



## STUDY SESSION MEMORANDUM

**TO:** Mayor and Members of City Council

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**DATE:** November 10, 2022

**SUBJECT:** Discussion of Planning & Development Services Department Council Priority Project Scheduling and Work Planning related to Land Use Code Changes to the Site Review Criteria, Use Table & Standards, Accessory Dwelling Unit (ADU) Regulations, Occupancy Limits, Zoning for Affordable Housing, Boulder Junction Phase 2, Area III Planning Reserve Baseline Urban Services Study, and the Civic Area/Downtown Planning Coordination.

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### EXECUTIVE SUMMARY

The purpose of this item is to seek feedback from City Council on the schedule for 2022 / 2023 Planning & Development Services related council priority code changes and area planning efforts.

### QUESTIONS FOR CITY COUNCIL

1. Does City Council approve of staff's proposed scope and engagement level for the updates to the accessory dwelling unit (ADU) project, or have any questions related to the evaluation?
2. Does City Council have any further comments on the proposed scope of work, public engagement plan, and schedule for the Boulder Junction Phase 2 project?
3. Does Council agree with staff's recommendation regarding the prioritization of the work planning items, or does it prefer a different sequence of projects?

## PROJECT SCHEDULES

Planning & Development Services is the lead department on a number of major work program items, several of which also are on-going council priorities and new priorities as identified early in 2022 at the council retreat. These work program items cross over and include both the Development Services and Comprehensive Planning divisions within the department.

While progress has been made on many of these, the potential timelines have changed throughout the year due to natural variations and needs associated with these types of projects, and due to staffing changes. Lingering effects from COVID staff reductions and, more recently, labor challenges have impacted the schedule of P&DS priority projects. Specifically, the loss of senior staff in both divisions have required a temporary shift of some existing staff in order to support day-to-day core service delivery (i.e, processing of development review planning cases). Department managers have been very successful in filling these key vacancies, but the result nonetheless has been a loss of approximately three months in timing from what was anticipated early in the year. These converging factors require schedule adjustments on some council priority projects, as recommended below and as is presented for council discussion in this study session.

Summary of Planning & Development Services Department Council Priority Projects					
Project	Project Start	Total Projected Length	Interim Benchmark & Date	Potential Completion Date	Comments
A. ADUs	2022	1 year	Depending on the scope of changes, staff may return to council in Q1 or Q2 for feedback.	Q2 2023	N/A
B. Boulder Junction Phase 2	Q4 2022	1.5-2 years	Plan Amendment Adoption and BVCP Land Use Updates – anticipated Sep 2023	Q2 2024	City Council provided feedback on the project scope on Sep. 22, 2022. The scope has been refined to complete any necessary plan amendments expeditiously.
C. Site Review Criteria Update (part of Community Benefit project)	2018	4.5 years	Phase One (Permanently affordable housing standards) adopted: Oct. 29, 2019	Q1 2023	City Council provided feedback on the project on Aug. 25, 2022. Staff is currently updating the ordinance and will return to Planning Board for recommendation and then council in early 2023.

			Phase Two (below market rate commercial standards) tabled: June 15, 2021		
D. Use Table & Standards	2018	5 years	Phase One (Opportunity Zone & other citywide changes) adopted: Oct. 29, 2019  Phase Two (ordinance to update and simplify use table and standards) adopted: June 21, 2022	Q2 or Q3 2023	City Council provided feedback on the project on Aug. 25, 2022. Staff is currently bringing forward an ordinance to update industrial zones to Planning Board and City Council in late 2022. The final part of the project (mixed-use and 15-minute neighborhoods will commence thereafter with a goal of completion by end of summer 2023)
E. Occupancy Reform	2023	6-8 months	Depending on the scope of changes, staff may return to council in Q1 or Q2 for feedback.	Q2 or Q3 2023	Prioritizing this to an earlier date will further delay the Site Review criteria update, which is in the final stage.
F. Zoning for Affordable Housing	2023	6 months	N/A	Q4 2023	Prioritizing this to an earlier date will further delay the Site Review criteria update, which is in the final stage.
G. Area III Planning Reserve Baseline Urban Services Study	Q2 2023	1 year	Preliminary Scope of Work and Area I/II Capacity Analysis Study Session – anticipated early Quarter 2 2023	Q2 2024	The project will require coordination and participation by several other city departments. Staff will attempt to utilize outside consultants and subject matter experts where possible to assist with many tasks of this technical study.
H. Civic Area / Downtown Planning Coordination	Q1 2023	1-2 years	Information Packet on process for Streets as	Q1 2024 - Q1 2025	Staff have established a process subcommittee for the Streets as Public Spaces project with

			Public Spaces evaluation by end of 2022. Study Session to review Streets as Public Spaces recommendations for spring and summer opportunities in late Q1 / early Q2 2023.		Councilmembers Winer and Benjamin per direction from council.  Depending on the scope and breadth of coordination needed, this project could encompass a number of ongoing and anticipated downtown planning efforts.
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## A. ACCESSORY DWELLING UNIT REGULATIONS

### *Background*

During the 2022 annual retreat, City Council identified accessory dwelling unit updates as a key priority for the 2022-2023 council term. The objective of this council priority is to consider an ordinance to remove saturation limits for accessory dwelling units within a certain radius and to allow for attached or detached ADUs wherever existing requirements are met. Staff has developed a draft project charter, available in **Attachment A**, for this work.

Accessory dwelling units have been discussed as one tool to address Boulder’s housing challenges over the past decade or more to help provide “a diversity of housing types and price ranges,” which is a core value of the Boulder Valley Comprehensive Plan. The current regulations limit the percentage of ADUs within a certain radius in some zoning districts (a “saturation limit”) and staff maintains a waiting list for properties that are in areas that have reached their saturation limit.

Boulder has had accessory dwelling unit regulations in place since 1983. A map of all approved ADUs in the city is available in **Attachment B**. The city saw a record number of approved applications in 2019 after the most recent update to the regulations. To inform future changes to the ADU regulations, Planning & Development Services and Housing & Human Services staff has completed an evaluation of the most recent updates, which went into effect in 2019. The evaluation report is available in **Attachment C**.

This evaluation includes both quantitative analysis of the various characteristics of ADUs that have been approved since those changes were adopted, as well as the results of a recent survey of all households with an approved ADU in the city. Staff has also been engaging in internal stakeholder interviews to better understand potential barriers to ADU development in Boulder. In addition to assessing the potential removal of the saturation limit and allowance of more than one ADU on a lot, staff is exploring what additional changes could potentially be most impactful in eliminating remaining code or process barriers for ADUs.

## ***Community Engagement***

The City of Boulder's Housing & Human Services Department (HHS), in partnership with the City of Boulder's Planning & Development Services Department (P&DS), conducted a survey about ADUs within the city. The purpose of the survey was to help understand how these units contribute to housing opportunities within the city and also to determine how the program might be improved. A similar survey was conducted both in 2012 and 2017, so changes in the uses of ADUs, attitudes about them, and major barriers can be assessed over time.

All 439 households in the City's records shown to maintain an ADU in 2022 received the survey. Of the 439 households, 212 households responded to the survey, for a 48% response rate. A summary of the survey results can be found in the ADU evaluation in **Attachment C**.

A significant amount of public engagement was undertaken at the time of the most recent updates to the ADU regulations in 2018. This engagement can help inform future changes and be supplemented by the survey results from ADU owners this year. For the targeted updates identified by City Council, the City would likely undertake a "consult" level of engagement. Staff will further develop a community engagement plan for the ADU updates based on the guidance from Council received at this study session.

## ***Board and Commission Feedback***

P&DS and HHS staff presented initial results of the evaluation and survey results at the September 28, 2022 Housing Advisory Board meeting. The Housing Advisory Board has been working to develop a recommendation to City Council on changes to the ADU regulations and discussing the topic regularly at recent meetings. See **Attachment E** for more details of the recommendations from the October 26, 2022 meeting of the Housing Advisory Board. In summary, the board recommended the following changes:

1. Eliminate Saturation limits
2. Eliminate parking requirements for ADUs
3. Eliminate minimum lot sizes for ADUs
4. Revise ADU size limits
5. Create pre-approved ADU floor plans
6. Streamline ADU review process

Staff will also meet with the Planning Board to discuss potential changes to the ADU regulations once the scope of the project is finalized. All changes to the Land Use Code are reviewed by Planning Board, which provides a recommendation to the City Council.

## ***Analysis***

### **Comparable City Research**

In addition to completing an evaluation of the most recent ADU code changes, staff has researched the zoning codes of over 30 cities around the country to understand how other

cities regulate ADUs. A matrix comparing the ADU regulations in these cities can be found in **Attachment D**. Some initial highlights that can be drawn from this comparable city research include the following:

- **Saturation limits:** No other city has a saturation limit for ADUs
- **Minimum lot size:** Only a few have a minimum lot size
- **Number of ADUs allowed:** Almost all cities limit 1 ADU per lot
- **Maximum size:** Boulder's maximum size of detached ADUs is smaller than most cities (though many cities in Colorado tend to be lower than other states). Typically, maximum size is around 800 square feet or a percentage of the principal structure
- **Parking spaces required:** Varied among cities but typically 0 or 1, some cities waive requirement if close to transit
- **Separate ownership:** Almost all say ADU cannot be sold separately
- **Owner occupancy requirements:** About half require owner occupancy

### **Saturation Limit**

As noted in the attached evaluation, staff believes that the saturation limit continues to present a significant procedural and perceived barrier to the development of ADUs in Boulder. No other cities in the country are known to use a saturation limit for ADUs. The frequency of ADU inquiries related to saturation limits suggests that it is something that is not well understood by the public, and the measurement is available only to staff, necessitating significant staff time to confirm saturation limits. Other cities in the state and around the country instead rely on their existing zoning standards and other ADU requirements to mitigate any impacts of ADUs on neighborhoods.

### **Multiple ADUs Per Lot**

Based on survey results and internal stakeholder discussions, it is less clear that allowing more than one ADU per lot would eliminate a current barrier to ADUs. Survey results indicate that less than one-quarter of current households with an ADU would be interested in pursuing an additional ADU. In discussions with internal staff, no proposals for more than one ADU on a lot had been brought up. Currently, the code does not explicitly prohibit more than one ADU on a lot, and no applications for a second ADU have been submitted. Additionally, in reviewing the ADU regulations of comparable cities, almost every city limits the number of ADUs to one per lot. In Boulder, permitting additional ADUs on one lot also raises further questions about whether changes would need to be made to the occupancy limitations on lots with an ADU, as well as what the parking requirements would be.

### **Evaluation Conclusions**

After the implementation of the regulatory changes in 2019, there was a corresponding spike in ADU applications. In reviewing the ADUs approved since the changes, it appears that several of the changes reduced prior barriers for ADU development in Boulder. Perhaps most significant was modifying the allowable size of detached ADUs, which allowed for the construction of 72 ADUs that would not have been allowed previously. In addition, the increased saturation limit also allowed the construction of 41 additional ADUs that could not have occurred before the changes. Reducing the

minimum lot size requirement for ADUs from 6,000 square feet to 5,000 square feet also allowed for 14 additional ADUs to be constructed. Note that many factors beyond zoning, such as property values, the COVID-19 pandemic, construction costs, and other outside influences have likely also impacted the interest in ADUs.

Additional conclusions related to potential future improvements to the ADU regulations can be found in the attached evaluation report. Staff recommends that the ADU code changes for the City Council work program priority in 2022-2023 focus on considering the elimination of the saturation limit, increasing the size limits and standardizing the method of measurement for ADUs, as well as general efforts to clarify the code language and improve user-friendliness. In addition, several procedural changes would help to improve the process for residents and applications. This targeted scope, and a “consult” level of engagement, will keep the process on target for adoption by quarter two of 2023.

## **B. BOULDER JUNCTION PHASE 2**

Staff presented the preliminary scope of work approaches at the September 22 City Council study session. A link to the study session materials can be found at this [link](#). During that meeting, City Council was presented with two options being considered for the scope of work. The first option was to implement the plan with the current proposed land use and connections identified for the Phase 2 area. The second option proposed an evaluation of the proposed land uses and transportation connections in the Phase 2 area to ensure they are aligned with the Boulder Valley Comprehensive Plan, market trends, and community needs.

City Council directed staff to move forward with the second option, which includes an extended project schedule to incorporate a more robust community engagement process to discuss alternatives, develop a preferred approach for land use and mobility connections, and adopt a plan amendment. Council also asked that staff explore options for phasing or sequencing that could accelerate certain aspects of the project.

To address Council’s requests, staff explored a geographic phasing strategy (e.g., starting with the area south of Pearl Parkway and then moving to the north), however this approach was not preferred because it introduces potential confusion when communicating with the public and leads to repetition of multiple tasks when moving from one area to the next. Instead, staff propose to consolidate tasks and sequence the project in a way that distinguishes the ‘planning’ updates from the ‘implementation’ steps more clearly. For example, the goal is to reach a meaningful milestone and initiate the adoption process for the area plan amendments and updates to the BVCP land use map by Q3 2023. Implementation steps such as zoning updates, potential expansion of the General Improvement Districts, and infrastructure phasing will be delayed slightly, and then run concurrently once a preferred land use alternative has been determined.

Below is a summary of the revised preliminary scope of work, community engagement approach, and schedule. More details can be found in **Attachment F** and **Attachment G**.

## **Schedule and Tasks**

### ***Boulder Junction Phase 2***

#### ***Implementation & Plan Amendment***

- *Tasks*: includes Tasks 0-5
- *Duration*: approximately 18-21 months total (initiate Plan Amendment & BVCP Land Use Map updates in approx. 12 months)
- *Staff Resources*: approximately 2.5 existing FTEs
- *Community Engagement*: Inform/Consult/Involve
- *Funding Needs*: consultant services for market study and form-based code updates

	<b>2022</b>		<b>2023</b>				<b>2024</b>		
	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3
<i>Task 0 – Project Scoping</i>									
<i>Task 1 – Background Inventory/Phase 1 Report</i>									
<i>Task 2 – Needs Assessment, Alternatives &amp; Preferred Approach</i>									
<i>Task 3 – Plan Amendment Adoption &amp; BVCP Land Use Updates</i>									
<i>Task 4 – Implementation Strategy</i>									
<i>Task 5 – Regulatory Implementation</i>									

### **TASK 0: PROJECT SCOPING (CURRENT TASK)**

**PURPOSE:** This task will focus on convening a core project team and developing the project’s scope, schedule, budget, and contracting necessary consultants.

**ENGAGEMENT:** During this task, engagement is intended to seek feedback and endorsement from City Council, Planning Board, and city staff on the project’s scope of work and the Communications and Engagement Plan. The project team will initiate the use of the Racial Equity Instrument.

- *Community engagement level: Inform/Consult*
- *Community and stakeholder methods of engagement may include:*
  - *City Council study sessions*
  - *Planning Board updates*



## **TASK 1: BACKGROUND INVENTORY/PHASE 1 REPORT**

**PURPOSE:** Project work will involve compiling background information and existing conditions on outcomes and lessons learned from Phase 1 to inform future decision-making on the implementation strategy and priorities. An analysis of the benefits and impacts of Phase 1 on underrepresented communities will also be undertaken. The Racial Equity Instrument will continue to be used based on engagement inputs. This task would also include consultant services to perform a market study of the Phase 2 area.

**ENGAGEMENT:** During this task, engagement is intended to build a strong foundation for constructive and inclusive conversations using the city's Racial Equity Instrument. The engagement will focus on building the community's understanding of the project, process, and its parameters, and gathering feedback on the quantitative and qualitative outcomes of Phase 1. The project team will seek to engage and solicit feedback from community members and stakeholders, with a specific focus on people involved in the implementation of Phase 1 or those who currently live in, work in, or use the area. Feedback received about Phase 1 will be used to build a collective understanding of the relevant lessons learned, including issues and opportunities that could inform the implementation of Phase 2. Staff will also seek advice from the city's community connectors in-residence on effective engagement for underrepresented communities for this specific project and adjust the Communications and Engagement Plan accordingly.

