



**CITY OF BOULDER  
CITY COUNCIL AGENDA ITEM**

**MEETING DATE: February 19, 2019**

**AGENDA TITLE**

Consideration of a motion to accept the study session summary from February 12, 2019 regarding updates on the Alpine-Balsam Area Plan and Pavilion Renovation.

**PRESENTER/S**

Jane S. Brautigam, City Manager  
Chris Meschuk, Asst. City Manager, Interim Director of Planning  
Kurt Firnhaber, Director of Housing and Human Services  
Jim Robertson, Comprehensive Planning Manager  
Edward Stafford, Development Review Manager, Public Works  
Michele Crane, Facilities Design and Construction Manager, Public Works  
Katie Knapp, Engineering Project Manager-Flood/Greenways, Public Works/Utilities  
Chris Hagelin, Senior Transportation Planner, Transportation/GO Boulder  
Michelle Allen, Inclusionary Housing Program Manager, Housing and Human Services  
Jeff Haley, Planning, Design & Community Engagement Manager, Parks & Recreation  
Doug Godfrey, Parks Planner, Parks & Recreation  
Sarah Huntley, Engagement Manager, CMO  
Kalani Paoa, Urban Designer, Planning  
Jean Gatza, Senior Planner, Planning  
Alice Huang, Associate Planner, Planning

**EXECUTIVE SUMMARY**

This agenda item provides a summary of the Feb. 12, 2019 study session on the update for the renovation of the Medical Office Pavilion and the Alpine-Balsam Area Plan. The purpose of this study session was to update council on the benefits of consolidating three city office buildings into the Medical Office Pavilion (the Pavilion), and to confirm that staff should explore funding options to renovate the Pavilion concurrently with the hospital deconstruction. In addition, staff updated council on further analysis for the Alpine-Balsam

site and received feedback from council to inform further refinement of conceptual site design scenarios.

Staff will incorporate City Council's feedback from the Feb. 12 discussion and move forward with the funding analysis for the Pavilion (including the addition of another story), refinement of conceptual scenarios for Alpine-Balsam site development, and a draft Area Plan for adoption in 2019. Staff next steps include updating City Council on revisions to Alpine-Balsam conceptual scenarios for the city-owned site, considerations for the wider area and the results of additional analysis for flood mitigation, access and traffic and character.

## **STAFF RECOMMENDATION**

Staff requests council consideration of this memo and action in the form of the following motion:

Motion to accept the study session from Feb. 12, 2019 on the update for the Pavilion renovation and Alpine-Balsam Area Plan (**Attachment A**).

## **NEXT STEPS**

### Pavilion Analysis

Based on council feedback from the Feb. 12 study session, staff will proceed with developing funding options and strategies to fund the Pavilion renovation including an additional story to the top of the building and will provide council with funding options in Q2 2019. Staff will also proceed with development of a larger city-wide facilities strategic plan to be brought back for council consideration later this fall.

### Alpine-Balsam Site Scenarios

Staff will conduct further refinement and analysis of the site scenarios including the following council direction:

- Preserve flexibility in the east block for possible future uses such as additional housing or city facilities;
- Include housing as the primary use on the middle and west blocks to serve a range of future residents;
- Continue conversations with Boulder County on the possibility of co-locating the County's Public Health and Human Services (120,000 square feet);
- Include an approach to access and mobility that supports meeting the Transportation Master Plan (TMP) goals of advanced mobility strategies;
- Develop visualizations of the site, for the community and council, illustrating the possible feel and character.

Analysis will continue for the following:

- The financial analysis of the costs for the scenarios including the affordable housing mix, horizontal infrastructure and the city facilities.

- The transportation analysis including analysis of existing and projected parking supply and utilization, traffic studies, transportation demand management (TDM) and mode share strategies, with consideration to the following:
  - Including the 311 Mapleton development the traffic modeling
  - Continuing to pursue no new above grade parking structures
- The flood analysis on the detention in North Boulder Park and conveyance through the site.

### **ADDITIONAL INFORMATION**

During the study session council members requested information about the future schedule.

City Council Dates in April:

- April 9: Financial/revenue update and budget priorities, including an update on unfunded needs
- April 16: Hospital Deconstruction Update  
Staff will provide an update on refined cost estimates for the hospital deconstruction along with an updated timeline and schedule for the project based on latest information. Deconstruction is still anticipated to begin this year.

