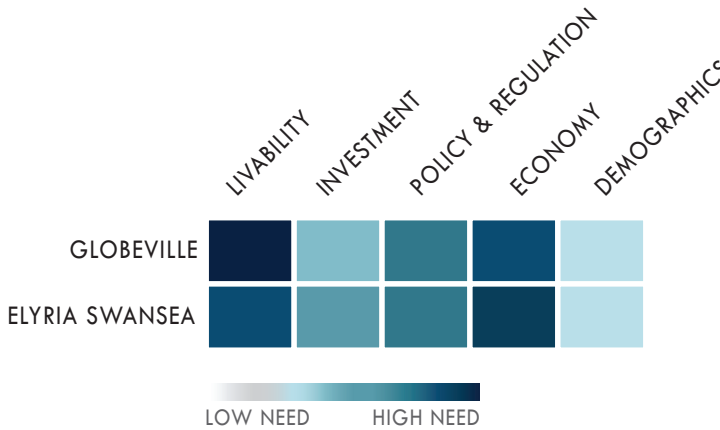
REGIONAL DESTINATIONS - National Western Stock Show, Denver Coliseum

NATURAL FEATURES - South Platte River, Northside Park, Riverside Cemetery, Globeville Landing Park

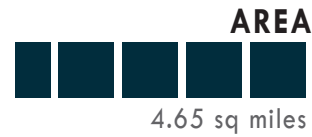
PREVIOUS PLANNING - 2016 Building Heights Plan Amendment, Elyria Swansea Neighborhood and NWC Station, 40th & CO Station Area Plan (2015), National Western Center Area Plan (2015), Globeville Neighborhood Plan (2014), South Platte River Corridor Study (2013), 38th & Blake Station Area Plan (2009), 41st and Fox Station Area Plan (2009), Elyria / Swansea Neighborhood Assessment (2003), River North Plan (2003), Central Platte Valley Comprehensive Plan Amendment (1991)

KEY CORRIDORS - I-25, I-70, Brighton Blvd, Washington St, York St, Vasquez Blvd, Colorado Blvd, 48th Ave, 47th Ave, 44th Ave, 40th Ave, Globeville Rd

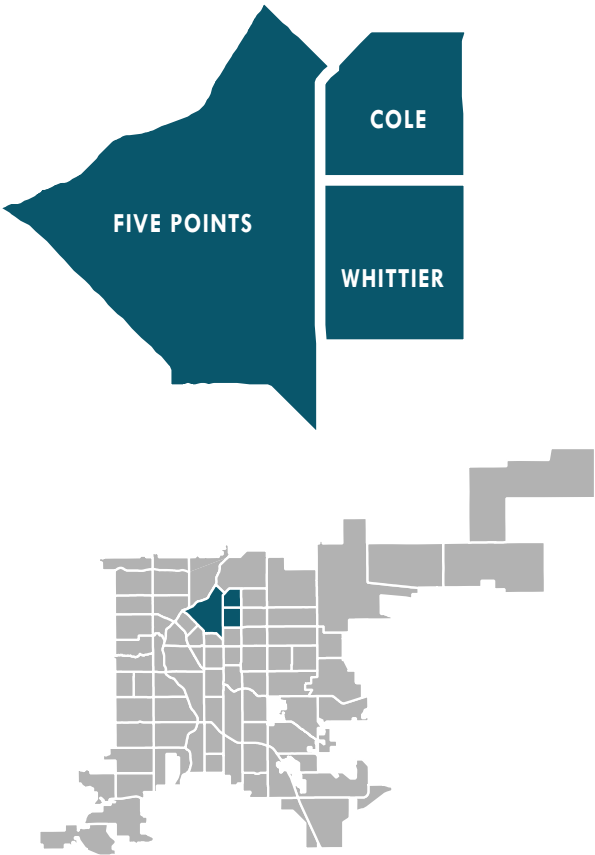
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STATISTICS



NORTH CENTRAL



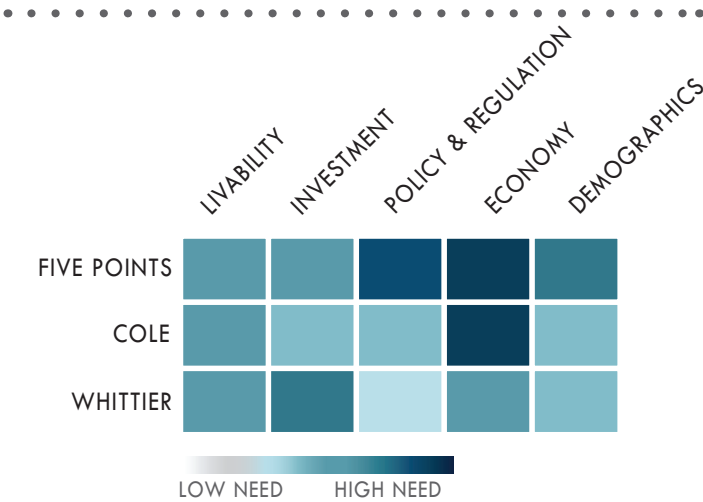
REGIONAL DESTINATIONS - Coors Field, RiNo Arts District, Five Points

NATURAL FEATURES - South Platte River, Curtis Park

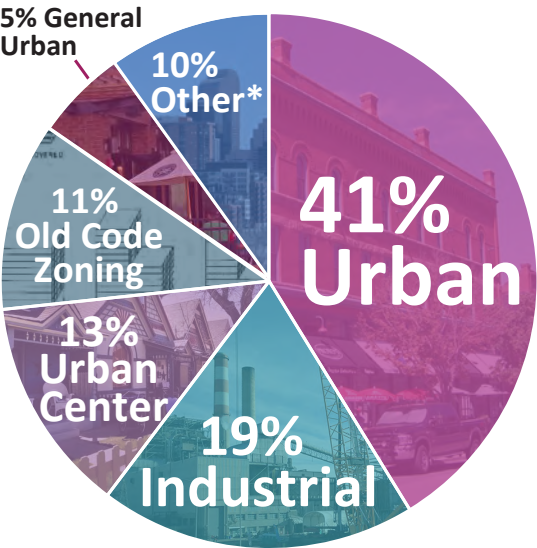
PREVIOUS PLANNING - 2016 Building Heights Plan Amendment, Elyria Swansea Neighborhood and NWC Station, 40th & CO Station Area Plan (2015), South Platte River Corridor Study (2013), NE Downtown Neighborhoods Plan (2011), 38th & Blake Station Area Plan (2009), Curtis Park Neighborhood Assessment (2007), Downtown Area Plan (2007), Uptown Healthcare District Plan Update (2007), River North Plan (2003), Whittier Neighborhood Plan (2000), Cole Planning Report (1998), Central Platte Valley Comprehensive Plan Amendment (1991), Bruce Randolph Ave Plan (1986)

KEY CORRIDORS - Arkins Ct, 20th St, Broadway St/ Brighton Blvd, Park Ave, Walnut St, Downing St, Bruce Randolph Ave, 40th Ave, Martin Luther King Jr. Blvd, 26th Ave, 23rd Ave

INDICATOR SCORE

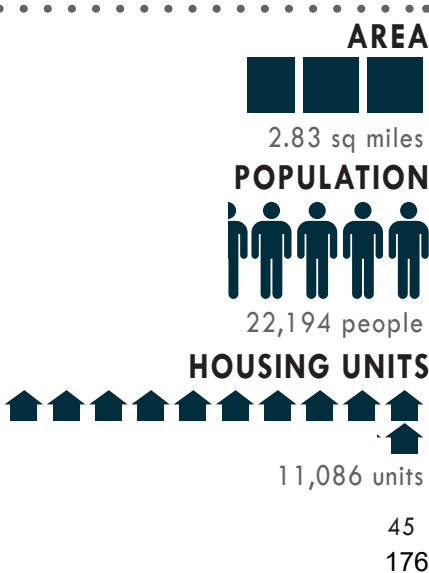


ZONING CONTEXT

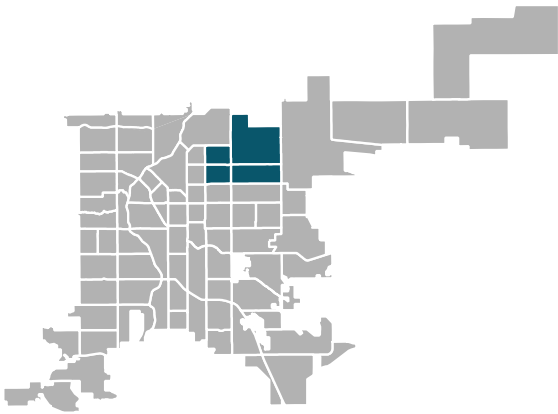


*General Urban, Downtown, Open Space, Campus

STATISTICS



NEAR NORTHEAST



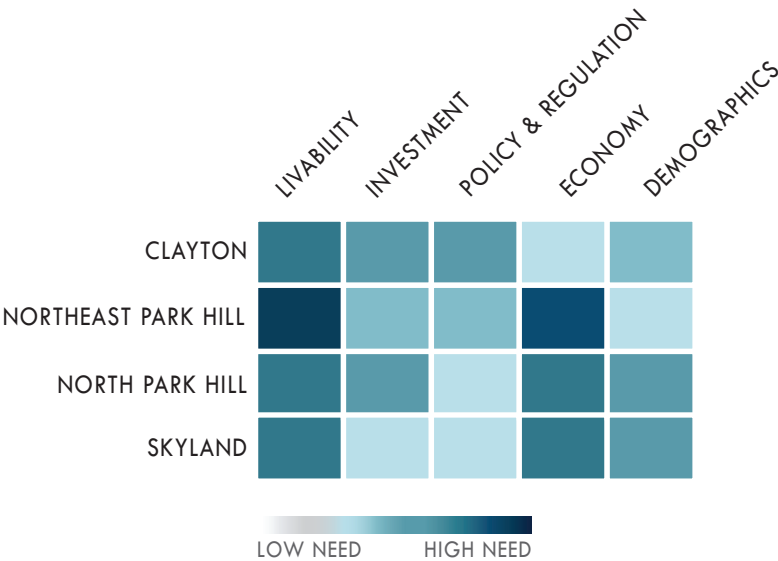
REGIONAL DESTINATIONS - City Park Golf Course, Park Hill Golf Course

NATURAL FEATURES - City Park Golf Course, Park Hill Golf Course, Martin Luther King Jr. Park, Schafer Park, J. Langston Boyd Park