- *Community engagement level: Inform/Consult*
- *Community and stakeholder methods of engagement may include:*
  - *City Council study sessions*
  - *Planning Board updates*
  - *Interagency and interdepartmental coordination*
  - *BeHeard Boulder questionnaire*
  - *Open House*
  - *Walking Tours*
  - *Focus Groups*
  - *Community connectors in-residence*
  - *Communications (video, FAQs, project website, social media, newsletter, mailed notification to occupants/owners of Phase 2 area)*

## **TASK 2: NEEDS ASSESSMENT, ALTERNATIVES, & PREFERRED APPROACH**

**PURPOSE:** Project work will involve re-evaluating the Transit Village Area Plan's land uses, mobility connections, and placemaking elements. As needed, alternatives will be prepared to be evaluated and a preferred approach for a potential plan amendment will be developed. The market study initiated under Task 1 will provide information to understand current and anticipated land use needs.

**ENGAGEMENT:** During this task, engagement is intended to re-evaluate the Transit Village Area Plan to identify if potential changes may be needed and included within a plan amendment. The project team will seek to engage and solicit feedback from community members and stakeholders on current and future community needs and potential alternatives for updates to the plan (i.e., land use, mobility connections, placemaking elements). Then, additional feedback will be received to help fine-tune the alternatives. Engagement will seek to build and reach consensus on a preferred approach for a plan

amendment. The engagement does not include opening the discussion on the plan's established goals. It will focus on potential updates needed for the land use designations, mobility connections, and placemaking elements to achieve the established goals. The input from community members and stakeholders will help the project team to advance opportunities for implementing the city's policies, meeting the plan's goals and to identify potential unintended consequences. As part of the racial equity approach, consultations with underrepresented communities will be undertaken to understand potential unintended consequences on vulnerable populations of the different alternatives, and to understand how to mitigate issues and maximize opportunities.

- *Community engagement level: Inform/Consult/Involve*
- *Community and stakeholder methods of engagement may include:*
  - *City Council study sessions*
  - *Planning Board updates*
  - *Other Board updates – e.g. TAB, EAB*
  - *Interagency and interdepartmental coordination*
  - *Community Meetings*
  - *BeHeard Boulder Questionnaire*
  - *Focus Groups*
  - *Communications (FAQs, project website, social media, newsletter, mailed notification to occupants/owners of Phase 2 area)*

### **TASK 3: PLAN AMENDMENT ADOPTION / BVCP LAND USE UPDATES**

**PURPOSE:** Project work will involve gaining approval and adopting a plan amendment through Planning Board and City Council and implementing the proposed land use recommendations through updates to the Boulder Valley Comprehensive Plan Land Use Map.

**ENGAGEMENT:** During this task, engagement is intended to focus on community participation in the adoption process, including public hearings for Planning Board and City Council.

- *Community engagement level: Inform*
- *Community and stakeholder methods of engagement may include:*
  - *Planning Board public hearing*
  - *City Council public hearing*
  - *Communications to inform the public on the hearing (project website, social media, newsletter, mailing to impacted properties)*

### **TASK 4: IMPLEMENTATION STRATEGY**

**PURPOSE:** Analyze key implementation steps, including infrastructure improvements and regulatory updates, and develop a strategy for execution including identification of responsible parties, priorities, and funding mechanisms.

**ENGAGEMENT:** During this task, engagement is intended to involve stakeholders on the development of the implementation strategy and seek feedback on the strategy.

- *Community engagement level: Inform/Consult*
- *Community and stakeholder methods of engagement may include:*

- *City Council study sessions*
- *Planning Board updates*
- *Other Board updates – e.g. TAB, EAB*
- *Interagency and interdepartmental coordination*
- *Focus Groups*
- *Communications (FAQs, project website, newsletter)*

## **TASK 5: REGULATORY IMPLEMENTATION**

**PURPOSE:** Implement regulatory aspects of the project and develop systems or tools to track progress.

**ENGAGEMENT:** During this task, engagement is intended to focus on informing the public of the approvals and how feedback shaped the final outcomes.

- *Community engagement level: Inform*
- *Community and stakeholder methods of engagement may include:*
  - *City Council study sessions*
  - *Planning Board updates*
  - *Interagency and interdepartmental coordination*
  - *Communications (video summarizing outcomes and role of engagement, project website, social media, press release)*

### ***Board and Commission Feedback***

#### **Planning Board**

Staff are scheduled to present a refined scope of work and schedule on the Boulder Junction Phase 2 project to Planning Board on November 1. Planning Board will be asked to provide input on the proposed scope of work to re-evaluate certain land use and transportation recommendations, the preliminary community engagement plan, and overall sequence and timing of the project. Since this memo will be complete prior to November 1, staff will include any relevant Planning Board feedback in the presentation to City Council on November 10.

## **C. SITE REVIEW CRITERIA UPDATE**

The Site Review Criteria Update is the final component of the broader Community Benefit project, which commenced in 2018. Phase One of the project to incorporate new options for allowing increased building height and in limited scenarios, additional floor area and density, in exchange for additional increased permanently affordable housing requirements was adopted in 2019. Phase Two related to below market rate commercial was ultimately tabled by City Council in 2021.

On August 25, 2022, P&DS staff presented an update and requested feedback from City Council on the Site Review criteria update project. A link to the study session materials can be found at this [link](#) and a summary of the study session discussion and direction from council can be found at this [link](#).

Staff is currently updating the criteria, per council direction, to be less prescriptive and to address the criteria related to Boulder Valley Comprehensive Plan (BVCP) compliance and greenhouse gas emissions reduction. City Council had recommended that the BVCP

criterion be updated to apply all BVCP policies as recommended by Planning Board, but that caveats be added to limit its use in leading to unpredictable decisions. Council also recommended that most of the elements proposed in the greenhouse gas emissions criterion be added to the city's energy conservation code and that the Site Review criterion be simplified.

Following additional outreach on the project, staff is tentatively scheduled to return to Planning Board on Dec. 20 with a revised ordinance and then back to council on Jan. 19, 2023 for first reading and Feb. 2, 2023 for second reading of the ordinance. Adoption of the ordinance would complete the Community Benefit project.

#### **D. USE TABLE AND STANDARDS**

In addition to the Site Review Criteria update project, P&DS staff also presented an update and requested feedback from City Council on the project at the August 25 study session. A link to the study session materials can be found at this [link](#) and a summary of the study session discussion and direction from council can be found at this [link](#).

The Use Table and Standards project began in 2018 as one of the Planning Board's priority items for land use code updates. Phase One of the project was completed in 2019. Phase Two kicked off in Spring 2020 and focuses on simplification of the use standards chapter, supporting mixed-use nodes along corridors, and encouraging 15-minute neighborhoods in residential, commercial, and industrial districts. Given the broad scope of Phase Two, the phase was split into three modules of focus:

- **Module One** was focused on restructuring, simplifying and increasing the user-friendliness of the city's use table and standards. Module One was adopted in June 2022.
- **Module Two**, which is anticipated to be complete by the end of 2022, is focused on updates to the use table and standards related to industrial districts to better align the Land Use Code with adopted BVCP policies to develop a diverse mix of uses, allow housing in appropriate locations, and support existing and potential industrial businesses. On October 18, Planning Board reviewed a draft ordinance for updates to the uses in industrial districts and recommended approval of the draft ordinance. The ordinance is tentatively scheduled to come before City Council for first reading on December 1 and for a public hearing on December 15.
- **Module Three**, the final module of the Use Table and Standards project, will focus on encouraging limited opportunities for mixed-use in residential areas to better support neighborhood-serving uses in the community and in neighborhood centers. The work of Module Three is anticipated to begin in early 2023 and will involve more robust engagement strategies in neighborhoods to learn where such changes would be appropriate and supportable. Completion of the entire Use Standards and Table project is anticipated for the end of Quarter Two or beginning of Quarter 3 2023 unless the Use Tables and Standards work is considered complete by council following adoption of Module Two or is delayed to focus on other work priorities.

## **E. MODIFICATIONS TO THE CITY'S OCCUPANCY LIMITATIONS**

In 2021, a referendum was introduced to the ballot by the “Bedrooms Are For People” initiative which advocated for increased allowances for occupancy applied to dwelling units in the city. The specific ballot question proposed to amend the Land Use Code to allow a dwelling unit to be occupied by a number of people equal to the number of legal bedrooms plus one additional person per dwelling. While the 2021 referendum vote did not pass, community surveys on the topic have shown some community interest in updating the city’s occupancy standards to open up more housing options for residents given the difficulties in finding affordable housing in the Boulder market. Staff has since commenced work on potential updates to the occupancy regulations, including investigating other community regulations that may serve as a model for updates to the city’s code and looking at potential targeted changes to the Land Use Code that would remove barriers to housing options.

The original timeline for the project involved presenting these options to council at this study session, receiving guidance from the council on a preferred option and then moving forward with drafting the changes and soliciting community input. In balancing other work and council priorities as discussed in the Executive Summary above, this project is proposed for a start of Quarter 1 2023. Staff anticipates returning to council as part of a study session or matters check-in on options either at the end of Quarter 1 or beginning of Quarter 2 in 2023. Staff will prepare a community engagement plan for council consideration as part of the study session discussion. It is anticipated that a stakeholder group of representatives from key neighborhoods where occupancy has been raised as a critical concern (e.g., University Hill, Martin Acres, Goss-Grove etc.) and university and city officials would be created to evaluate any proposed changes. Outreach to the Daily Camera and other media outlets would also be conducted to increase awareness of any changes to the Land Use Code on occupancy.

## **F. ZONING FOR AFFORDABLE HOUSING**

Similar to the Occupancy work program item above, this Land Use Code change is also delayed due to the staffing challenges discussed in the Executive Summary. Based on prior council input and concerns about how density (number of dwelling units per acre) is calculated in certain areas of the city and how it disincentivizes more modest-sized and less expensive housing types, staff has generated ideas of what specific zoning amendments to the Land Use Code could remove regulatory barriers to obtaining more affordable and less expensive housing. This endeavor has been termed “Zoning for Affordable Housing” and is meant to fulfill the comprehensive plan goals of obtaining more housing types within areas that are anticipated for increased housing density such as within neighborhood centers (e.g., Business Commercial and Business Regional zones) and in the Boulder Valley Regional Center (BVRC) as expressed in the comprehensive plan.

Staff expects to return to council either at the end of Quarter 1 or beginning of Quarter 2 in 2023 at a study session or matters check-in to receive direction from council on potential options. In essence, the project will involve potential changes to the city’s Intensity Standards, such as the minimum lot area or open space per dwelling unit

requirements in targeted zones, to enable the possibility for more dwelling units that are either deed-restricted permanently affordable, or smaller units that are less expensive to residents. Staff will also be coordinating with the Department of Housing and Human Services on other changes that would increase the yield of permanently affordable housing units within the city. As the proposed changes to the Land Use Code are anticipated to be limited in scope and targeted to growth areas, outreach is anticipated to be largely through the P&DS Newsletter, other media outlets and reaching out to large shopping center property owners to raise awareness of the changes.

#### **G. AREA III PLANNING RESERVE BASELINE URBAN SERVICES STUDY**

The Area III-Planning Reserve is identified on the BVCP Area I, II, III map and includes approximately 500 acres of land outside the existing service area of the City of Boulder. The Area III-Planning Reserve is that portion of Area III where the city intends to maintain the option of Service Area expansion for future urban development in response to priority community needs that cannot be met within the existing Service Area.

The Area III-Planning Reserve Baseline Urban Services Study is a preliminary step to help the community and decision-makers learn more about the feasibility and requirements for the city to provide urban services to the area, and to understand potential phasing and other logistical questions. This study provides a foundation of information necessary prior to undertaking the two additional future sequential steps that would be required to convert Area III-Planning Reserve lands to Area II and make them eligible for annexation into the city.

The Baseline Urban Services Study includes, but is not limited to, analysis and inventory of existing infrastructure and service capacity such as:

- Needed upgrades to the water, wastewater, and stormwater facilities and distribution system;
- Additional fire stations or vehicles;
- Police protection needs;
- Transportation network connections;
- Capacity of existing schools;
- Urban parks;
- Inventory of existing uses in the Area III-Planning Reserve; and
- Identification of logical Service Area expansions (areas and/or phasing).

At the September 22 City Council Study Session, there was discussion about the timing of initiating the Baseline Urban Services Study and its relationship to an expanded scope of work for the Boulder Junction Phase 2 project. In response to questions, staff indicated that efficiencies could potentially be gained if the Baseline Urban Services Study were delayed to concentrate staff resources on Boulder Junction. The understanding being that the Urban Services Study would still need to be completed in advance of the next major update to the Boulder Valley Comprehensive Plan (currently scheduled for 2025) in order to inform that process. While there was support for delaying the study by a few Councilmembers, the majority were interested in allowing the Boulder Junction project to proceed at a regular pace and to initiate the Area III study as soon as was feasible.

To accommodate Council's request that the Baseline Urban Services Study move forward expeditiously, staff recommend that preliminary research be initiated and a scope of work be developed in Q1 2023. Staff propose to evaluate the existing capacity within Areas I and II as an initial step towards developing a project scope, community engagement plan and consultant needs/budget for the Urban Services Study. Furthermore, the opportunity exists for the Baseline Urban Services Study to examine only a portion of the Planning Reserve rather than the entirety of the area. Staff will evaluate whether this is helpful to balance the desire for timely completion of the study with current staff resources. Feedback from relevant boards and Council will be requested to determine the appropriateness of a reduced geographic scope of work.

## **H. CIVIC AREA/DOWNTOWN PLANNING COORDINATION**

Leadership and staff from multiple departments have recognized a timely convergence of several planning and implementation projects in the downtown area that address future land use, parks and public spaces, historic preservation, mobility, and economic development. Each project individually represents a critical element of community-building and has heightened importance due to the role that downtown serves to Boulder and the region. Collectively, however, they offer an unexpected opportunity to encapsulate the future of downtown for the next 50 years in a comprehensive and coordinated fashion. The projects that are currently underway or anticipated to begin in the next 3-6 months include at least:

- Streets as Public Spaces (Transportation, Community Vitality, P&DS)
- Civic Area Master Plan Phase 2 Implementation (Parks, Public Works, P&DS)
- Civic Area Historic District (P&DS, Parks)
- East Bookend Land Use Planning (P&DS, Facilities, Community Vitality)
- Connectivity to CU (Transportation, P&DS, Parks)
- Pearl Street 50-year Anniversary Refresh (Parks, Community Vitality, P&DS)
- Downtown Vision Plan (led by Downtown Boulder Partnership)

As directed by city council, staff have already established a process subcommittee for the Streets as Public Spaces project with Councilmembers Winer and Benjamin. There is currently no overarching structure or coordination strategy between the other various plans. Staff propose that council consider the importance of the timing and breadth of work proposed for downtown, and the necessity for a framework to be established that enables clear collaboration and integration between them rather than being executed independently.

## MATRIX OF OPTIONS

Staff suggests the following options for City Council consideration.