### **ATTACHMENT**

A: Summary of the February 12, 2019 Study Session on the update for the hospital deconstruction and Alpine-Balsam Area Plan

## **ATTACHMENT A**

### **February 12, 2018 Study Session Summary**

#### **Update on Medical Pavilion Renovation Analysis and the Alpine-Balsam Site Scenarios**

#### **PRESENT:**

**City Council:** Mayor Suzanne Jones, Council Members Aaron Brockett, Sam Weaver, Cindy Carlisle, Mirabai Kuk Nagle, Lisa Morzel and Mary Young

**Staff Presenters:** Jim Robertson, Comprehensive Planning Manager; Michele Crane, Facilities Design & Construction Manager, Public Works; Kalani Pahoa, Urban Designer, Planning; Jean Gatza, Senior Planner, Planning; Edward Stafford, Development Review Manager, Public Works

**Consultants and Guest Speakers:** Chris Parezo, Civitas; Deb Gardner, Boulder County Commissioner; James Butler, Boulder County Facilities Manager

#### **OVERVIEW:**

Council members were updated on the Pavilion renovation study, cost estimates, timeline, and possible benefits when another level is added to the Pavilion.

The study session allowed staff to receive feedback from City Council on the Alpine-Balsam site design scenarios, including the mix of uses and housing approach. Staff also provided an update on the broader area planning.

#### **SUMMARY OF PRESENTATION:**

Jim Robertson presented an introduction to the project and area plan. The background included the Alpine-Balsam Vision Plan and resulting guiding principles, which inform both planning for the city-owned land and surrounding neighborhood.

Chris Parezo presented on the reasoning behind technical and design components, such as density, height, circulation, water quality, etc. The focus is about community and place-making to realize the Alpine-Balsam Vision Plan and create a neighborhood center for Boulder.

Michele Crane presented the Pavilion Renovation Study, including:

- Overview of three buildings being considered for consolidation (Park Central, New Britain and Center Green);
- Challenges with Park Central and New Britain buildings;
- Reminder of what was learned about the Pavilion from the reuse analysis;
- Test fits: what city services can be provided in the Pavilion; and
- Cost analysis and opportunities presented by renovating the Pavilion.

Jean Gatza presented the Alpine-Balsam Area Plan Update, including:

- Overview of the area planning process;
- Past engagement efforts; and
- Decision-making process.

Kalani Pahoa presented an update on the Alpine-Balsam Area Planning efforts, including:

- Site scenario refinement based on feedback from the Nov. 2018 Study Session;
- Flexibility in civic or public mixed use for the east block land use; and
- Housing approaches for center and west block land use.

## **DISCUSSION SUMMARY**

### ***Pavilion Renovation Update***

#### Exploration of Pavilion Renovation Funding Strategy

- Council members supported the development of a funding strategy to renovate the Pavilion to accommodate city services in conjunction with the hospital deconstruction.
- Some council members emphasized the necessity of relocating city staff from buildings that are located in the high-hazard zone and that have equipment and infrastructure nearing end-of-life.
- Some council members expressed concern with how the Pavilion renovation compares to other unfunded city needs and the impacts associated with space allocation, parking and traffic.
- Some council members expressed interest in seeing less amorphous, more definitive community amenities than simply meeting or event space.
- Taking into account previous and existing traffic at the site from the hospital and Pavilion, some council members discussed traffic impacts. Future uses at the site may be comparable to previous traffic at the site and further analysis on the previous number of daily trips may be helpful.
- Some council members were interested in staff developing a wide range of creative funding strategies to consider.
- Some council members expressed an interest in using the site for a senior center/ multigenerational or multicultural center.
- Several council members had questions regarding the test fit options; condition of Park Central and New Britain; renovation timing; and the floodplain.

#### Exploration of an additional story to the Pavilion

- Council members supported staff exploring adding a story on the Pavilion as part of the renovation.
- Some council members expressed interest in the opportunity that additional space could provide to meet community vision and goals.

### ***Alpine-Balsam Conceptual Scenarios Feedback***

#### Boulder County Facilities

- The Mayor noted a letter received by council from the Boulder County Commissioners on February 11, 2019 reiterating a strong interest in partnering with the city to develop a civic campus at Alpine-Balsam. The county's primary interest is to consolidate public health and human services functions that are currently located at the Broadway and Iris complex.