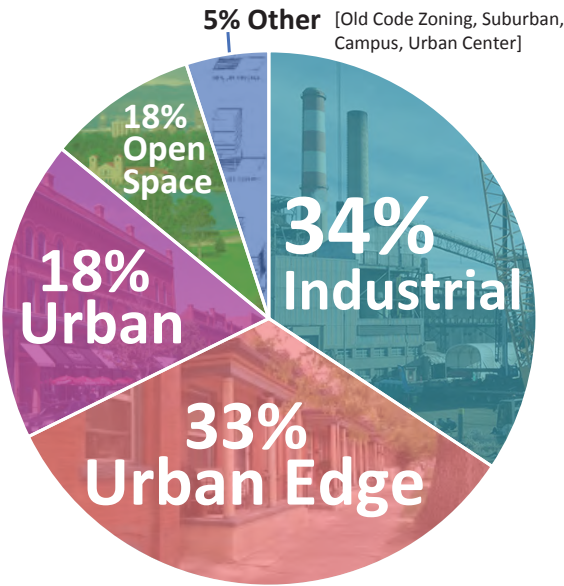
PREVIOUS PLANNING - Central Park Blvd Station Area Plan (2012), Stapleton Perimeter Assessment (2007), Stapleton Development Plan (1995)

KEY CORRIDORS - York St, Steele St, Colorado Blvd, Holly St, Monaco Parkway, Quebec St, I-70, Smith Rd, Bruce Randolph Ave, Martin Luther King Jr. Blvd, 29th Ave, 26th Ave, 23rd Ave

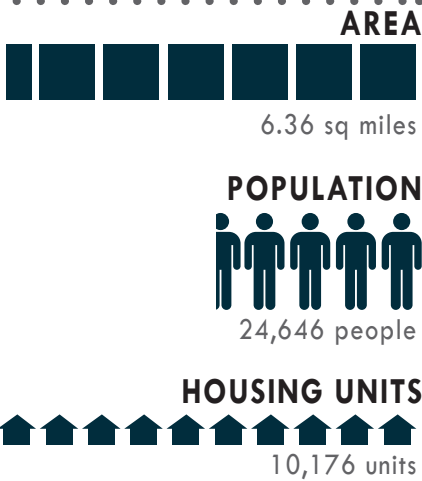
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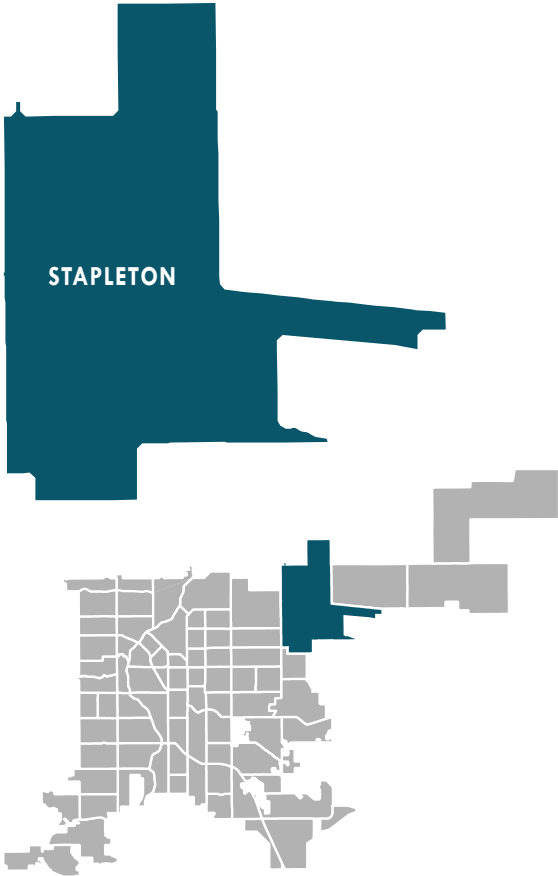
ZONING CONTEXT



STATISTICS



NORTHEAST



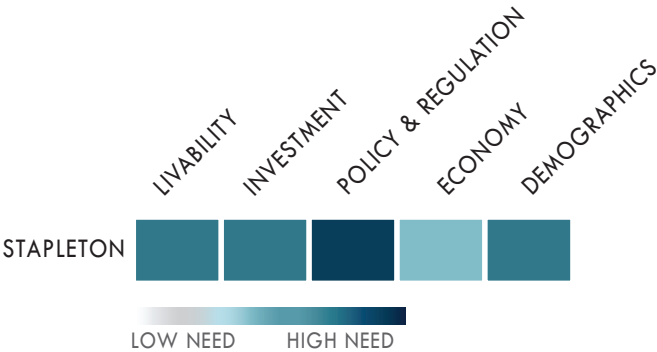
REGIONAL DESTINATIONS - The Shops at Northfield Stapleton, Quebec Square, Bladium Sports and Fitness Club

NATURAL FEATURES - Rocky Mountain Arsenal National Wildlife Refuge, Central Park, Sand Creek, Bluff Lake/Nature Center, Westerly Creek, Fred Thomas Park

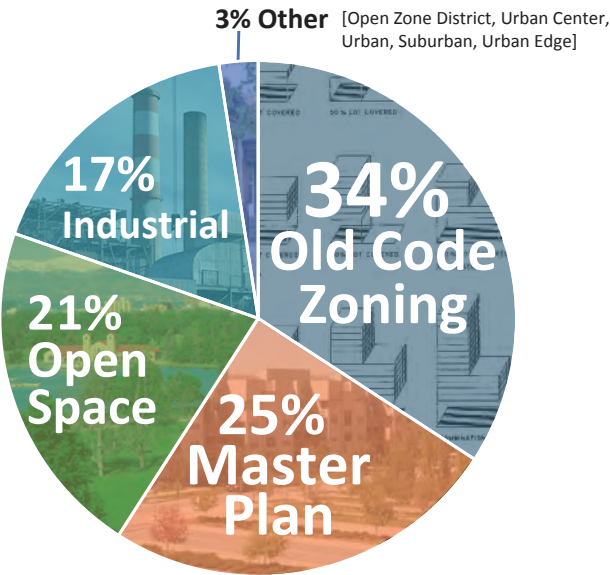
PREVIOUS PLANNING - Elyria Swansea Neighborhood and NWC Station, 40th & CO Station Area Plan (2015), Stapleton Perimeter Assessment (2007), Park Hill Neighborhood Plan (2000), Bruce Randolph Ave Plan (1986)

KEY CORRIDORS - Quebec St, Central Park Blvd, Havana St, 56th Ave, Northfield Blvd, I-70, I-270, Martin Luther King, Jr. Blvd, 29th Ave, 26th Ave, Montview Blvd

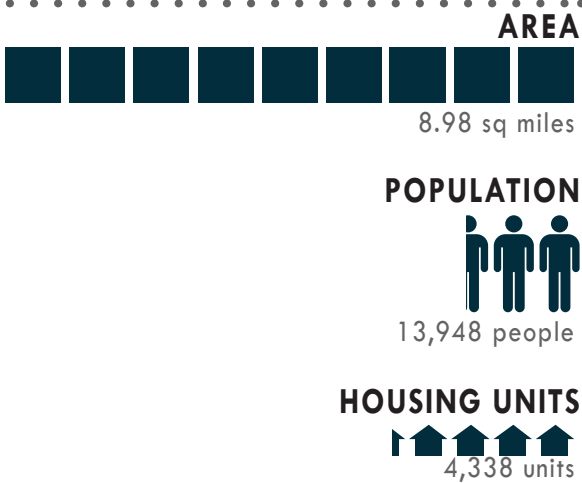
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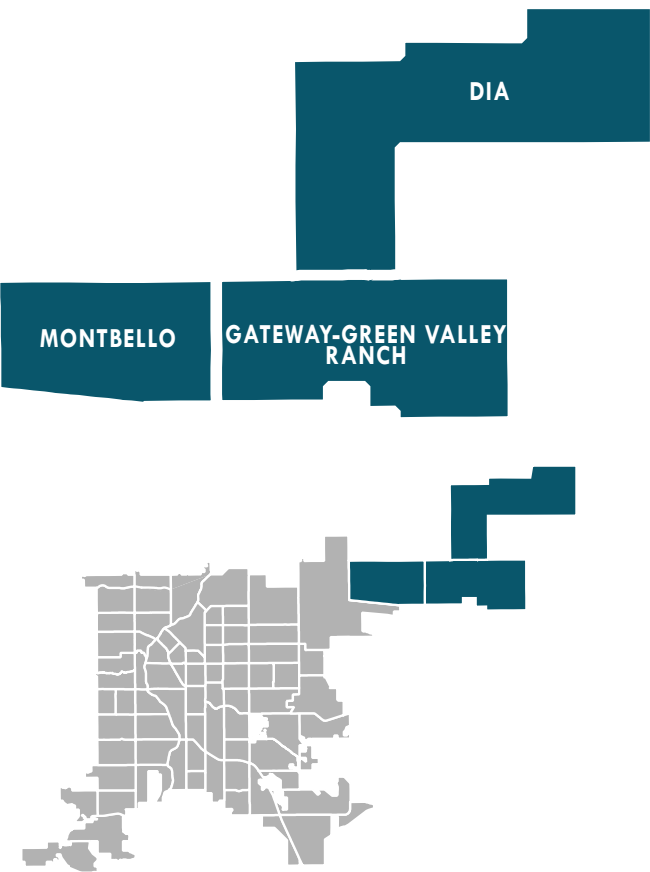
ZONING CONTEXT



STATISTICS



FAR NORTHEAST



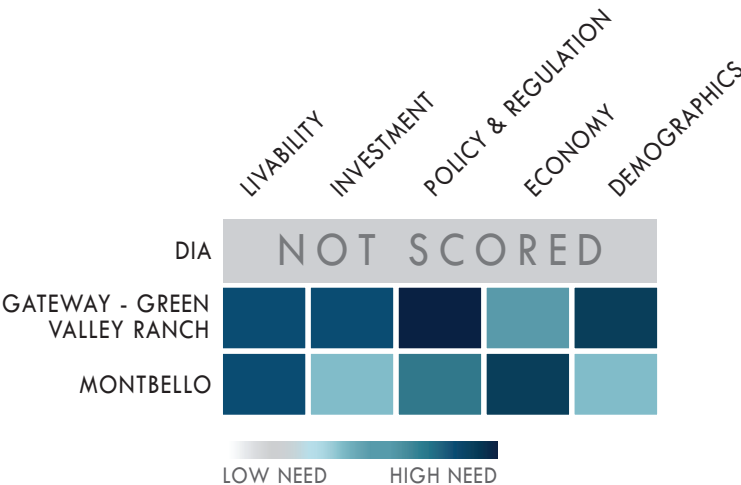
REGIONAL DESTINATIONS - Denver International Airport, Green Valley Ranch Golf Course