### OPTION 1 – Staff Recommendation

Project	Sequence/Timing	Staff recommendation and rationale
A. ADUs	Proceed on the proposed schedule to complete the project by end of Quarter 2 2023 with focused changes.	Staff recommends this approach because the focused changes can be informed by previous public engagement efforts and supplemented with additional “consult” level engagement without impacting the overall project timeline. A more comprehensive update of the ADU regulations was already completed in 2018.
B. Boulder Junction 2	Initiate project and proceed on the proposed schedule to complete the project by end of Quarter 2 2024	Staff has received recent input on the scope of work and we are ready to finalize the approach and initiate the project.
C. Site Review Criteria Update (part of Community Benefit project)	Continue on the current schedule to complete the project by end of Quarter 1 2023	Staff recommends this approach because the project is nearing completion and has received key guidance in recent months to complete the project.
D. Use Table & Standards	Continue on the current schedule to complete the project by end of Quarter 2 or beginning of Quarter 3 2023	Staff recommends this approach because the project has been underway since 2018 and is nearing completion with the final modules of work. A public working group has been convened, there is momentum to complete the project, and the project is currently on schedule.
E. Occupancy Reform	Start project in Quarter 1 2023 and complete the project by end of Quarter 2 or beginning of Quarter 3 2023 with focused changes	Staff recommends this approach because once staff hiring is complete for key positions covering P&DS core services in Quarter 4 2022, code amendment staff can return focus to this project with the goal of completion as stated.
F. Zoning for Affordable Housing	Start project in Quarter 1 2023 and complete the project by end of Quarter 2 or beginning of Quarter 3 2023 with limited high impact changes	Staff recommends this approach because once staff hiring is complete for key positions covering P&DS core services in Quarter 4 2022, code amendment staff can return focus to this project with the goal of completion as stated.



G. Area III Planning Reserve Baseline Urban Services Study	Initiate preliminary research in Quarter 1 and develop a scope of work in Quarter 2 2023, then proceed on the proposed schedule to complete the project by Quarter 2 2024	Staff recommends this approach to ensure Boulder Junction is fully underway and update council on the capacity of Area I/II as part of developing the scope of work and identifying the appropriate geographic area to analyze.
H. Civic Area/ Downtown Planning Coordination	Initiate work with the process subcommittee for Streets as Public Spaces and participate ad hoc to coordinate with other departments.	Staff recommends this project be considered as a council priority given the convergence of multiple important land use, connectivity, parks, and public space planning efforts that will have an enduring impact on downtown and the city of Boulder.

### OPTION 2 – Expand ADU Scope

Project	Options	Context and Impacts
A. ADUs	Increase the scope of the changes and extend the timeline of the project to Quarter 3 or 4 2023	A broad scope of changes to the ADU regulations would warrant more robust public engagement efforts to work through a variety of potential changes and would impact the schedule of other code change projects.
B. Boulder Junction 2	Same as Option 1	No impact
C. Site Review Criteria Update (part of Community Benefit project)	Same as Option 1	No impact.
D. Use Table & Standards	Pause the project and prioritize ADU project.	Pause to concentrate staff time on expanded ADU scope.
E. Occupancy Reform	Pause the project and prioritize ADU project.	Pause to concentrate staff time on expanded ADU scope.
F. Zoning for Affordable Housing	Same as Option 1	No impact.
G. Area III Planning Reserve Baseline Urban Services Study	Same as Option 1	No impact.
H. Civic Area/ Downtown Planning Coordination	Same as Option 1	No impact.

**OPTION 3 – Reprioritize Projects (e.g., expedite Occupancy Reform project, ...)**

<b>Project</b>	<b>Options</b>	<b>Context and Impacts</b>
A. ADUs	Pause project and prioritize another project.	This project could be initiated whenever resources are available with limited impact. Notable progress on the project has already been made.
B. Boulder Junction 2	Same as Option 1	No impact.
C. Site Review Criteria Update (part of Community Benefit project)	Pause project and prioritize another project.	Prioritizing other projects could impact the ability to complete the Community Benefit project where the bulk of the work is completed and the final stage for ordinance adopted is anticipated in the next few months. Staff finds that pausing this project will not expedite other projects.
D. Use Table & Standards	Pause project or consider project complete after Module II and prioritize another project.	Module Two is anticipated to be completed by the end of 2022. The final module of work (Module Three) may need to be delayed or tabled if other projects are prioritized.
E. Occupancy Reform	Prioritize project and proceed on a schedule to complete the project by end of Quarter 2 2023 with focused changes on a faster timeline.	Prioritizing and speeding up this project will impact the progress of other code change projects some of which are in the final stage of work.
F. Zoning for Affordable Housing	Proceed on the proposed schedule to complete the project by end of Quarter 2 or beginning of Quarter 3 2023 with focused changes.	Scope of work is limited, but if there are other projects that are prioritized to a faster timeline, this project may need to be paused or delayed depending on the scope of other projects.
G. Area III Planning Reserve Baseline Urban Services Study	Temporarily pause to concentrate on Boulder Junction and Civic Area/Downtown Coordination	Initiate project by Q4 2023 to complete work in advance of BVCP major update.
H. Civic Area/ Downtown Planning Coordination	Lead a deliberate effort to synthesize multiple projects under a collective umbrella and strategy to facilitate coordinated execution over the next 1.5-2 years.	Prioritizing this effort will require more staff time from P&DS and other departments and would necessitate a delay on initiating the Baseline Urban Services Study

### Comparison Summary of Options

Project	Option 1 – Staff Recommendation	Option 2 – Expand ADU Scope	Option 3 – Reprioritize Projects
A. ADUs	Proceed on schedule (40% complete)	Expand scope and extend timeline to completion in Quarter 3 or 4 2023	Pause project and prioritize another project
B. Boulder Junction Phase 2	Proceed on schedule (0% complete)	<i>See Option 1</i>	<i>See Option 1</i>
C. Site Review Criteria Update (part of Community Benefit project)	Proceed on schedule (+80% complete)	Proceed on schedule (+80% complete)	Pause project and prioritize another project (pausing this project will have little impact on expediting another)
D. Use Table & Standards	Proceed on schedule with Module Two (+90% complete) and Module Three (10% complete)	Pause the project until later in 2023 and prioritize ADU project	Pause project or consider project complete after Module II adoption and prioritize another project.
E. Occupancy Reform	Start project in Quarter 1 2023 and complete project by end of Quarter 2 or beginning of Quarter 3	Pause the project until later in 2023 and prioritize ADU project	Prioritize project and proceed on a schedule to complete the project by end of Quarter 2 2023 with focused changes on a faster timeline (will necessitate other projects to pause or be tabled)
F. Zoning for Affordable Housing	Start project in Quarter 1 2023 and complete project by end of Quarter 2 or beginning of Quarter 3 2023	Start project in Quarter 1 2023 and complete project by end of Quarter 2 or beginning of Quarter 3 2023	Start project in Quarter 1 2023 and complete project by end of Quarter 2 or beginning of Quarter 3 2023
G. Area III Planning Reserve Baseline Urban Services Study	Initiate preliminary research and develop scope of work in Q2 2023	<i>See Option 1</i>	Temporarily pause (~9 months) and prioritize Boulder Junction and Civic Area/Downtown Coordination
H. Civic Area/ Downtown Planning Coordination	Initiate work on process subcommittee and participate ad hoc in project coordination.	<i>See Option 1</i>	Prioritize and lead a deliberate effort to coordinate and synthesize projects under collective umbrella and strategy.

## **NEXT STEPS**

Following City Council discussion and feedback on the Planning & Development Services related council priority code changes and planning efforts, staff will adjust the individual projects as necessary to address the council guidance and move forward on the work as directed.

## **ATTACHMENTS**

- A. ADU Updates Project Charter
- B. Map of ADUs by Type
- C. ADU Evaluation
- D. ADU Comparable Cities Research Matrix
- E. Recommendations from Housing Advisory Board (October 26, 2022 meeting)
- F. Boulder Junction Phase 2 Scope of Work
- G. Boulder Junction Phase 2 Engagement Plan

# Accessory Dwelling Unit Update

Land Use Code Amendment  
Project Charter – *Working Draft*

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## Project Purpose & Goals

### Background

During their 2022 annual retreat, City Council identified accessory dwelling unit (ADU) updates as a key priority for the 2022-2023 council term. The current regulations limit the percentage of ADUs within a certain radius in some zoning districts (a “saturation limit”) and establishes a waiting list for properties that are in areas that have reached their saturation limit. The objective of this council priority is to consider an ordinance to remove saturation limits for accessory dwelling units and to allow for attached or detached ADUs wherever existing requirements are met.

Accessory dwelling units have been discussed as one tool to address Boulder’s housing challenges over the past decade or more to help provide “a diversity of housing types and price ranges,” which is a core value of the Boulder Valley Comprehensive Plan.

### Problem/Issue Statement

The regulations for accessory dwelling units, currently found in [Section 9-6-3\(m\)](#) of the Land Use Code, can be further simplified to alleviate issues and barriers with establishing these housing units in the community. Several administrative barriers make the process confusing for prospective applicants and neighbors. In particular, the saturation limit establishes a significant perceived barrier to entry that dissuades and confuses potential applicants and is inherently not easily trackable by the public making it difficult and time consuming to determine eligibility. Only a few properties in the city are included on the waiting list established for neighborhoods that do not currently meet the saturation limit and yet, can deter people from pursuing accessory dwelling units. In addition, research of best practices in comparable cities around the country find that Boulder appears to be the only city in the country with a saturation limit on ADUs.

In Boulder, other limits like maximum size, limitations on the zoning districts in which ADUs are allowed, as well as compliance with the typical zoning development standards that ensure compatible development in any other kind of residential construction, adequately ensure that there will not be an incompatible proliferation of ADUs. The saturation limit is challenging to implement and represents a significant initial hurdle for residents to understand if they can have an ADU on their property.

### Project Purpose Statement

Analyze the impacts of the most recent code updates from 2018 and update the standards for Accessory Dwelling Units to simplify language, improve consistency with other parts of the code, and establish streamlined processes to reduce barriers to ADUs, both actual and perceived, and more effectively support the housing goals of the BVCP.

### Guiding BVCP Policies

The project is guided by several key BVCP policies:

#### ***2.10 Preservation & Support for Residential Neighborhoods***

*The city will work with neighborhoods to protect and enhance neighborhood character and livability and preserve the relative affordability of existing housing stock. The city will also work with neighborhoods to identify areas for additional housing, libraries, recreation centers, parks, open space or small retail uses that could be integrated into and supportive of neighborhoods. The city will seek appropriate building scale and compatible character in new development or redevelopment, appropriately sized and sensitively designed streets and desired public facilities and mixed commercial uses. The city will also encourage neighborhood schools and safe routes to school*

### **2.11 Accessory Units**

*Consistent with existing neighborhood character, accessory units (e.g., granny flats, alley houses, accessory dwelling units (ADUs) and owner's accessory units (OAU's)) will be encouraged by the city to increase workforce and long-term rental housing options in single family residential neighborhoods. Regulations developed to implement this policy will address potential cumulative negative impacts on the neighborhood. Accessory units will be reviewed based on the characteristics of the lot, including size, configuration, parking availability, privacy and alley access.*

### **7.07 Mixture of Housing Types**

*The city and county, through their land use regulations and housing policies, will encourage the private sector to provide and maintain a mixture of housing types with varied prices, sizes and densities to meet the housing needs of the low-, moderate- and middle-income households of the Boulder Valley population. The city will encourage property owners to provide a mix of housing types, as appropriate. This may include support for ADUs/OAU's, alley houses, cottage courts and building multiple small units rather than one large house on a lot.*

### **7.10 Housing for a Full Range of Households**

*The city and county will encourage preservation and development of housing attractive to current and future households, persons at all stages of life and abilities, and to a variety of household incomes and configurations. This includes singles, couples, families with children and other dependents, extended families, non-traditional households and seniors.*

### **7.17 Market Affordability**

*The city will encourage and support efforts to provide market rate housing priced to be more affordable to middle-income households by identifying opportunities to incentivize moderately sized and priced homes.*

### **10.01 High-Performing Government**

*The city and county strive for continuous improvement in stewardship and sustainability of financial, human, information and physical assets. In all business, the city and county seek to enhance and facilitate transparency, accuracy, efficiency, effectiveness and quality customer service. The city and county support strategic decision-making with timely, reliable and accurate data and analysis.*

## Project Timeline

### Background Research | Q3 2022 | Planning

- Develop initial scope of work for ADU updates based on council work program direction
- Interview internal stakeholders to identify issues and opportunities for ADU updates: planners, project specialists, rental licensing staff
- Work with Housing & Human Services to release updated survey of ADU owners, using similar questions as 2017 survey for a more longitudinal study
- Work with HHS staff to interview applicants who withdrew their ADU application to understand potential barriers
- Analyze ADU applications since 2018 changes: total number, average size, location, affordable/market rate
- Map locations of approved ADUs
- Review ADU regulations in comparable cities and best practices reports
- Meet with interested stakeholders as requested

#### Deliverables

- *Project charter*
- *ADU 2018 changes evaluation*
- *Survey ADU owners – Results summary*
- *Map of approved ADUs*
- *Matrix of peer city ADU regulation research*
- *Update website*

### Project Scoping and Initial Drafts | Q4 2022 | Shared Learning & Options

- Present evaluation report and peer city research to City Council in November
- Refine scope of project with City Council in November
- Develop community engagement plan
- Present evaluation to Housing Advisory Board, Board of Zoning Adjustment, and Planning Board
- Continued internal staff stakeholder engagement
- Begin drafting changes

#### Deliverables

- *City Council study session memo*
- *Community engagement plan*
- *Memos for HAB, BOZA, PB*

### Draft Ordinance and Adoption | Q1-Q2 2023 | Decision

- Draft ordinance of ADU changes
- Engagement – feedback on draft ordinance



- Public hearings at Planning Board and City Council

#### Deliverables

- *Draft ordinance*
- *Planning Board memo*
- *City Council memos*

## Engagement & Communication

### Level of Engagement

The City of Boulder has committed to considering four possible levels when designing future public engagement opportunities (see chart in the appendix). For this project, the public will be **Consulted** on any proposed changes to the ADU standards. Public feedback will be obtained on several changes to simplify the ADU regulations and eliminate barriers.

### Who Will be Impacted by Decision/Anticipated Interest Area

- **Residents and neighborhoods** who may be impacted from changes to ADU standards in the neighborhoods where they live/work/play.
- **Under-represented groups** that may have an interest in ADUs but may be unfamiliar with the methods to offer input.
- **City staff, City boards, and City Council** who will administer any amended ADU standards and implement ADU approval processes.

### Overall Engagement Objectives

- Model the engagement framework by using the city's decision-making wheel, levels of engagement and inclusive participation.
- Involve people who are affected by or interested in the outcomes of this project.
- Be clear about how the public's input influences outcomes to inform decision-makers.
- Provide engagement options.
- Remain open to new and innovative approaches to engaging the community.
- Provide necessary background information in advance to facilitate meaningful participation.
- Be efficient with the public's time.
- Show why ideas were or were not included in the staff recommendation.

### Engagement Strategies

NOTE: This section of the project charter will be completed after the scope has been finalized with City Council in November.

## Project Team & Roles

## Team Goals

- Follow City Council and Planning Board direction regarding changes to the ADU regulations and application processes.
- Seek community feedback on proposed standards or criteria and incorporate relevant ideas following a Public Engagement Plan.
- Solution must be legal, directly address the purpose and issue statement, and must have application citywide.

## Critical Success Factors

- Conduct a successful public engagement process.
- Address the goals related to supporting a variety of housing types.

## Expectations

Each member is an active participant by committing to attend meetings; communicate the team's activities to members of the departments not included on the team; and demonstrate candor, openness, and honesty. Members will respect the process and one another by considering all ideas expressed, being thoroughly prepared for each meeting, and respecting information requests and deadlines.

## Potential Challenges/Risks

The primary challenge of this project is making sure that proposed code changes minimize land use impact on other uses, unintended consequences, and over-complication of the code.

## Administrative Procedures

The core team will meet regularly throughout the duration of the project. An agenda will be set prior to each meeting and will be distributed to all team members. Meeting notes will be taken and will be distributed to all team members after each meeting.

