

CITY OF BOULDER CITY COUNCIL AGENDA ITEM

MEETING DATE: May 12, 2020

AGENDA TITLE: Concept Plan review and comment on planned redevelopment of the property located at 1313 Broadway. Proposed is a 198-room hotel along with ground floor retail, co-working office space, plaza space and below grade parking within the University Hill Business District. Reviewed under case no. LUR2020-00004.

PRESENTER/S

Jane S. Brautigam, City Manager Chris Meschuk, Deputy City Manager Mary Ann Weideman, Interim Director of Planning & Development Services Charles Ferro, Development Review Manager for Planning Elaine McLaughlin, Senior Planner

EXECUTIVE SUMMARY

The purpose of this item is for City Council to review and comment on the Concept Plan for the redevelopment of the property located at 1313 Broadway. On Feb. 27, 2020 the Planning Board reviewed and commented on the proposal; the staff memorandum to the Planning Board is provided as **Attachment A** and the meeting minutes are provided as **Attachment B**. These documents, as well as the meeting audio and other related materials are also available in the <u>city archives for the Planning Board hearing</u>. The applicant's submittal package is provided at the end of the staff memorandum to Planning Board, **Attachment A**.

On March 24, 2020 the City Council voted to call-up the Concept Plan to review and comment on the proposal. No action is required on behalf of the City Council. Input and comments by the public, staff, Planning Board, and City Council will be documented for the applicant's use. Concept Plan Review and comment is intended to give the applicant feedback on the proposed development plan and provide the applicant direction on submittal of subsequent Site Review plans.

COMMUNITY SUSTAINABILITY ASSESSMENTS AND IMPACTS

- <u>Economic</u> The proposed commercial space would add to the tax base of the city.
- Environmental None identified as the site is developed and in an urban context and as such does not contain any significant natural features.
- Social None identified.

BOARD AND COMMISSION FEEDBACK

At the public hearing on Feb. 27, 2020 the Planning Board heard presentations by staff and the applicant, and asked questions following each presentation. During the public hearing, five members of the public addressed the board regarding the proposal. Please refer to **Attachment A** for a summary of public comment made at the hearing.

The board discussed three key issues: consistency with the goals and policies of the Boulder Valley Comprehensive Plan (BVCP); specific Site Design Considerations; and the overall Building Mass and Scale.

In reviewing the proposal, the board generally found it consistent with the policies in the BVCP with the plans demonstrating a balance between the site as a designated neighborhood center and as a designated regional center. Regarding the neighborhood center qualification, the board suggested that the applicant consider the existing businesses and to bring them back to the site and promote those that are minority owned businesses in particular.

Also, in the Planning Board discussion, the board noted that the site design is logically laid out with permeability into and through the site. The board would like the plaza spaces which include terraced stairs and landscaping to be rich and reflect Boulder in some way. One of the board members expressed interest in creating permeability through the site from Broadway to the east/west alley which currently terminates at the western side of the site. Some board members suggested using public art as a focal point in the site design to terminate a vista. There was a discussion of the need for a strong Transportation Demand Management Plan that would support the proposal for valet parking on the site where, because of the location in the University Hill General Improvement District, there is no parking requirement. The board noted that the planned retail/coworking spaces shown along Broadway on the plans must be four-sided; with entrances off of Broadway as well as the new internal pedestrian connection planned.

Regarding building mass and scale, the board emphasized that this should be a "great building" and not architecturally bland. Most liked the architectural precedent images shown in the plan but there was varying reaction to the massing with some expressing concerns that the appearance of the building on the north end would seem large due to the topography and planned heights. Several board members expressed that the massing along Broadway and the treatment of the corner of Broadway and University will be critical. There was also support from the board for the applicant to continue to work with neighboring properties to ensure that impacts from the massing can be reduced. During the hearing, several board members expressed a desire to better understand the plans for the University of Colorado (CU) conference center and hotel being planned

across Broadway and University from the site. As staff noted at the hearing, because CU is a state entity it is exempt from city development review processes. As of the date of the Planning Board hearing, staff was provided with just an initial site plan sketch for the CU proposal given that the plans are not final. However, CU and the city are finalizing an agreement in which the university will submit schematic designs of the project to the city for its review and comment. As is customary for redevelopment projects on CU, the review would primarily focus on the project's integration with city infrastructure. Since the Planning Board hearing, the Memorandum of Agreement between the City and CU will allow the university to consider city comments regarding design but without a binding commitment to respond to those comments. At the council hearing, staff will provide any updated information that is made available regarding CU's plans. Refer to Attachment B for the meeting minutes from the hearing as well as city archives for the Planning Board hearing for audio and other related materials.

PUBLIC FEEDBACK

Required public notice was given in the form of written notification mailed to all property owners within 600 feet of the project site and a sign posted on the property for at least 10 days. In response to the required public notice, staff received two sets of comments about the proposed project. At the Planning Board hearing there were five members of the public who addressed the board with comments. Two of the commenters appeared to support the application and three others appeared to oppose the application. Refer to the staff memo in **Attachment A** for public comments received prior to the Planning Board hearing and the city archives for the Planning Board hearing for comments provided directly to board. Refer to **Attachment B**, Draft Planning Board Minutes, that includes a list of the public participants who spoke in support or opposition at the hearing.

BACKGROUND AND ANALYSIS

Refer to **Attachment A**, staff's memorandum to Planning Board, for the background, staff's analysis of the Concept Plan Review criteria and key issues identified. Refer to and **Attachment B** for the minutes from the Planning Board hearing.

MATRIX OF OPTIONS

No action is required on behalf of the City Council. Input and comments by the public, staff, Planning Board, and City Council will be documented for the applicant's use. Concept Plan review and comment is intended to give the applicant feedback on the proposed development plan and provide the applicant direction on submittal of the site review plans.

NEXT STEPS

- 1. Using the Planning Board and City Council feedback, the applicant will revise the proposal and proceed with a site review application.
- Continue to negotiate a real estate transaction for the Pleasant Street lot for City Council consideration as the Board of Directors of the University Hill General Improvement District.

ATTACHMENTS

- Staff Concept Plan Review Memorandum to the Planning Board and Project Plans Feb. 27, 2020 Draft Planning Board Minutes A.
- B.

CITY OF BOULDER PLANNING BOARD AGENDA ITEM MEETING DATE: February 27, 2020

AGENDA TITLE: CONCEPT PLAN & REVIEW for a redevelopment of the property located at 1313 Broadway. Proposed is a 198-room hotel along with ground floor retail, co-working office space, plaza space and below grade parking within the University Hill Business District. Reviewed under case no. LUR2020-00004.

Applicant: Danica Powell Developer: Nichols Partnership

REQUESTING DEPARTMENT:

Community Planning & Sustainability

Chris Meschuk, Interim Director and Assistant City Manager

Charles Ferro, Development Review Manager

Elaine McLaughlin, Senior Planner

OBJECTIVE:

1. Hear applicant and staff presentations

2. Hold public hearing

3. Planning Board discussion of Concept Plan. No action is required by Planning Board.

SUMMARY: CONCEPT PLAN & REVIEW for a 198-room hotel along with ground floor retail, co-working office

space, plaza space and below grade parking.

University Hill Hotel Project Name: Location: 1313 Broadway

Size of Tract: 1.45 Acres (63,230 square feet) **Business Main Street (BMS)** Zoning:

Comprehensive Plan: Mixed Use Business

Key Issues: Staff has identified the following Key Issues discussion topics:

- 1. Consistency of Concept Plan with the Boulder Valley Comprehensive Plan Policies
- Site Design Considertations: Engineering and Open Space
- 3. Building Mass and Scale

I. INTRODUCTION

Concept Plan Review is intended as an opportunity for the applicant to receive comments from the community about the proposed plan before moving forward. Application for "Concept Plan Review and Comment" requires staff review along with and a public hearing before the Planning Board where comments are intended to be advisory and for the applicant to consider prior to submitting any detailed plan documents. The Land Use Code section 9-2-13, B.R.C. 1981 provides Concept Plan Review Guidelines, that are predominately focused on context, both the built context and the regulatory context. They are presented herein in Section III, to lay the foundation upon which the Key Issue are discussed in Section IV of the memo.

II. SUMMARY OF PROPOSED PROJECT

The 11.5-acre triangular-shape site is shown in Figure 1 and spans from the intersection of Broadway and University Avenue to 12th and Pleasant streets. Onto the site, the applicant is proposing a 198-room hotel along with below grade parking, ground floor retail/co-working space with open plaza space "interior" to the site and retail also facing the plaza. As shown in Figure 2, and in Attachment C, Project Plans, the proposed project consists of two interconnected wings one of which aligns Broadway. According to the applicant's written statement, "building transparency along street frontages opens up the



Figure 1: Site Location

project and encourages pedestrians to enter the site's public gathering spaces and explore outdoor-focused retail shops and terraced steps and seating areas." Given the topographic change across the site from University Avenue to Pleasant Street buildings are presented as three stories along Broadway, University Avenue and Pleasant Street and the buildings essentially step with the topography, a portion of the building on the west side, interior to the site, is four stories where the basement level of the parking garage is exposed. The applicant provided massing diagrams in perspective and elevation with precedent images to illustrate design and finish material intent as shown below. Included in the precedent images are highly transparent ground level retail areas, brick buildings; "lantern" effects and patterned brick on specific walls.



Figure 2: Excerpt from Project Plans

CONCEPT REVIEW GUIDELINES

Guidelines for review and comment of a Concept Plan are found within the Land Use Code section 9-2-13(g), and this memo provides information specific to those guidelines in the next section. The guidelines are intended to identify information about the Concept Plan site context and the regulatory process. Per Land Use Code Section 9-2-13(g) Guidelines for Concept Plan Review and Comment it states:

"The following guidelines will be used to guide the planning board's discussion regarding the site. It is anticipated that issues other than those listed in this section will be identified as part of the concept plan review and comment process. The planning board may consider the following guidelines when providing comments on a concept plan:"

Characteristics of the site and surrounding areas, including, without limitation, its location, surrounding neighborhoods, development and architecture, any known natural features of the site including, without limitation, mature trees, watercourses, hills, depressions, steep slopes and prominent views to and from the site;

Surroundings: As shown in Figure 3, the proposed project site is the north bookend of the University Hill business district along Broadway between University Avenue on the north and Pleasant Street on the south. Across Broadway from the site is the southwest corner of the main campus of University of Colorado.

Context - University Hill Business District:

The site is located at the north end of the University Hill Business District (the "Hill") which is an 11.5 acre area encompassing several blocks and aligns Broadway from University to College avenues.

The commercial district began as a residential district and grew in an more "organic" manner over time when residents on 13th Street began converting the front and sides of their dwellings to commercial uses to serve the growing college student population. These early home conversions then mixed-together with commercially-built structures and over the decades created the more eclectic character of the Hill. At the time of the original zoning code adopted in 1928 for



Figure 3: Site Context within **University Hill Business District**

the City of Boulder, the Hill Business District was granted the same zoning designation as the downtown with the expectation that the area would serve a broader commercial need. Some of the establishments that evolved on the Hill became regional destinations for entertainment and shopping such as the Flatirons Movie Theater, the Fox Theater, the Sink restaurant, Tulagi's Dance Hall; along with Kinsley & Company and the Regiment clothing stores. The elevation shown in Figure 4 is a sampling of the varied built uses and character.



In more recent times, several new mixed-use buildings were built on the Hill that include ground floor retail with residential above, either through adaptive reuse of historic structures, or by demolishing structures and building new ones. Most of the Hill district's buildings currently have a wide variety of conditions, some historic and some non-historic, and some in need of basic maintenance.

The immediate context to the site includes both commercial structures as well as residential buildings and homes as shown in Figure 5 on the following page. Adjacent to



Figure 4: West Elevation of 13th Street

the west is the Kappa Gamma Sorority House, a large three-story Colonial Revival style building constructed in 1920; along with a 10-unit apartment building and townhomes. To the north of the site is the three-story Crown Court Apartment complex; south of the site a single story gasoline station/convenience store along with the three and half-story brick commercial building built in 1912 that today houses Half-Fast Subs and Full Cycle Sports along with single family residential homes that back-up to commercial buildings within the Hill.



















Figure 5: Immediate Site Surroundings

Context - University of Colorado. The main campus for CU is located directly across Broadway from the site, with some of the most historic buildings on the campus located on this north end, along with the regional draws of Macky Auditorium and Folsom Field located ¼ to ½ mile respectively from the project site. The built context across Broadway

In the immediate context, across Broadway from the site, this northern portion of CU is park-like in appearance. This can be seen in Figure 6 below, images A and D. As seen from Broadway and the site, mature trees align the street, and there is little in the way of the built context of the campus visible from Broadway. An exception is the Koenig Alumni Center, that is located directly across Broadway from the site shown in image C below. The historic building is home to the CU Alumni Association was built in 1884 as the home of the university president and was dedicated as the Alumni Center in 1968 that is today a rental event venue for meetings and celebrations.

The site shown below in image B is planned to be redeveloped. In November 2019, the CU Board of Regents selected a development team to construct a 250-room hotel and conference center on the 2.95 acre property that is located diagonally across University Avenue and Broadway to the northeast of the site that is planned to accommodate 25,000 square-feet of conference and meeting space along with below grade parking. An early thumbnail sketch is shown below in Figure 7.











Figure 6 (above) University of Colorado Across from Site and Figure 7 (below) Proposed CU Conference Hotel at NW corner



The Site. The 1.45 acre site that is planned for redevelopment, as shown in Figure 8, is currently occupied by several retail/office buildings along with surface parking lots. Figure 8 presents both photos of the existing buildings as well as photos of the original buildings to illustrate how the buildings were altered on the site over time.

There is existing in-line, two-story walkup retail and office referred to as University Hill Plaza was originally built in 1960 but modified over time. Over the years it has housed a variety of retail and restaurants including Bova's Market and Deli, K's China and Santiago's Burritos a tattoo parlor, Dot's Diner and a laundromat.

Attached on the north are several attached retail buildings and a corner vacant restaurant and bar with a large corner patio formerly occupied by La Iguana Mexican restaurant.

Alterations to the exterior of this building have altered its historic integrity, although it still retains some basic elements of its twentieth century commercial style, including its flat roof, display windows, and low height.

There are also two freestanding buildings on the central and



The UHGID-owned surface parking lot with 65 parking spaces that is located to the south west of the buildings. And an existing alley terminates midblock at the University Hill Plaza building.

yogurt and sandwich shops. A second story was added to the building and has been both office and an apartment.

There are no long-lived or mature trees on the site, however, there are a number of mature street trees aligning Broadway, University Avenue and Pleasant Street. Because some of the street trees on Pleasant Street are Ash trees that are subject to Emerald Ash Borer, they will be required to be removed.

Regarding the Concept Plan review guidelines of "views to and from the site," given the location of the site at a key intersection of University Hill and at the northwest terminus of the main campus, the site itself is visually prominent at the intersection of University Avenue and Broadway. Views from the site to the south and west could be captured from upper story windows, but at the ground level views are somewhat shrouded toward the Flatirons and foothills due to the existing homes and mature trees along both Pleasant and 12th streets (refer back to Figure 5, images 'G' and 'H'). Refer to criterion 8 below for further discussion of the viewshed.

















Figure 8: Photos of Existing Buildings and Images of the Original Buildings, illustrating alterations over time

 Community policy considerations including, without limitation, the review process and likely conformity of the proposed development with the Boulder Valley Comprehensive Plan and other ordinances, goals, policies, and plans, including, without limitation, subcommunity and subarea plans;

As described in Key Issue 2, within the <u>Boulder Valley Comprehensive Plan</u> the Hill Business District and University of Colorado are together identified as one of the city's "three regional centers" that "constitute the highest level of intensity" and as shown in the BVCP map in Figure 9. As noted in the BVCP on page 36,

"the city's three regional centers constitute the highest level of intensity. They form a triangle at Boulder's geographic center: Historic Downtown, Boulder Valley Regional Center (BVRC) and the University of Colorado (CU), with the University Hill business district, which also serves as a neighborhood center for the surrounding area."

The regional aspect of the Hill Business District is further affirmed in BVCP Policy 2.20 where the city indicates that the hill is part of "Boulder's Central Area" and that the site is one of the identified "opportunity sites" in this corridor as shown in pink in the BVCP "Central Broadway Corridor Design Framework Diagram" shown in Figure 10.

2.20 Role of the Central Area Boulder's Central Area will continue as the regional service center of the Boulder Valley for office, retail, financial, governmental, civic, cultural and university activities. As such, it will remain the primary activity center and focal point of the Boulder Valley. The Central Area includes distinct, interrelated centers such as the Downtown Business District, Civic Area, University Hill and Boulder Valley Regional Center. It also includes the University of Colorado Main Campus and Canyon Boulevard Cultural Corridor. A variety of land uses surround the centers and complete streets and multimodal transportation alternatives provide direct connections between them. The Central Broadway Corridor Design Framework ("Framework") focuses on the five key activity centers along the central stretch of Broadway (University Hill/CU, the Civic Area, Downtown, the Alpine-Balsam site and Boulder County's Broadway and Iris site). With a focus on physical form and character, systems, community experiences and services and some housing, the Framework identifies opportunities to strengthen existing assets and opportunities to fill gaps and address challenges along the corridor and in the centers.

Figure 9: BVCP Regional & Neighborhood Centers

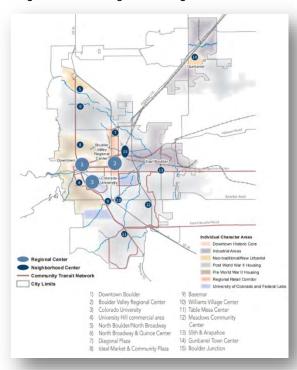




Figure 10: Central Broadway Corridor Design Framework

As shown in Figure 11, the BVCP land use of "Mixed Use Business" (MUB) and the zoning designation of "Business Main Street" for the properties are consistent with one another. preliminary analysis of consistency with the BVCP policies is provided in Key Issue 2 and Attachment A.

University Hill General Improvement District (UHGID) and Hill Reinvestment Strategy. The site is within the boundaries of UHGID which was established in 1970 as a business owner/member self-taxing district to provide customers to the Hill with parking. In 1985, the UHGID scope expanded today by ordinance, UHGID funding is intended to support a number of improvements intended to support a robust retail environment including:





Figure 11: BVCP Land Use – Mixed Use Business

- (a) parking and off-street parking facilities;
- (b) acquisition or lease of necessary land or interests therein, and improvements thereto in connection with said facilities both within and outside the district;
- (c) other incidental and appurtenant facilities and improvements designed to improve parking and improve the convenience of the district area;
- (d) pedestrian and bicyclist amenities including benches, trees, landscaping, bike racks, signage, banners and trash receptacles;
- (e) improvements to increase the attractiveness and convenience of the district;
- (f) incentive programs to encourage use of means of transportation to and from the district other than the under-occupied private automobile;
- (g) maintenance of any of the above described types of facilities and improvements located in the public right of way within the district.

In 2014 City Council established a priority to develop the Hill Reinvestment Strategy that included the goal of restoring the Hill Business District to year-round vitality. Backed by a retail consultant report that found that the Hill Commercial Area has among the highest vacancy rates in the city (10 percent) when compared to downtown Boulder at eight percent and among the highest rate of occupancy costs as a percent of retail sales of 18 percent. According to the consultant, the industry rule-of-thumb for a viable retail business is for occupancy costs as a percentage of sales to not exceed 10 percent. Other key findings of the strategy include the need to attract an anchor use to generate consistent increased foot traffic and to improve the overall attractiveness and cleanliness of the district.