NATURAL FEATURES - Rocky Mountain Arsenal National Wildlife Refuge

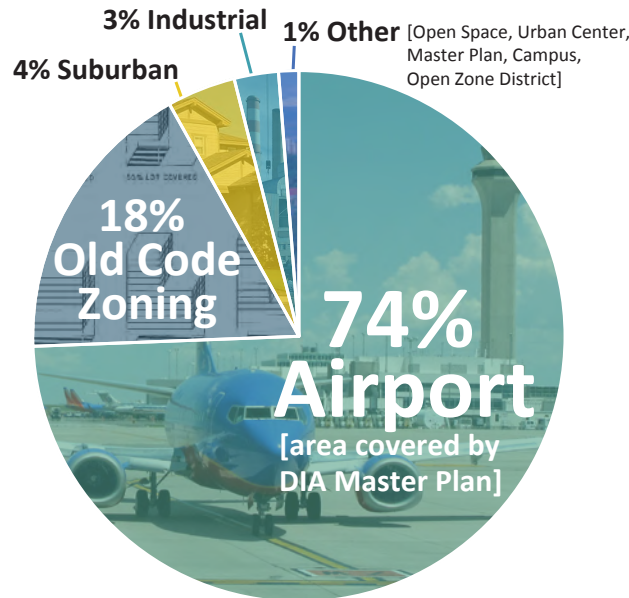
PREVIOUS PLANNING - 61st and Pena Station Area Plan (2014), Montbello/Green Valley Ranch Neighborhood Plan (1991), Gateway Concept Plan (1990)

KEY CORRIDORS - Havana St, Peoria St, Chambers Rd, Peña Blvd, Tower Rd, Himalaya Rd, 40th Ave, Green Valley Ranch Blvd, 56th Ave, 64th Ave

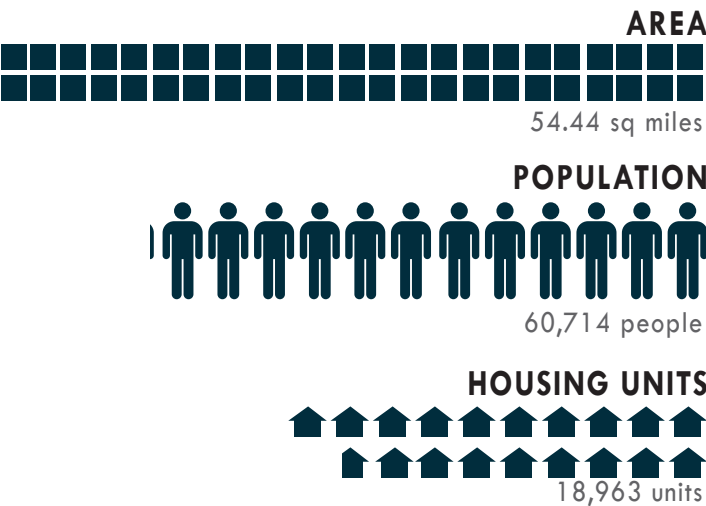
INDICATOR SCORE



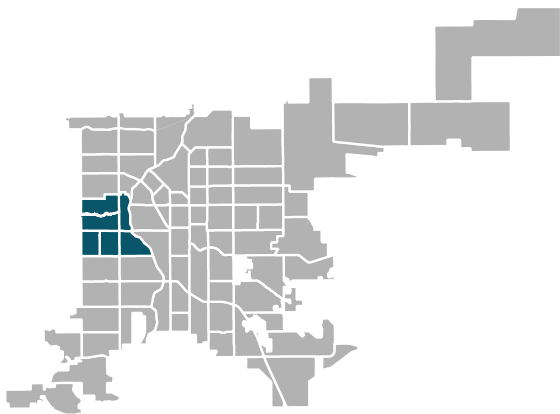
ZONING CONTEXT



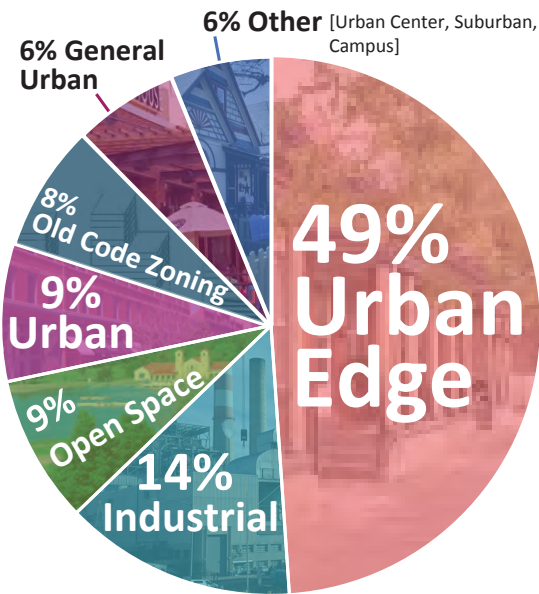
STATISTICS



WEST



ZONING CONTEXT



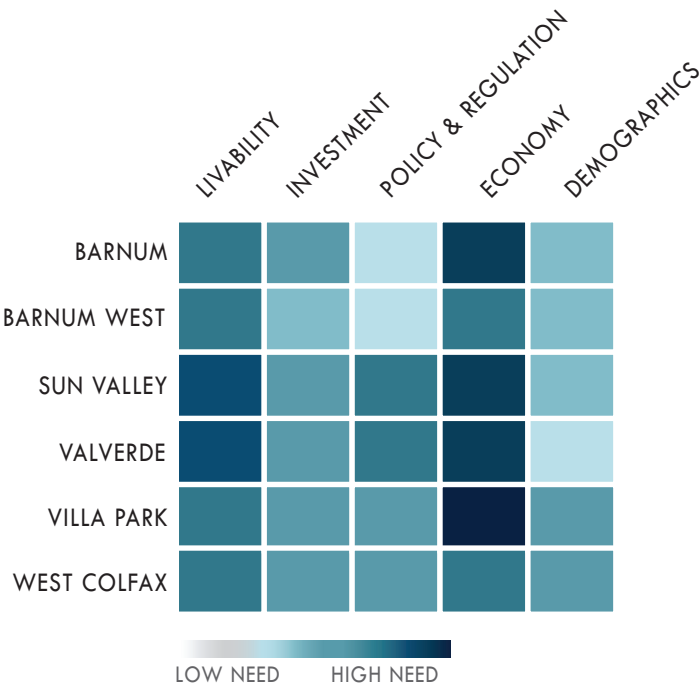
REGIONAL DESTINATIONS - Mile High Stadium

NATURAL FEATURES - Lakewood Gulch, Dry Gulch, Weir Gulch Park, Martinez Park, South Platte River, Barnum Water Park

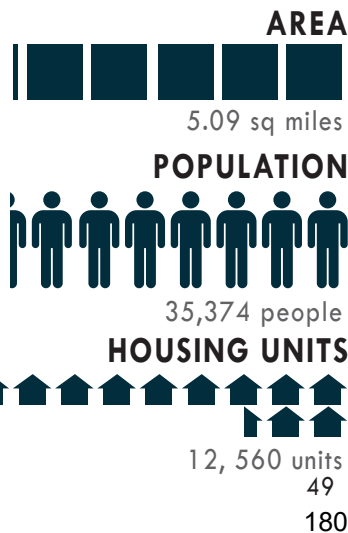
PREVIOUS PLANNING - Decatur-Federal Station Area Plan (2013), South Platte River Corridor Study (2013), Sheridan Station Area Plan (2008), West Colfax Plan (2006), Federal Blvd Corridor Plan (1995), Valverde Neighborhood Plan (1991), Villa Park Neighborhood Plan (1991), Barnum/West Neighborhood Plan (1986)

KEY CORRIDORS - Sheridan Blvd, Federal Blvd, Colfax Ave, 10th Ave, 6th Ave, 1st Ave, Alameda Ave

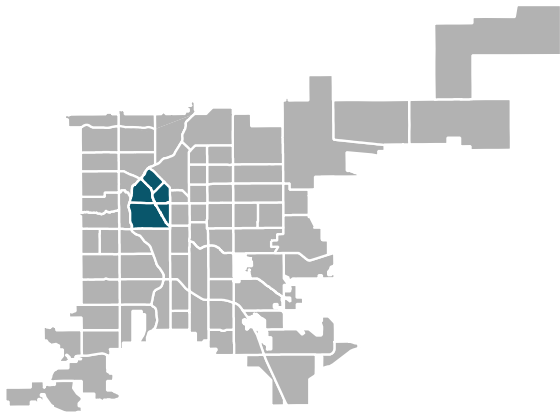
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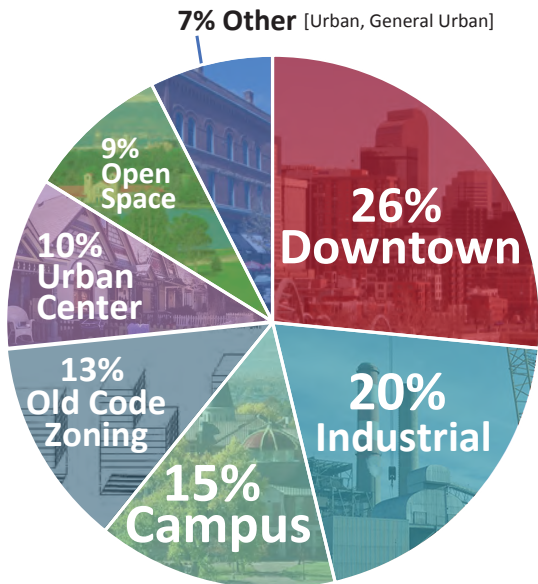
STATISTICS



CENTRAL



ZONING CONTEXT



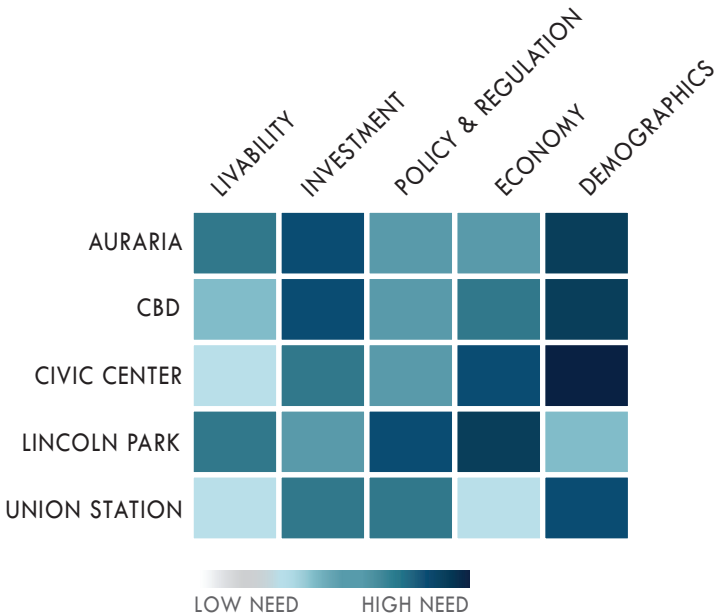
REGIONAL DESTINATIONS - Central Business District, Auraria Campus, Colorado Convention Center, Elitch Gardens, Pepsi Center, Denver Art Museum