CORE TEAM		
Executive Sponsor	Brad Mueller	
Executive Team	Brad Mueller, Charles Ferro, Karl Guiler, Jay Sugnet	
Project Leads		
Project Manager	Lisa Houde	
Housing	Hollie Hendrickson	
Other Department Assistance		
Legal	Hella Pannewig & Elliott Browning	
Comprehensive Planning	Kathleen King	Principal planner
Communications	Cate Stanek	Communications specialist
I.R.	Sean Metrick	Mapping analysis assistance
Public Engagement	Vivan Castro-Wooldridge	Engagement strategist

**Executive Sponsor:** The executive sponsor provides executive support and strategic direction. The executive sponsor and project manager coordinates and communicates with the executive team on the status of the project, and communicate and share with the core team feedback and direction from the executive team.

**Project Manager:** The project manager oversees the development of the Land Use Code amendment. The project manager coordinates the core team and provides overall project management. The project manager will be responsible for preparing (or coordinating) agendas and notes for the core team meetings, coordinating with team members on the project, and coordinating public outreach and the working group. The project manager coordinates the preparation and editing of all council/board/public outreach materials for the project, including deadlines for materials.

**Other Department Assistance:** Staff from other departments coordinate with the project manager on the work efforts and products. These staff members will assist in the preparation and editing of all council/board/public outreach materials including code updates as needed.

## Project Costs/Budget

No consultant costs have been identified for this project at this time. The project will be undertaken by P&DS staff.

## Decision-Makers

- **City Council:** Decision-making body.
- **Planning Board:** Will provide input throughout the process, and make a recommendation to council that will be informed by other boards and commissions.
- **City Boards and Commissions:** Will provide input throughout process and ultimately, a recommendation to council around their area of focus.

## Boards & Commissions

**City Council** – Will be kept informed about project progress and issues; periodic check-ins to receive policy guidance; invited to public events along with other boards and commissions. Will ultimately decide on the final code changes.

**Planning Board** – Provides key direction on the development of options periodically. Will make a recommendation to City Council on the final code changes.

**Advisory Boards:** Identify and resolves issues in specific areas by working with the following boards/commissions:

- Housing Advisory Board
- Board of Zoning Appeals

## Appendix: Engagement Framework

*City of Boulder Engagement Strategic Framework*

### BOULDER'S ENGAGEMENT SPECTRUM

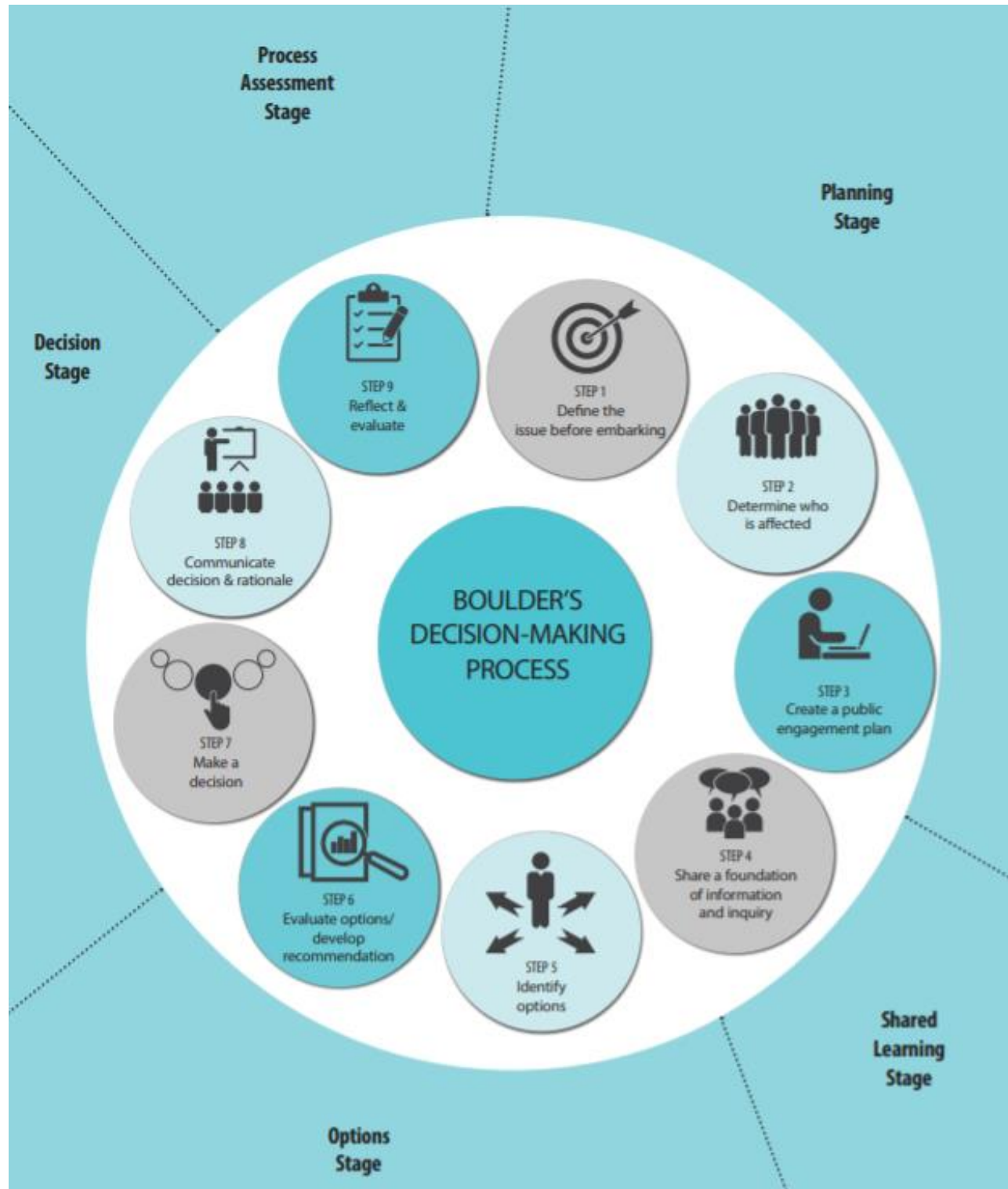
The city will follow a modified version of IAP2's engagement spectrum to help identify the role of the community in project planning and decision-making processes.

INCREASING IMPACT ON THE DECISION



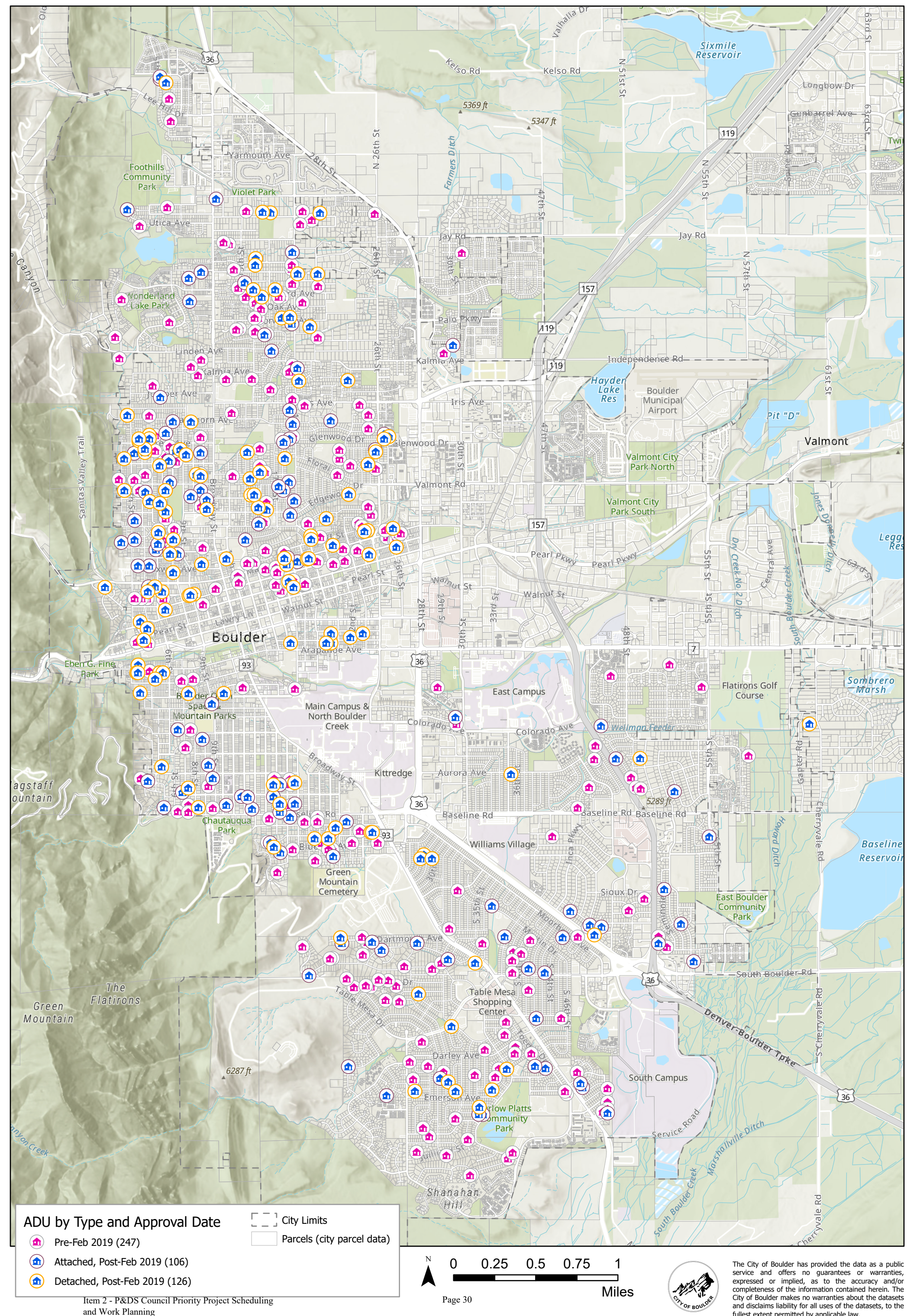
	INFORM	CONSULT	INVOLVE	COLLABORATE
PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding a problem, alternatives, opportunities and/or solutions.	To obtain public feedback on public analysis, alternatives and/or decisions.	To work directly with the public throughout a process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and identification of a preferred solution.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge your concerns and aspirations, and share feedback on how public input influenced the decision. We will seek your feedback on drafts and proposals.	We will work with you to ensure that your concerns and aspirations are reflected in any alternatives and share feedback on how the public input influenced the decision.	We will work together with you to formulate solutions and to incorporate your advice and recommendations into the decisions to the maximum extent possible.

Boulder's Decision Making Process





# Accessory Dwelling Units by Type





# ACCESSORY DWELLING UNIT UPDATE EVALUATION

2019 - 2022



## PURPOSE

The most recent changes to Boulder's Accessory Dwelling Unit (ADU) regulations were adopted in Ordinance 8256 on December 4, 2018 and went into effect on February 1, 2019. The intent of this document is to evaluate how the ADU update met the desired outcomes of the code change project, and to inform future updates.

### 2018 Project Purpose Statement

The city, with the community, will craft a proposal for incremental changes to the relevant regulations addressing accessory units to simplify the regulations and remove apparent barriers to the construction of this housing type in ways that are compatible with neighborhoods.

The ADU Update project was intended to achieve the following:

- Provide additional flexibility to homeowners to stay in their homes by allowing for options that may either create supplemental revenue sources or allow for aging in place on the property.
- Increase workforce and long-term rental housing opportunities while balancing potential impacts to existing neighborhoods.

## SUMMARY OF 2018 CHANGES

City Council adopted the following changes in Ordinance 8256:

### Changes to types of ADUs and where they are allowed

- Established "detached accessory dwelling unit" and "attached accessory dwelling unit" terms instead of "owner accessory dwelling unit" and "accessory dwelling unit," respectively.
- Allowed attached ADUs in RMX-1 and RMX-2 as a conditional use, where previously prohibited, and allowed detached ADUs in the RL-2, RM-2, RMX-2, P, and A districts, where previously prohibited.
- Increased the saturation limit for properties in the RL-1 and RL-2 district from 10 percent to 20 percent. Removed the specific saturation limit for the RE, RR-1, RR-2, and A zoning districts. Included cooperative housing units in the calculation of saturation.
- Removed requirement that the principal structure must be at least five years old before an ADU can be approved.

### Changes to licensing or occupancy requirements

- Modified occupancy standard from two person maximum to a combined maximum occupancy with principal structure, excluding dependents.
- Clarified rental license requirement for long-term rentals.

- Prohibited short-term rental of either principal dwelling unit or ADU.
- Removed automatic expiration if ADU not established with rental license within 180 days.
- Removed specifications for removing or transferring an ADU.

### Changes to size or design of ADUs

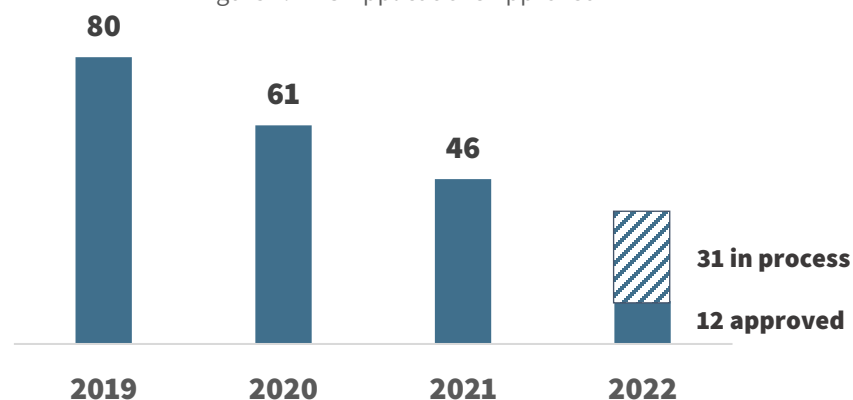
- Established unique method of measurement and definition of floor area for ADUs.
- Allowed flexibility for required parking to not meet the typical setback and paving requirements.
- Reduced minimum lot size required for ADUs from 6,000 to 5,000 square feet.
- Removed minimum size of attached ADU.
- Removed requirement to share utility hookups and meters with principal unit.
- Allowed greater flexibility for attached units to be created in other forms than internal conversion, such as additions.
- Incorporated new flexibility for affordable ADUs to reduce parking requirements and increase the size of the ADU.
- Incorporated new flexibility for designated historic properties to reduce parking requirements, increase size, and an increased saturation limit of 30%.
- Established size limit of 550 square feet for detached ADUs, where the previous requirement was 450 square feet.
- Removed some design requirements for detached ADUs including garage door design, architectural consistency with principal structure, and maximum building coverage of 500 square feet.

## ADUS BY THE NUMBERS

### Number of approved applications

Accessory dwelling units have been allowed in Boulder since 1983. 441 accessory dwelling units are currently approved in the city. A total of 200 ADU applications were approved between February 1, 2019 and July 31, 2022. Of these, 96 have completed construction as of July 31, 2022. 44 have been issued a building permit, and 32 have building permits at some stage in the building permit review process. See chart below for the number of applications approved each year since the 2018 ordinance went into effect. A chart with the number of application approved since 1983 is available in the appendix.

Figure 1. ADU Applications Approved



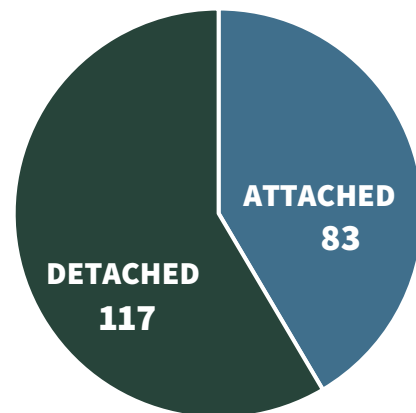


### ADU types

Approximately 42% (83) of approved ADUs between February 1, 2019 and July 31, 2022 were attached and 58% (117) were detached. The adopted code changes also provided flexibility for the size and parking requirements for affordable ADUs.

Since the changes were adopted, 127 ADUs approved during this time are market-rate units and 73 are affordable ADUs.