Subsequently, in 2015, the City Council initiated a study to address concerns that the economic environment of the Hill strongly favors student rental housing in the Hill commercial district, making it difficult for other uses to compete in the market place. As part of the study a report was prepared with findings that identified specific strategies for redevelopment including identification of "catalyst sites" as anchors in the business district. As found on page 17 of the University Hill Commercial District Moratorium Project: Phase 1 report it states,

"As early as the 1993 Hill Plan, the role of "catalyst" sites has been a primary strategy for Hill revitalization. Catalyst sites are defined as key properties that are sufficiently substantial in size to accommodate redevelopment projects that can contribute to implementing the City Council vision for a greater diversity of uses, stakeholder partnerships and multi-modal access. Catalyst sites also provide the opportunity to achieve other Hill priorities such as creating public gathering areas, increasing public art and increasing parking which has been identified as a key foundation to attracting more office use, entertainment and retail. A diversity of business/residential uses in the Hill commercial district would help to create a year-round vitality to support business retention and attract new businesses. Business diversity has been hard to achieve within the existing historic buildings, and given the shortage of parking for additional office workers and business customers. Redevelopment of larger sites would offer an opportunity to address both these barriers to year-round vitality. As in many historic areas, the existing surface parking lots present the greatest opportunity for redevelopment efforts. On the Hill, there are three surface parking lots – two are owned by the parking district (UHGID) and one by the University of Colorado. These sites and the gas station at the corner of Pleasant and 13th Street have been repeatedly identified over time as the four opportunity catalyst sites."

Since that time, the city explored options for the city owned surface parking lot as a catalyst site including a potential public-private partnership with the city potentially providing below grade parking and a developer building a hotel and retail above. However, when development estimates to provide the below grade parking became cost prohibitive, City

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Council directed staff in April 2019 to proceed with a fair market value sale of the parking lot property for redevelopment. Various stipulations of the sale require relocation assistance for existing commercial tenants on the project site to be administered by the city; the provision of transportation demand management (TDM) strategies for hotel employees and guests; and the provision of student employment opportunities. The proposed Concept Plan represents the initial steps in securing the redevelopment of the site as a catalyst site.

The Hill Commercial Alley Enhancement Plan. To further the goals of the Hill Reinvestment Strategy and the city's Access Management and Parking Strategy, an interdepartmental staff team was convened in 2016 to look at the alleys of the Hill Commercial Area as an opportunity. Modeled on successful alley enhancement programs pursued in the nearby cities of Fort Collins and Longmont, the University Hill Alley Enhancement Master Plan is intended to create a road map of the alleys in the Hill Commercial Area as an asset for the district, create opportunities for greater economic vitality, increase multi-modal connectivity, and be a safer, more attractive place to visit. In addition, alley improvements are to improve the comfort and use of "select alleys" as direct connections for pedestrians. In August 2018, the Transportation Advisory Board (TAB) and the University Hill Commercial Area Management Commission (UHCAMC) both recommended that the plan be incorporated by reference into the 2019 update of the city's Transportation Master Plan, and as a result, the plan was included in the TMP Action Plan.

Within the plan, one of the "select" alleys terminates at the Concept Plan site. Referred to as "Alley A", it runs mid-block between Broadway and 12th Street from Pleasant Street to Pennsylvania Avenue and is planned with a number of improvements. Given the intentional connectivity and enhancement of "Alley A" it is an important consideration in the urban design of the Concept Plan site. Among the planned enhancements to this alley are the use of overhead Tivoli lighting, special paving, benches and planters at the entrance to the alley along with special lighting and trash enclosures. The improvements of this alley are planned in Phase 1 and 2 of the enhancement plan and are among the earliest improvements planned to be implemented. The alley aligns with the proposed Concept Plan plaza space.



Figure 12: Planned Alley Enhancements Adjacent to Site

3) Applicable criteria, review procedures, and submission requirements for a site review;

The proposed project is subject to the standards for the Business Main Street (BMS) zoning shown in Figure 13, defined as,

"Business areas generally anchored around a main street that are intended to serve the surrounding residential neighborhoods. It is anticipated that development will occur in a pedestrian oriented pattern, with buildings built up to the street; retail uses on the first floor; residential and office uses above the first floor; and where complementary uses may be allowed."



Figure 13: Zoning

Within the BMS zoning district the maximum Floor Area Ratio (FAR) is 1.85 to 1 given the site's location in UHGID. Setbacks are urban in configuration, with setbacks adjacent to streets anticipated to be zero, with upper story setbacks on side yards adjacent to streets; and by-right uses anticipate active uses such as retail and restaurants.

The size of the planned building meets the threshold for review under the Site Review criteria, and there are several modifications requested, subject to all the criteria in section 9-2-14(h) of the Land Use Code. The following are the requested Form and Bulk modifications per section 9-7-1 to the Land Use Code, B.R.C 1981:

- o Minimum floor area for any principal building: 80,072 sf for west building and 19,928 sf for east building where 15,000 sf is by-right
- o Maximum building height: 52'-8" for west building; 47'-9" for east building where 35 feet is by-right
- o Maximum number of stories: four stories for west building where three stories are by right
- 4) Permits that may need to be obtained and processes that may need to be completed prior to, concurrent with, or subsequent to site review approval;

The following review processes would be required:

- Site Review given the size of the combined properties. The Concept Plan is subject to Planning Board review with City Council call-up
- Potential for Use Review for Restaurant with Outdoor Seating in excess of 300 square feet within 500 feet of a residential zoning district (RH-5) to the west
- Application for a Lot Line Elimination may also be required at the time of Site Review submittal to remove the
 existing lot lines. Application requirements and review and approval procedures for a Preliminary Plat are provided
 in section 9-12-6 and 9-12-7, respectively
- Final Plat– staff level review subject to 14-day call up to Planning Board to eliminate the lot lines
- Vacation of small strip of right-of-way within the site
- Technical Documents for Final Plans and Engineering staff level review
- Building Permits
- 5) Opportunities and constraints in relation to the transportation system, including, without limitation, access, linkage, signalization, signage, and circulation, existing transportation system capacity problems serving the requirements of the transportation master plan, possible trail links, and the possible need for a traffic or transportation study;

The site has been developed for over 100 years with many of the surrounding streets including Broadway, Pleasant Street, University Avenue and 12th Street all established in the early days of Boulder. All of the surrounding streets have detached walkways. An existing multi-use path is located across Broadway from the site that provides regional connectivity and links to the Boulder Creek Path located one-quarter mile north. The city plans to improve and enhance alley located between Pleasant and Pennsylvania streets with pedestrian amenities that would provide a link from the site and to the rest of the business district. The applicant intends to create a link between the site to the enhanced alley creating an alternative pedestrian way, removed from heavily traveled Broadway as shown in Figure 14.

As shown in Figure 15, the site is also located on the major transit line of Broadway that includes the local RTD bus routes of the 225, 204, Skip, Dash, and the regional bus routes of the Flatiron Flyer and AB (Airport) buses. There are three bus stops in a two block radius of the site.

Within UGHID there are 301 district vehicular parking spaces as shown in the district map in Figure 16 that are comprised of 153 on-street parking spaces and 148 off street parking spaces in three lots, including the lot located within the subject site.

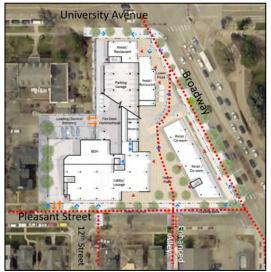






Figure 14: Planned Pedestrian Circulation

Figure 15: RTD Transit Near Site

Figure 16: UHGID Parking

Environmental opportunities and constraints including, without limitation, the identification of wetlands, important view corridors, floodplains and other natural hazards, wildlife corridors, endangered and protected species and habitats, the need for further biological inventories of the site and at what point in the process the information will be necessary;

Given the urban and developed nature of the site, there is little in the way of environmental constraints, special status species or other natural habitats. There are mature street trees located on both Broadway, University Avenue and Pleasant Street but no significant or long-lived trees or vegetation on the property.

Regarding important view corridors, from the intersection of Broadway and University Avenue, there are views toward the property that are backdropped by views of the Flatirons. Approaching the site from the north on southbound Broadway, there are no Flatiron views due to the hill topography, existing mature vegetation and existing buildings. On the east side of Broadway as a southbound pedestrian, views become more evident toward the Flatirons.

As with most views in urbanized Boulder, the viewshed changes as one moves through a space and views open up or become shrouded due to existing mature vegetation and buildings as well as distance from foreground structures. Views typically are evident at intersections where there is no buildings or vegetation and view opportunities become limited where buildings exist, whether the buildings one-story or greater.

In the case of the views surrounding the existing subject site toward the Flatirons, the views are mostly evident from an area from the intersection of Broadway and University Avenue, to a half-block north and south of the intersection. Refer to figures 17 and 18 that illustrate the transition in views. The top row of photos in Figure 17 illustrates the changing views toward the west moving along the bike path on the campus side of Broadway where views tend to be broader. The second set of photos in Figure 18 illustrates the changing viewshed on the west side of Broadway. It is notable that as both a motorist or a bicycle/pedestrian, the visual transition is the same when moving south on Broadway: views are evident where no building or vegetation exists primarily at street intersections, and views are less evident with intervening mature trees and the vertical built environment whether buildings either single story or multi-stories exist.









Figure 17: Pedestrian Viewshed toward Southwest from East Side of Broadway





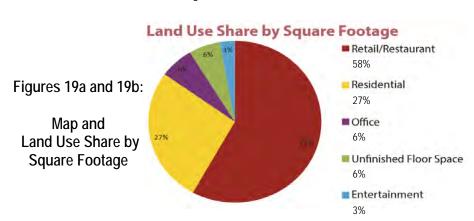


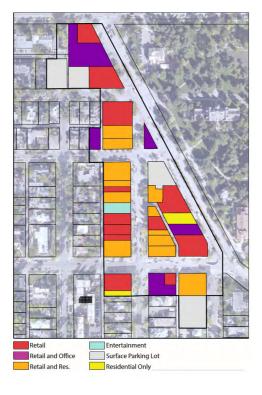


Figure 18: Pedestrian Viewshed toward Southwest from West Side of Broadway

Appropriate ranges of land uses;

As described under criterion 2 above, the <u>Boulder Valley Comprehensive Plan</u> land use designation for the property is "Mixed Use Business" where the uses are expected to be "either business or residential." In terms of the establishment of new visitor- and neighborhood-serving businesses as well as co-working office uses planned on the site, the city's <u>University Hill Commercial District Moratorium Project: Phase 1</u> found that the Hill business district (and the area contained within the MUB land use) is comprised of the following land uses on the hill, shown in Figure 19a, and the breakdown of the use in the chart in Figure 19b.





Notable in the "land use share" chart above is that there is not a distinction between "regional business" uses and "neighborhood serving retail" though the Hill district is qualified in the BVCP as both a "Regional Center" as well as a "Neighborhood Center." In addition, while development projects owned by the University of Colorado are exempt from review by the city, it is important to note the planned university conference center and hotel facility to be located directly across the University Avenue and Broadway intersection from the site. Relying upon the BVCP for direction, it is important to reference the "Regional Center" that the city has defined for both CU and University Hill Business District.

8) The appropriateness of or necessity for housing.

The University Hill Business District where the site is located, is and has been a business-oriented area sandwiched between the University Hill residential neighborhood to the west and the CU campus to the east. As noted, the BVCP has long recognized the University Hill Business District in combination with the University as one of the three regional centers. Given the large University Hill neighborhood to the west, the BVCP also recognizes the importance of the University Hill Business District as a "neighborhood center." This "hybrid" association between regional serving uses and local, neighborhood serving uses indicates that this business district isn't intended as a residential area, but rather a retail, commercial, office area.

IV. KEY ISSUES ANALYSIS

Staff identified three key issues for discussion:

- Consistency of Concept Plan with the Boulder Valley Comprehensive Plan Policies
- 2. Site Design Considerations: Engineering and Open Space
- 3. Building Mass and Scale

Key Issue #1: Is the proposed Concept plan consistent with BVCP Land Use Plan & Policies?

Because the subject site is located within the planning area of the Boulder Valley Comprehensive Plan (BVCP), at the time of Site Review consistency with the BVCP Land Use Map designation and policies (on balance) are among the criteria findings necessary for Site Review approval. Additional policy analysis will occur at the time of Site Review to demonstrate that the development is appropriately designed to address the policies.

Boulder's City Structure. As noted on page 32 of the BVCP, and shown in Figure 18, Boulder's city structure is formed both by the surrounding open space as well as the compact, interconnected urban form. The planned development is considered an infill within the urban form. Within the urban area, the BVCP has for decades defined specific centers and the University Hill business district, where the Concept Plan site is located, is among the three defined Regional Centers, shown in Figure 18 and noted on page 36 of the BVCP as follows:

"the city's three regional centers constitute the highest level of intensity. They form a triangle at Boulder's geographic center: Historic Downtown, Boulder Valley Regional Center (BVRC) and the University of Colorado (CU), with the University Hill business district, which also serves as a neighborhood center for the surrounding area."

A "Neighborhood Center" is also defined in the BVCP as,

The next tier of intensity is neighborhood centers. In addition to serving as neighborhood gathering places, these centers also provide goods and services for the day-to-day needs of nearby residents, workers and students and are easily accessible from surrounding areas."

The BVCP further defines the land use for the site as, "Mixed Use Business" as development that: "may be appropriate and will be encouraged in some business areas." Consistent with the identification of the University Hill Business District as both a regional- and neighborhood-serving area, a planned hotel with restaurant, retail and co-working spaces meet the intent of the BVCP. Further analysis of the BVCP policies with the Concept Plan is provided in Attachment A.

Key Issue #2: Site Design Considerations

Engineering and Site Design Considerations. As shown in Figure 20 below, the subject site is currently impacted by an active sanitary sewer main oriented in a north/south alignment, approximately bisecting the existing UHGID parking lot. The sanitary sewer main is located within an existing narrow public right-of-way and adjacent public utility easement. It may be possible to abandon a portion of the sanitary sewer main and vacate both the public right-of-way and public utility easement if it is determined that there is no public need for that facility specific to the present location. However, to make a determination that no public need exists, it would be necessary to show a new sanitary sewer main could be constructed in an alternate alignment in order to maintain the City's sanitary sewer collection network. During initial review of the current concept, staff noted that the applicants' proposal for relocation of the sanitary main to an east/west alignment in Pleasant Street would be challenging given the high concentration of existing public and private utilities within the Pleasant Street right-of-way. The abandonment of the existing sanitary sewer main, and the ability to relocate that infrastructure is critical to the hotel configuration as it is shown in the Concept Plan today. Staff notes that if the abandonment of the existing facility and the sanitary sewer main relocation to Pleasant Street may be difficult to achieve and, in turn, cost prohibitive which would impact the current configuration and layout of the southwest side of hotel. Additional engineering investigation is critical and necessary to finalize the layout of the hotel.

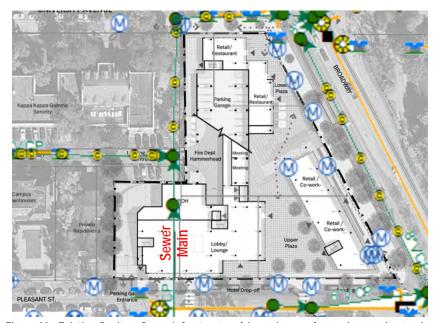


Figure 20: Existing Sanitary Sewer Infrastructure (shown in green) superimposed onto plan

Open Space and Pedestrian Access Site Design Considerations. The site design for this triangular-shaped property is a creative and efficient layout that achieves the expected BMS zoning form and bulk standards with street-forward buildings to engage the pedestrian on all street sides; provides connectivity through the site, and ensures parking is tucked below grade. As project plans progress, staff offers the following considerations for refinements to the site design.

The concept plan is illustrated with 25 percent of the site as open space including two open plaza areas and a staircase that would each provide different types of pedestrian experiences. The configuration of the lower plaza and layout of the buildings at the corner of University Avenue and Broadway effectively channels the eye and pedestrians into the site and away from the busier vehicular corridor along Broadway. In this regard, staff also acknowledges the unique challenge that the approximately 15 feet of grade transition across the site presents: from the low point at University and Broadway to the high point on the southwest corner along Pleasant Street. To accommodate the transition, the buildings are planned to "step" the site, and a central terraced stairway is planned for both the connectivity as well as "public space" with broad stair treads integrated into the stairway for seating. In this regard, staff notes that there are successful examples of stairs that are uses both as functional transitions in grade and as open space amenities from the Lyons Street Steps in San Francisco, the High Line in New York City, and the famous Spanish Steps in Rome. Figures 21a and 21b illustrates the terraces and the precedent images provided by the applicant respectively.

Staff notes that as project plans progress, specific programming of uses aligning the stairs will be critical to the terraced stairs success as an open space feature as would the addition of elements such as color, plantings and warm materials for seating on the stairs. Additional precedent images are shown below in Figure 22. The applicant should consider seasonal functionality of the stairs for open space as well, given that they are mostly in shade, below the elevated connector of the two buildings.

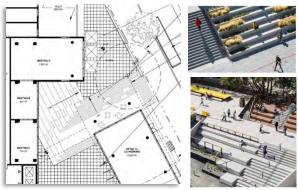


Figure 21: Stairs as Public Space (a) plan view and (b) precedents











Figure 22: Precedent Images illustrating use of softscape plantings and to soften the appearance of the terraced stairs

Key Issue #3, Building Mass and Scale Considerations

As described in Section II above of this memo, the building's massing is comprised of two interconnected buildings: the east building that is shown to align with Broadway and is approximately 24,000 square feet and three stories; and the west building that is planned to span from Pleasant Street to University Avenue of approximately 76,000 square feet and three stories with a portion shown as four stories. The two buildings are connected by an enclosed two-story bridge.

As shown in Figure 23a, the west building has a series of projecting bays on the north and northeast end of the site including two, single-story retail bays that open to the lower plaza and a two-story bay hotel meeting room that projects over the stairs. Figure 23b illustrates an abstract sketch of the planned building bays with the building modulation that illustrates how the modulation creates a perspective to draw the eye into site and the focal point of the upper plaza. Staff notes that this format could be an effective means to essentially funnel pedestrians up into the space.

As shown in a plan view in Figure 24, the City's enhanced alley planned between Broadway and 12th Street connects directly to the terminus of this space and thus creates an alternative pedestrian path through and into the business district. In this regard, the massing is an effective urban design approach to achieve greater connectivity to and through the site. Staff would recommend that the applicant consider a more compelling focal point at the viewshed terminus. As can be seen in Figure 24, the viewshed appears only to terminate at a side wall



Figure 23a: Perspective -corner of Broadway & University Ave

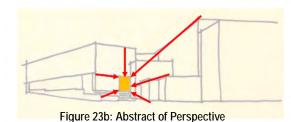




Figure 24: Plan view of site and planned CU Conference Hotel to demonstrate visual and physical connectivity and opportunity

to the planned hotel meeting space, the elevator walls and (potentially) out to Pleasant Street staff notes that should be a focal point that would help draw the pedestrian up into the site beyond the terraced staircase amenity, whether it is outdoor seating for a restaurant at the hotel, or an intentionally place sculpture. While the stairs could be viewed as a draw or amenity in and of themselves, a stronger element should be placed beyond the stairs to enhance the pedestrian desire to move up and into the space.

Building Mass and Scale in Context. In terms of building mass and scale in the area and context, reference is made to the Site Review criteria that will be applied to evaluate the plans that include the following:

- (i) The building height, mass, scale, orientation, and configuration are compatible with the existing character of the area or the character established by an adopted plan for the area;
- (ii) The height of buildings is in general proportion to the height of existing buildings and the proposed or projected heights of approved buildings or approved plans for the immediate area;
- (iv) If the character of the area is identifiable, the project is made compatible by the appropriate use of color, materials, landscaping, signs, and lighting;
- (v) Projects are designed to a human scale and promote a safe and vibrant pedestrian experience through the location of building frontages along public streets, plazas, sidewalks and paths, and through the use of building elements, design details and landscape materials that include, without limitation, the location of entrances and windows, and the creation of transparency and activity at the pedestrian level;

The Site Review criteria related to building mass and scale focus of the importance of compatibility of a building in the context. As noted in Section III above, the context is eclectic both in building mass and scale and in character and style owing to the "organic" nature of development within the Hill compared to the more rigorously planned development of CU campus over time. Buildings on the Hill have a variety of sizes and styles. Like most college campuses, the university tends to have large buildings with a defined style and specific materials. As such, the "existing character of the area" cannot be specifically defined. A snapshot of the varied commercial and residential Hill context and the campus is presented in figures 25 and 26.



