NATURAL FEATURES - South Platte River, Cherry Creek, Civic Center Park

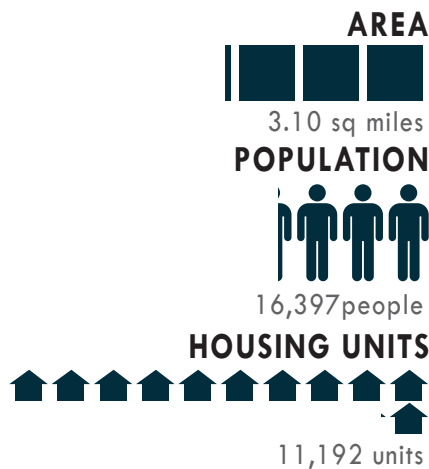
PREVIOUS PLANNING - Golden Triangle Plan (2014), South Platte River Corridor Study (2013), La Alma/Lincoln Park Neighborhood Plan (2010), Auraria West Station Area Plan (2009), Downtown Area Plan (2007), Lincoln Park Neighborhood Assessment (2006), Civic Center District Plan (2005), Downtown Multi-modal Access Plan (2005), Civic Center Planning Assessment (2003), Central Platte Valley Comprehensive Plan Amendment (1991)

KEY CORRIDORS - Colfax Ave, Broadway St, Speer Blvd, Park Ave, I-25

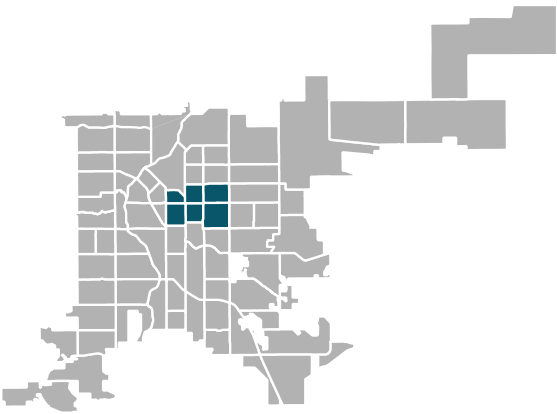
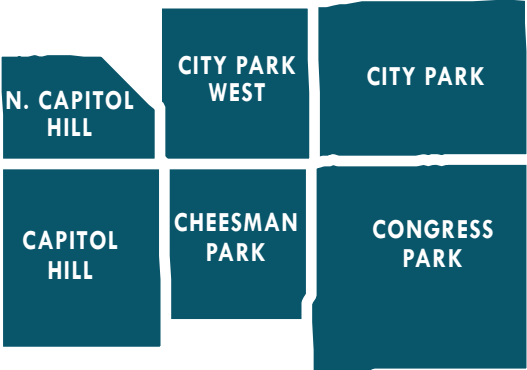
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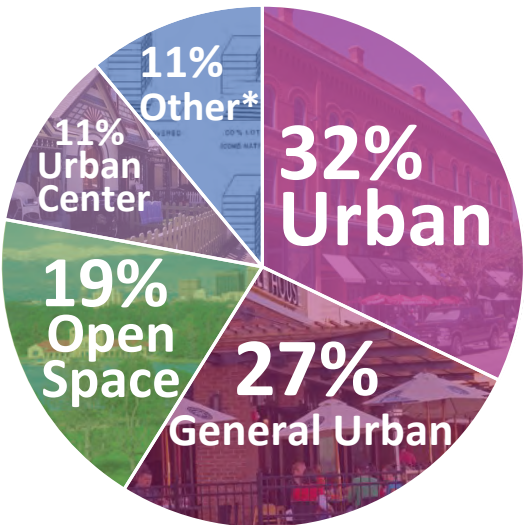
STATISTICS



EAST CENTRAL



ZONING CONTEXT



*Old Zoning Code, Downtown, Campus

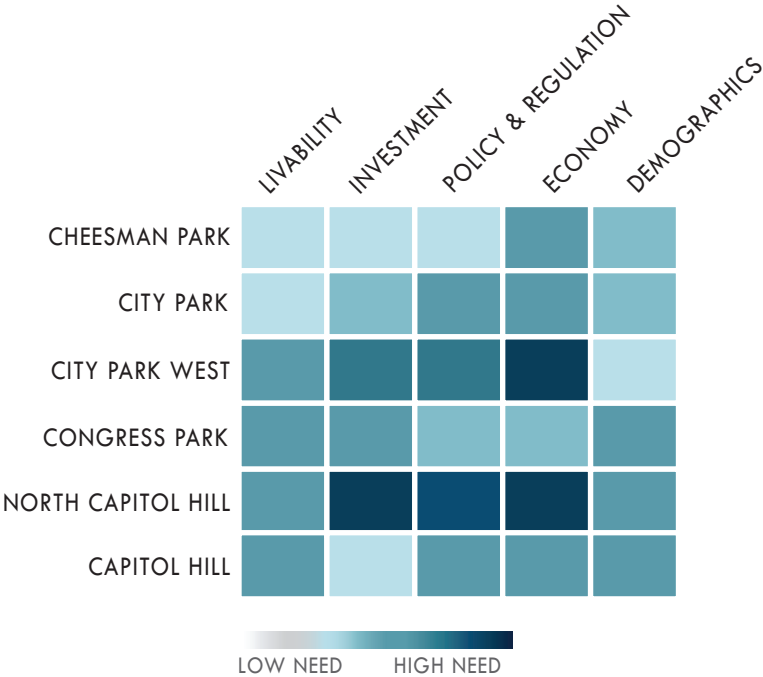
REGIONAL DESTINATIONS - Denver Zoo, Denver Museum of Nature & Science, Botanic Gardens, Presbyterian-St. Luke’s Medical Center, St. Joseph Hospital, National Jewish Health, State Capitol, History Colorado Center

NATURAL FEATURES - Cheesman Park, City Park, Congress Park

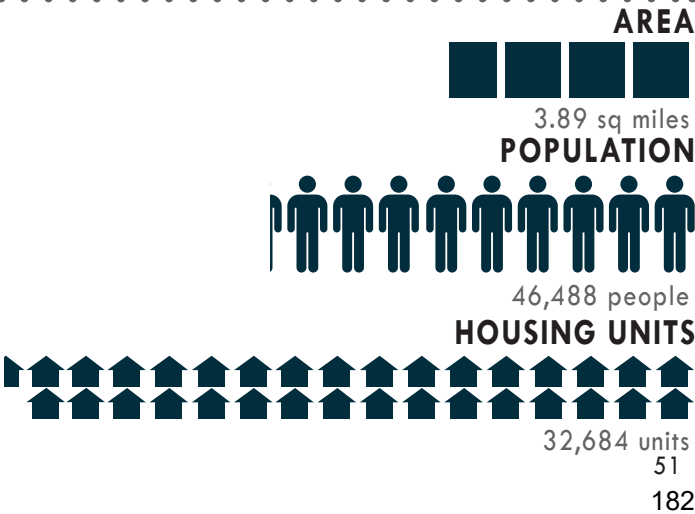
PREVIOUS PLANNING - Downtown Area Plan (2007), Civic Center District Plan (2005), East Colfax Plan (2004), Congress Park Neighborhood Plan (1995), Capitol Hill/ Cheesman Park Neighborhood Plan (1993), Uptown Neighborhood Plan (1986)

KEY CORRIDORS - Park Ave, Colfax Ave, 17th Ave, 7th Ave Parkway, Broadway St, Downing St, Colorado Blvd

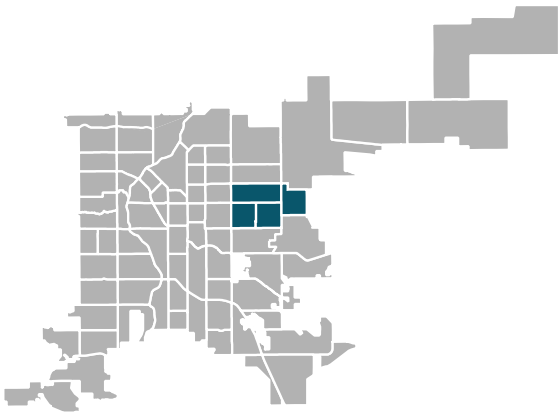
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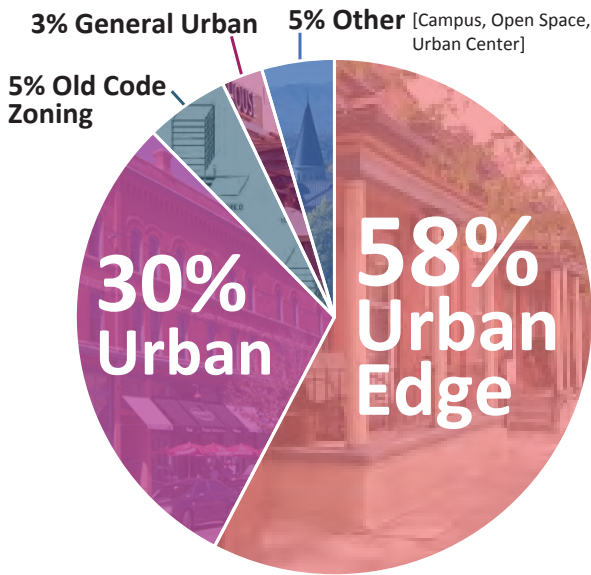
STATISTICS



EAST



ZONING CONTEXT



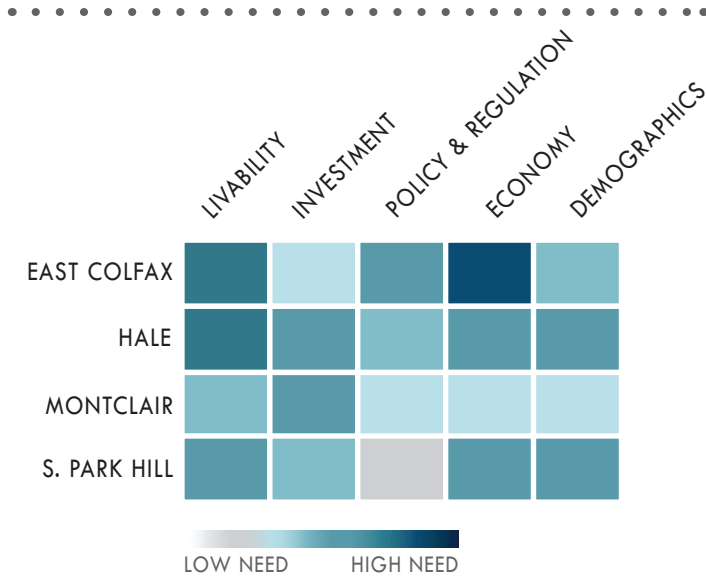
REGIONAL DESTINATIONS - Rose Medical Center, Johnson and Wales University