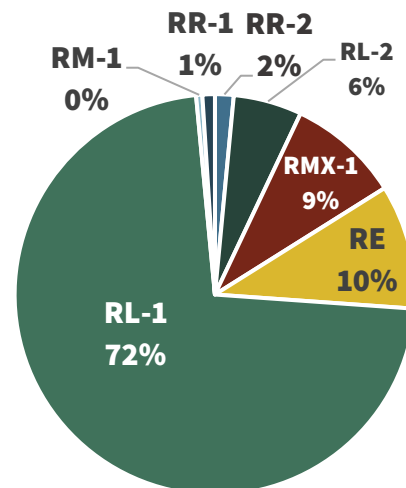
Figure 2. Types of Approved ADUs



### Zoning district location and lot size

The 2018 changes to the ADU regulations expanded the zoning districts where ADUs are allowed. The majority (72%) of ADUs that were permitted during this time were in the RL-1 zoning district, which already permitted both attached and detached ADUs prior to the changes. About 10% of recently approved ADUs were in the RE district, 9% in RMX-1, 6% in RL-2, 2% in RR-2, 1% in RR-1, and less than 1% in RM-1. Despite allowing ADUs in the RMX-2, A, and P districts, none were approved in these areas between 2019 and 2022.

Figure 3. Approved ADUs Zoning District Locations



The average lot size of properties approved with an ADU during this time is 10,298 square feet and the median is 7,899 square feet. The 2018 changes reduced the minimum lot size from 6,000 to 5,000 square feet, which allowed 12 properties with lot sizes smaller than 6,000 square feet to develop an ADU.

### ADU size

The 2018 changes increased the allowable size of detached ADUs from 450 square feet to 550 square feet, but did not modify the allowable size of attached ADUs (1/3 of the structure or 1,000 square feet). The average size of approved ADUs between 2019 and 2022 was 640 square feet. The average size of detached ADUs during this time was 547 square feet and the average size of attached ADUs was 773 square feet. Detached market-rate ADUs were an average of 492 square feet and detached affordable ADUs averaged 634 square feet. For attached ADUs, market-rate units were an average of 763 square feet and affordable units were 796 square feet.

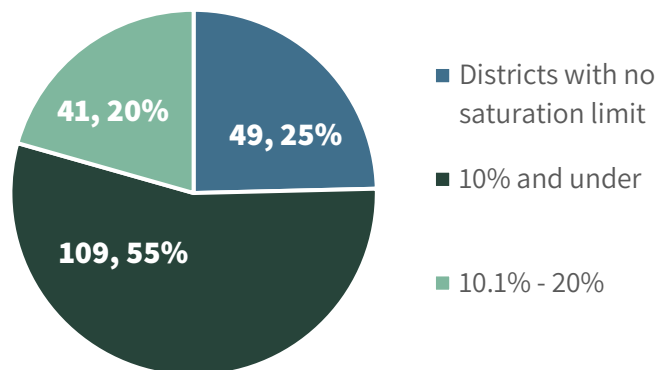
Figure 4. ADU Sizes

<b>ADU size (sf)</b> <b>MEDIAN: 582</b> <b>AVERAGE: 640</b>	
<b>Detached ADU size (sf)</b> Average: 547 <b>Average affordable: 634</b> <b>Average market-rate: 492</b>	<b>Attached ADU size (sf)</b> Average: 773 <b>Average affordable: 796</b> <b>Average market-rate: 763</b>
Allowed: Market rate – 550 sf Affordable – 800 sf Historic – 1,000 sf	Allowed: Market rate - lesser of 1/3 or 1,000 sf Affordable/Historic – lesser of 1/2 or 1,000 sf

### Saturation limits

The updated regulations modified the applicability of the saturation limit to only the RL-1 and RL-2 zoning districts and increased the limit from 10 to 20%. As of July 31, 2022, 15 properties remain on the waiting list because the saturation limit of their neighborhood area exceeds the limit of 20%. Of the 200 ADU applications approved since 2019, 41 of them exceeded the previous saturation limit of 10% and therefore would have not been allowed prior to the changes. However, 55% of applications had a saturation limit less than 10%, the previous limit, and 25% of applications do not have an applicable saturation limit due to their zoning district.

Figure 5. Approved ADU Saturation Limits



### ADU variances

The code changes eliminated a variance option for a building coverage limit that was removed and maintained an existing variance option for floor area. Four ADUs applied for variances and received unanimous approval from the Board of Zoning Adjustment. Each of these variances was requested to increase floor area of an attached ADU in an existing basement. The sizes of these requests ranged from 1,027 to 1,500 square feet.

## POTENTIAL OR WITHDRAWN ADU APPLICATIONS

In addition to reviewing data related to approved ADU applications, it is also important to understand what barriers may still exist for residents interested in establishing an ADU, as well as what issues commonly cause applicants to withdraw an ADU application that they have submitted to the city.

### ADU inquiries

Inquire Boulder is the city's online customer service portal used by members of the public to submit issues or questions. Staff looked at questions submitted to the Planning & Development Services department in the Inquire Boulder system related to ADUs to better understand what initial questions are most frequent for people interested in building an ADU. From January 1 through September 15, 2022 a total of 218 tickets were received related to ADUs. The inquiries were tagged by general topic and the following lists the frequency of each topic.

- |                             |                                |                           |
|-----------------------------|--------------------------------|---------------------------|
| • Saturation rate (39)      | • Building coverage (6)        | • Neighbor concern (3)    |
| • Is an ADU allowed (29)    | • Flood (6)                    | • Parking (3)             |
| • General (19)              | • Process (6)                  | • Solar (3)               |
| • Building code (18)        | • Short term rental (6)        | • Access (2)              |
| • Size (16)                 | • Height (5)                   | • Affordable (1)          |
| • Existing application (15) | • Removal (5)                  | • Building permit fee (1) |
| • Setbacks (13)             | • Survey (5)                   | • Interior connection (1) |
| • Owner occupancy (9)       | • Application requirements (3) | • Open space (1)          |
|                             | • Compatible development (3)   |                           |

### Discussions with applicants who withdrew their ADU application

City staff also contacted all households that withdrew an ADU application from the city's permitting system since February 1, 2019. Feedback from these households was varied. One architect described the owner occupancy requirement being a challenge for properties that are simultaneously remodeling a main living area and building an ADU. "We needed to renovate the main house as it was uninhabitable. But we couldn't show owner occupancy because we couldn't live in it. Even if we were planning on occupying as a main home, we could not live there during renovations." Other households identified the following variables as a reason to withdraw an ADU application:

- One year time limit from ADU permit to complete building permit
- Need of a lockable separation for the unit
- HOA disapproval of building an ADU
- The complexity of the process and requirements for building an ADU

## SURVEY RESULTS

### Survey background

In 2022, the City of Boulder's Housing and Human Services Department, in partnership with the Planning and Development Services Department, conducted a survey about accessory dwelling units (ADUs) within the city. The purpose of the survey was to understand how these units contribute to housing opportunities within the city and to determine how the program might be improved. A similar survey was conducted both in 2012 and 2017, so changes in the uses of ADUs, attitudes about them, and major barriers can be assessed over time.

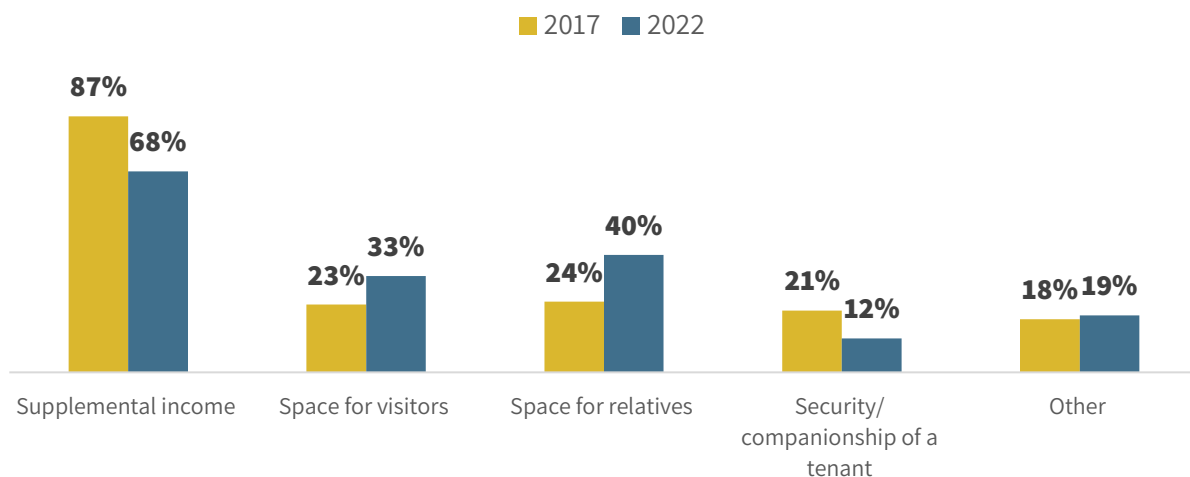
Immediately following the implementation of the regulatory changes in 2019, there was a corresponding spike in ADU applications. As a result, the 2022 version of this survey was sent to 439 households, a 47% increase in households surveyed compared to the 2017 survey.

The 2017 survey instrument was used as the starting point for the 2022 survey, with a few changes made to reflect the 2019 regulatory updates. All 439 households in the City's records shown to maintain an ADU in 2022 were selected to receive the survey. These households were mailed a survey packet which included the survey, a cover letter explaining the survey, and a postage-paid pre-addressed envelope in which to return the completed paper survey. In contrast to previous survey instruments, the 2022 survey included a QR Code and URL to allow households to complete the survey online. A reminder postcard was also sent to all 439 households. This postcard included the original QR Code and URL. Of the 439 households to which a survey was mailed, 212 households responded to the survey, for a 48% response rate.<sup>1</sup>

### Highlights of the survey results

**While two-thirds of respondents (68%) report that supplemental income through rental of ADU was the primary benefit of maintaining an ADU, the overall proportion of those identifying supplemental income as the primary benefit has decreased by 20% since 2017.**

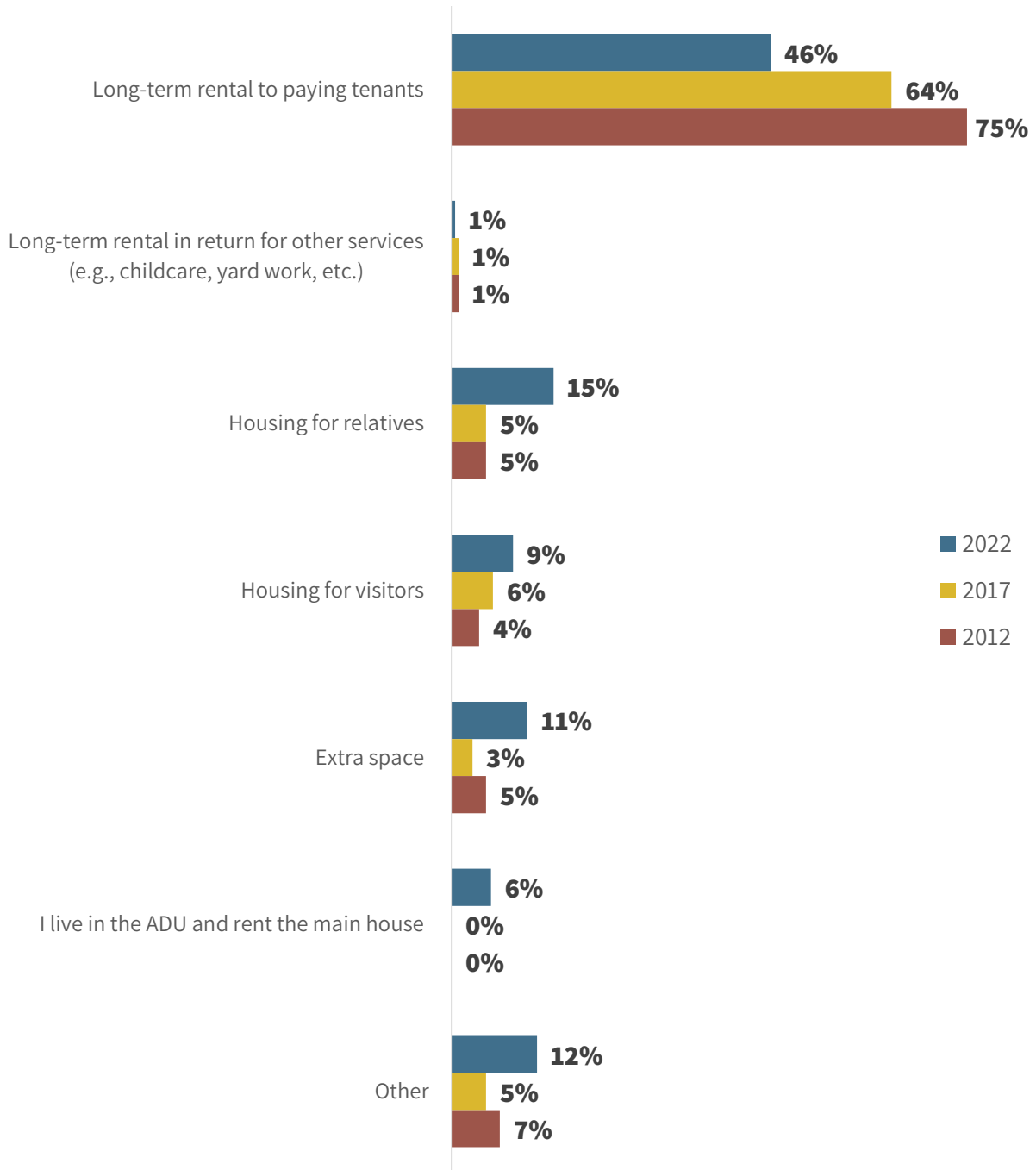
Figure 6. What do you consider to be the primary benefits of maintaining an ADU?



<sup>1</sup> Initial mailing sent August 31. Postcard reminder sent September 17. Survey closed October 10.

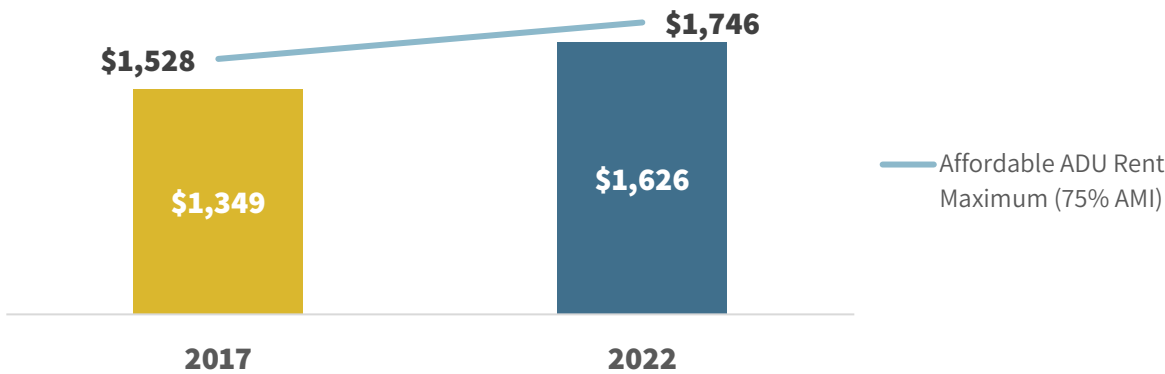
**The proportion of survey respondents currently renting their ADU to long-term paying tenants has decreased by 29% since 2012.** Using ADUs as housing for relatives, visitors, or simply extra space, all increased since previous surveys.

Figure 7. Current Use of the ADU (How do you currently use your ADU?)