Figure 25: The Existing Character of the Area

Given the eclectic nature of the surroundings, it is arguable that there is no discernable consistent style, form, or building scale to emulate. In that sense, the site is an opportunity to be a transitional bridge between the grander collegiate mass and scale and the organically evolved mercantile style of the hill. The planned hotel with a varied building mass and scale, and modulated building forms that are grounded with a strong pedestrian-engaged street level, does manage the bridge. As

project plans progress to Site Review, greater definition of finish materials and fenestration will also help to bridge the varied context.

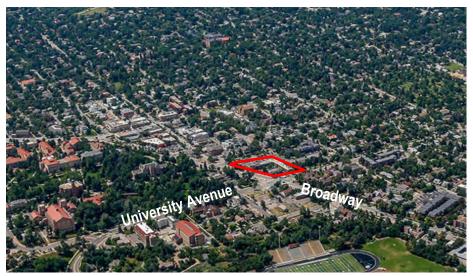


Figure 26: The Varied Context and the Opportunity to Bridge the Character of the Surroundings

PUBLIC COMMENT AND PROCESS:

Required public notice was given in the form of written notification mailed to all property owners within 600 feet of the subject site and a sign posted on the property for at least 10 days. Staff received comments from the University Hill Neighborhood Association Design Review Board, who in general indicated support for the proposed Concept Plan. That email is provided in Attachment C. Staff also received a phone call from the house director for the Kappa Kappa Gamma Sorority House that is located adjacent and to the west of the site. Among the concerns articulated was the location of the trash enclosure near the house and any opportunities there may be to relocate that function further away from the house. In addition, the house director noted that the house's amenity roof deck as well as individual rooms would be visually impacted by the proposed building. In particular, the roof deck is currently open to sun and air circulation and there is a concern that the three- to fourstory building would change the character of that amenity. Similarly, with hotel rooms facing the east end of the house, the house director said privacy becomes a concern. The applicant should be prepared to amend project plans in deference to these concerns to create less impacts on the sorority house. In addition, the house director noted that a representative for the house will be providing comments at the Planning Board hearing.

STAFF FINDINGS AND RECOMMENDATION:

No action is required on behalf of the Planning Board. Public comment, staff, and Planning Board comments will be documented for the applicant's use. Concept Plan Review and comment is intended to give the applicant feedback on the proposed development plan and provide the applicant direction on submittal of the Site Review plans.

Approved By:

Chris Meschuk, Asst. City Manager / Interim Director of Planning

Department of Planning

ATTACHMENTS:

A: BVCP Policy Analysis

B: Link to Development Review (DRC) Comments

C: Neighbor Comments

D: Concept Plan Written Statement and Plans

	BVCP Policy	Excerpt from BVCP	How the Concept Plan Meets This Policy	Supporting graphics
	2.20 Role of the Central Area	"Boulder's Central Area will continue as the regional service center of the Boulder Valley for office, retail, financial, governmental, civic, cultural and university activities. As such, it will remain the primary activity center and focal point of the Boulder Valley. The Central Area includes distinct, interrelated centers such as the Downtown Business District, Civic Area, University Hill and Boulder Valley Regional CenterA variety of land uses surround the centers and complete streets and multimodal transportation alternatives provide direct connections between them. ()"	From this policy, the city considers the site location within the University Hill Regional Center to be part of "Boulder's Central Area." As such, the intent as noted in the policy is to remain a "primary activity center and focal point of the Boulder Valley. In that regard, a region-serving use such as a hotel along with the planned retail and co-working office spaces would be consistent with the city's long term regional and neighborhood center qualification for the site.	Grandview Av Pleasant St Pennsylvania St College Av
Design Quality	2.24 Commitment to a Walkable & Accessible City	"The city will promote the development of a walkable and accessible city by designing neighborhoods and mixed-use business areas to provide easy and safe access by foot, bike and transit to places such as neighborhood centers, community facilities, transit stops or centers and shared public spaces and amenities (i.e., 15-minute neighborhoods). The city will consider additional neighborhood centers or small mixed-use retail areas where appropriate and supported by the neighbors they would serve. In some cases, the definition of mixed use and scale and character will be achieved through area planning."	As an infill site, the streets surrounding the site have been developed with detached walkways for decades. A multi-use path exists across Broadway from the site and it is on a major transit line along Broadway. The site plan creates a new connection through the site as an alternative pathway away from the heavily traveled vehicular lanes on Broadway, and augments that experience with activity-generating retail. The planned plaza spaces are also intended to connect to the city's planned enhancement of the alley between Pleasant and Pennsylvania adjacent to the site. This will provide a greater level of interconnectivity and help to create a seamless path through the University Hill.	The state of the s

2.33 Sensitive Infill & Redevelopment "With little vacant land remaining in the city, most new development will occur through redevelopment in mixed-use centers that tend to be the areas of greatest change. The city will gear subcommunity and area planning and other efforts toward defining the acceptable amount of infill and redevelopment and standards and performance measures for design quality to avoid or adequately mitigate negative impacts and enhance the benefits of infill and redevelopment to the community and individual neighborhoods. (...)"

As noted, the city through the BVCP has identified the subject site as both part of a "regional and neighborhood center" as well as an "opportunity site." Per the BVCP,

"With a focus on physical form and character, systems, community experiences and services and some housing, the <u>Framework identifies</u> opportunities to strengthen existing assets and opportunities to fill gaps and address challenges along the corridor and in the centers."

Similarly, the city has identified this site as a "catalyst site" as a part of the University Hill Moratorium Study, with the intent to create an anchor for the business district.









Through its policies and programs, the city will encourage or require quality architecture and urban design in all development that encourages alternative modes of transportation, provides a livable environment and addresses the following elements:

b. The context. Projects should become a coherent part of the neighborhood in which they are placed. Special attention will be given to protecting and enhancing the quality of established residential areas that are adjacent to business areas.

The site is intended as a catalyst site where redevelopment is anticipated. The site's neighborhood context is varied: across the street is the University with a well-defined campus style and buildings of up to seven stories and a welldefined defined materials palette. The University Hill Business District, on the other hand, evolved more organically with varied building form, massing, character, and detail. Similarly, the residential neighborhood to the west is eclectic in style and massing with both large and small structures. Because it is arguable that there is no discernable consistent style, form, or building height in the "neighborhood" to emulate, the site essentially is an opportunity to be a transitional bridge between the grand, collegiate-style building mass and scale and the organically evolved mercantile business district and residential neighborhood. The proposed modulated building forms of the project, that are grounded with a pedestrian-oriented ground level, does conceptually create a logical bridge in the urban context.

2.41 Enhanced Design for All Projects Design Quality

2.41 Enhanced Design for Private Sector Projects "c. Relationship to the public realm. Projects should relate positively to public streets, plazas, sidewalks, paths and natural features. Buildings and landscaped areas—not parking lots—should present a well-designed face to the public realm, should not block access to sunlight and should be sensitive to important public view corridors. Future strip commercial development will be discouraged."

h. Permeability. Create permeability in centers with a mix of semi-public and public spaces that are connected visually for intuitive navigation. Include civic and cultural uses as well as outdoor seating, shade trees, and green spaces in the public spaces to create a unique identity and sense of place. Project should provide multiple opportunities to walk from the street into projects, thus presenting a street face that is permeable. Where appropriate, they should provide opportunities for visual permeability into a site to create pedestrian interest.

i. On-site open spaces. Projects should incorporate well-designed functional open spaces with quality landscaping, access to sunlight and places to sit comfortably. Where public parks or open spaces are not within close proximity, shared open spaces for variety of activities should also be provided within developments

"j. Buildings. Buildings should be designed with a cohesive design that enhances the streetscape and is comfortable to the pedestrian. Buildings should demonstrate approachability and a relationship to the street, with inviting entries that are visible from public rights of way, multiple entrances and four-sided design. Foster appeal of buildings through attractive, well-designed architecture made of high-quality, long-lasting materials and innovative approaches to design."

The Concept Plan is illustrated with public plazas that both open-up to the streets but are also enclosed as "outdoor rooms" between buildings. This not only addresses policy "c" but also policies "h" and "i" in that, this project incorporates 25 percent open space plaza space that also provides both a physical connectivity as well as a visual permeability. As project plans progress, greater information will be required on the activities planned and programmed in the plaza spaces.

In the urban context of Boulder, unimpeded views of the Flatirons and Foothills tend to occur only at intersections. Foreground buildings (of even one and two stories) and mature trees tend to obscure views in most of the urban context of Boulder. In this context, and with the expectation that this site redevelop as both a catalyst/anchor site for the Hill Business District, as well as s a "Regional and Neighborhood Center," the site is expected to be an infill. As such, views that today can be seen of the Flatirons from portions of Broadway will likely be obscured. That would likely be the case even if the buildings were the by-right height of 35 feet. The plans illustrate the intent to present a well-designed building street face to the public realm on all three surrounding streets consistent with this policy.

The Concept Plan is oriented to the pedestrian with a site design that is intended to have buildings that are approachable and address the street. The plans illustrate a modulated building form that creates a sense of perspective and draws the pedestrian up into the site. Entries are pronounced in the concept, and precedent images illustrate the use of high-quality materials and innovative design.







5.01 Revitalizing Commercial & Industrial Areas

Strategic Redevelopment and Sustainable Employment

"The city supports strategies unique to specific places for the redevelopment of commercial and industrial areas. Revitalization should support and enhance these areas, conserve their strengths, minimize displacement of users and reflect their unique characteristics and amenities and those of nearby neighborhoods. Examples of commercial and industrial areas for revitalization identified in previous planning efforts are Diagonal Plaza, University Hill commercial district, Gunbarrel and the East Boulder industrial area. The city will use a variety of tools and strategies in area planning and in the creation of public/ private partnerships that lead to successful redevelopment and minimize displacement and loss of service and retail uses. These tools may include, but are not limited to, area planning with community input, infrastructure improvements, shared parking strategies, transit options and hubs and changes to zoning or development standards and incentives (e.g., financial incentives, development potential or urban renewal authority)."

The proposed project is planned as a redevelopment that was earmarked as a "catalyst site" for the University Hill Revitalization Strategy. This policy specifically targets the University Hill commercial district as an area that is intended for revitalization of the commercial area. As a part of the potential sale of the UGHID-owned parking lot, the city will require any future developer of the site to utilize strategies for relocation of the existing, displaced retail uses that exist on the site today. Specific to those strategies are the following:

- Relocation assistance for commercial tenants on the project site to be administered by the city (a total contribution of \$200,000, calculated as \$10/square foot for approximately 20,000 square feet of commercial space);
- Transportation demand management program for hotel employees and guests; and
- Student employment opportunities.



	BVCP Policy	Excerpt from BVCP	How the Concept Plan May Need to be Revised to Meet this Policy	Supporting graphics
	2.41 Enhanced Design for Private Sector Projects	"c. Relationship to the public realm. Projects should relate positively to public streets, plazas, sidewalks, paths and natural features. Buildings and landscaped areas—not parking lots—should present a well-designed face to the public realm, should not block access to sunlight and should be sensitive to important public view corridors. Future strip commercial development will be discouraged."	While the proposed Concept Plan appears to relate positively to the public streets surround the site, there may be adjustments that will be necessary to the northwestern portion of the building mass and regarding "access to sunlight" to the adjacent property. As noted in the Key Issues, a solar analysis will be required at Site Review that will need to demonstrate that the shadows cast by the proposed three- to four-story massing will not create shadows greater than the hypothetical 25-foot solar fence. Given the close proximity to the adjacent property, greater building height modulation may be required.	Adjacent Property
Design Quality	2.41 Enhanced Design for Private Sector Projects	"h. Permeability. Create permeability in centers with a mix of semi-public and public spaces that are connected visually for intuitive navigation. Include civic and cultural uses as well as outdoor seating, shade trees, and green spaces in the public spaces to create a unique identity and sense of place. Project should provide multiple opportunities to walk from the street into projects, thus presenting a street face that is permeable. Where appropriate, they should provide opportunities for visual permeability into a site to create pedestrian interest.	Overall, the proposed Concept Plan meets this policy. As noted in the Key Issues, the sense of permeability could be augmented with a strong visual terminus from Broadway up into the site. As currently presented in the Concept Plan, the connectivity from University and Broadway up into the site employs a terraced staircase that could be attractive if the details create a sense of interest, practicality and comfort in shade and sun. However, without a defined focal point further into the site and above the stairs, the connectivity may appear more daunting and less of a draw. Currently, the focal point appears to be to the walls of a meeting space, and potentially out to Pleasant Street. As project plans progress, staff recommends care in framing and terminating the viewshed for the stairs and open space to fully meet this policy.	



DATE OF COMMENTS: February 14, 2020
CASE MANAGER: Elaine McLaughlin
PROJECT NAME: Hill Hotel and Retail
LOCATION: 1313 BROADWAY

REVIEW TYPE: Concept Plan Review & Comment

REVIEW NUMBER: LUR2020-00004

APPLICANT: DANICA POWELL, TRESTLE STRATEGY GROUP

DESCRIPTION: Concept Plan review for "Hill Hotel" Development: includes a 198 room hotel, retail

space, co-working offices, and below grade parking.

REVIEW COMMENTS

The following comments are provided for the next step in refining the project plans for the Site Review application. Many of the comments have also been incorporated into the Concept Plan review memo for the Planning Board discussion on February 27, 2020.

Access and Circulation

David Thompson, 303-441-4417

- 1. Alternatives to the Automobile: In meeting the site review criteria for circulation the project will be required to enhance the existing transit stop on southbound Broadway. The applicant should consider installing a transit shelter along with benches and lighting in order to enhance the existing transit stop.
- 2. Bicycle Parking: Staff appreciates the short-term bicycle parking that's being shown on the Concept Plan. At time of site review the project will be required to meet the off-street bicycle parking requirements contained in Table 9-8 of the Boulder Revised Code 1981 (B.R.C. 1981). The site plans must include a bicycle parking table which shows the number of bicycle parking spaces that's required to be provided along with the number of bicycle parking spaces being provided for the different uses on the site. The bicycle parking table must be broken down to show short-term bicycle parking and long-term bicycle parking. Please refer to Section 2.11 of the City's Design and Construction Standards (DCS) and Section 9-9-6(g) B.R.C. 1981 for the criteria and design standards for both long-term and short-term bicycle parking.
- 3. Broadway and University Street: Pursuant to section 9-9-8(g) B.R.C. 1981 and in meeting the site review criteria for circulation the project will be required to provide a dedicated landscape planting area and detached sidewalk along Broadway and University Street. The width of the landscape planting area must be wide enough to accommodate the street trees that will remain but not less than 8-feet wide. The width of the detached sidewalk must be twelve-feet consistent with the sidewalk standards contained in Table 2-12 of the DCS for a commercial / retail use.
- 4. Garage Access: The location of the access point (driveway) for the garage does not meet the access spacing standards contained in section 2.04 of the DCS. The DCS site access standards require driveways to be located a minimum of ten-feet away from the property line.
- 5. In accordance with section 2.02 of the DCS a traffic study will be required for the project because the vehicle trips expected to be generated by the project during the peak hour exceeds 100 vehicles. Please have the traffic consultant forward the parameters of the traffic study for staff's concurrence prior to starting work on the traffic study.
- 6. In accordance with section 9-2-14(d)(11) B.R.C. 1981 the site review and engineering plans must show and label the width of any easements required to be dedicated to the city in order to construct the public improvements.
- 7. In verifying compliance with section 9-9-9 B.R.C. 1981 please ensure the site review written statement includes a

narrative describing how the off-street delivery and loading spaces will operate and be managed. Staff will require the engineering plans to include plan sheets containing auto-turn templates for an SU-40 truck demonstrating the trucks can access the back area of the buildings using the existing one-way streets and alley and the proposed turnaround space on the site.

- 8. Parking Garage Access: The engineering plans submitted with the site review application will need to include the vertical grades for the garage ramp and be consistent with the design standards contained in Section 2.04(L) of the DCS. Staff should be consulted early in the design of the parking garage if an exception to the DCS standards for access driveway grades will be requested.
- 9. Per the site review criteria for circulation at time of site review please ensure the site review and engineering plans show the multi-modal access that will be provided through the site and between adjacent properties.
- 10. Plazas and Terraces Design: The configuration of the plaza space, while providing a primary (upper) and secondary (lower) outdoor gathering areas of significant square footage, might be articulated with a more contemporary design vocabulary. The terrace and stair sequence is a bit awkward and disruptive to pedestrian flow. Terraced seating areas integrated within the pedestrian sequence are forced into a complex relative geometry that may reduce overall comfort of the user. The pedestrian oriented north to south may also encounter a somewhat confusing order of forms without clear sight lines inviting the user to experience the balance of the plaza space. Staff has provided images as markups from other contemporary plaza designs on page A8 of the Concept Plan Submittal (although not meant to provide literal translation to the subject hotel plaza design) as alternative forms, lines, and relationships that may be of use in defining the pedestrian experience.
- 11. Pleasant Street Improvements: Pursuant to section 9-9-8(g) B.R.C. 1981 and in meeting the site review criteria for circulation the project will be required to construct the following public improvements on westbound Pleasent Street:
 - Providing an 11-foot wide westbound travel lane measured from the existing double yellow;
 - Providing an 8 foot wide drop-off / pick-up for hotel guest and loading zone (inclusive of the curb pan);
 - Providing a 5.5' combined curb and concrete surface area width for hotel guest and deliveries;
 - Providing a planting width for the planting of street trees within grates;
 - Providing a 12' wide sidewalk (exclusive of the width being provided for the tree grates).

Per section 7-6-13 B.R.C. the horizontal design of the Pleasant Street curb-and-gutter must be designed such that the hotel guest pick-up and drop off area and loading zone does not encroach:

- within 20-feet of a crosswalk or intersection;
- within five-feet of a driveway.
- 12. Please be aware the project could be responsible for public improvements for the existing alley that will be used for loading, deliveries and emergency access. The requirement to construct public improvements for the alley will be identified at time of site review.
- 13. Public Right-of Way: City mapping shows an approximate seven foot wide north/south section of public right-of-way that will need to be vacated in order to accommodate the proposed project. The right-of-way vacation must be reviewed by staff and approved by City Council through a separate Land Use Review application.
- 14. Right-of-Way Lighting: Please ensure the site review plans show the existing street lights in the right-of-way along with modifications being proposed for the other lighting located within the public right-of-way.
- 15. Staff appreciates the marked cross-walks being shown on Pleasant Street. That said, please remove the proposed marked crosswalks from the site review and engineering plans because crosswalks are marked in accordance with the criteria contained in the City's Pedestrian Crossing Treatment Installation Guidelines.
- 16. The project will be required to provide a Parking Management Plan describing how the parking garage will be operated and managed. The plan must also discuss and provide the location where the hotel will park guest vehicles once the parking garage has reached its' capacity.
- 17. The traffic study must include a capacity and operational analysis of the proposed drop-off and loading zone area on Pleasant Street. The analysis must confirm the length of the proposed drop-off and loading zone area can

accommodate the vehicle and truck demand associated with the hotel and not result in vehicles or trucks to queue into either Pleasant Street or Broadway roadway section.

18. Traffic Assessment Letter: The Trip Generation and Assignment Letter will need to be revised prior to staff reviewing the parameters for the traffic study. This is necessary in order to add streets to the area roadway section of the letter and to revise the assignment of site-generated traffic that's impacted by adjacent one-way streets. Staff will contact the consultant directly to discuss the revisions.