NATURAL FEATURES - Lindsley Park, Mayfair Park, Montclair Park

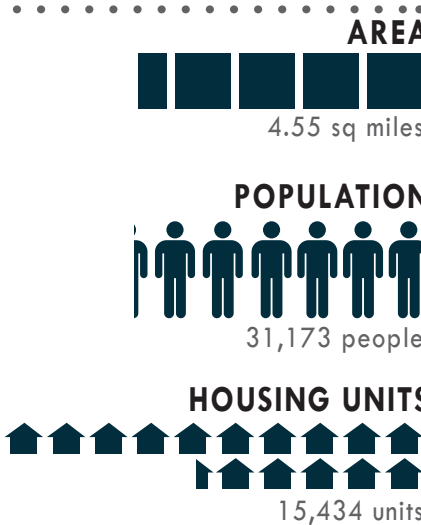
PREVIOUS PLANNING - Stapleton Perimeter Assessment (2007), Mayfair Town Center Assessment (2006), Park Hill Neighborhood Plan (2000), East Montclair/East Colfax Neighborhood Plan (1994)

KEY CORRIDORS - 23rd Ave, Montview Blvd, 17th Ave, Colfax Ave, 13th Ave, 6th Ave, Colorado Blvd, Monaco Parkway, Quebec St, Yosemite St

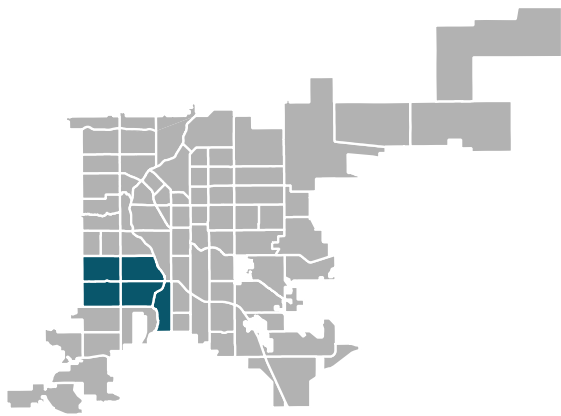
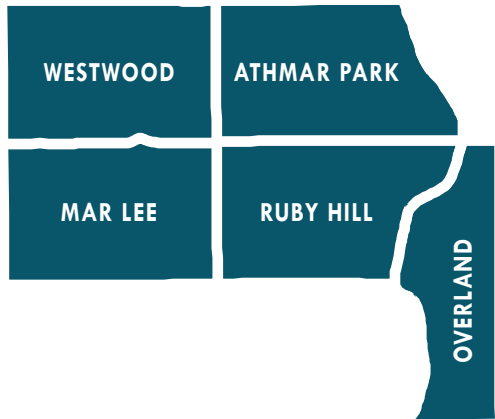
INDICATOR SCORE



STATISTICS



SOUTHWEST



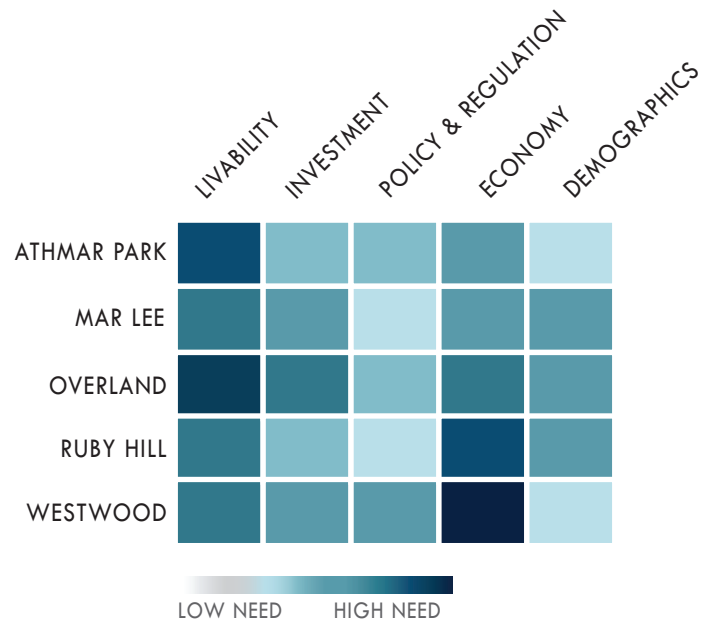
REGIONAL DESTINATIONS - Ruby Hill Park, Overland Municipal Golf Course

NATURAL FEATURES - Westwood Park, Weir Gulch, Huston Lake Park, Garfield Lake Park, Vanderbilt Park, Ruby Hill Park, Sanderson Gulch Park, South Platte River

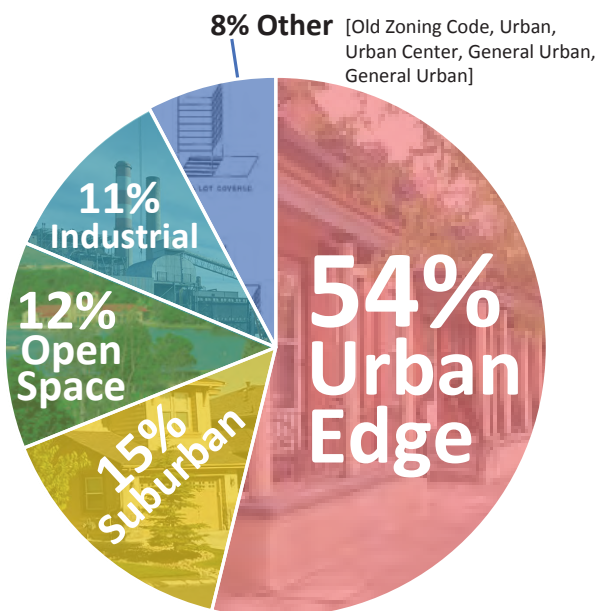
PREVIOUS PLANNING - I-25 & Broadway Station Area Plan (2016), Westwood Neighborhood Plan (2016), Overland Neighborhood Assessment (2005), Athmar Park Neighborhood Perimeter Plan (2000), Federal Blvd Corridor Plan (1995), Overland Neighborhood Plan (1993)

KEY CORRIDORS - Sheridan Blvd, Morrison Rd, Federal Blvd, Alameda Ave, Mississippi Ave, Louisiana Ave, Jewell Ave

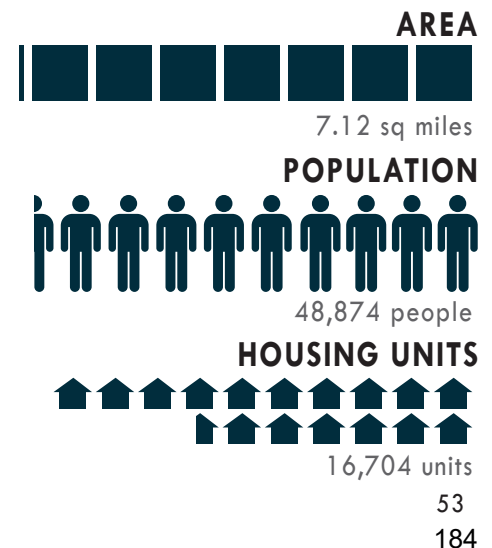
INDICATOR SCORE



ZONING CONTEXT



STATISTICS



SOUTH CENTRAL



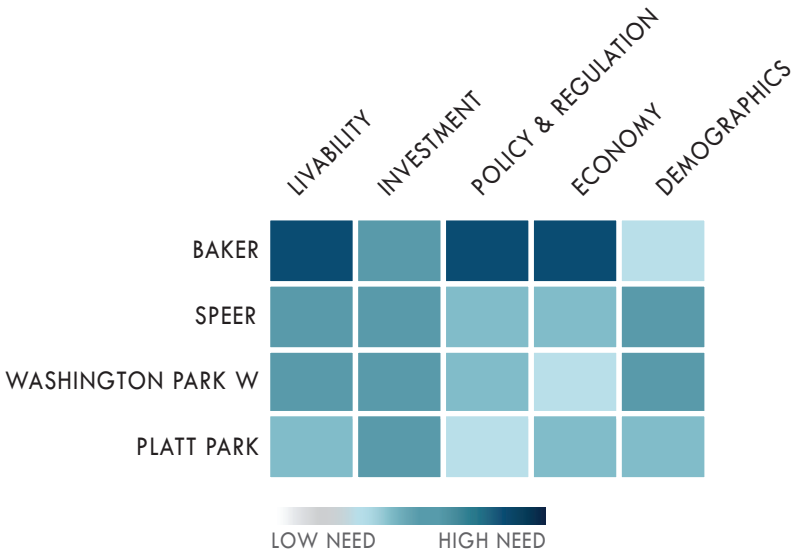
REGIONAL DESTINATIONS - South Broadway Commercial District, South Pearl Commercial District

NATURAL FEATURES - Cherry Creek, South Platte River, Alamo Placita Park

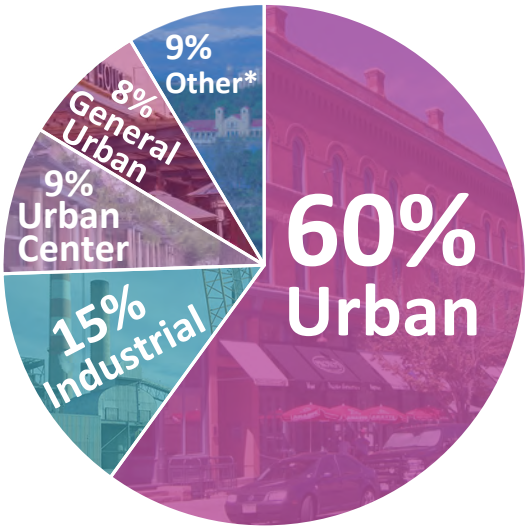
PREVIOUS PLANNING - I-25 & Broadway Station Area Plan (2016), South Platte River Corridor Study (2013), Alameda Station Area Plan (2009), Evans Station Area Plan (2009), Louisiana-Pearl Station Area Plan (2007), Baker Neighborhood Plan (2003), Platt Park Neighborhood Assessment (2003), South Broadway Corridor Study (2001), West Washington Park Neighborhood Plan (1991)

KEY CORRIDORS - I-25, Santa Fe Drive, Broadway St, Lincoln St, Logan St, Downing St, Speer Blvd, 6th Ave, Alameda Ave, Mississippi Ave, Evans Ave