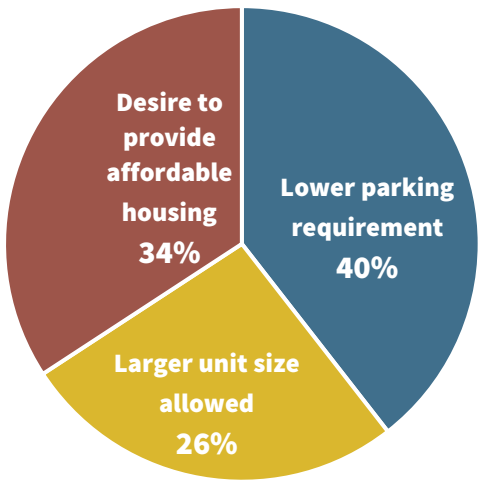
Between 2017 and 2022, average reported rents among ADU owners have risen by 21% from \$1,349 in 2017 to \$1,626 in 2022. Average rents for ADUs have remained lower than the Affordable ADU maximum rents, as defined by the City of Boulder. Conversely, average rents for all types of housing have increased by 27% throughout Colorado, according to data collected by [Apartment List](#).

Figure 8. Average Reported Rents among ADU Survey Respondents and Affordable ADU Rent Maximum (set by City of Boulder at 75% Area Median Income), 2017 and 2022



Among those survey respondents who pursued an affordable ADU, 40% did so primarily because of the lower parking requirement allowed for an affordable rental. Thirty-four percent (34%) of respondents with an Affordable ADU pursued this designation because of a desire to provide long-term affordable housing in the city. As noted above in this evaluation, the 2018 regulatory changes allowed a lower parking requirement and larger unit size for Affordable ADUs.

Figure 9. What was the primary reason for pursuing an Affordable ADU?



**Very few survey respondents report neighbor disapproval or complaints of ADUs.** 93% reported neighbors generally approving or not mentioning the existing ADUs. This rate of approval is essentially unchanged since 2017.

**A majority of survey respondents support the elimination of the off-street parking requirements (55%) and for removing the saturation limit (68%) for ADUs.** Since 2017, opinions about both ADU ordinance changes have remained similar.

Figure 10. Support eliminating the off-street parking requirement?

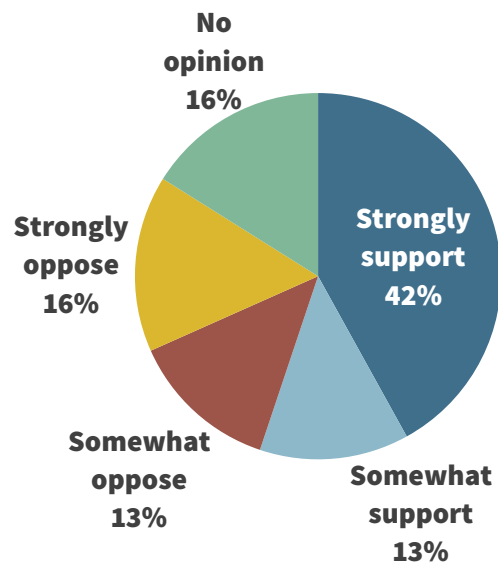
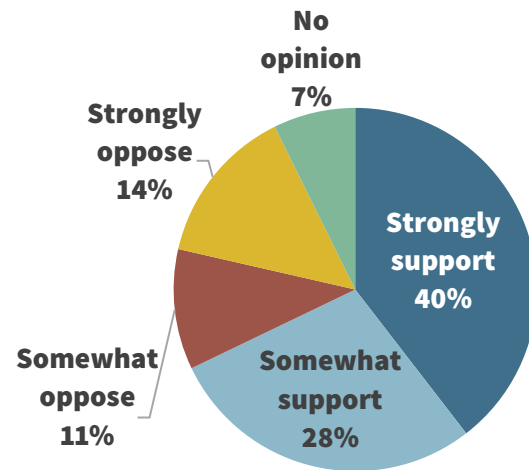
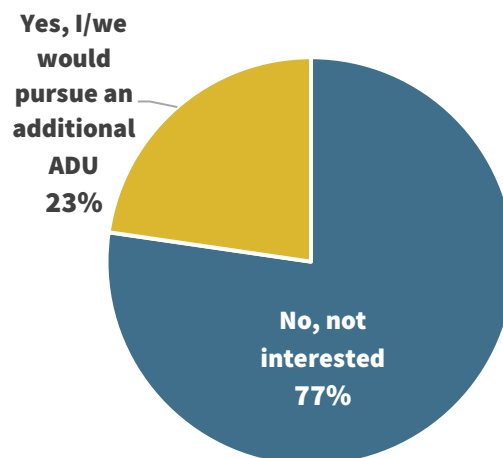


Figure 11. Support eliminating the saturation limit?



**Over three-quarters of survey respondents (77%) would *not* be interested in developing an additional ADU if permitted.**

Figure 12. Would you develop an additional ADU if permitted?



## Summary of qualitative survey feedback

The final question of the survey asked survey respondents to share details or additional information about their “ADU Experience.”

Many respondents described the importance of having an ADU as a source of supplemental income. As one respondent described, “*the supplemental income from my long-term tenant in my ADU helped me afford to have my child and I stay in our home following my divorce.*” Another respondent described the ability to move from the City’s affordable housing program to market rate homeownership because of the supplemental income from an ADU. “*My wife and I are teachers, we moved to our house from the city’s affordable housing program. If we didn’t have an ADU, we could not afford our home.*”

Other survey respondents described the ability to flexibly use the ADU over time, either for growing or changing families, or to be able to “age in place.” As one participant describes, “*choosing to have an ADU seemed a practical solution for a large house with good separation of space...It makes so much sense, to respectfully create a few more separate and independent living spaces within the City of Boulder.*”

Most of the disapproving or complaints surrounded the actual process of applying for a permit. Several respondents described challenges with the ADU permitting process. “*The planning process is byzantine in this town.*” Others voiced concerns about the concept of using ADUs in Boulder as a solution for affordable housing. One respondent described the cost of building an ADU as a barrier mostly to enter. “*Excessive costs make building an ADU very inaccessible for the majority of homeowners in Boulder.*”

## INTERNAL STAKEHOLDER INPUT

To further inform this evaluation, planners, zoning staff, housing staff, project specialists, and licensing staff met to discuss the ADU process and regulations. Key issues identified by internal staff included:

- **Saturation limit:** This is a significant barrier for people trying to understand whether they can build an ADU. It is the most frequently asked question related to ADUs by members of the public. It is also an administrative burden for staff to calculate each time it is requested.
- **One year approval expiration:** The requirement to establish the ADU within one year frequently causes issues. Staff recommended increasing the expiration time to 3 years, like most other approvals.
- **Process:** Issues frequently arise due to the two-step process of ADU approval followed by building permit approval. Although there is a desire to make the ADU process simple, homeowners often run into problems they were unaware of when they get to the building permit stage. There is a disconnect in the process and a perception that the ADU application can be relatively informal, but then applicants run into bigger surprises and that causes even more frustration at building permit. With the increased number of applications, additional staff is needed to support ADU review as staff is already under-resourced for the number of ADU applications coming in.
- **Design standards:** This is often where projects run into issues, and where the bulk of application requirements stem from (for instance, needing floor plans of the entire house or elevations to determine zoning compliance). Perhaps eliminate unique design standards for



ADUs and use compatible development standards only and review the same way any accessory building would be reviewed.

- **Parking:** The 2018 code changes improved this issue, but some properties still run into issues providing ADU parking. Some applicants have chosen to build affordable ADU to eliminate the parking requirement, but many do not know about that option or are resistant to it. Parking requirements are not well communicated, as many applicants do not show parking spaces on their applications initially.
- **Size:** The maximum floor area is a common issue. Applicants almost always measure floor area incorrectly. The measurement should be made consistent with the rest of the code. If ADU regulations were not so specialized and were more uniform with other code standards, processing time would be reduced.
- **Height:** Potentially allow for variance option.
- **Addressing:** The addressing assignment of Unit A and Unit B is happening too early in the process. This can cause issues and needs to happen at building permit completion instead.
- **Owner occupancy:** Need additional code clarity about when the verification of owner occupancy happens, whether ownership by an LLC is permissible, what to do in case of people renovating the main house and building an ADU at the same time so no one is living on-site, align principal residence definition with licensing definitions.
- **Rental licensing:** Owner occupancy requirements can be challenging for applicants who move out for one year and have to entirely disassemble their ADU. Homeowners can run into licensing issues after an ADU is approved through both planning and building permit.
- **Declarations of use:** Since 2018 updates no longer require transfer of ownership, many owners have outdated declarations of use, and some are hesitant to sign a new one because now it says they cannot do short term rentals in their ADU.
- **Contractor licensing:** In building permit process, if someone has the intent to rent an ADU they must use a licensed contractor, but this is not very clear. Many homeowner contractor licenses need clarification on how much can be done with a homeowner permit.
- **Language updates:** The term “incidental” is ambiguous (ADU must be incidental to the principal residence) and has required interpretation, need to clarify this. Remove reference to “amendments” as the process is just to submit another application.
- **Short term rentals:** Enforcement issue once an ADU is approved, notification should be alerted that short term rental license is forfeited.
- **Public notice:** ADU applications, unlike all other administrative applications except solar access exceptions, require public notice to be sent to adjacent neighbors and posted on the property. Neighbors are often confused why they are being notified if there is not a public hearing or opportunity to provide input on the outcome.
- **After-the-fact approvals:** Some clarification for applicants on these approvals would be helpful.
- **Other challenges:** There are several challenges with energy code and fire code compliance that land use code changes for ADUs will not be able to fix.
- **Other improvements:** Could create video tutorials or handouts for the website that answer frequent questions.

## EVALUATION CONCLUSIONS

### Did the 2018 updates remove apparent barriers to ADU construction?

There appear to have been several changes that had an impact on the number of ADUs approved. Based on the number of ADU applications approved before and after the changes, it does appear that the 2018 update removed several barriers that were present in the previous regulations.

- **Saturation limit:** Increasing the saturation limit from 10% to 20% allowed the construction of 41 ADUs that would not have previously been permitted.
- **Maximum size:** About three-quarters (87) of 117 detached ADUs approved are larger than the previous 450 square foot limit, which was increased to 550 square feet in 2018, with additional flexibility for unit size up to 800 square feet for affordable ADUs, or 1,000 square feet for historic properties.
- **Minimum lot size:** Reducing the minimum lot size seems to have had a more limited impact, with 12 properties under 6,000 square feet approved since the requirement was reduced to 5,000 square feet.
- **Zoning districts:** Allowing ADUs in additional zoning districts had a small impact. Two detached ADUs were approved in the RL-2 district, where they were previously prohibited.

In addition to these methods that can be enumerated through data points, several changes were mentioned in survey results or stakeholder interviews that appear to have removed barriers to ADUs. For instance, staff noted that parking restrictions had become a less frequent issue after the code changes went into effect which provided flexibility on the location of the required ADU parking space.

### Are there other improvements that could be made?

Despite the impact that the 2018 ADU regulation changes had on the number of ADUs in Boulder, the analysis in this evaluation has illuminated several additional improvements that could be made to both the regulations and the process.

**Eliminate saturation limits.** Because saturation limits are the most frequent inquiry made to city staff regarding ADUs, and because the incremental increase from 10% to 20% did allow for additional ADUs to be constructed, elimination of the saturation limit is recommended to eliminate both perceived and actual barriers to ADUs. Eliminating the saturation limit would have a significant impact on initial public understanding of whether an ADU would be permitted on their property. In addition, the administrative burden of calculating the saturation limit for all of these inquiries is frequently cited by both the public and staff as a major issue related to ADUs.

**Reconsider floor area maximum and method of measurement.** Over three-quarters of the detached ADUs that were constructed since 2019 would not have previously been permitted due to maximum floor area. Modifying the allowed square footage by only 100 square feet made arguably the most significant change in the number of ADUs allowed. These ADUs were still subject to all of the typical zoning requirements that ensure compatible residential development, such as solar access, interior side wall articulation, bulk plane, and building coverage requirements. Further increasing the allowed floor area of ADUs could allow for more ADUs to be constructed in Boulder. In addition, the measurement of ADU floor area was one of the most frequently cited issues and least clear parts of the code. Removing the unique method of measuring floor area from the code would significantly reduce review time and increase clarity for both applicants and city staff.

**Extend approval expiration period.** A commonly raised issue by both applicants and staff was the requirement to establish the ADU within one year of approval. Based on construction delays and permit review times, this is often challenging for applicants to meet. A longer expiration period could be explored to provide additional flexibility.

**Variance option for height.** One issue with the code that has been raised by recent applications is the lack of flexibility to adapt existing structures for ADUs due to code language regarding height. This issue could be addressed by simply adding an option for applicants to pursue a variance to exceed 25 feet in height for existing structures. This would allow for limited cases that could encourage the adaptive reuse of existing structures through an established public process.

**Code clarification.** Numerous aspects of the regulations came up repeatedly in both internal and public discussions of issues with the ADU rules. In addition, the ADU standards in the land use code are lengthy, repetitive, and difficult to understand. Simple language changes would greatly improve the user-friendliness of the code and increase efficiency in the ADU application process. In addition to generally reorganizing the standards, some specific changes could add clarity:

- **Separation between attached units:** A frequent misunderstanding in reviewing attached ADU applications is the requirement for lockable separation between the ADU and principal structure. This requirement comes from the definition of “dwelling unit” and is not listed within the ADU regulations themselves, causing confusion for applicants. Several of the withdrawn applications noted this issue as one of the reasons to withdraw their application. More clarity about the requirements for separation would be helpful.
- **Limited accessory units:** Only one unit exists in the city that is classified as this type of ADU, yet additional standards complicate the ADU standards. These specific standards could be removed and the city could work to determine the appropriate status of the single remaining property with this type of ADU.
- **Owner occupancy:** The issue of owner occupancy came up in many avenues while developing this evaluation. In particular, confusion about whether and how LLCs can prove owner occupancy has been raised many times. This issue should be clarified in the code language.

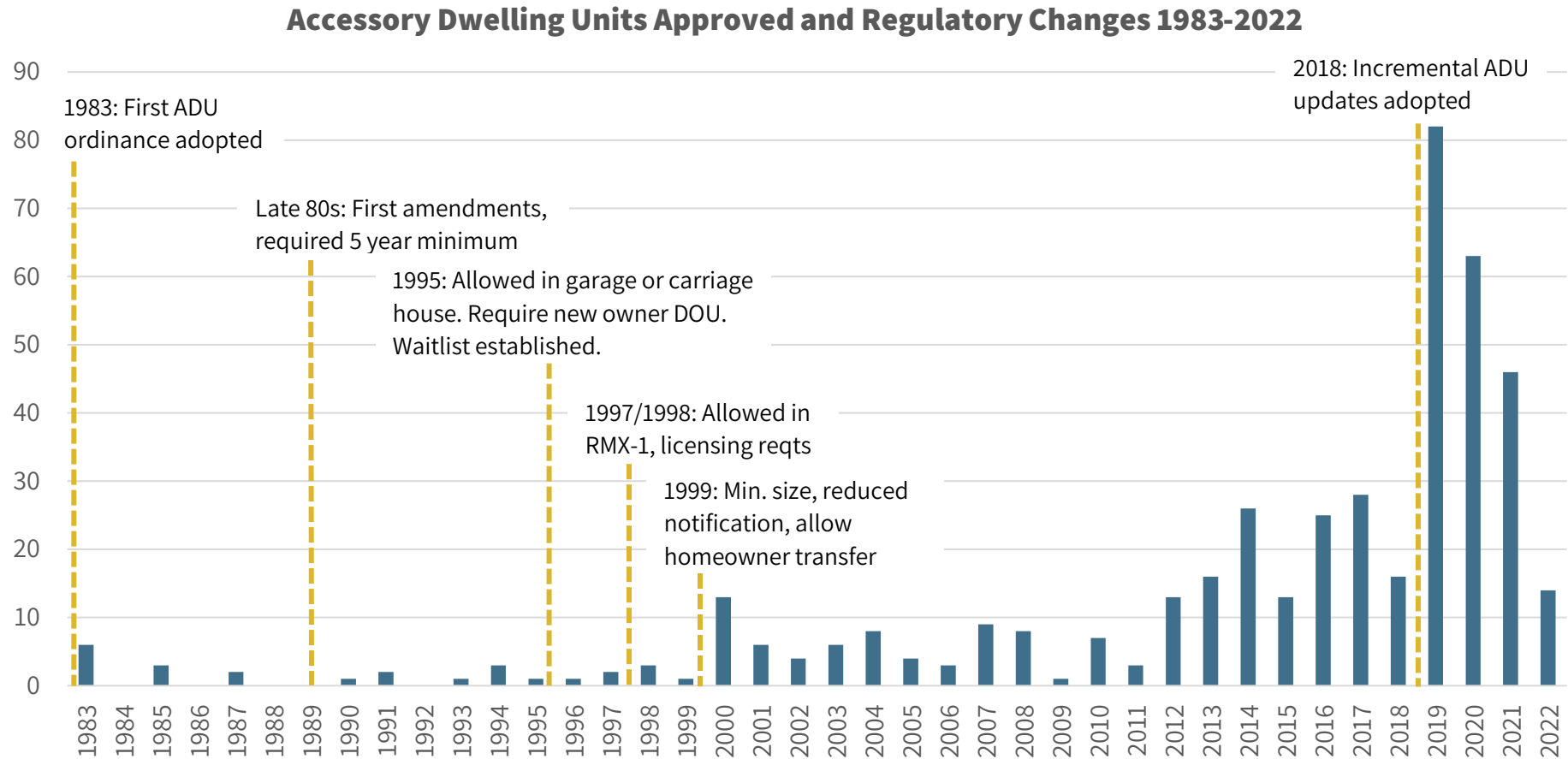
**Process improvements.** Aside from changes to the land use code, based on the internal stakeholder interviews, survey results, and city inquiries, it is clear that several potential improvements could be made to the city’s process of approving ADUs.