Building Design

Elaine McLaughlin, 303-441-4130

- 1. On sheet A14, while staff acknowledges that the precedent image provided is compelling for the central building element, the window openings shown on the conceptual sketch don't appear to be reflective of the precedent image. As the project plans progress, please ensure that the precedent represents the proposed.
- 2. The building forms shown on the perspective on A18 appear unnecessarily jumbled and complex for the corner. In addition, there is just one upper story window facing the corner of the second story of the corner.
- 3. The written statement doesn't adequately address the design process that derived the proposed building mass and intended approach to urban design. As project plans progress, please provide a better understanding at how the design came about and the design process.
- 4. In terms of Building Mass and Scale, staff acknowledges the applicant's strong design intent to create a dynamic corner with modulated and stepped building bays that would draw the pedestrian into the site. In this regard staff notes several recommendations: (a) the applicant should consider an opportunity to create either a keyhole view toward the Flatirons given the building modulation; (b) the applicant should consider a roof deck amenity to allow public access to the broad views toward the Flatirons and foothills; (c) the variation of building heights, while dynamic, also has a somewhat chaotic impression and simple moves of the building mass could help to mitigate that effect: for example the two story, centrally located building bay intended as meeting rooms could be less dominant of a building element and instead the individual retail buildings could step up into the space; (d) consider the use of color, plantings and lighting to draw the eye into the upper plaza space along the stairs; (e) ensure that there are a number of broader stair treads to allow a greater amount of stair usability.

Drainage Erik Saunders, 303 441-4493

- 1. Pursuant to Section 11-5-6, B.R.C. 1981, the applicant is required to provide "all reasonable necessary drainage facilities to ensure adequate drainage and management of storm waters and floods falling on, or flowing onto, the property" in accordance with an approved stormwater and flood management plan in addition to meeting the provisions of the City of Boulder Stormwater Master Plan.
- 2. Storm water runoff and water quality treatment are issues that must be addressed during the Site Review Process. Regarding the city's new storm water regulations and the June 2019 adoption of the updated City of Boulder Design and Construction Standards (DCS), this development is considered an "applicable development". All requirements of Chapter 7 of the DCS apply including (but not limited to):
 - Storm water detention
 - LID Techniques
 - Quality Design Standard Compliance
 - Selection and Design of SCM's
 - Preliminary Infiltration Feasibility Screening
 - Treatment Approach Selection Criteria
 - Soil and Infiltration Test
 - Storm sewer construction
 - Irrigation Ditches and Laterals
 - Groundwater discharge
 - Erosion control during and post construction activities.

A Preliminary Storm Water Report and Plan in accordance with the City of Boulder Design and Construction Standards (DCS) must be provided by the applicant at time of Site Review application.

- The applicant is notified that detention and water quality facilities intended to detain and/or treat stormwater B runoff for multiple lots shall be located in "Outlots", with maintenance responsibilities detailed in the subdivision agreement.
- Discharge of groundwater to the public storm sewer system may be necessary to accommodate construction and operation of the proposed developments. City Agreements and/or State permits will be required for this discharge. The applicant is advised to contact the City of Boulder Storm Water Quality Office at 303-413-7350 regarding Agreement requirements. All applicable permits must be in place prior to building permit application. Additionally, special design considerations for the property to handle groundwater discharge as part of the development may be necessary.
- A construction storm water discharge permit is required from the State of Colorado for projects disturbing one (1) acre of land or more. The applicant is advised to contact the Colorado Department of Public Health and Environment.

Groundwater Erik Saunders, 303 441-4493

Groundwater is a concern in many areas of the City of Boulder. Discharge of groundwater to the public storm sewer system should be anticipated to accommodate construction and operation of the proposed development. Please be advised that if groundwater is encountered at this site an underdrain/ dewatering system may be required to reduce groundwater infiltration. Information pertaining to the quality of the groundwater encountered on the site will be required to determine if treatment is necessary prior to discharge from the site. City Agreements and/or State permits are required for the discharge of any groundwater to the public storm sewer system. The applicant is advised to contact the City of Boulder Storm Water Quality Office at 303-413-7350 regarding Agreement requirements. All applicable permits/agreements must be in place prior to building permit application. Additionally, special design considerations for the properties to handle groundwater discharge as part of the development may be necessary.

Landscaping

Chris Ricciardello, 303-441-3138

- Existing & Proposed Streetscape: The streetscape along the perimeter of the subject property has elements (mature street trees, tree grates, public art, and furnishings) worth maintaining. The applicant shall work with staff to retain existing streetscape elements where practicable, integrating these elements into the proposed landscape. The site plan introduces new street trees, alternate pavement materials, pedestrian access points, and presumably site furnishings and light pole standards into the interface between public and private realm. Coordinate with staff on arrangement and specific placement of these elements as the site plan continues to develop.
- Plazas and Terraces Design: The configuration of the plaza space, while providing a primary (upper) and secondary (lower) outdoor gathering areas of significant square footage, might be articulated with a more contemporary design vocabulary. The terrace and stair sequence is a bit awkward and disruptive to pedestrian flow. Terraced seating areas integrated within the pedestrian sequence are forced into a complex relative geometry that may reduce overall comfort of the user. The pedestrian oriented north to south may also encounter a somewhat confusing order of forms without clear sight lines inviting the user to experience the balance of the plaza space. Staff has provided images as markups from other contemporary plaza designs on page A8 of the Concept Plan Submittal (although not meant to provide literal translation to the subject hotel plaza design) as alternative forms, lines, and relationships that may be of use in defining the pedestrian experience.
- Screening from Offsite Views: The western edge of the property from the garage entrance north through the loading and service area of the complex presents a challenge relative to views into the site from adjacent properties. The applicant shall coordinate with staff on effective screening methods allowing for the attenuation of potentially offensive service-side componentry.
- Site Layout and Plazas: The concept plan for 1313 Broadway University Hill Hotel places a strong emphasis on the exterior plaza space. The plaza space combined with terraced areas and circulation at over 8,000 square feet, is very prominent in the site. The current configuration may lend itself to an interesting and diverse spatial experience. There is a distinct lack of programmatic design elements shown on the site plan indicating how the space is intended for use. The applicant should explore these spatial relationships relative to building operations and show in detail on the site plan. In addition, solar orientation as it relates to the layout of the buildings, will cast shadow onto the exterior plaza at its most extreme change in grade. During the winter months, this could prove hazardous and potentially render a large portion of the exterior spaces unusable.

ATTACHMENT B

Land Use

Elaine McLaughlin, 303-441-4130

The project plans for the hotel indicate a ground floor labeled as 10,100 square feet of "Hotel Common Space" without any indication of the expected programming for such a large space. As project plans progress, a clear indication of what is planned for this large of a space as "common" space will be necessary. For example, is it expected to be more than lobby space and would the uses include a bar or restaurant or meeting space? The first page of the written statement seems to imply that there would be retail within the 10,100 square foot common space with the following statement, "The hotel will include an open lobby with multiple retailers and spaces to mingle." Staff notes that if retail is proposed, that this be clarified as project plans progress and if the retail is intended to be an "accessory use" to the hotel or would serve more than just the hotel quests.

Neighborhood Comments

Elaine McLaughlin, 303-441-4130

- 1. Staff spoke via phone call on 2/12/2020 with the house director for the Kappa Kappa Gamma Sorority House that is located adjacent and to the west of the site. Among the concerns articulated was the location of the trash enclosure near the house and any opportunities there may be to relocate that function further away from the house. In addition, the house director noted that the house's amenity roof deck as well as individual rooms would be visually impacted by the proposed building. In particular, the roof deck is currently open to sun and air circulation and there is a concern that the three- to four-story building would change the character of that amenity. Similarly, with hotel rooms facing the east end of the house, the house director said privacy becomes a concern. The applicant should be prepared to amend project plans in deference to these concerns to create less impacts on the sorority house. In addition, the house director noted that a representative for the house will be providing comments at the Planning Board hearing.
- Staff received a comment letter from the University Hill Neighborhood Association Design Review Board. In the comment letter, the UHNA DRB appeared to be supportive of many of the aspects of the planned project and provided specific comments. That email a separate attachment to these review comments.

Plan Documents

Elaine McLaughlin, 303-441-4130

- 1. On sheet A10, the precedent images shown along the east side of the building appear to illustrate the ground level uses and intent rather than the second story that is shown in plan with the hotel rooms.
- 2. On Sheet A6, the citations of the Code Requirements for the Setbacks are erroneous: for the Front yard, the setback is "0" for all stories rather than "0 for 1st and 2nd and 20 for third and above." Similarly, there is no citation shown for "Side Yard Adjacent to a Street" which is: "0 for 1st and 2nd stories, 12 feet for third story and above." And there is no citation for "Interior Side Yard" which is "0 or 3" feet. In addition, the citation for Rear Yard is not zero, but "0 or 3" feet." As project plans progress to Site Review, please ensure that the citations are correctly stated to also state what setback modifications are requested through Site Review.
- 3. Reference the mark-up on Sheet A-6 that illustrates staff's interpretation of the front, side and rear yards for the unusually shaped site. Note that per land use code section 9-7-2(c) it states, "Where a rear yard backs on a street, the rear vard shall have a minimum landscaped setback equal to the minimum front vard landscaped setback from a street for all buildings and uses required for that zone." In addition, note that the setback adjacent and parallel to the alley is considered a "rear" yard.

Site Design

Elaine McLaughlin, 303-441-4130

- 1. The Site Design for this atypical, triangular-shaped property is creative in that the building is designed in an urban configuration near the street, with ground floor retail uses that can engage the pedestrian along Broadway but also the use of a central open space plaza can create opportunities for dual openings for the ground floor retail/coworking space. The interior plaza space not only creates a different type of pedestrian gathering space for both the retail as well as the hotel, it can also channel pedestrians away from the busier vehicular traffic along Broadway. In this regard, staff notes that the roughly 4,500 square foot open space may not create the intimacy that other smaller urban spaces would do.
- 2. Staff also acknowledges the unique challenge that the 16 feet of grade transition across the site from the low point at University and Broadway to the high point on the southwest corner along Pleasant Street. The creative use of the stairs as a "public" space is acknowledged and staff notes that there are successful examples of stairs as open

space throughout the world. As noted in the Landscape comments, as project plans progress refinement of the stairs should include a greater amount of color, plantings and seating on the stairs and how the stairs would function in the wintertime shade. In addition, staff notes that the types of uses chosen for the spaces that align the stairs will be key to ensuring activity both in the plaza and on the stairs. Similarly, a viewshed from Broadway into the site should be ensured that would draw the pedestrian up into the space. As currently shown, the direct focal point from the street into the site via the staircase terminates at a blank elevator core wall, hotel meeting space windows and the (as yet) unprogrammed "hotel common space" windows. None of these elements would likely engage or draw the pedestrian up the stairs and into the space and staff recommends the applicant consider more active uses at this visual terminus. This is also shown on a mark-up on sheet A9 of the plan set.

Similarly, with the stairs likely in shadow most of the year, the stairs may prove to be a less than desirable place to sit for many months out of the year. As project plans move forward, staff recommends that the applicant provide greater detail on the use of the stairs as an urban design element for year around use as well as clarity on how the applicant believes the stairs will become an urban design feature that will draw the pedestrian into the space.

- 3. The plaza spaces appear large without clear definition of uses within the space. As project plans progress, the applicant will need to ensure that the plaza space of this size has adequate programming and functionality. As also noted in the Landscape comments, the Concept Plan does not illustrate any amenities in the plaza and as such, it's challenging to determine how the plaza can effectively provide activity and act as a functional gathering space. Some of this may resolve somewhat if the larger lobby areas of the hotel are identified that may "spill" out into the plaza such as cafe/bar seating etc. It is important to note that because the plaza is within 500 feet of a residential zoning district to the west, where the RH-5 zoning exists, any outdoor seating in excess of 300 square feet will be subject to an application for Use Review.
- 4. Reference should be made to the planned CU conference hotel to the northeast to ensure a broader urban design connectivity and legibility as that project will establish a new context for that corner. In the conceptual plans, there is distinct diagonally-configured open space that is oriented toward the corner of University Avenue and Broadway intersection and toward the Flatiron views. As the project moves forward, a sketch up model that incorporates the surrounding existing and planned context must be provided that demonstrate how the proposed project positively relates to the existing and near future context.
- 5. As project plans move forward, the applicant must provide a solar impact analysis as the properties adjacent and to the west are zoned RH-5 which is within Solar Access (SA) Area II. Per the Land Use code section 9-9-17(c), B.R.C.1981: "SA Area II is designed to protect solar access principally for rooftops in areas where, because of planned density, topography or lot configuration or orientation, the preponderance of lots therein currently enjoy such access and where solar access of this nature would not unduly restrict permissible development." In addition subsection (d)(1)(B) states, "No person shall erect an object or structure on any other lot that would shade a protected lot in SA Area II to a greater degree than the lot would be shaded by a solar fence twenty-five feet in height, between two hours before and two hours after local solar noon on a clear winter solstice day." Therefore, the applicant must demonstrate in a solar shadow analysis consistency with this code provision. Where necessary, portions of the building mass may have to be adjusted.

Review Process

Elaine McLaughlin, 303-441-4130

As the applicant is aware, the Planning Board hearing to review and comment on the Concept Plan is scheduled for February 27, 2020. The Concept Plan for Council Consideration is

Utilities: Erik Saunders 303 441-4493

1. SITE/PROPOSAL KEY ISSUES:

The site is currently impacted by an active sanitary sewer main oriented in a S-N alignment, approximately bisecting the University Hill General Improvement District (UHGID) parking lot. The sanitary sewer main is located within an existing narrow public right-of-way and adjacent public utility easement. While it may be possible to abandon a portion of the sanitary sewer main and vacate both the public right-of-way and public utility easement it must first be determined that there is no public need for that facility specific to the present location. If that determination is made, it will be necessary to design a new section of sanitary sewer main in an alternate alignment in order to maintain the City's sanitary sewer collection network.

As part of the required platting process to consolidate the existing lots, (Subdivision), it shall be necessary to place

the existing overhead utilities within the alley right-of-way underground per section 9-12-12 (a)(3), Standards for Water and Wastewater Improvements", B.R.C. 1981.

2. GENERAL REQUIREMENTS:

- a. A water system distribution analysis (Utility Report) will be required at time of Site Review in order to assess the impacts and service demands of the proposed development. Conformance with the city's Treated Water Master Plan, October 2011 is necessary.
- b. A wastewater collection system analysis (Utility Report) will be required at time of Site Review to determine any system impacts based on the proposed demands of the development. The analysis will need to show conformance with the city's Wastewater Collection System Master Plan, July 2016.
- c. On-site and off-site water main and wastewater main construction per the City of Boulder Design and Construction Standards (DCS) as necessary to serve the development, as well as perpetuate the overall system, may be required. All proposed public utilities for this project shall be designed in accordance with the DCS.
- d. Fire hydrants shall be installed as necessary to meet the coverage requirements outlined in Section 5.10 of the City of Boulder Design and Construction Standards. Per the standards, no portion of any building shall be over 175 feet of fire access distance from the nearest hydrant. Fire access distance is measured along public or private (fire accessible) roadways or fire lanes, as would be traveled by motorized fire equipment. All fire hydrants and public water lines will need to be located within public utility easements.
- e. The applicant is notified that, though the city allows Xcel, CenturyLink and Comcast to install their utilities within public rights-of-way, the private and franchised utility providers generally require them to be located in easements on private property.
- f. The applicant is advised that any proposed street trees along the property frontage may conflict with existing or proposed utilities, including without limitation: water, wastewater, storm drainage, flood control, gas, electric, telecommunications, drainageways, and irrigation ditches, within and adjacent to the development site. It is the applicant's responsibility to resolve such conflicts with appropriate methods conforming to the Boulder Revised Code 1981, the City of Boulder Design and Construction Standards, and any private/franchise utility specifications.
- g. The landscape irrigation system requires a separate water service and meter. A separate water Plant Investment Fee must be paid at time of building permit. Service, meter and tap sizes will be required at time of building permit submittal.

IV. FEES

Please note that current development review fees include a \$131 hourly rate for reviewer services following the initial city response (these written comments). Please see the P&DS Questions and Answers brochure for more information about the hourly billing system.

Attachment: Neighbor Comments Received

From: Nancy Blackwood <nanblackwood@msn.com>

Sent: Tuesday, February 11, 2020 10:27 AM

To: McLaughlin, Elaine < McLaughlin E@bouldercolorado.gov>

Cc: Stephen Sparn <ssparn@sophersparn.com>; David Raduziner <draduziner@gmail.com>

Subject: Hill Hotel Concept Plan-UHNA Comments

Hi Elaine,

We are extremely pleased (and excited) for the opportunity to review and provide comments on the Hill Hotel Concept Plan submittal.

Chris Shears and his team presented the Hill Hotel Concept Plan to the UHNA Executive Committee last week and we provided some initial feedback to them. Since that meeting the UHNA EC Design Review Committee (Stephen Sparn, David Raduziner and I) have reviewed the plans in more detail and have the following comments:

Background/Reminder of Existing Conditions

- The University Hill Commercial District was in decline for more than 40 years (from the mid-1970's when we lost 3 high end women's and 2 high end men's clothing stores to the mid 2010's).
- What was once a thriving multi-generational district with a variety of entertainment venues, shops and services turned into a seasonal food court predominantly serving University of Colorado students. It is just beginning to turn around since the Hill Revitalization Strategy was adopted by Council about 5 years ago and the City hired Sarah Wiebenson as the Hill Coordinator. We now have a handful of restaurants that appeal to a broader clientele and the neighborhood treasures them, but we need more than this to stimulate revitalization of the commercial district. We need uses that provide year-round clientele to the Hill businesses that struggle over the summer and the holidays when the students are absent.
- The introduction of 2 high-end luxury student housing projects in the district has done nothing to add to the economic or social vitality of the Hill Commercial District; and in fact has had a detrimental impacts.
- The buildings on the site of the proposed Hill Hotel are in serious disrepair and have reached the end of their useful life. This property is truly a catalyst site which we believe has the potential to be the "spark" to begin the transformation of the Hill back to a community and neighborhood-centric district with a mix of shops and services that serve the greater Hill area and community. We believe the Hill Hotel is that spark.

Comments

- We appreciate the careful attention that has been given to the historic character of the Hill in the preliminary design work presented.
- We are excited about the synergy this will generate with the planned CU Hotel and Conference Center at the
 opposite corner of University and Broadway. That said, concern has been expressed regarding the increased
 pedestrian crossing activity at University and Broadway, a very busy intersection. We urge the City to explore
 modifications to the intersection to enhance the pedestrian experience and assure safer pedestrian crossings.
- The site plan addresses and respects its context by responding to the varied conditions surrounding the site. It offers a strong visual and pedestrian connection to and through the site from University and Broadway to the alley between 12th and 13th Street (planned as the first alley enhancement project). We support the hotel drop off as designed as it will maintain safe pedestrian circulation along Pleasant Street. The retail buildings along Broadway are set back an additional 10' to provide a wider sidewalk, helping to activate the street frontage and accommodate the significant pedestrian traffic along this transit corridor. The buildings have been sited and broken up into smaller modules to provide transparency throughout the site. 25% of the site is open space/plaza; this is an extraordinary gift to the city and the neighborhood. The positioning of the buildings creates spaces that draws one into the site....to explore.
- The western portion of the hotel realigns itself with the neighborhood that transitions to the University Hill street grid.
- The site plan creates a proportionately-scaled south-facing public plaza that opens up to the south and to the neighborhood and will be a highly desirable space.
- The exterior plaza(s) terrace spaces and steps between them will be popular meeting and congregation spaces for residents, visitors and students alike. They provide civic outdoor space for a variety of community events and complement the recently constructed "Event Street" on Pennsylvania.