- Deb Gardner and James Butler were present to provide additional information to City Council, describing the need for approximately 120,000 square feet for a new facility that is envisioned to be similar to the St. Vrain Hub in Longmont; potential opportunities for housing development at the Broadway-Iris site; and considerations for preservation of historic buildings.
- Council members asked questions about future planning for the Iris Complex including the future of the memorial for Tom Mayer, flood and groundwater issues, the potential for neighborhood serving retail, and considerations for the future of the ballfields.
- A few council members asked questions about the configuration of the county's future needs on the Alpine-Balsam site and if they could be accommodated in separate buildings in the east and middle blocks.
- Several council members indicated support for staff to continue to work with Boulder County to assess the viability and benefits of co-locating county health and human services at Alpine-Balsam.
- A few council members indicated that achieving housing at the Alpine-Balsam site is still a priority and that the city should not lose the opportunity for the future of city facilities since that was one of the primary reasons for purchasing the site.

#### Flood Mitigation

- Several council members asked questions about analysis for flood mitigation and groundwater testing.
- Staff indicated that groundwater testing in North Boulder Park is proceeding and the results will inform analysis of mitigation options for the park and site.
- One council member requested more information about the history of the west block regarding use and ownership by the city.
- Staff provided a description of the various levels of flood plain regulations and how development potential is regulated in each. Alpine-Balsam is in the 100-year flood plain and not the High Hazard, as in the Civic Area.
- Several council members indicated that the results of analysis for flood mitigation should drive the site design and needs to be completed before selection of a preferred scenario.

#### Access, Mobility, and Parking

- Several council members asked questions about the approach for advanced mobility strategy, data supporting reduced parking from other areas of the city, and what traffic and parking analysis has been done. Staff described work in progress to assess trips, parking supply and demand, assessment of impacts on nearby intersections and Transportation Demand Management (TDM) programs.
- A few council members asked questions about the mobility hub in the draft scenarios and about transit options to serve the area.
- Several council members expressed support for proceeding with an advanced mobility strategy / transit-oriented development at Alpine-Balsam that includes not constructing more parking on the site and considering housing types that align well with fewer cars and reduced parking (e.g. seniors and people with disabilities).
- A few council members raised questions about traffic on key streets and if the traffic studies for 311 Mapleton redevelopment affect traffic considerations for Alpine-Balsam.

- A few council members asked questions about the potential and costs for adding an additional deck to the existing parking structure.

#### East Block / Flex Space

- Council members generally supported moving forward including flexibility for land use in the northeast corner of the east block and discussed support for quality gathering space and the potential for a community center that might include seniors and multicultural facilities.
- Several members indicated support for including some small retail to serve people using the plaza space or accessing city services.

#### Housing and Urban Design

- Several council members supported moving forward with the scenarios and housing types and suggested additional work to better articulate the look and feel of the housing types as the process moves forward.
- Several council members asked questions about the flexibility of design of the housing types and blocks regarding variability of style and permeability, acknowledging that the scenarios illustrate blocks as conceptual concepts.
- A few council members raised concerns about high density and how it might change the feel of the neighborhood.
- Several council members discussed the ability for this project to include beautiful buildings and well-designed with greenspace and good connections, in a way that fits with the neighborhood.
- One member described the process in North Boulder of taking an underdeveloped area and transforming it into a very vibrant area now.
- Some council members indicated support for townhomes and lower heights along 9<sup>th</sup> street and pursuing ways not to have blocky buildings (e.g. pitched roofs, dormers) and higher buildings along Broadway.
- Several council members indicated commitment to affordable housing and providing housing on this site that addresses critical needs.

#### Community engagement

- Staff answered questions on community engagement regarding the Vision Plan and the current Area Plan, describing the range of engagement activities over the past year and communication efforts to ensure people are aware of the process.
- Several council members suggested building on community engagement as many community members are newly aware and engaged in the process.

#### Area Planning

- A few council members discussed thoughts about planning for the wider area including support for assessing areas of stability and change, noting the Ideal and Community Plaza shopping areas and the Boulder Medical Center as areas of stability.