- **One-step review:** Currently, ADUs are reviewed as a separate administrative application prior to building permit review. Based on discussions with staff, it appears that the level of detail required for the ADU application often leads applicants to assume that no issues would arrive at the point of later submitting a building permit. However, the building permit is a much more detailed review of building code compliance and often a more detailed review of zoning requirements, and applicants sometimes run into unforeseen issues at that stage. This is understandably frustrating and confusing for ADU applicants. If some of the other initial barriers to ADUs such as saturation limits were to be removed, the ADU process could be more seamlessly integrated into the building permit process and eliminate the need for a two-step process. Consider combining the ADU review with the building permit review.
- **Addressing:** Currently, properties are given a “Unit A” and “Unit B” address immediately after ADU approval. This has caused numerous issues for applicants and is difficult to undo if the

ADU is not ultimately constructed. This step should instead occur upon the letter of completion for the building permit or change of use approval.

- **Declaration of use:** Currently, all ADUs are required to record a declaration of use for their property when the ADU application is approved. These declarations of use reference current code requirements. However, as the regulations change, the recorded declarations of use become obsolete. Properties are subject to current regulations as they change regardless of the recorded declaration of use. Changes to this process should be considered.
- **Self-service handouts or videos:** While the City of Boulder website currently includes a thorough explanation of the ADU process and requirements, residents frequently contact the city when they have trouble understanding where an ADU would be allowed and what the requirements might be. Updates could potentially be made to handout and application materials to clarify commonly misunderstood information. In addition, there may be opportunities to develop video explanations to further assist residents in understanding the requirements.

## APPENDIX: ADUS APPROVED SINCE 1983



Note: 2022 data is through July 31, 2022.

# Comparable City Research: Accessory Dwelling Units

City	Where	Saturation Limit	Number	Size	Parking	Height	Occupancy	Ownership	Owner-occupancy	Minimum Lot Size
<b>BOULDER</b>	Some residential districts, A/P	RL-1 or RL-2: 20% *affordable or historic exempt	Not specified	Attached: 1,000 sf or 33% of principal dwelling, whichever less *affordable or historic – 50% or 1,000 Detached: 550 sf *affordable – 800 sf, historic –1,000 sf	1 *affordable or historic exempt	20 ft (25 ft if existing steep roof)	Same as typical, except dependents not counted	Cannot be sold separately	Either principal or ADU must be owner-occupied	Attached or Detached: 5,000 sf
<b>ANN ARBOR, MI</b>	Most residential districts	None	1 per sf dwelling	Lot under 7,200 – 600 sf Lot over 7,200 – 800 sf	0	Detached: 21 ft Attached: 30 ft	2 persons and their offspring / max 4 plus offspring combined principal and ADU	Not addressed	None	None
<b>ARVADA, CO</b>	All residential districts and some mixed-use	None	1 per lot	Max 2BR Detached: 40% of principal building or Lot under 6,000 – 600 sf Lot between 6,000-12,500 – 850 sf Lot between 12,500-1 acre – 1,000 sf Over 1 acre- 1,200 sf Attached: 50% principal dwelling	1	Not addressed	Not addressed	Cannot be sold separately	Either principal or ADU must be owner-occupied	None
<b>BERKELEY, CA</b>	Most residential districts	None	1-2 per lot	850 sf, 1000 sf for 2+ bdrms *800sf in HOD	0 *except 1 in HOD	16-20 ft	Not addressed	Cannot be sold separately *except affordable	Only JADUs must be owner occupied	None
<b>BLOOMINGTON, IN</b>	All residential districts, most mixed-use districts	None	1 per lot	Attached: 840 sf Detached 840 sf	0	Detached: 25 ft	Not addressed	One family in ADU	Either principal or ADU must be owner-occupied	None
<b>BOISE, ID</b>	All residential districts	None	1 per lot	700 sf or 10% of lot size, whichever smaller, 2 bedroom max	0; 1 reqd if 2BR	District height	Not addressed	Not addressed	Either principal or ADU must be owner-occupied	None
<b>BOZEMAN, MT</b>	Most residential districts	None	1 per lot	600 sf, 1 bedroom	0	Detached: 22 ft	2 person max	Not addressed	In lowest density districts, owner-occupancy required	5,000 sf
<b>BROOMFIELD, CO</b>	All residential districts	None	1 per lot	800 sf or 50% of principal bldg., whichever is less	1	Not addressed	2 person maximum	Not addressed	Either principal or ADU must be owner-occupied	None
<b>CAMBRIDGE, MA</b>	All districts	None	1 per lot	Primary bldg must be 1,800 sf; max 900 sf or 35%, whichever less	0	Not addressed	Not addressed	Not addressed	Not addressed	None
<b>CHAMPAIGN, IL</b>	All residential districts	None	1 per lot	Lot under 7,200 – 600 sf Lot over 7,200 – 800 sf	0	Detached: 24 ft Attached: district height	Max – 2 unrelated in ADU	Cannot be sold separately	Not addressed	None
<b>COLORADO SPRINGS, CO</b>	Some residential districts, some mixed use	None		Detached: 1250 sf or 50%, whichever less Attached: 50% of principal dwelling	1	Detached: 25 or 28 ft depending on roof pitch Attached: 30 ft	Up to 5 unrelated in each unit	Detached: Subdivision permitted Attached: Cannot be sold separately	Detached: None Attached: Either principal or ADU must be owner-occupied	Same size required for a single family home in the zone district

## Attachment D - ADU Comparable Cities Research Matrix

City	Where	Saturation Limit	Number	Size	Parking	Height	Occupancy	Ownership	Owner-occupancy	Minimum Lot Size
<b>COLUMBIA, MO</b>	Some residential districts	None	1 per property	75% of sf principal dwelling or 800 sf, whichever less	1 only if 3 bedrooms in ADU	24 ft (detached)	Not addressed	Not addressed	Not addressed	5,000 sf
<b>DENVER, CO</b>	Some residential and mixed-use commercial districts	None	1 per lot	Varies by district and lot size – 650-1,000	0; 1 in campus context	Varies by district, typically 24 ft	1 per 200 sf	Not addressed	Either principal or ADU must be owner-occupied	None
<b>DURANGO, CO</b>	Most residential some mixed-use	None	1 per parcel	550 sf	1	18 or 20 ft depending on district	Not addressed	Not addressed	Either principal or ADU must be owner-occupied	5,000 or 7,000 in some districts; none otherwise
<b>EUGENE, OR</b>	Most residential districts	None	1 per lot	800 sf or 10% of lot area, whichever less	0	Not addressed	Not addressed	Not addressed	Not required	None
<b>FAYETTEVILLE, AR</b>	All residential districts, some mixed-use and commercial districts	None	1 detached and 1 attached (2 total)	1200 sf	1 if ADU is >800 sf	Detached: 2 stories	2 person max per ADU; more if related to primary house	Not addressed	None	None
<b>FLAGSTAFF, AZ</b>	Most residential transects	None	1 per lot	Lot under 1 acre – 800 sf Lot over 1 acre – 1,000 sf (some smaller)	1	Detached: 24 ft Attached: zoning district height	2 person max	Cannot be sold separately	Either principal or ADU must be owner-occupied	Detached: 6,000 sf
<b>FORT COLLINS, CO</b>	Some residential districts	None	1 per property	No specific limit	1.5- 3 depending on total # bedrooms	24 ft	Same as typical	Not addressed	Not addressed	NCL – 12,000 NCM – 10,000
<b>GAINESVILLE, FL</b>	All transects, residential districts, most mixed-use and non-residential districts	None	1 detached and 1 attached (2 total)	850 sf	0	Not addressed	Not addressed	Cannot be sold separately	None	None
<b>GOLDEN, CO</b>	All residential districts	None	1 per lot	If principal is more than 1,000 sf - 50% of principal bldg. or 800 sf, whichever smaller; if principal is smaller than 1000 sf, max 500 sf	1	Not addressed	3 person max	Cannot be sold separately	Either principal or ADU must be owner-occupied	7000 sf
<b>HONOLULU, HI</b>	All residential districts	None	1 per lot	Lot under 5,000 – 400 sf Lot over 5,000 – 800 sf	1 * waived if within ½ mile of rail transit station	Not addressed	Not addressed	Cannot be sold separately	Either principal or ADU must be owner-occupied	3,500 sf
<b>LAWRENCE, KS</b>	Some residential districts	None	Not addressed	33% of principal bldg. or 960 sf, whichever less	2 total for lot plus 1 potentially additional based on street classification	Not addressed	One additional beyond typical occupancy limits for principal bldg	Not addressed	Either principal or ADU must be owner-occupied in single-dwelling districts	None
<b>LEXINGTON, KY</b>	All residential districts	None	1 per lot	Max 800 sf	0	Zoning district, cannot exceed height of principal bldg	Max 2 persons plus related children	Not addressed	Either principal or ADU must be owner-occupied	None
<b>LONGMONT, CO</b>	Most residential and some mixed-use	None	1 per lot	50% of principal building	1	May not exceed height of principal unit	Not addressed	Cannot be sold separately	Either principal or ADU must be owner-occupied	None

## Attachment D - ADU Comparable Cities Research Matrix

City	Where	Saturation Limit	Number	Size	Parking	Height	Occupancy	Ownership	Owner-occupancy	Minimum Lot Size
	and non-residential districts									
<b>MADISON, WI</b>	All residential districts, some mixed use, commercial, downtown	None	1 per lot	900 sf; 2 bedroom max	0	25 ft	2 unrelated max	Cannot be sold separately	Either principal or ADU must be owner-occupied	5,000 in one district; none otherwise
<b>MINNEAPOLIS, MN</b>	All districts	None	1 per lot	Internal: 800 sf Attached: 800 sf Detached: 1300 sf or 16% of lot area, whichever less	0	Detached: 21 ft	Not addressed	Cannot be separate tax parcel	Internal: either must be owner-occupied	None
<b>PASADENA, CA</b>	All residential districts	None	1 per lot	Lot under 10,000 – 800 sf or 50%, whichever less Lot over 10,000 – 1200 sf or 50%, whichever less Attached: 800 sf or 50% of main dwelling, whichever greater *affordable, 75%	1 * waived if within ½ mile of transit stop, car share proximity, existing building, no on-street parking permit	Detached: 17 ft Attached: 2 stories if primary bldg is 2 stories	Not addressed	Cannot be sold separately	Either principal or ADU must be owner-occupied	In Single-family districts: 7,200; none otherwise
<b>PORTLAND, OR</b>	All residential districts	None	1 per lot *2 if meets higher minimum lot area	75% of primary bldg. or 800 sf, whichever less	0	Detached: 20 ft	Not addressed	Not addressed	None	Varies 1,500-10,000 based on district
<b>RALEIGH, NC</b>	Most residential districts and most mixed-use districts	None	1 per lot	Lot under 40,000 sf – 800 sf Lot over 40,000 – 1,000 sf	0	26 ft	Not addressed	Cannot be sold separately	None	None
<b>SALT LAKE CITY, UT</b>	Permitted most residential, conditional in some	None	1 per lot	650 sf or 50% of principal bldg., whichever less	1 *waived if within ¼ miles transit stop or bike blvd, can be on-street parking	Detached: 17 ft or height of home, whichever less Attached: height of zoning district	1 family in ADU (3 unrelated max)	Cannot be sold separately	Either principal or ADU must be owner-occupied *some exceptions	None
<b>SAVANNAH, GA</b>	Most residential districts	None	1 per lot	40% of principal dwelling. In some districts, 40% or 1,000 sf, whichever less	0	Same as district	Not addressed	Not addressed	None	For most districts, 200% of minimum lot area
<b>SEATTLE, WA</b>	All residential districts	None	1 *2 if one is affordable in some districts	1,000 sf	0	14/18 depending on lot width	8 if one ADU, 12 if two ADUs	Not addressed	None	Detached: 3,200
<b>TEMPE, AZ</b>	Multi-family Districts	None	1 per lot	800 sf, 2 bedroom	0	Not addressed	Not addressed	Not addressed	Not addressed	None
<b>TUCSON, AZ</b>	All residential districts	None	1 per lot	Lot under 6,500 – 650 sf Lot over 6,500 – 10% of lot size, max 1,000 sf	1 *waived if within ¼ miles transit stop or bike blvd, can be on-street parking	12' or height of primary structure, whichever greater	Maximum 5 unrelated on the lot	Not addressed	None	None



## Characteristics of Comparable Cities

	Population	Persons/ HH	Land Area	Population/ Sq. Mile	University Size	Median Rent	Median Value of Housing Units
Boulder	104,175	2.26	26.33	4,112	University of Colorado: 30k	\$1588	736k
Ann Arbor, MI	121,536	2.25	28.2	4,094	University of Michigan: 45k	\$1299	347k
Arvada, CO	123,436	2.55	38.91	3,028	N/A	\$1444	424k
Berkeley, CA	117,145	2.4	10.43	10,752	UC-Berkeley 45k	\$1767	1.06 million
Bloomington, IN	79,968	2.18	23.23	3,472	Indiana University: 32k	\$946	219k
Boise, ID	237,446	2.38	84.03	2,591	Boise State University: 22k	\$1009	283k
Bozeman, MT	54,539	2.17	20.6	1950	Montana State University: 17k	\$1145	413k
Broomfield, CO	75,325	2.54	32.97	1,692	N/A	\$1711	451k
Cambridge, MA	117,090	2.13	6.39	16,469	Harvard:6k, MIT: 12k	\$2293	843k
Champaign, IL	89,114	2.3	22.93	3,613	University of Illinois Urbana-Champaign: 33k	\$922	167k
Colorado Springs, CO	483,956	2.51	195.4	2,140	University of Colorado at Colorado Springs: 13k, Colorado College: 2k	\$1196	295k
Columbia, MO	126,853	2.31	66.54	1,720.1	University of Missouri: 30k	\$890	208k
Denver, CO	711,463	2.44	153.08	3,922.6	University of Denver: 12k; University Colorado Denver: 19k; Metro State: 20k	\$1397	428k
Durango, CO	19,223	2.3	14.71	1,701	Fort Lewis College: 4k	\$1297	473k
Eugene, OR	175,096	2.29	44.18	3,572.2	University of Oregon: 23k	\$1075	305k
Fayetteville, AR	95,230	2.23	54.14	1,366	University of Arkansas: 27k	\$837	232k
Flagstaff, AZ	76,989	2.45	66.03	1,031.3	Northern Arizona University: 25k	\$1286	363k
Fort Collins, CO	168,538	2.56	57.21	2,653	Colorado State University: 23k	\$1373	399k
Gainesville, FL	140,398	2.33	63.15	2,028	University of Florida: 34k	\$965	180k