- At first glance, the mass appears to be significantly greater than what is currently on the site but, on closer inspection, the buildings are actually broken up into more modest forms. We encourage the differentiation of those forms using finish materials to reduce the scale of the buildings as the design proceeds.
- The Concept Plan submittal generally shows just the building massing. Suggested building materials in the precedent images are in concert with the goal of designing buildings that reflect the context. The massing shows a variety of scale, forms, steps and angles intended to reduce the perceived scale of the buildings.
- The character and design of the buildings should not imitate the University vernacular, nor should it replicate the University Hill vernacular (which is actually quite eclectic). Rather it should utilize materials found in the University Hill district as inspiration to create context and fit.
- The architect and developer have assured us of the team's commitment to fully engage the neighborhood to develop the remaining important details that make a mixed-use project such as this successful. The architect and developer have been working on this project for over 4 years and at each step the design team has listened and responded to community feedback as well as the City Council.
- The University Hill Neighborhood Association enthusiastically supports this project and the design direction and look forward to seeing the next iteration of the Hotel and public realm design.

We strongly encourage Planning Board and City Council to support this great project!

Very best regards,

Nancy Blackwood Stephen Sparn David Raduziner

UHNA DRC

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Sent: Tuesday, February 11, 2020 10:27 AM

To: McLaughlin, Elaine < McLaughlin E@bouldercolorado.gov>

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Very best regards,

Nancy Blackwood Stephen Sparn David Rauziner

UHNA DRC

Attachment A - Staff Concept Plan Review Memorandum to the Planning Board ATTACHMENT C

Hill Hotel

January 27, 2020

Mixed-Use Project

Overview

The proposed project, located on the northern edge of the University Hill commercial district, is a mixed-use project which includes a 198 room hotel, associated common areas, retail and office uses, and below grade parking. The property is within the University Hill General Improvement District.

Use	
Hotel Guestrooms:	198
Hotel Common Space:	10,100 sf
Hotel Fitness	1,700 sf
Hotel Meeting Rooms	3,100 sf
Retail / Restaurant:	4,000 sf
Retail / Co-working:	5,900 sf

The building will be designed to be compatible with and reference the immediate context including the University of Colorado and the University Hill commercial district. The building will recognize the Hill's culture and history, yet also speaks to the future associated with retail, office, and hotel uses.

The proposed concept recognizes the height, mass and scale of existing buildings in the neighborhood. The development pattern along Broadway is consistent with that of existing buildings along this street that cuts diagonally across The Hill. The proposed massing along Pleasant Street and University is consistent with the scale of adjacent structures and will act as a gateway that connects The Hill to downtown Boulder and the CU campus.

This project, introducing a hotel use, is important to the future vitality and financial stability of this important neighborhood center. Through the mix of year-round uses and numerous site amenities, the Hill Hotel project will successfully reenergize this predominantly CU-dependent area.

Design & Placemaking

The project provides a much needed place for CU students and faculty, residents of University Hill, and visiting parents, convention attendees, and the entire Boulder Community to gather. The hotel will include an open lobby with multiple retailers and spaces to mingle. Furthermore the building is designed to create open space which provides a comfortable transition to and from downtown and an active, transparent street front on Broadway and Pleasant Streets. Building



transparency along street frontages opens up the project and encourages pedestrians to enter the site's public gathering spaces and explore outdoor-focused retail shops and terraced steps and seating areas. A public plaza along Pleasant St. creates a natural eddy for pedestrian traffic and is in alignment with the alley to the south, a typical pedestrian path up to The Hill. This path continues north inviting pedestrians to continue directly through the project and on to downtown.

Community Outreach

Over the last few years, as the project has been evolving, there have been numerous meetings with Hill merchants, property owners, tenants, City Council persons and the greater University Hill neighborhood. Sarah Wiebenson, the City's University Hill community coordinator, has managed this outreach and kept the community aware of the evolution of thinking regarding program and concept. The result of this outreach has been enthusiastic support for the project. Community outreach will continue throughout the entitlement process which begins with this submittal.

Community Benefit

This particular use, a hotel with an additional mix of uses, provides enormous benefit as a complement to the University Hill neighborhood, the greater Boulder community and the University of Colorado. Furthermore the development team is enthusiastic about discussing the benefits of substantial public plaza/open space, community access, TDM strategies, sustainability, and public art.

Parking

The proposed project includes 50 spaces in a parking garage. Parking will be managed by a valet service and staffed 24/7. Cars are proposed to be stacked vertically in stalls, two cars high.

City Plans and Policies

BVCP and Land Use

The project is located within the City's Boulder Valley Comprehensive Plan (BVCP) designated University Hill Commercial Area, a neighborhood center described as "serving as neighborhood gathering places, these centers also provide goods and services for the day-to-day needs or nearby residents, workers, and students and are easily accessible from surrounding areas by foot, bike, and transit.

Neighborhood centers contribute to a sense of place and the achievement of walkable places with a mix of uses and range of services" (BVCP 35). The Hill Hotel



will advance the breadth of uses present in the neighborhood community and will directly support the Colorado University Regional Center and the varying groups who reside throughout the larger Hill

neighborhood. The reinvestment into this aging location preserves and supports the nearby residential neighborhood, provides a mix of complementary land uses that will feed off one another and support surrounding local and authentic businesses, and acts as a transition between the CU campus, the Hill commercial area, and the nearby residential community. With a BVCP Land Use Designation of Mixed Use Business (MUB), the Hill Hotel project consists of varying businesses that will support The Hill community.

Zoning

Located fully within the Business Main Street (BMS) zone district, the project features the hotel as the predominant use while also incorporating ground floor retail and core and shell areas for future leasable space.

Business - Main Street is defined as: Business areas generally anchored around a main street that are intended to serve the surrounding residential neighborhoods. It is anticipated that



development will occur in a pedestrian-oriented pattern, with buildings built up to the street; retail uses on the first floor; residential and office uses above the first floor; and where complementary uses may be allowed.

Concept Plan Criteria

(A) Environmental Impact Mitigation

Techniques and strategies for environmental impact avoidance, minimization, or mitigation.

The proposed building concept and the submitted materials describe a high-performance mixed-use re-development for this property. The existing building materials on the property will be recycled. The project features a green roof to reduce the heat-island effect while increasing the site's vegetation. Additionally, building transparency and skylights will increase the use of natural light and reduce overall energy consumption during daytime. Ultimately the project will meet or exceed all environmental standards and mitigation practices required by the City of Boulder.

(B) Travel Demand Management

Techniques and strategies for practical and economically feasible travel demand management techniques, including, without limitation, site design, land use, covenants, transit passes, parking restrictions, information or education materials or programs that may reduce single-occupant vehicle trip generation to and from the site.

The City of Boulder provides an excellent Transportation Options Toolkit for developers and employers to help reduce congestion on Boulder's roads, provide better mobility, and ultimately provide an even better place to do business. This toolkit provides a set of travel related

Hill Hotel
Written Statement

strategies, aimed at managing the demand placed on the transportation system. These strategies are listed under management of parking, facilities provided, efficiency programs, marketing, and incentives. It is the developer's intent to provide a Transportation Demand Management and Options Plan which is based on the strategies proposed in the toolkit. This will be presented during site review.

Fortunately, this property, located in the business main street zone district, is adjacent to public transportation systems and can take advantage of the inherent walkability, nearby services, and other mobility opportunities such as the B-Cycle station located across Broadway, kitty corner to the site. We are working with the City to identify a location for Uber/Lyft drop off/pickup in a highly managed and coordinated fashion in order to minimize impacts to adjacent neighborhoods, allow for hotel guests to securely arrive/depart the hotel, serve other users in the area, and protect the high volume of pedestrian, bicycle and other student traffic that utilizes the south side of the property.

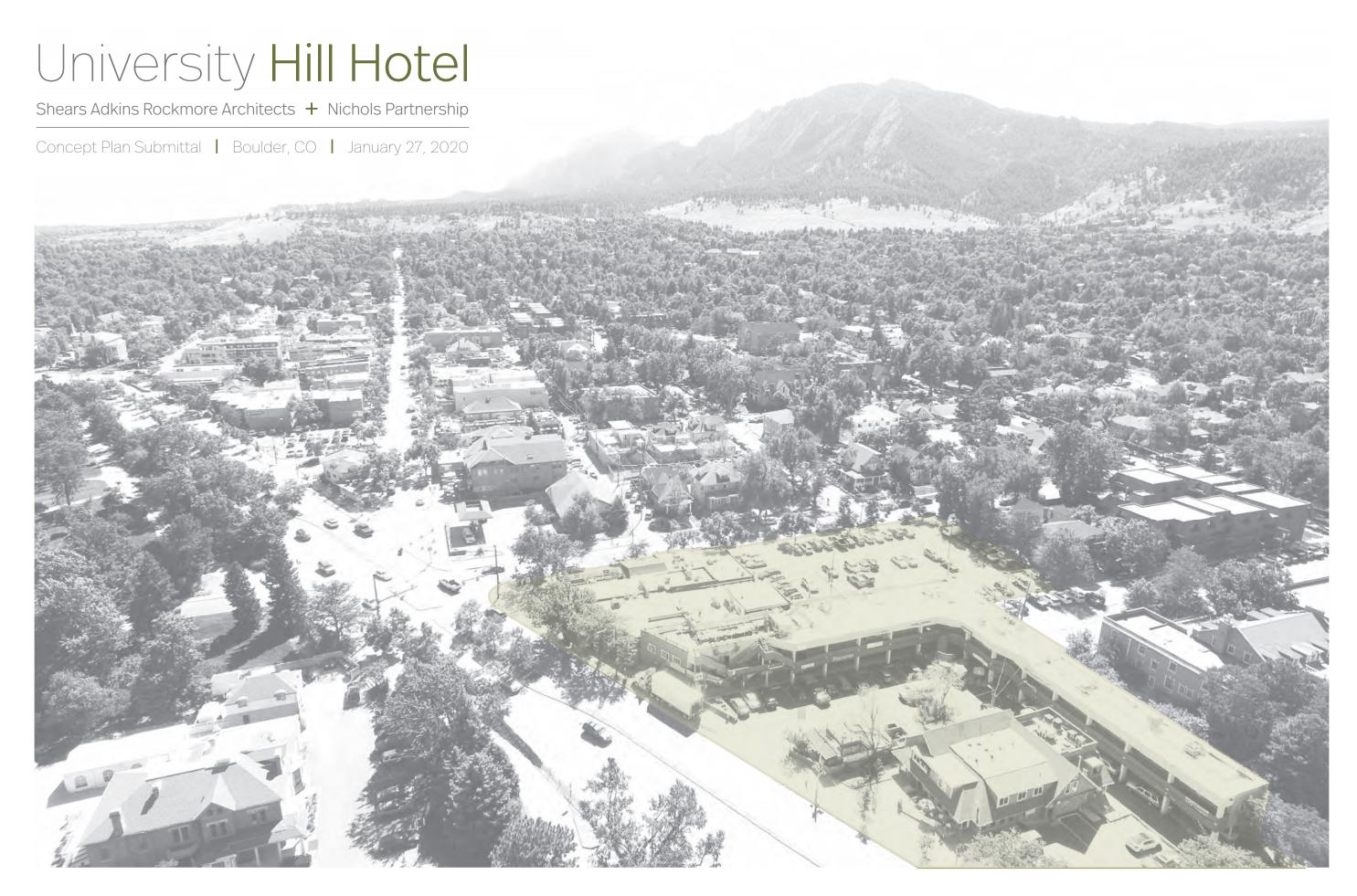
(C) Land Use

Proposed land uses and if it is a development that includes residential housing type, mix, sizes, and anticipated sale prices, the percentage of affordable units to be included; special design characteristics that may be needed to assure affordability.

This proposed concept includes approximately 4,000 gsf of restaurant retail at grade, 6,000 sf of co-working retail space, and 87,000 gsf of hotel on three levels above grade. The hotel includes 198 rooms at an average size of 230 sf and includes a lobby, meeting/conference area, and a fitness center.

An underground parking garage will provide approximately 50 spaces. No residential units nor any affordable units proposed for this development.

The site provides 25% open space and includes two connected plazas.



<u>Index</u>

A3 Site Analysis

A5 Context Map

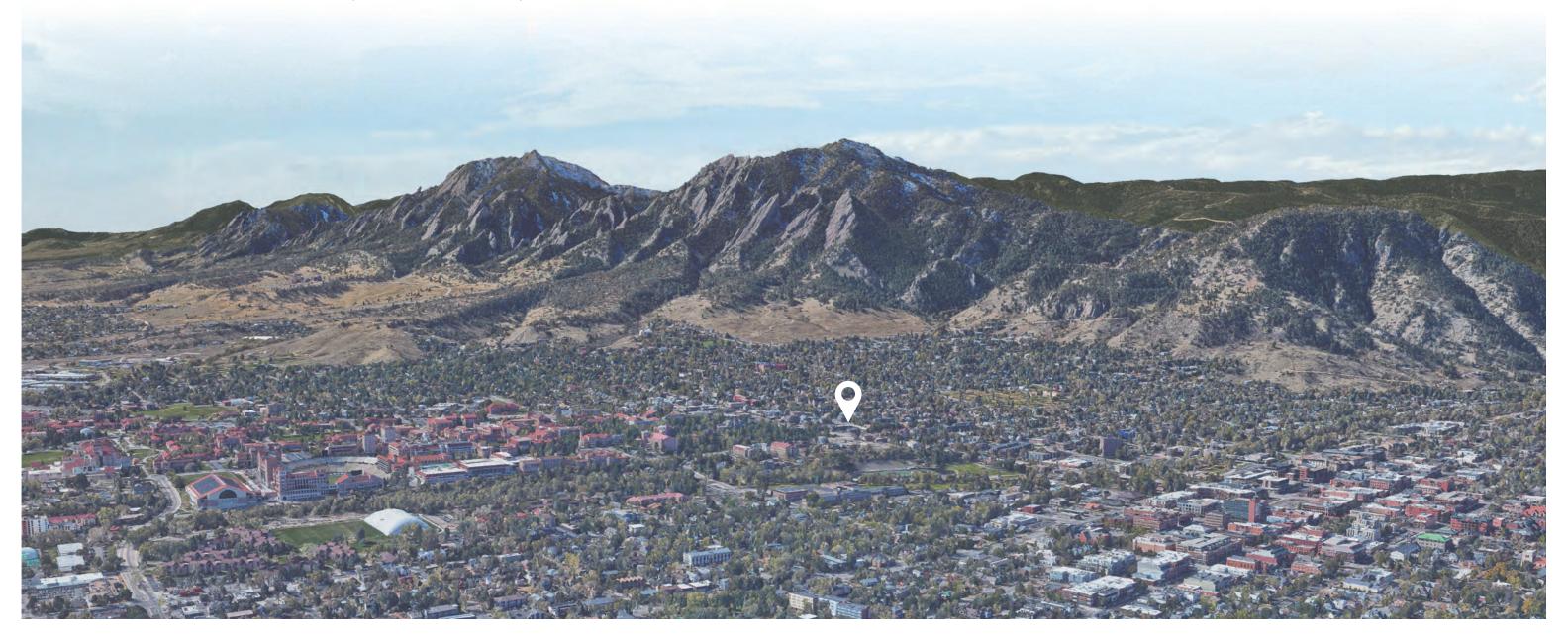
A6 Project Data

A7 Schematic Drawing(s) of the Site Development Concept

A13 Architectural Character Sketches - Building Elevations

A17 Site Section

A18 Conceptual Views & Perspectives













University Hill Boulder, Colorado

The University Hill Neighborhood is a uniquely diverse community that has held a significant importance to the City of Boulder and its residents for over 100 years. At the convergence of the University of Colorado Boulder and University Neighborhoods, this area serves as a neighborhood commercial center and gathering point for both students and neighbors. It's welcoming, eclectic, diverse mix of new and old buildings and culture continues to evolve as unique and important to the Boulder community.





A deeply rooted history of Culture & Community





Home of C. J. Smith, remodeled. Compare superstructure with previous picture. Now the "Sink." (Photo by Author, 1959)

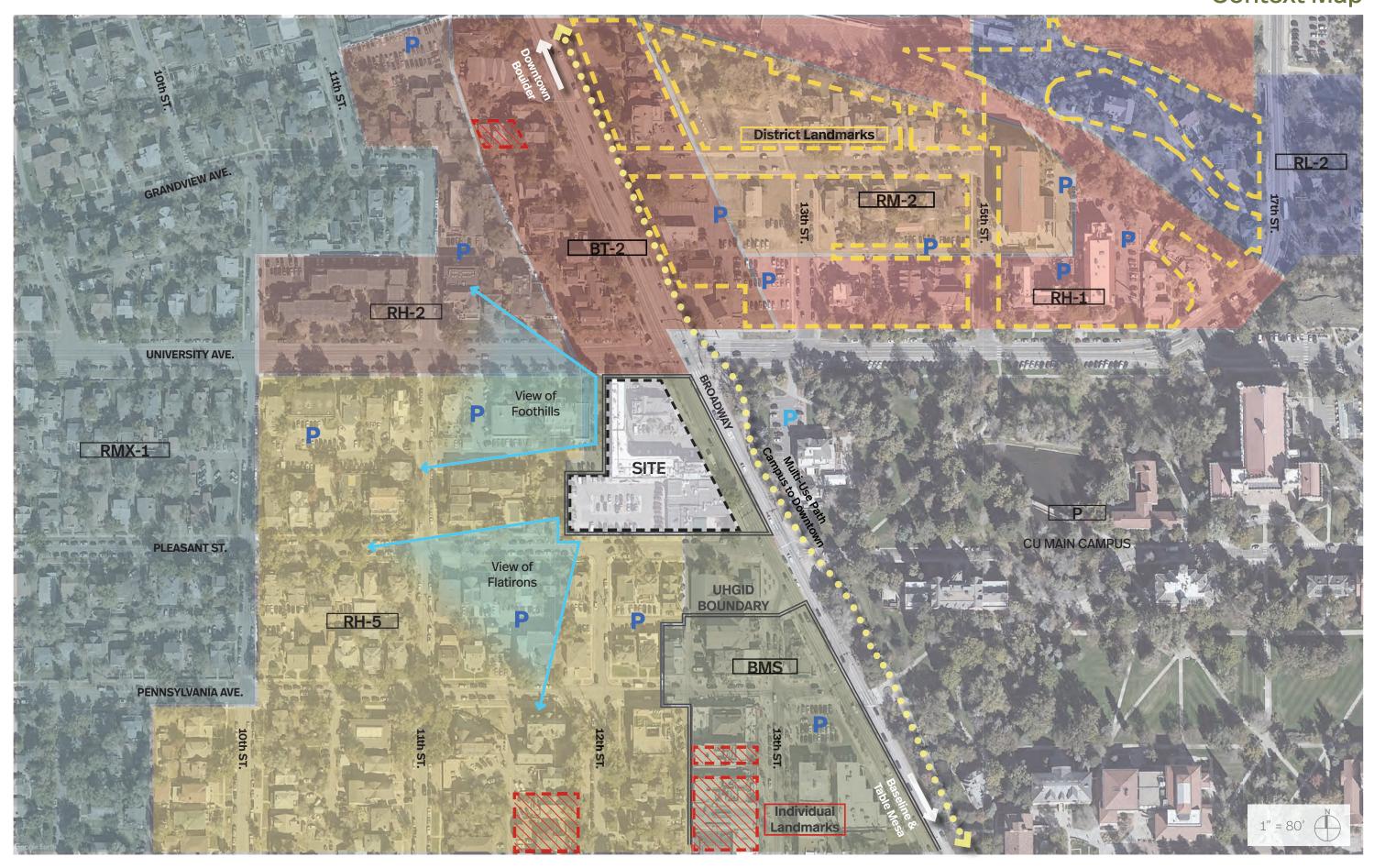


"A City in Itself - That is the University Hill of Today. Thirty Years Ago It Took Courage to Star a Store; Today There Are Dozens of Them, an Others Are Being Added Regularly."