INDICATOR SCORE



ZONING CONTEXT

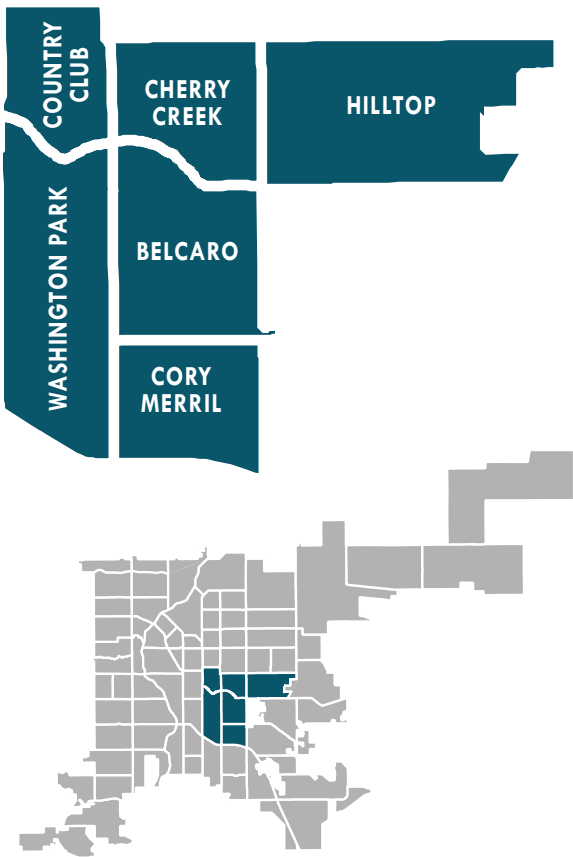


*Open Space, Old Zoning Code, Suburban

STATISTICS



SOUTHEAST CENTRAL



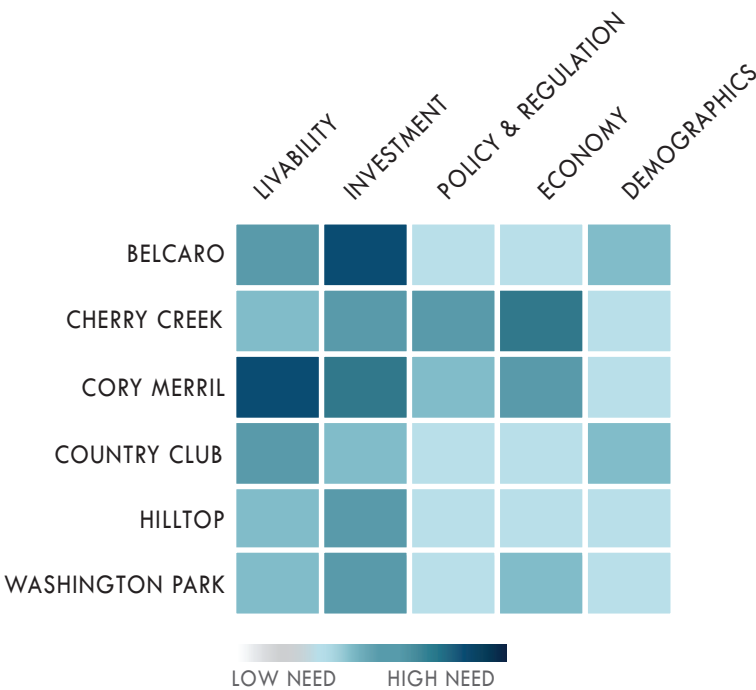
REGIONAL DESTINATIONS - Cherry Creek North, Cherry Creek Shopping Center

NATURAL FEATURES - Cherry Creek Trail, Washington Park, Denver Country Club

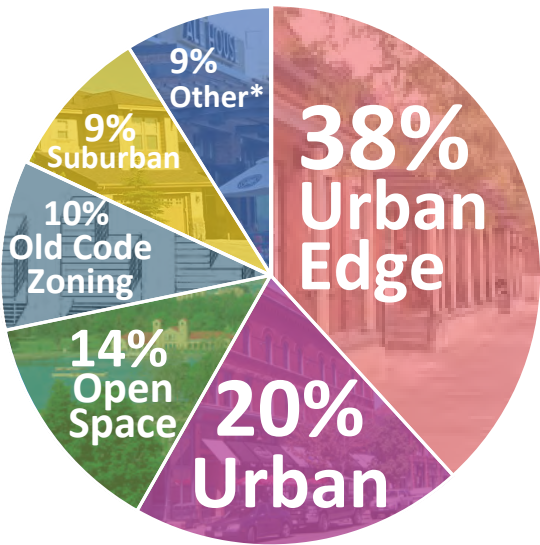
PREVIOUS PLANNING - Cherry Creek Area Plan (2012), Cherry Creek Greenway Master Plan (2000), Colorado Blvd Plan (1991)

KEY CORRIDORS - 6th Ave, 1st Ave, Alameda Ave, Exposition Ave, Mississippi Ave, Louisiana Ave, Florida Ave, Downing St, University Blvd, Colorado Blvd, Monaco Parkway

INDICATOR SCORE

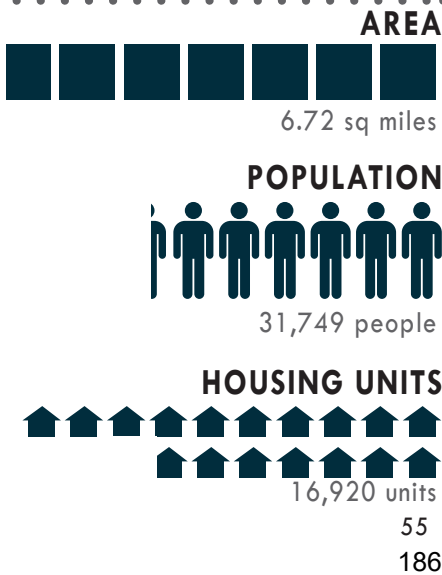


ZONING CONTEXT

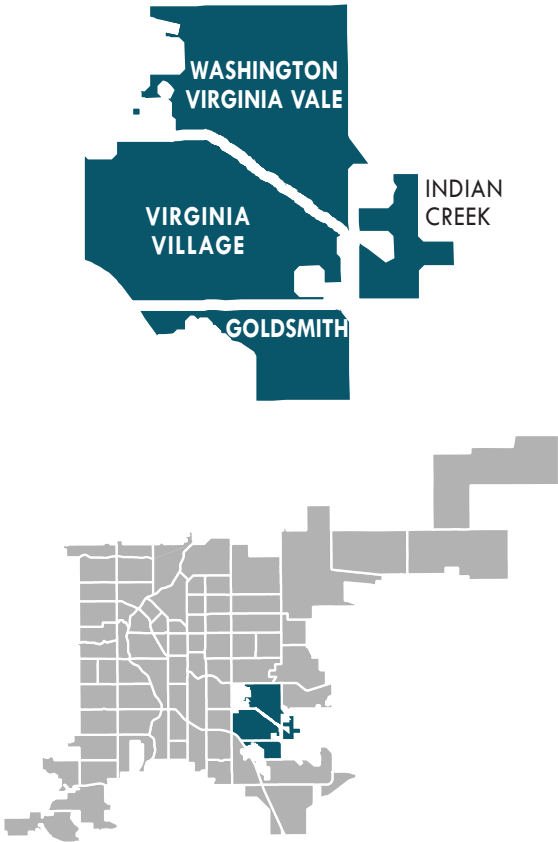


*General Urban, Urban Center, Campus, Open Zone District

STATISTICS



NEAR SOUTHEAST



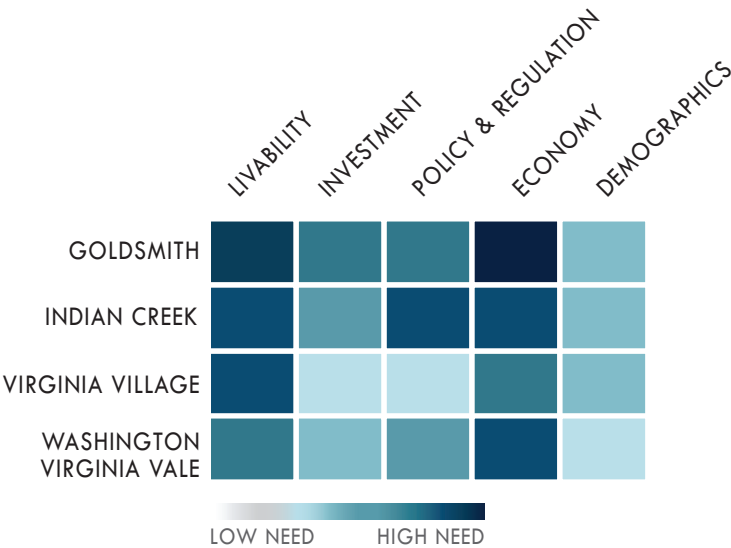
REGIONAL DESTINATIONS - Cherry Creek Trail, CDOT Offices

NATURAL FEATURES - Cherry Creek, Cook Park, High Line Canal

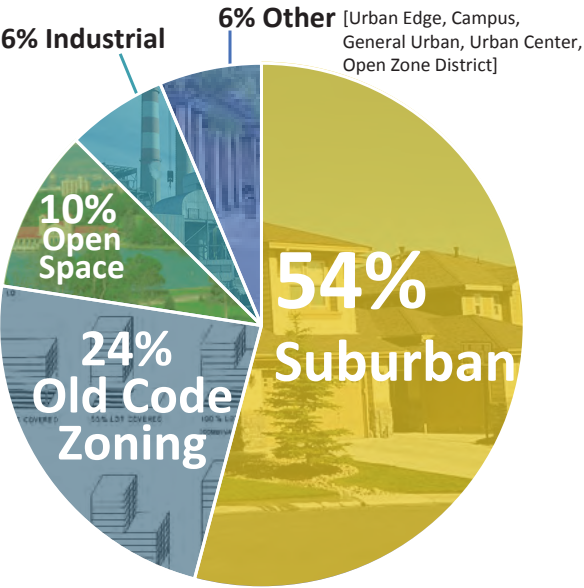
PREVIOUS PLANNING - Cherry Creek Greenway Master Plan (2000), Virginia Village Neighborhood Plan (1973)

KEY CORRIDORS - I-25, Colorado Blvd, Dahlia St, Holly St, Monaco Parkway, Cherry Creek N/S Drive, Quebec St, Alameda Ave, Leetsdale Drive, Louisiana Ave, Florida Ave, Jewell Ave, Evans Ave, Yale Ave