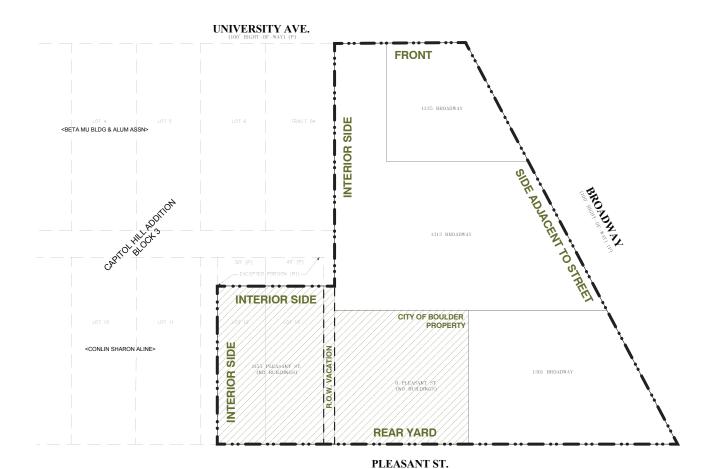
Richard Nossaman Boulder Daily Camera - 1936

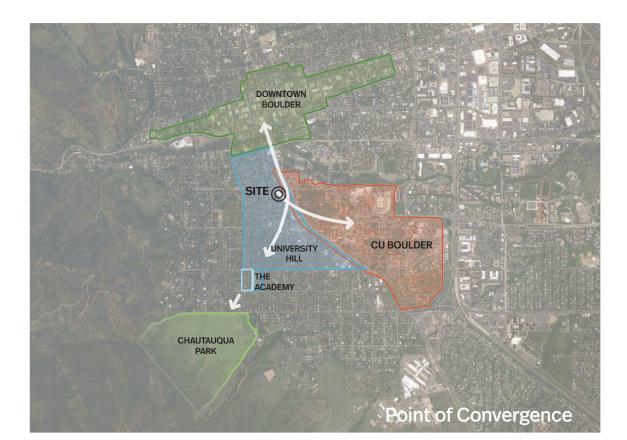
Attachment A - Staff Concept Plan Review Memorandum to the Planning Board Historic Context on the Hill





Site, Parcel and Building Information





Parcel Description

(PROVIDED BY OLD REPUBLIC NATIONAL TITLE INSURANCE COMPANY FOR LAND TITLE GUARANTEE COMPANY)
DEEDS RECORDED ON 10/30/2000 AT REC. NO. 02091081; 10/7/2005 AT

REC. NO. 2729084; 1/6/1984 AT REC. NO. 597099:

(R) 1301 BROADWAY (COMMITMENT NO. ABZ70.457529-2):
BEGINNING AT THE INTERSECTION OF THE WEST LINE OF BROADWAY,
FORMERLY TWELFTH STREET WITH THE NORTH LINE OF PLEASANT STREET,
THENCE WESTERLY ALONG THE NORTH LINE OF SAID PLEASANT STREET,
255.5 FEET TO A POINT; THENCE NORTH AT RIGHT ANGLES TO SAID LAND
MENTIONED LINE, 100 FEET TO A POINT; THENCE DUE EAST TO THE
WESTERLY LINE OF SAID BROADWAY STREET; THENCE SOUTHERLY ALONG
THE WEST LINE OF SAID BROADWAY STREET; THENCE SOUTHERLY ALONG
THE WEST LINE OF SAID BROADWAY STREET; THENCE SOUTHERLY ALONG
SECTION 31, TOWNSHIP 1 NORTH, RANGE 70 WEST OF THE SIXTH PRINCIPAL
MERIDIAN, COUNTY OF BOULDER, STATE OF COLORADO.
EXCEPTING THEREFORM THAT PORTION TAKEN BY UNIVERSITY HILL GENERAL
IMPROVEMENT DISTRICT, CITY OF BOULDER, COUNTY OF BOULDER, STATE OF
COLORADO, BY RULE AND ORDER OF THE DISTRICT COURT IN AND FOR THE
COUNTY OF BOULDER, STATE OF COLORADO, CIVIL ACTION
NO. 79-CV-1884-5 RECORDED FEBRUARY 17, 1981, RECEPTION NO.
434563. (R) 1301 BROADWAY (COMMITMENT NO. ABZ70457529-2)

(R1) 1155 PLEASANT ST (COMMITMENT NO. ABZ70458518): PARCEL A:

PARCEL A:
LOT 13, AND THE EASTERLY 36.00 FEET OF LOT 12, EXCEPT THE
NORTHERLY 21.50 FEET OF SAID LOTS 12 AND 13, BLOCK 3, CAPITOL HILL
ADDITION TO THE CITY OF BOULDER, ACCORDING TO THE MAP OF LANDS
BELONGING TO THE HEIRS OF MARINUS G. SMITH, DECEASED, COUNTY OF BOULDER, STATE OF COLORADO.

BOULDER, STATE OF COLORADO.
PARCEL B:
A PARCEL OF LAND IN THE SOUTH HALF OF THE NORTHWEST QUARTER
(S1/2 NW 1/4) OF SECTION THIRTY-ONE (31), TOWNSHIP ONE (1) NORTH,
RANGE SEVENTY (70) WEST OF THE SIXTH PRINCIPAL MERIDIAN, BEING MORE
PARTICULARLY DESCRIBED AS FOLLOWS:
THE WESTERLY 100 FEET OF THE FOLLOWING PARCEL: BEGINNING AT THE
INTERSECTION OF THE WEST LINE OF BROADWAY, FORMERLY TWELFTH
STREET, WITH THE NORTH LINE OF PLEASANT STREET, THENCE WESTERLY
ALONG THE NORTH LINE OF SAID PLEASANT STREET, THENCE WESTERLY
ALONG THE NORTH LINE OF SAID PLEASANT STREET 255.5 FEET TO A
POINT; THENCE NORTH AT RIGHT ANGLES TO SAID LAST MENTIONED LINE,
100 FEET TO A POINT; THENCE DUE EAST TO THE WESTERLY LINE OF SAID
BROADWAY STREET; THENCE SOUTHERLY ALONG THE WEST LINE OF SAID
BROADWAY STREET TO THE PLACE OF BEGINNING,
COUNTY OF BOULDER, STATE OF COLORADO. COUNTY OF BOULDER, STATE OF COLORADO.

(R2) 1335 BROADWAY (COMMITMENT NO. ABB70427256):
A PORTION OF THE NORTHWEST QUARTER OF SECTION 31, TOWNSHIP 1
NORTH, RANGE 70 WEST OF THE 6TH P.M., IN THE CITY OF BOULDER,
COUNTY OF BOULDER, STATE OF COLORADO, DESCRIBED AS FOLLOWS:
COMMENCING AT THE INTERSECTION OF UNIVERSITY STREET (NOW KNOWN AS UNIVERSITY AVENUE IN THE CITY OF BOULDER, COLORADO) AND COUNTY ROAD NO. 2 (NOW KNOWN AS BROADWAY IN THE CITY OF BOULDER, ROAD NO. 2 (NOW KNOWN AS BROADWAY IN THE CITY OF BOULDER, COLORADO), SAID INTERSECTION BEING MARKED BY A THREE-QUARTER-INCH ROUND IRON PIN DRIVEN IN THE GROUND, AND RUNNING THENCE WEST 56.24 FEET, THENCE SOUTH 27'15' EAST 56.24 FEET TO THE POINT OF BEGINNING; THENCE SOUTHEASTERLY 100 FEET ALONG THE WEST LINE OF BROADWAY; THENCE WEST 105.79 FEET, MORE OR LESS; THENCE NORTH 88.9 FEET, MORE OF LESS, TO THE NORTH PROPERTY LINE OF THE PREMISES; THENCE EAST 60 FEET, ALONG THE NORTH PROPERTY LINE TO THE POINT OF BEGINNING.

COUNTY OF BOULDER, STATE OF COLORADO.

(R3) 1313 BROADWAY (COMMITMENT NO. ABB70427254): PARCEL A: THAT PORTION OF THE SOUTH HALF OF THE NORTHWEST QUARTER OF SECTION 31, TOWNSHIP 1 NORTH, RANGE 70 WEST OF THE 6TH P.M., IN THE COUNTY OF BOULDER, STATE OF COLORADO, DESCRIBED AS FOLLOWS: COMMENCING AT THE INTERSECTION OF UNIVERSITY STREET, NOW KNOWN AS UNIVERSITY AVENUE, IN THE CITY OF BOULDER, COLORADO, AND COUNTY ROAD NO. 2, NOW KNOWN AS BROADWAY IN THE CITY OF BOULDER, COLORADO, (SAID INTERSECTION BEING MARKED BY A 3/4 INCH ROUND PIN DRIVEN INTO THE GROUND) AND RUNNING THENCE WEST 56.24 FEET; THENCE SOUTH 27'15' EAST 56.24 FEET TO THE TRUE POINT OF BEGINNING; THENCE SOUTH 27'15' EAST 224.97 FEET; THENCE WEST 203.01 FEET; THENCE NORTH 200.00 FEET, MORE OR LESS, TO THE SOUTH LINE OF UNIVERSITY AVENUE; THENCE EAST 100 FEET TO THE TRUE POINT OF

BEGINNING, EXCEPTING FROM THE ABOVE, THE FOLLOWING DESCRIBED TRACT OF LAND: COMMENCING AT THE INTERSECTION OF UNIVERSITY STREET, NOW KNOWN AS UNIVERSITY AVENUE IN THE CITY OF BOULDER, COLORADO AND COUNTY ROAD NO. 2, NOW KNOWN AS BROADWAY IN THE CITY OF BOULDER, COLORADO, (SAID PIN DRIVEN IN THE GROUND) AND RUNNING THENCE WEST 56.24 FEET; THENCE SOUTH 2715' EAST 56.24 FEET TO THE TRUE POINT OF BEGINNING: THENCE SOUTH 2715' EAST 100 FEET; THENCE WEST 105.79 FEET; THENCE NORTH 88.9 FEET, MORE OR LESS TO THE SOUTH LINE OF UNIVERSITY AVENUE; THENCE EAST 60 FEET TO THE TRUE POINT OF

PARCEL B:
AN EASEMENT APPURTENANT FOR THE USE AND MAINTENANCE OF THE EXISTING STAIRWAY SUPPORTING STRUCTURE AS CREATED BY GRANT OF EASEMENT AND COVENANTS RECORDED NOVEMBER 14, 1988 UNDER RECEPTION NO. 00952935, LOCATED ON THAT REAL PROPERTY DESCRIBED AS FOLLOWS:
COMMENCING AT THE INTERSECTION OF THE CENTERLINE OF UNIVERSITY AVENUE IN THE CITY OF BOULDER WITH THE CENTERLINE OF BROADWAY IN THE CITY OF BOULDER, THENCE NORTH 90'00'00" WEST, 56.53 FEET ALONG THE CENTERLINE OF SAID UNIVERSITY AVENUE TO THE SOUTHWESTERLY DICHLOR WAY LINE OF SAID BUNDANDAY THENCE SOUTHWESTERLY DICHLOR WAY LINE OF SAID BUNDANDAY THENCE SOUTHWESTERLY

RIGHT OF WAY LINE OF SAID BROADWAY, THENCE SOUTH 27'48'40" EAST, 281.50 FEET ALONG THE SOUTHWESTERLY LINE OF SAID BROADWAY; THENCE NORTH 90'00'00" WEST, 147.50 FEET TO THE TRUE POINT OF BEGINNING: THENCE SOUTH 00'00'00" WEST, 3.50 FEET; THENCE NORTH 90'00'00" WEST, 39.20 FEET;

THENCE NORTH 00'00'00" EAST, 3.50 FEET;
THENCE SOUTH 90'00'00" EAST, 39.20 FEET TO THE TRUE POINT OF

COUNTY OF BOULDER, STATE OF COLORADO.

Legal Description

Parcels of land, located in the northwest quarter of section 31, township 1 north, range 70 west of the 6th P.M., City of Boulder, County of Boulder, State of Colorado. See individual parcel legal descriptions

Project Description

The proposed project, located on the northern edge of the University Hill commercial district, is a mixeduse project which includes a 198 room hotel, associated common areas, commercial uses, and below grade parking. The property is within the University Hill General Improvement District.

Zoning Information		
District:	BMS	
Use Module:	B2	
Form Module:	0	
Intensity Module:	17	
Setbacks	Required	Provided
Front Yard	0'-0" for 1st and 2nd s 20'-0" for 3rd and abo	· · ·
Side Yard	0'-0" for 1st and 2nd s 12'-0" for 3rd and abo	7
Rear Yard	O'-O"	5'-0" for 1st story; 0'-6" for 2nd and 3rd stories
Site Data		
Lot Size:	63,230 sf	(includes 8' alley R.O.W vacation)

Proposed Floor A	Area (measure	d to outside face o
Level B1		7,000 sf
Level 1		31,000 sf
Level 2		32,000 sf
Level 3		30,000 sf
	Total	100 000 ef

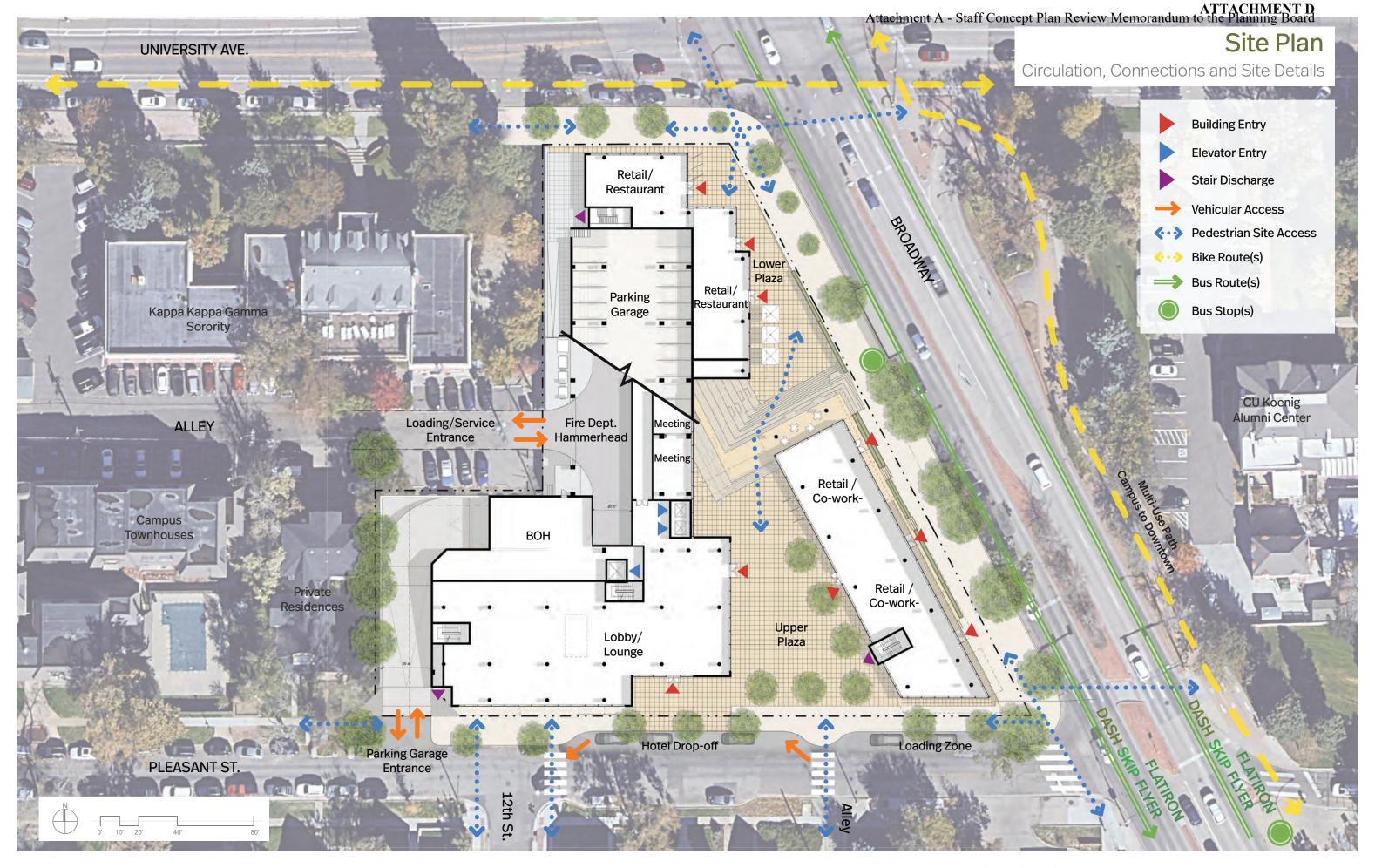
Floor Area Ratio (FAR)		
	Floor Area / Site Area	100,000 sf / 63,230 sf
	Allowable FAR	Provided FAR
	1.85	1.58

Use	
Hotel Guestrooms:	198
Hotel Common Space:	10,100 sf
Hotel Fitness	1,700 sf
Hotel Meeting Rooms	3,100 sf
Retail / Restaurant:	4,000 sf
Retail / Co-working:	5,900 sf

Parking					
	Required	Provided			
	0	58 parking spaces (29 stacked valet stalls at Level B1)			
Maximum Building Height (per site review)					
	Required	Provided			
(measured from basepoint; re:architectural sections/plans)	55'-0"	52'-8" t.o.parapet at West Bldg 47'-9" t.o.parapet at East Bldg			

Site Coverage Table				
	Area	Site Coverage (%)		
Property	63,230 sf	100%		
Building Coverage (including overhangs)	39,933 sf	63%		
Paved Area (including drive aisles, sidewalks, patios, parking, alleys)	8,272 sf	13%		
Open Area (all areas excluding building footprint, paved areas, patios)	15,633 sf	25%		

SA+R NICHOLS IN PARTNERSHIP



Basement Level

Retail and Parking

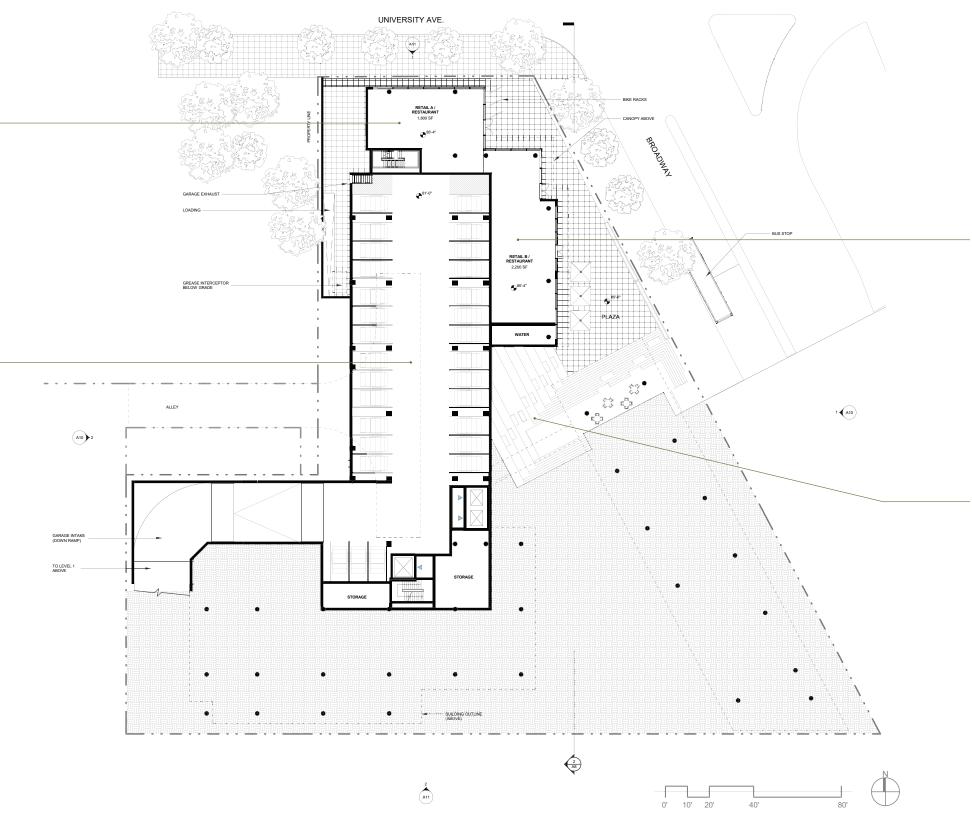


Street Activated Retail





Efficient Parking Configuration



Plaza-oriented Retail



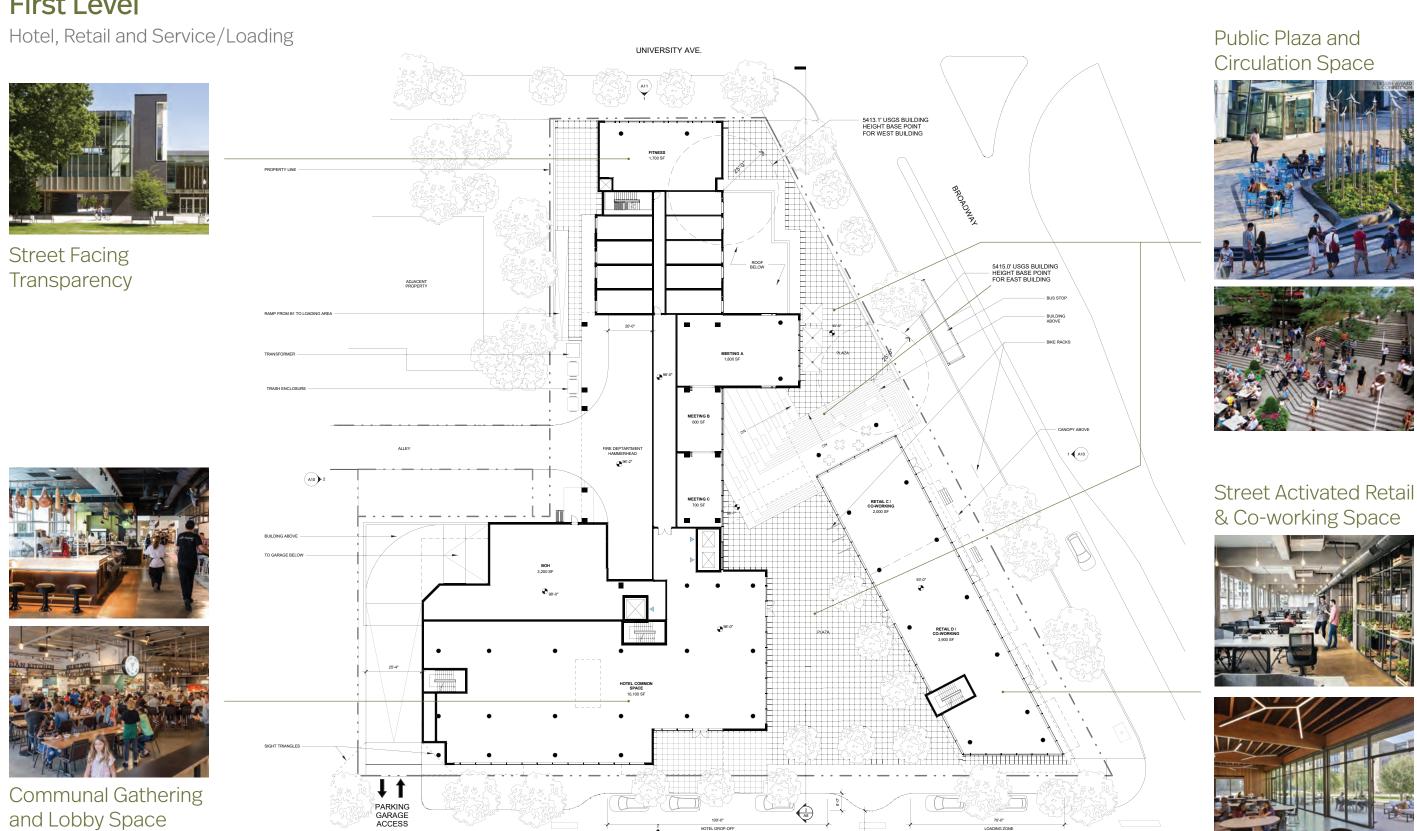


Terraced Seating & Steps





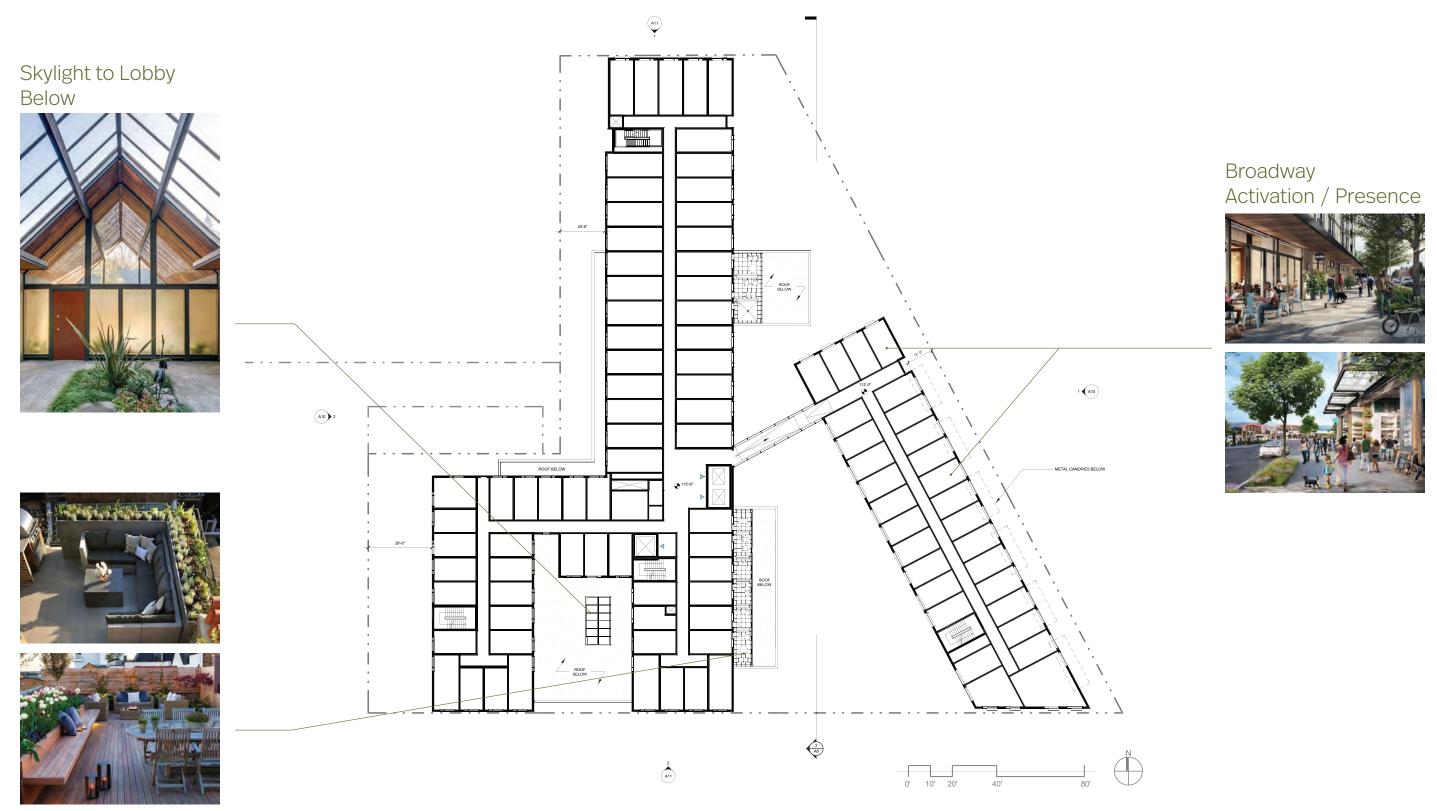
First Level



PLEASANT ST.