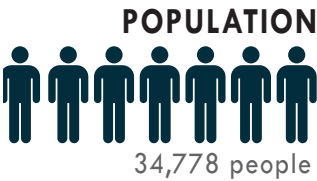
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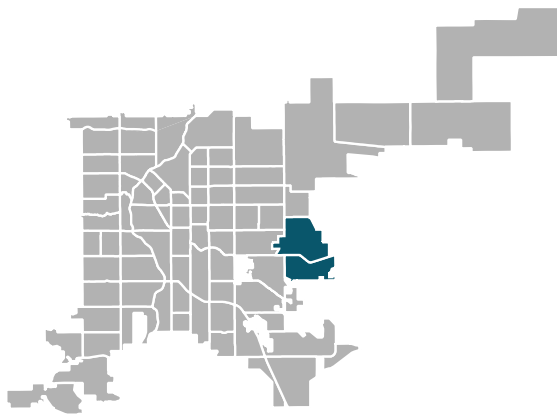
ZONING CONTEXT



STATISTICS



SOUTHEAST



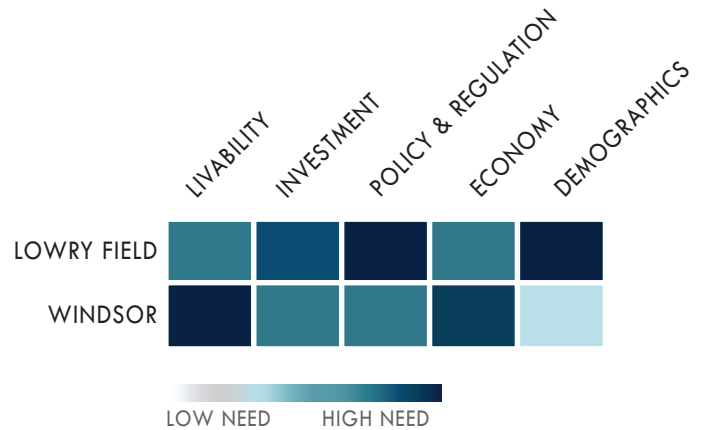
REGIONAL DESTINATIONS - Wings Over the Rockies Air and Space Museum, Lowry Sports Complex, Common Ground Golf Course

NATURAL FEATURES - Aurora-Kelley Road Reservoir, Westerly Creek, City of Ulaanbaatar Park, Great Lawn Park, Windsor Lake & Reservoir, High Line Canal, Fairmount Cemetery

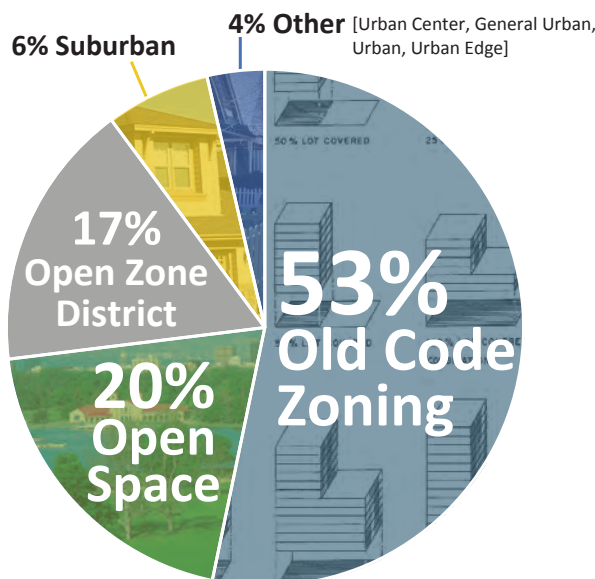
PREVIOUS PLANNING - Lowry Reuse Plan (1993)

KEY CORRIDORS - Quebec St, Havana St, Dayton St, 11th Ave, 6th Ave, Lowry Blvd, Alameda Ave, Mississippi Ave

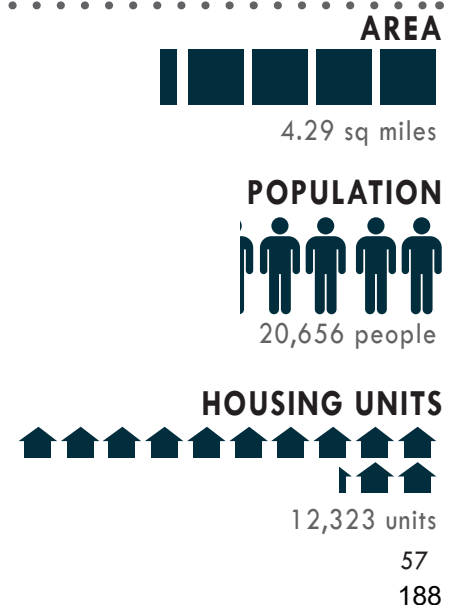
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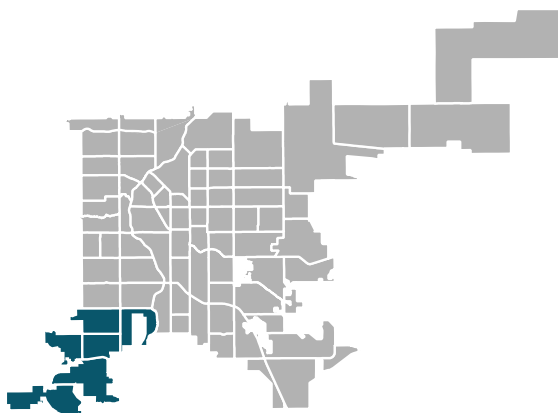
ZONING CONTEXT



STATISTICS



FAR SOUTHWEST



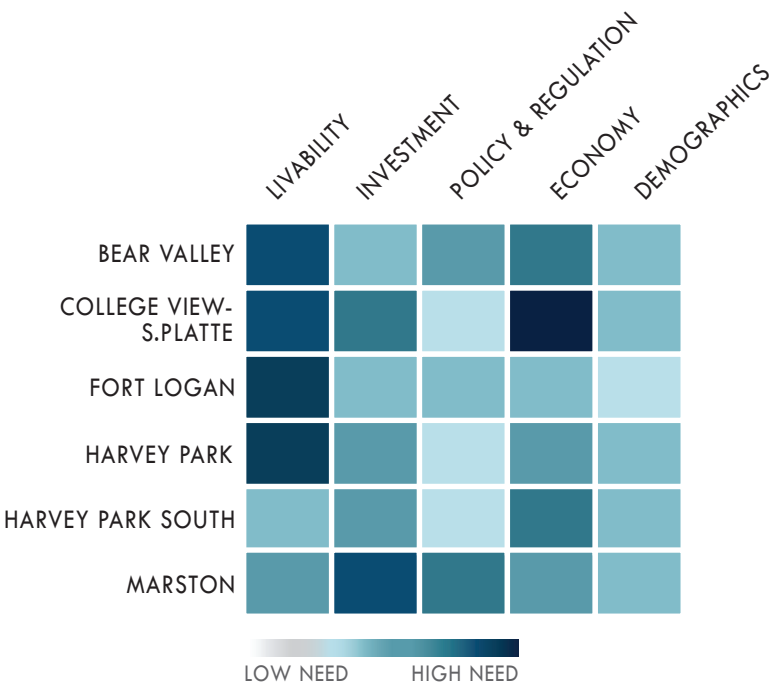
REGIONAL DESTINATIONS - Marston Lake, Fort Logan National Cemetery, Denver Sports Center, Colorado Heights University

NATURAL FEATURES - South Platte River, Harvey Park, Bear Valley Park, Pinehurst Country Club, Marston Lake

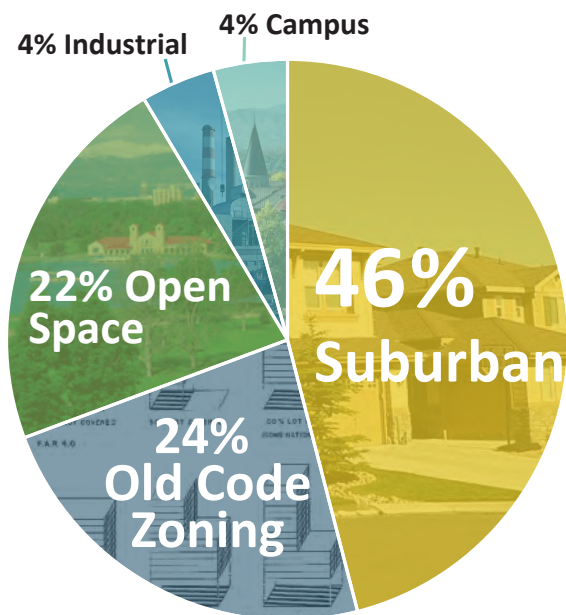
PREVIOUS PLANNING - None

KEY CORRIDORS - Wadsworth Blvd, Sheridan Blvd, Federal Blvd, Jewell Ave, Evans Ave, Yale Ave, Hampden Ave, Quincy Ave

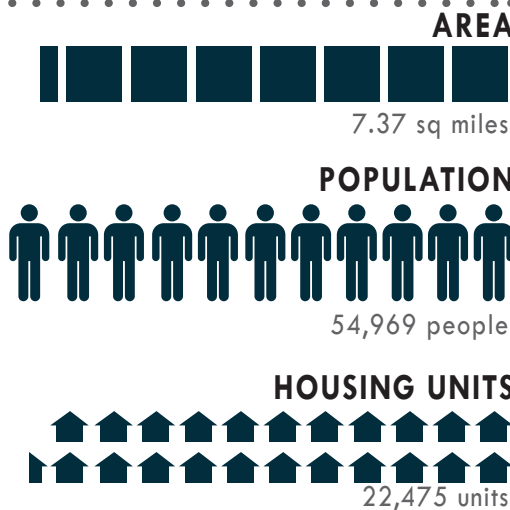
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ZONING CONTEXT