Second Level

Hotel



Roof Patio

Third Level

Hotel

Upper Story Step-back

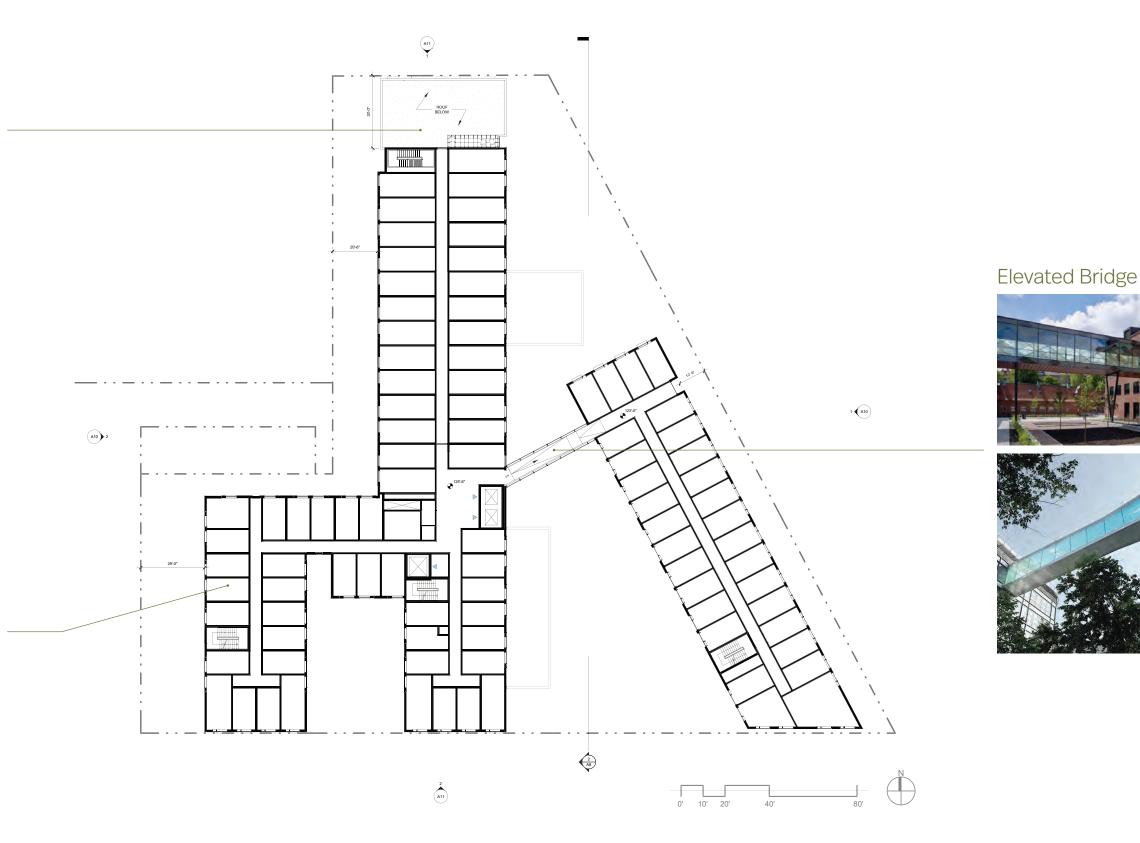


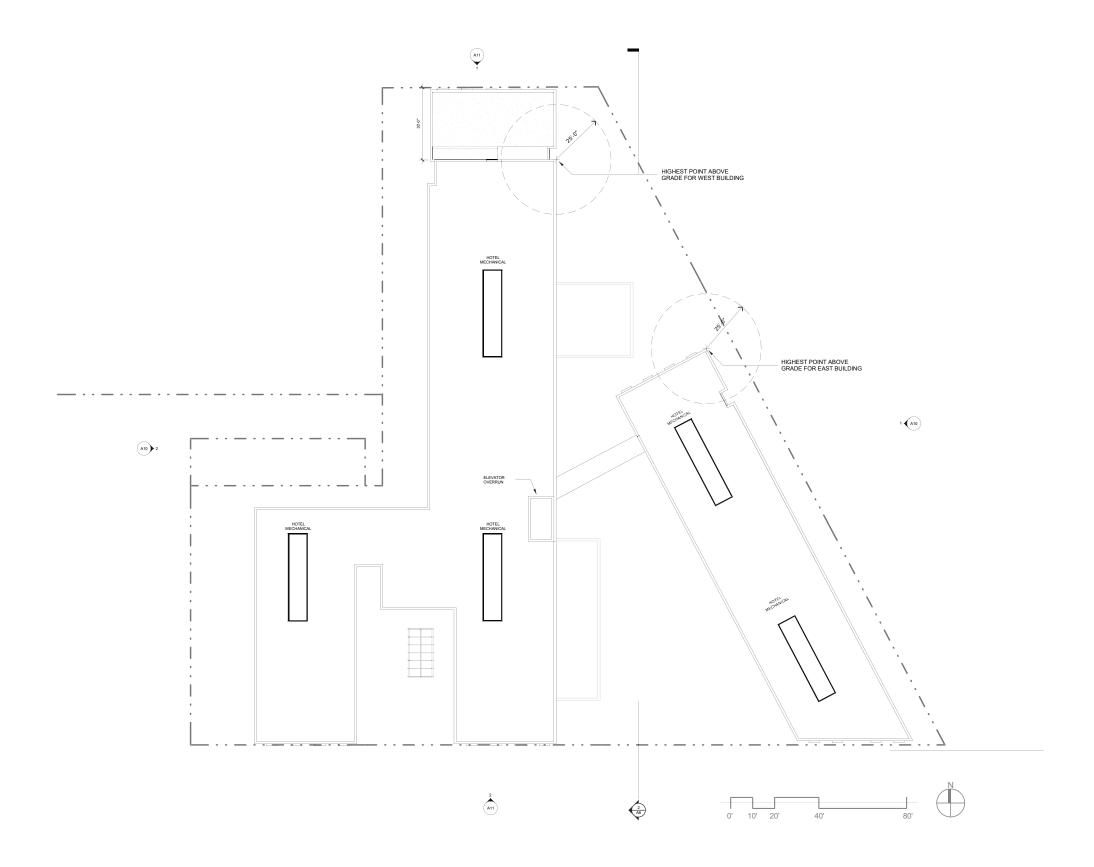


Private Roof Access

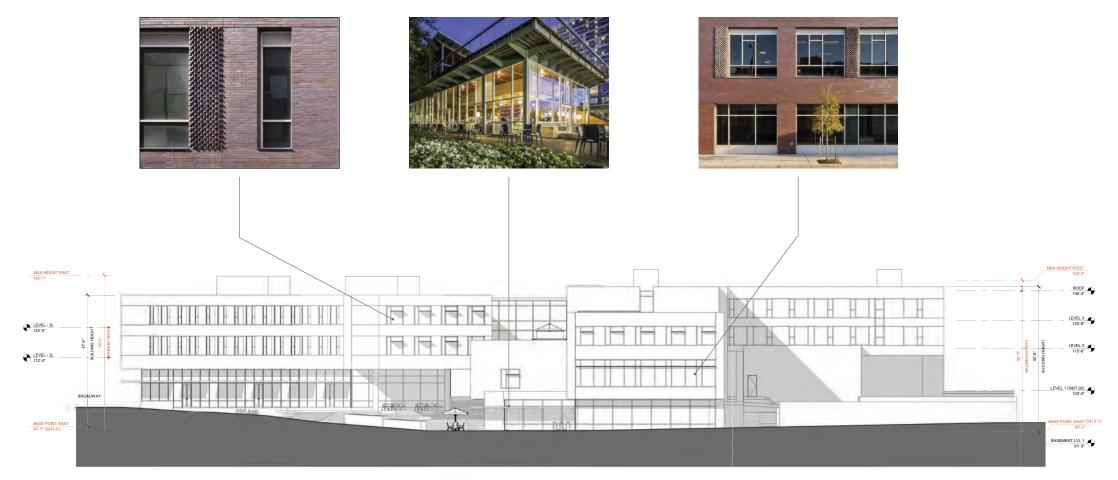
Unique, Efficient Hotel Living







Elevations & Building Character North



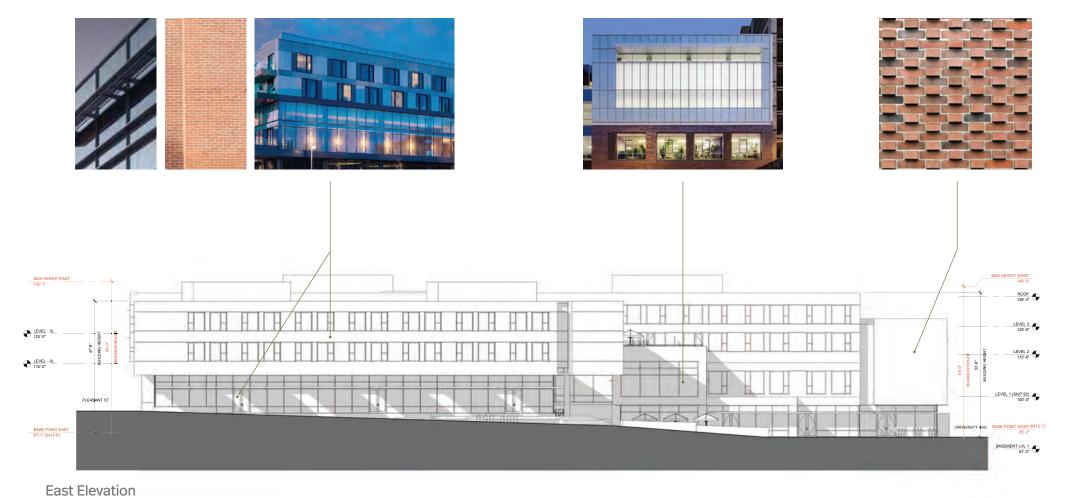
North Elevation





North Elevation

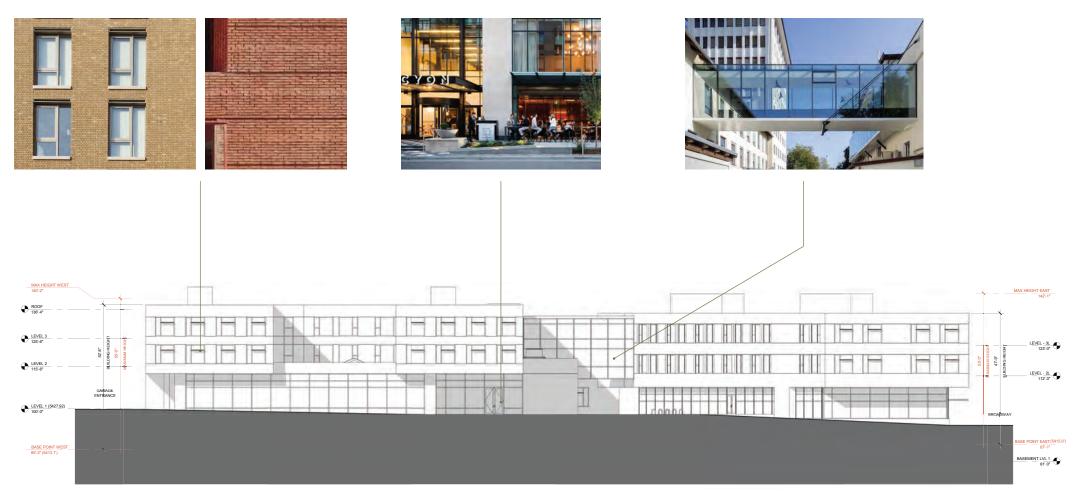
Elevations & Building Character East







Elevations & Building Character South

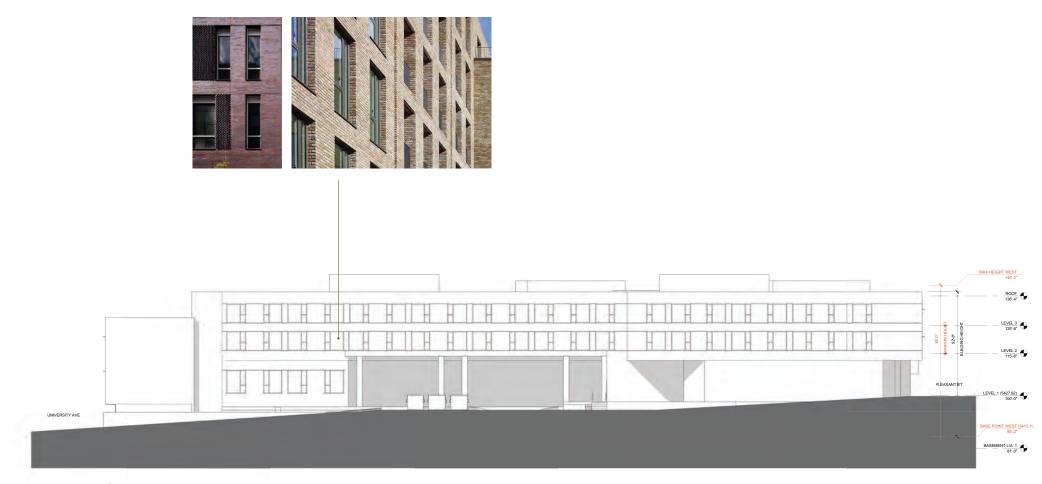


South Elevation



South Elevation

Elevations & Building Character West



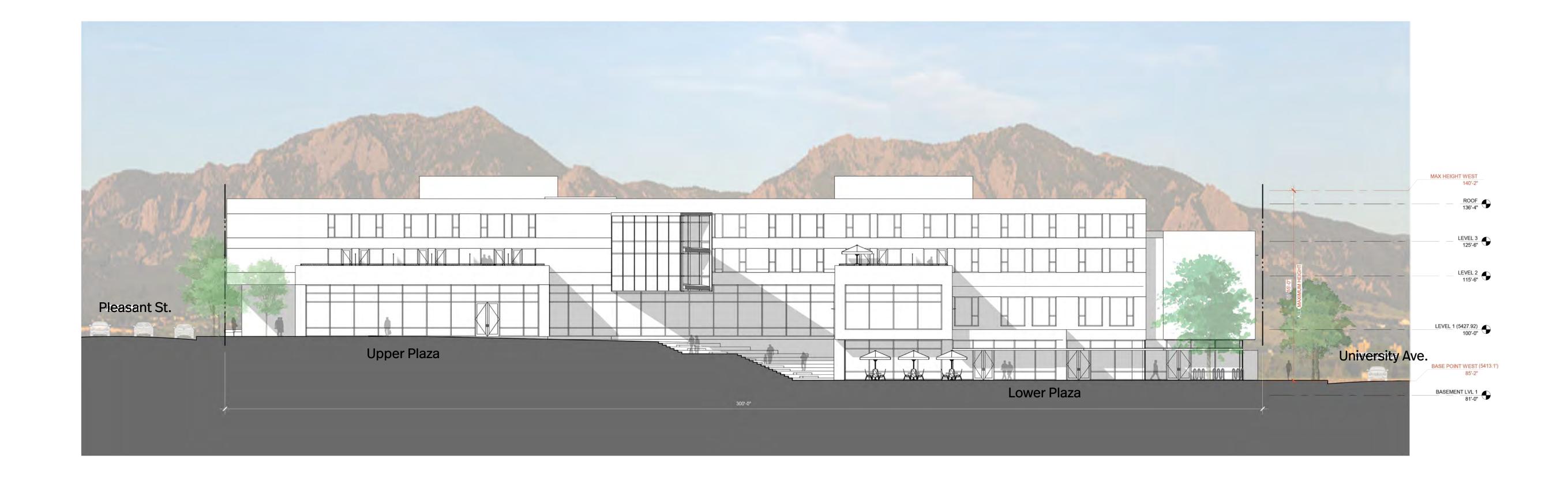
West Elevation

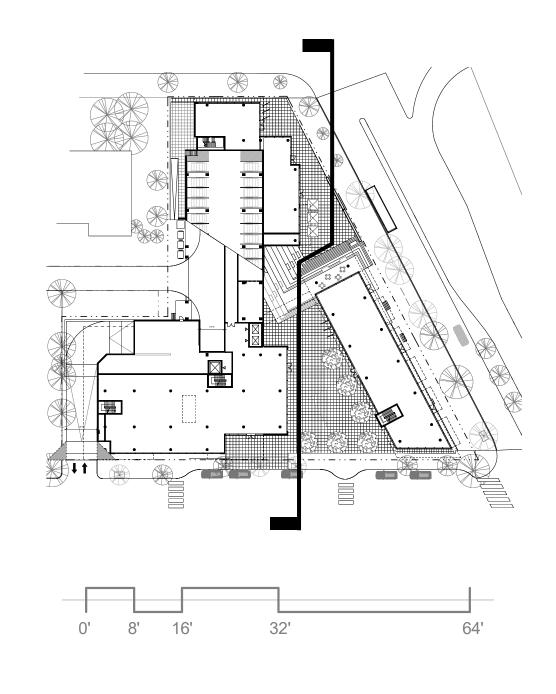


Agenda Item 5B Page 54 of 60

West Elevation

Site Section





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01.27.2020

Intersection of Broadway and University Ave.





Item 2A - 1313 Broadway (Hill Hotel) Concept Plan Review Page 61

Pleasant St. Alley Looking North



Walking Up Broadway Looking South at Lower Plaza



Pleasant St.
Looking East



North-East Corner of Broadway and University Ave. Looking South-West



Looking Up Broadway View South





Item 2A - 1313 Broadway (Hill Hotel) Concept Plan Review Page 64

CITY OF BOULDER PLANNING BOARD ACTION MINUTES February 27, 2020 1777 Broadway, Council Chambers

A permanent set of these minutes and a tape recording (maintained for a period of seven years) are retained in Central Records (telephone: 303-441-3043). Minutes and streaming audio are also available on the web at: http://www.bouldercolorado.gov/

PLANNING BOARD MEMBERS PRESENT:

Bryan Bowen, Chair David Ensign John Gerstle Lupita Montoya Sarah Silver Peter Vitale Harmon Zuckerman

PLANNING BOARD MEMBERS ABSENT:

None

STAFF PRESENT:

Charles Ferro, Development Review Manager
Hella Pannewig, Assistant City Attorney
Cindy Spence, Administrative Specialist III
Jon White, Planner II
Sloane Walbert, Senior Planner
Elaine McLaughlin, Senior Planner
Sarah Wiebenson, Hill Community Development Coordinator

1. CALL TO ORDER

Chair, **B. Bowen**, declared a quorum at 6:02 p.m. and the following business was conducted.

2. APPROVAL OF MINUTES

On a motion by **D. Ensign** and seconded by **J. Gerstle** the Planning Board voted 7-0 to approve the February 6, 2020 minutes as amended.

3. PUBLIC PARTICIPATION

No one spoke.

4. DISCUSSION OF DISPOSITIONS, PLANNING BOARD CALL-UPS / CONTINUATIONS

A. CALL UP ITEM: 250 and 260 Pearl Subdivision (TEC2019-00027): Final Plat to combine unplatted tracts at 250 and 260 Pearl as one 43,914 square-foot lot, dedicate right-of-way for 3rd Street, and dedicate public access and flood control easements. **The call up period expires on February 27, 2020**.

B. CALL UP ITEM: Aloha Subdivision (TEC2019-00045): Request for approval of a two-lot subdivision of a 14,499-square foot property located at 2800 5th Street. Following subdivision, Lot 1 will be 7,003 square feet and Lot 2 will be 7,496 square feet. A residence previously located on Lot 2 has been demolished. **The call up period expires on March 3, 2020.**

None of the items were called up.

5. PUBLIC HEARING ITEMS

A. AGENDA TITLE: Public hearing and Planning Board recommendation to the city manager on a request for occupancy higher than 12 persons for an existing not-for-profit permanently affordable cooperative housing unit ("Ingram Court Community Housing") at 4662 Ingram Court. The proposed occupancy for the property is 16 persons. Case no. CHL2019-00004.

Board members were asked to reveal any ex-parte contacts they may have had on this item.

• **B. Bowen** stated that he had worked on the remodel at 4662 Ingram Court three years ago through his firm, Caddis Architecture, but he has not performed any work at that location since. He could remain impartial in this matter.

Staff Presentation:

- **C. Ferro** introduced the item.
- **S.** Walbert presented the item to the board.

Board Questions:

S. Walbert answered questions from the board.

Applicant Presentation:

Lincoln Miller, with Boulder Housing Coalition, presented the item to the board.

Board Questions:

Lincoln Miller, representing the applicant, answered questions from the board.

Public Hearing:

- 1) Cecilia Girz spoke in opposition to the project.
- 2) Jane Manning spoke in opposition to the project.
- 3) Fleming Schutrumpf spoke in opposition to the project.
- 4) Eric Budd spoke in support of the project.
- 5) Kurt Nordback spoke in support of the project.
- 6) Sarah Rodriguez spoke in support of the project.
- 7) Malik Salsberry spoke in support of the project.
- 8) Marguerite Behringer spoke in support of the project.
- 9) Alana Wilson spoke in support of the project.
- 10) Mylene Jacquemart spoke in support of the project.
- 11) Claudia Hanson Thiem spoke in support of the project.

12) Mendi Heris spoke in support of the project.

Board Comments:

<u>Key Issue</u>: Are the proposed 16 occupants appropriate for an existing Cooperative Housing Unit, when considering the potential impacts on the surrounding community, the number of residents proposed, the proposed habitable square feet per person, the available offstreet parking, and the mission of the cooperative?

- **S. Silver** and **J. Gerstle** disagreed with staff's summary that the criteria has been met to increase the occupancy to 16 in the Ingram Coop.
- **S. Silver** said that while she is not opposed to the increase, she does struggle with that there may be other ways to get the stability for the co-op to survive rather than increasing the occupant numbers. There are no negative impacts surrounding the community, however more conversations should be had to explore other ways to obtain stability, less turnover within the co-op and the mission of co-op is fulfilled. She suggested the neighbors and residents' have more conversations.
- **J. Gerstle** said he is not opposed to increasing the occupants but would like the co-op to be a success. He was not convinced that an increase in occupants would be the only thing to make that happen. The neighbors need to be happy as well. He said it would seem the basis for this request is financial and to give the co-op and residents' flexibility. He wondered if there should be an arrangement to encourage longer term resident. He would like to see an incentive between the co-op and residents to encourage longer residences, which could make the neighbors happier.
- **D. Ensign** reminded the board that when this co-op was reviewed by the Planning Board before, they had asked for a track record for comparison. While he didn't agree with that request at the time, at present we do have a record to refer to and there is no evidence of problems with this co-op. He stated that extra numbers in occupancy would give flexibility. The process is stated in the ordinance passed three years ago. There is no data that persons have violated parking and not parking would be changed. He would be in support of the increase to 16 occupants.
- L. Montoya appreciated the public comments. All comments are helpful. Affordability is a problem in this community. Lower income persons tend to move more and should not be penalized for that. She this would be an opportunity to increase a community feeling within the city. It would be difficult to not let the addition of four people in the co-op that might be children. She said people need to think about others and not just themselves.
- **H. Zuckerman** said the request meets the criteria in order to recommend to the city manager. While there may be potential impacts on the surrounding community, the impacts are speculative. The facts are not there, and the criteria are met. People are feeling unwelcome here and that hurts. There are not many complaints. He said he would support the request.
- **P. Vitale** said he does feel for the neighbors that may experience change in density. He said he hopes the increase will allow for parents with children to move into the co-op and experience flexibility. This will create less turnover, a tightly knit community, and yield a net benefit to the neighborhood. He would be in support.
- **B. Bowen** said that a co-op is an entire community and family. Co-op housing is a bright spot on how the city can look to the future to reduce the carbon emissions, provide food security and to work together.
- S. Silver said that there were neighbors that had concerns; however, an approval should not mean they were not heard. She said that the process is currently up to the neighbors to complain

- about other neighbors and that is a shame. She suggested a more appropriate system should be set up to address concerns. She would prefer more conversation on topic. If additional were occupants were families or children, it would be better.
- **B. Bowen** said the concerns that were heard by the public were the concerns that were used to generate the original ordinance.

Motion:

On a motion by **D. Ensign** seconded by **B. Bowen** the Planning Board voted 7-0 to recommend to the city manager to authorize an occupancy of 16 persons at the Ingram Court Community Housing cooperative housing unit, incorporating this staff memorandum as findings of fact.

B. AGENDA TITLE: CONCEPT PLAN & REVIEW for a redevelopment of the property located at 1313 Broadway. Proposed is a 198-room hotel along with ground floor retail, co-working office space, plaza space and below grade parking within the University Hill Business District. Reviewed under case no. LUR2020-00004.

Staff Presentation:

- **C. Ferro** introduced the item.
- **E.** McLaughlin presented the item to the board.

Board Questions:

No questions from the board.

Applicant Presentation:

Chris Shears, with Shears Adkins Rockmore Architects, and **Danica Powell**, with Trestle Strategy Group, presented the item to the board.

Board Questions:

Chris Shears, with Shears Adkins Rockmore Architects, and **Danica Powell**, representing the applicant, answered questions from the board.

Public Hearing:

- 1) Herb Fenster spoke in opposition to the project.
- 2) Jewel Brooks spoke in opposition to the project.
- 3) Nancy Blackwood spoke in support of the project.
- 4) Cheryl Liguori spoke in support of the project.
- 5) Jim Morris spoke in opposition to the project.

Board Comments:

Key Issue #1: Is the proposed Concept plan consistent with BVCP Land Use Plan & Policies?

- **J. Gerstle** said, while they are not able to control what the University would be able to do, it would be useful for the Planning Board to see what CU is planning for the area.
- **D. Ensign** said that he does see flexibility with a variety of things for this area. He would like to see a lot of activation on ground level and walkable neighborhoods are an important concept

- within the BVCP. This plan is on the right track regarding that. There is an attempt to make it more than a hotel and activate this area. It is consistent. He would be in support.
- **H. Zuckerman** said he would like to keep continuity with the local businesses and preserve the existing businesses somehow. He suggested creating a fund for those existing businesses. He would like to see them return at regular rent levels on the first floor.
- **S. Silver** agreed with **H. Zuckerman** regarding the preservation of local businesses and creating new local businesses in this area. In terms of consistency with the BVCP, this area is meant to be both a business district and a neighborhood center. She would like to see that both are being allowed, but to allow for the rest of area to be a neighborhood center and not become a high-end catalyst and would end up deterring local business.
- **J. Gerstle** said the plan is consistent with the BVCP policies. He suggested that the plan make sure room for local businesses that are both neighborhood and student oriented. There will still be a need for these services.
- **P. Vitale** said the plan is generally compliant. The idea of any kind of office as opposed to retail would not fit. Co-working space would be a loss and not consistent.
- **B. Bowen** the plan should balance the kinds of uses to fit the neighborhood center and student population and regional district, which comes down to retail tendency. He agreed with **P. Vitale** regarding co-working space. He liked having good walkable retail and usable open space in the plan. He mentioned there are opportunities for art and welcoming points.

Key Issue #2: Site Design Considerations (Engineering & Site Design)

- **H. Zuckerman** said that as the building is pulled back from Broadway, there is an opportunity to create more sound attenuation and safety. Since trees along Broadway do not do very well, he suggested raised beds being installed. They would create shade, quiet, safety and the trees may live longer.
- **P. Vitale** said he worries about the lower plaza and the shade that would keep it the snow from melting. He would like to see some natural curves that flow with the site.
- **D. Ensign** appreciated a lot of staff's comments. This is a chance to make something great as a public accommodation in that area. He would like to see the active steps for the public happen. He would like to see some interesting public art installations. He did not approve of the public space on the roof. Regarding circulation and transportation, this is an opportunity to get a better bus drop off at this location. A good TMP will be critical.
- **J. Gerstle** said that the Planning Board should be aware of the plans surrounding the CU Conference Center. This Concept Plan is attractive in general. He would want reassurance that there is no gate between the buildings to prevent public access. The small building on Broadway for retail space should have no backside to the building. It should only have front doors facing Broadway and along the plaza. Regarding the alley going east/west, he would like to consider a pedestrian access through to the alley.
- **S. Silver** said that Alley "A" will need to be revitalize and there should be a commitment to that at the same time this building is constructed. Regarding open space, she appreciated staff's recommendation about softening and greening it up. This should feel less like a blank urban plaza and should have green and trees.
- **L. Montoya** said she liked the idea of having foot traffic as well as retail in the same area. She would like to see more minority-owned businesses in this area.
- **P. Vitale** said he sees the bridge as an opportunity to do something great and urged the applicant to do so. He urged the applicant to not design the building to resemble a high school or

- institutionalized. He said, regarding the "keyhole" entrance, could render itself to LED art or showcasing of some kind.
- **B. Bowen** said the site is arranged in a very logical and legible to visitors' fashion. The attention to views is very good. The back of northern retail building appears to be a nice area for a garden spot. He would like to see a round-about drop-off concept. It could assist with parking and loading area. The courtyards are arranged well with the stepping down walls. Finally, having the massing on the north/south along the west property line creates a nice sound buffer to the adjacent neighborhoods and properties.

Key Issue #3: Building Mass and Scale Considerations

- **P. Vitale** said that while there will be a lot of mass on the corner that the public will need to get used to, it will be a great gathering place.
- **H. Zuckerman** said that when looking south from the northern corner of Broadway, that is the only place where it appears to be a four-story building because you would be standing below point topographically. He suggested a little relief in the wall with some articulation could help with that, rather than a flat wall. There are some concerns around solar access and site line analysis to the west especially for the sorority and perhaps more study should be done.
- **S. Silver** said that as people are coming up the hill on Broadway, the building will appear massive. It will appear as a wall and a problem for the community.
- **P. Vitale** said the massing cannot be fixed, therefore the only way to fix it would be to have the ground floor retail embrace the community, so they are pulled in.
- **S. Silver** questioned how to reactivate the western side of the hotel site for the public since it would have views.
- **J. Gerstle** agreed that the massing would be large at the intersection of Broadway and University Avenue and is especially concerned about the view as one goes up the hill along Broadway from Arapahoe. He finds the proposal in this respect to be unacceptable. He suggested a more significant setback of the third and fourth stories. Regarding the CU architecture style, and that we should be working together with them, perhaps that could be considered too.
- **D. Ensign** said he is not as concerned with the massing as it fits within the FAR of the site. He did not think it would not appear to be that big of a wall. Currently this is an area with unattractive buildings, and we are looking at getting something nice in their place. It is not a direct view of the Flatirons going up that hill. Staff recommended a roof top deck on the southwest corner. The sorority house concerns are important and should be addressed.
- **B. Bowen** said the overall gesture of the building is well conceived and works well with the open space and how people more around the site. The three-dimensional space of the plazas is important and see them activated. He approved of the architectural imagery. He approved of seeing white-box packaging and a solid level of detail in this concept plan. He would like to see the buildings loosen up and get more creative.

Board Summary:

Since this is a Concept Review, no action is required on behalf of the Planning Board. **B. Bowen** provided a summary of the board's discussion. He said there was a broad consensus that the plan did meet the BVCP. There should be focus on the intersections between the neighborhood centers and the regional centers. That balance is important. The board questioned how to take the existing businesses and bring them back and promote minority owned businesses. The overall site design is logically laid out and the board recognized the need for using the alley for loading and service. The idea of the fire

department hammerhead should be used to get trucks out of the way for the sorority parking. There is interest in creating permeability through to the alley. Overall permeability and approach to the site looks good. Some board members suggested terminating vistas with art. There is a strong desire for a TMP to support the parking approach. The retail along Broadway needs to be four-sided. The board would like for this to be a great building and not bland. There was varying reaction to the massing with some strong concerns to the north end and overall height. Most liked the architectural imagery, but some exceptions called out. The board would like the space, the plaza and landscape to be rich and reflect Boulder in some way.

6.	MATTERS FROM THE PLANNING BOARD	, PLANNING	DIRE	CTOR, AN	ND CITY	7
	ATTORNEY					

- 7. DEBRIEF MEETING/CALENDAR CHECK
- 8. ADJOURNMENT

The Planning Board adjourned the meeting at 10:33 p.m.		
APPROVED BY		
Board Chair		
DATE		