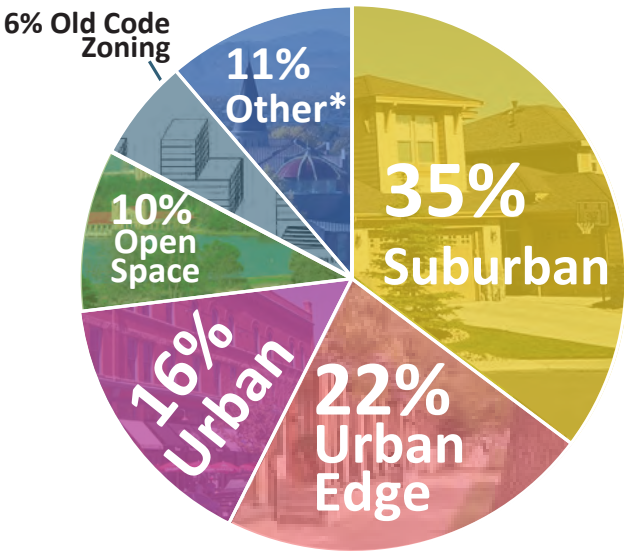
STATISTICS



SOUTH



ZONING CONTEXT



*Campus, Urban Center, General Urban

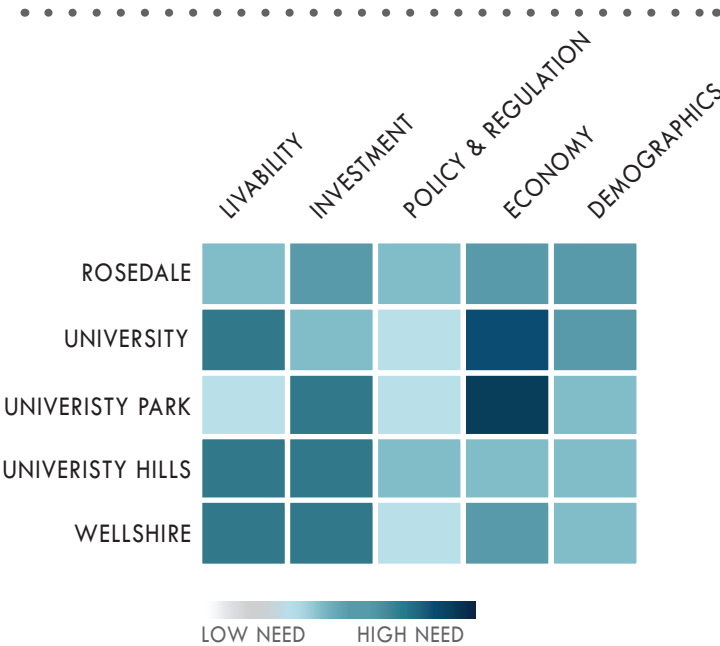
REGIONAL DESTINATIONS - Harvard Gulch Golf Course, Porter Adventist Hospital, University of Denver, Wellshire Golf Course, Colorado Center

NATURAL FEATURES - Harvard Gulch West Park, Skeel Reservoir, Eisenhower Park, High Line Canal, Observatory Park

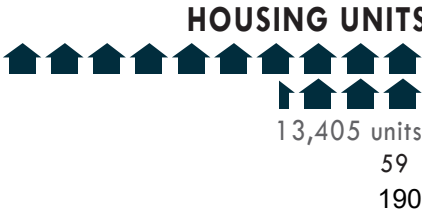
PREVIOUS PLANNING - Evans Station Area Plan (2009), University Park Neighborhood Plan (2008), Colorado Station Area Framework Plan (2003), Yale Station Area Study (2003), Colorado Blvd Plan (1991)

KEY CORRIDORS - I-25, Buchtel Blvd, Evans Ave, Iliff Ave, Hampden Ave, Broadway St, University Blvd, Colorado Blvd

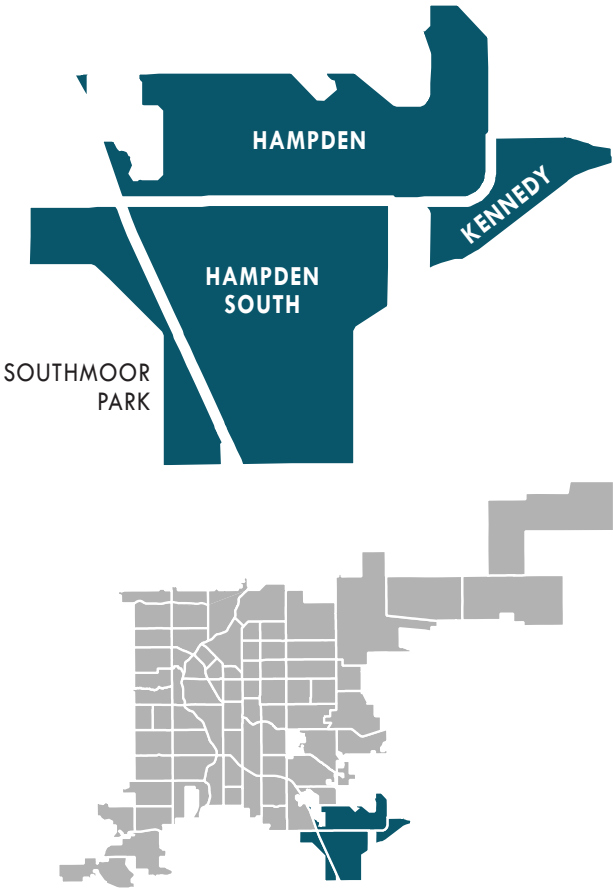
INDICATOR SCORE



STATISTICS



FAR SOUTHEAST



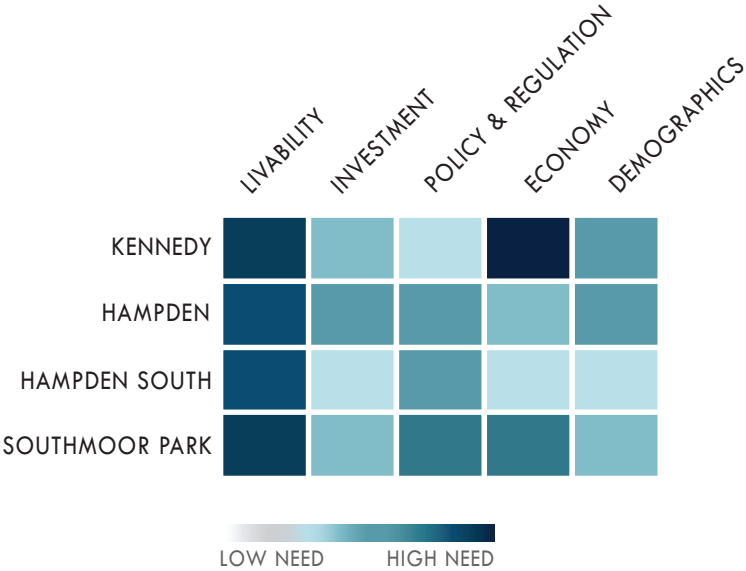
REGIONAL DESTINATIONS - Denver Tech Center, Tamarac Shopping Center, Tiffany Plaza, Kennedy Golf Course

NATURAL FEATURES - Cherry Creek Reservoir, High Line Canal, Bible Park, Hentzel Park

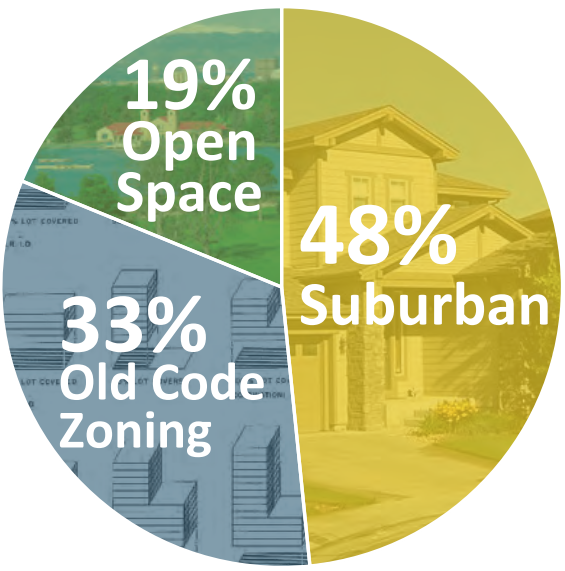
PREVIOUS PLANNING - Cherry Creek Greenway Master Plan (2000)

KEY CORRIDORS - I-25, I-225, Monaco Parkway, Tamarac Drive, Yosemite St, Havana St, Bellevue Ave, Union Ave, Quincy Ave, Hampden Ave, Yale Ave

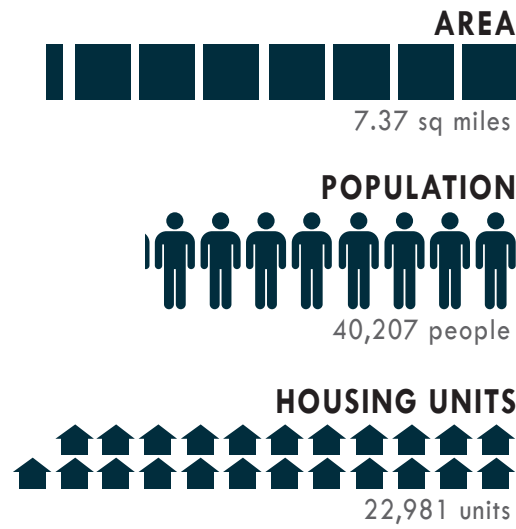
INDICATOR SCORE



ZONING CONTEXT



STATISTICS



Metrics for Comprehensive Plan Criteria				
The BVCP update highlights seven (7) focus areas where current trends indicate a need for localized planning. These focus areas are broken down into key issues. Each issue could be studied for all subcommunities to identify baseline conditions and metrics which would allow the team to prioritizing subcommunities through a weighting or ranking of the results.				
FOCUS AREA	GOAL	SUBCOMMUNITY BASELINE	METRIC	
p.12-14 of BVCP	This is what we want to happen	This is the existing condition factor we measure	This is the factor that is tested and/or tracked	
Housing Affordability and Diversity	Increase number of housing units	Existing number of housing units	Increase (or decrease) in number of housing units allowable by existing zoning	
	Increase number of affordable housing units	Existing number of affordable housing units	Percentage of existing units that qualify as affordable	
	Increase diversity of housing products	Existing number of each type of housing product	Percent unit mix of housing types	
Growth - Balance of Future Jobs and Housing	Increase housing in commercial and industrial areas	Acres with existing commercial or industrial uses	Percent of commercial or industrial land use with potential for housing	
Design Quality and Placemaking	Increase residential access to goods and services	Number of available commercial areas, service providers and/or parks and recreation sites in each	Percent of homes within 15-minute walking distance (.75 mile) to commercial areas	
Subcommunity and Area Planning	Achieve equitable access to planning across the city?	Number of planning efforts that have engaged subcommunity residents in the past 20 years	Straight comparison	
Resilience and Climate	Reduce carbon emissions	Reduce car trips	Percent change in commute methods - need to ask Transportation about type and frequency of data collected	
	Improve communication	Number of HOAs	Percentage of homes participating in HOA	
		Number of participants in NextDoor neighborhood	Percentage of residents that participate in NextDoor	
Arts and Culture	Increase access to art and cultural experiences	Number of public art installations	Percent of homes within 15-minute walking distance to art installation	
		Number of arts and/or cultural facilities	Percent of homes within 15-minute walking distance to arts/cultural facility	
Small Local Businesses	Retain small local businesses	Number of existing local businesses	Percent of businesses in area that are locally owned (Does local mean Boulder-owned? Colorado-owned? Only one location? Do they have to have a storefront? Need more info)	
		Number of new business permits in the last 2 years	Increase/Decrease of new business permits in the last two years	
		Number of closed businesses in the last 2 years	How would we track this? Maybe retail study has info or methodology?	