## Attachment D - ADU Comparable Cities Research Matrix

Golden, CO	19,871	2.4	9.63	1,901	Colorado School of Mines: 7k	\$1495	541k
Honolulu, HI	1 million	2.98	600.63	1,586	University of Hawaii: 13k	\$1779	702k
Lawrence, KS	95,256	2.28	34.15	2,611.2	University of Kansas: 28k	\$953	205k
Lexington, KY	321,793	2.36	283.64	1042	University of Kentucky: 30k	\$920	201k
Longmont, CO	100,758	2.59	28.78	3,294	N/A	\$1437	396k
Madison, WI	269,196	2.2	79.57	3,037	University of Wisconsin: 44k	\$1147	262k
Minneapolis, MN	425,336	2.28	54	7,088	University of Minnesota: 51k	\$1078	268k
Pasadena, CA	135,732	2.44	22.96	5,969	Cal Tech: 3k	\$1787	822k
Portland	641,162	2.29	133.45	4,375	Portland State University: 17k	\$1325	439k
Raleigh, NC	469,124	2.4	147.12	2,826	North Carolina State University: 25k	\$1175	267k
Salt Lake City, UT	200,478	2.37	110.34	1,678	University of Utah: 33k	\$1050	346k
Savannah, GA	147,088	2.55	106.85	1,321.2	Savannah College of Art & Design: 12k	\$1049	162k
Seattle	733,919	2.08	83.83	7,251	University of Washington: 46k	\$1702	714k
Tempe, AZ	184,118	2.37	39.94	4,050	Arizona State University: 75k	\$1230	288k
Tucson, AZ	543,242	2.4	241	2,294	University of Arizona: 45k	\$861	167k

October 27, 2022

Dear Boulder City Council members:

Based on a 5-0 vote at our October 26, 2022 meeting, the Boulder Housing Advisory Board is pleased to make the following recommendations for policy changes that will increase the supply of Accessory Dwelling Units (ADUs) in Boulder.

## **Background**

To reach these conclusions, HAB:

- 1) Studied and debated (mainly at our September meeting) six recommendations sent to us from the Boulder Housing Network (BHN) and an ad hoc ADU policy group that included Better Boulder and Bedrooms Are For People.
- 2) Built our board discussions around detailed City Staff presentations analyzing the supply and use of ADUs, especially since policy changes were made in 2019. Significantly, the staff analysis showed that 88 percent of ADUs fall into the “affordable” category. **HAB agrees that ADUs are an extremely effective tool to address a big piece of our housing affordability shortage. They are attractive to the homeowner, relatively easy to create, and offer gentle infill that improves neighborhood livability and function.**
- 3) Considered the preliminary results of a city staff survey on ADUs.
- 4) Listened to and absorbed numerous public comments via email and at our August and September meetings.
- 5) Added our recommendations on streamlining the entitlement process; creating pre-approved ADU plans; and eliminating FAR ratio formulas for the conversion of existing basements into ADUs.

## **Recommendations:**

### ***1) Eliminate saturation limits.***

While reviewing the saturation limits provision, city staff was unable to identify a single instance of another city comparable to Boulder (among 34 sampled) having saturation limits for ADUs. Saturation limits are an unnecessary and uniquely onerous restriction.

In agreement with BHN/ADU policy group, HAB sees little reason to continue saturation limits, which create an immense barrier to the creation of ADUs by discouraging homeowners from even pursuing an ADU application.

### ***2) Eliminate parking requirements.***

Also in agreement with BHN/ADU policy group, dedicated on-street or off-street parking for a new ADU may be impractical in denser areas of town. HAB recognizes the need for housing in such dense areas that are walkable and near transit where new inhabitants may not require a car. As such, HAB does not recommend carving out special exemptions from the eliminated parking requirements even for areas even where on-street parking is scarce. HAB discussed that such ADUs will be self-regulating by tending to attract tenants who don't own or rely on a car.

HAB also noted that in many, if not most, neighborhoods outside of the dense city core, on-street parking is not a problem (examples: Newlands, Martin Acres, Table Mesa, North Boulder). In these cases, requiring parking only adds expense for the homeowner and spreads paving while providing no benefit for the homeowner, tenant or neighbors

### 3) *Eliminate minimum lot sizes for ADUs.*

Current rules disallow an ADU on a lot smaller than 5,000 square feet. While such lots are fairly rare in Boulder, this restriction seems arbitrary and unnecessary.

### 4) *Revise ADU size limits.*

Based on recommendations and analysis from BHN and housing advocates, HAB recommends the following changes to the size limits:

	Market-rate	Affordable
Attached	½ dwelling size	½ dwelling size
Detached	650 ft <sup>2</sup>	900 ft <sup>2</sup>

- increasing the size of attached ADUs allows a property owner to create an ADU on one floor of a house without having to wall off a portion of that floor in order to meet the previous limitations.
- increasing the size of detached ADUs will allow units that are more suitable for families

In addition to these size increases, HAB also recommends the following:

- introduce a size-limit exception process that does not necessarily require a hearing at BOZA to a simpler administrative process
- exclude the square footage of the basement of a detached ADU from its size calculation \*
- revise the calculation of square footage of ADUs.

Section 9.6.3 of the [municipal code](#) section m.1.G describes how floor area is calculated:

*Floor Area: For the purpose of calculating the floor area of an attached accessory unit or detached accessory unit under this subsection (m), floor area shall mean the total square footage of all levels measured to the outside surface of the exterior framing, to six inches beyond the interior wall on an exterior wall, or to the outside surface of the exterior walls if*

*there is no exterior framing, of a building or portion thereof, ~~which includes stairways, elevators, the portions of all exterior elevated above grade corridors, balconies, and walkways that are required for primary or secondary egress by Chapter 10-5, "Building Code," B.R.C. 1981,~~ storage and mechanical rooms, whether internal or external to the structure, but excluding an atrium on the interior of a building where no floor exists, a courtyard, the stairway opening at the uppermost floor of a building, and floor area that meets the definition of uninhabitable space.*

A “pain point” identified by city staff is the non-standard way of calculating square footage that includes exterior structures required for egress. This has tripped up applicants. HAB recommends simplifying this portion of the ordinance by striking the text as marked above.

\* In some cases, homes with basements may be prohibited from creating an ADU because the basement size exceeds floor-area formulas. Existing basements are often no-brainer ADU conversions and should be exempted from this requirement.

### **5) *Create pre-approved ADU plans.***

To simplify the process of applying for ADU approval, HAB recommends that city staff be directed to research and recommend pre-approved plans which could be used by residents who may have requirements that are aligned with common ADU plans. By having the option to choose from a set of pre-approved ADU plans, applicants will save time and money and this will encourage the construction of ADUs. City staff should also be encouraged to investigate manufactured ADUs as another time and money saving alternative to custom, onsite construction.

One community that has implemented this approach is Leavenworth, Washington. Population: 2,000! <https://cityofleavenworth.com/your-city-hall/departments/development-services/planning/housing/housing-adu/>

### **6) *Streamline the entitlement process.***

For example, designate city staff to “hold hands” with ADU applicants and walk them through the process of both entitlement and code compliance.

In addition, for applicants building a new house, combine the ADU application to make this a one-stop process. Currently applicants must get the primary home approved first and then follow up with a separate ADU application. This is an unneeded and cumbersome step that may discourage production of new ADUs.

Thank you for considering these recommendations.

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# Boulder Junction Phase 2

## Scope of Work

### Overview and Purpose

In 2007, the City of Boulder completed the Transit Village Area Plan (TVAP) outlining the future for Boulder Junction, a 160-acre area located in the geographic center of Boulder, around 30th Street, Pearl Street, Valmont Road and Foothills Parkway. The plan anticipated the development of new major transit facilities and established a vision for the area to evolve into a lively, mixed-use, pedestrian-oriented place where people will live, work, shop and access regional bus and rail. The plan identified two phases of redevelopment: Phase 1 for the area west of the existing railroad tracks and Phase 2 for the area east of the tracks. The planning horizon for the first phase of redevelopment was 10-15 years, and the planning horizon for the second phase was generally 15 years. Now, 15 years after the plan was adopted, the first phase has reached substantial completion and it is the city's priority to start the second phase of plan implementation.

There are three primary requirements necessary to initiate planning and development for Phase 2: 1) substantial completion of Phase 1; 2) a plan for providing infrastructure improvements in the Phase 2 area; and 3) market support for Phase 2 land uses. The following approach will be taken for the remaining components of implementation for Phase 2: confirming market demand for development in the Phase 2 area; identifying potential alternative draft land use, mobility connections, and placemaking recommendations; reaching consensus on preferred land use, mobility connections, and placemaking elements for a plan amendment; the identification of and funding strategy for key infrastructure improvements or additional mobility connections; creating, updating, or applying regulatory tools related to plan recommendations for land use and zoning changes; and applying on-going Transportation Demand Management (TDM).

### Goals

These goals are intended to explain and clarify what should be achieved through this project, which are guided by the TVAP Implementation Plan.

#### *Goal 1: Regulatory Changes*

- Evaluate TVAP's recommended land use map and designation descriptions against current and future market needs, including the future impact of the nearby East Boulder Subcommunity Plan, and make amendments to TVAP as needed and update the Boulder Valley Comprehensive Plan to align with potential updates
- Evaluate the plan's recommended mobility connections and make amendments to the Transportation Connections Plan as needed
- Evaluate the plan's character districts and make updates to the descriptions and guidelines as needed
- Consider other zoning or code changes that should be made to guide development toward the plan vision

*Goal 2: Public Improvements Funding and Phasing*

- Provide an approach for funding and phasing of major infrastructure improvements

*Goal 3: Transportation Demand Management*

- Evaluate and expand the TDM program to apply to the Phase 2 area

*Goal 4: Sustainability*

- Evaluate and implement the applicable action plan strategies for social, environmental, and economic sustainability

*Goal 5: Engagement*

- Inform, consult, and involve the public and key stakeholders on alternatives and a preferred approach for updates to TVAP's land use designations, mobility connections, or placemaking guidelines (the project's *Communications and Engagement Plan* will provide additional detail on engagement)

## General Scope

### In Scope Items

Scope Item
1. Phase 2 Market Study
2. Communications and Engagement Plan for the project
3. Changes to BVCP land use designation descriptions as necessary
4. Amendment to TVAP to address potential land use, mobility connections, and placemaking updates
5. Changes to BVCP land use map
6. Changes to TVAP summary in BVCP Chapter 5 as necessary
7. Changes to land use code as necessary (new zone districts, application of form-based code, etc.)
8. Changes to zoning map
9. Modifications to Development Standards to support the TDM program as necessary
10. Modifications to the Design and Construction Standards for streetscapes as necessary
11. Adoption of a concurrency ordinance to include standards for adequate public infrastructure consistent with the plan
12. Identification of mechanisms to equitably distribute public improvement benefits amongst property owners
13. Identification of what existing standards, fees, and exactions cover the costs of necessary infrastructure and maintenance and the need for additional mechanisms to close the gap
14. Identification of phasing and funding strategies for key connections and improvements
15. Identification funding strategies to finance TDM programs
16. Identification techniques for public/private partnerships
17. Framework for managing parking
18. Identification of what strategies should be achieved in the action plans for sustainability

### Out of Scope Items

- Amending the Transit Village Area Plan beyond updating specific land use designations, mobility connections, and placemaking elements
- Detailed design of infrastructure improvements
- Detailed design of individual development projects

## Risks or Constraints

There are certain risks and constraints that can be anticipated for the project, which may include:

- Community requests for more engagement than is necessary for limited updates
- Property owner requests for rezonings in advance of Phase 2 regulatory implementation and/or infrastructure improvements
- Limited commitment from RTD for future provision of transit service, which impacts the analysis of what ridership should be accommodated by RTD or through local partnerships

## Roles and Responsibilities

This project will include participation from a variety of city staff, consultants, and community members. The roles and responsibilities of the main participants are listed below.

### **Project Team**

The project team is responsible for leading a successful project and producing all key project content and deliverables. The team will conduct research, develop alternatives for consideration, and provide analysis. The team will also be responsible for: leading and coordinating community outreach; consolidating and evaluating input and feedback; and providing responses and offering additional resources or information to both city staff and the broader community.

#### *Core Project Team (Comprehensive Planning staff):*

- Leadership (10% (0.5 days/4 hours per week)
  - Kristofer Johnson – project oversight and strategic guidance
- Project Manager – 80% (4 days/32 hours per week)
  - Sarah Cawse – management of project and associated tasks, schedule, and consultant(s); contributes to development of content and materials
- Project Staff – 50% (2.5 days/20 hours per week)
  - TBD – contributes to development of content and materials; assists with research, evaluation, and community outreach
- Communications & Community Engagement 10% (0.5 days/4 hours per week)
  - Vivian Castro-Wooldridge – assists with internal and external project communications, outreach, and engagement

#### *City Staff*

Other city staff will participate in the project as needed and support the core project team. A Project Management Team is anticipated to be formed, and the team will meet monthly and consist of representatives from these departments or work groups:

- Transportation and Mobility
- Utilities (Stormwater and Flood)
- Housing and Human Services
- Finance
- Community Vitality
- Parks and Recreation
- Climate Initiatives
- City Attorney's Office
- Planning and Development Services (Development Review)



## Consultants

External consultants will be hired to do research, provide analysis, and evaluate alternatives. Types of consultants needed, and their expertise may include:

- Economic/market analysis
- Transportation analysis
- Civil engineering
- Form-based code specialists

## Community & Stakeholder Engagement

The project's *Communications and Engagement Plan* provides a detailed approach to community engagement. Community engagement will occur throughout the project, with broader community engagement occurring during Tasks 1-3. The purpose of engagement will be to inform, consult, and involve the public to receive feedback on a potential plan amendment and the implementation strategy.

## Schedule and Deliverables

Below is a summary of the main project tasks, when they are anticipated to occur, and the deliverables expected to be achieved by the end of each task.

	2022		2023				2024		
	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3
<i>Task 0 – Project Scoping</i>									
<i>Task 1 – Background Inventory/Phase 1 Report</i>									
<i>Task 2 – Needs Assessment, Alternatives &amp; Preferred Approach</i>									
<i>Task 3 – Plan Amendment Adoption &amp; BVCP Land Use Updates</i>									
<i>Task 4 – Implementation Strategy</i>									
<i>Task 5 – Regulatory Implementation</i>									

### Task 0 – Project Scoping (6 months, Q3 – Q4 2022)

During this Task, a core project team will be convened, and the project's scope, schedule, and budget will be developed. Necessary consultants will be contracted. The preliminary *Communications and Engagement Plan* will also be developed and confirmed, and the project team will initiate the use of the Racial Equity Instrument.

- *Community & Stakeholder Engagement*
  - Community engagement level: Inform/Consult
  - Community and stakeholder methods of engagement may include:

- City Council study sessions
- Planning Board updates

➤ *Deliverables*

- Project Scope of Work
- Communications and Engagement Plan
- Contracting of consultants

### **Task 1 – Background Inventory/Phase 1 Report (6 months, Q4 2022 – Q1 2023)**

During this Task, project work will involve compiling background information and existing conditions on outcomes and lessons learned from Phase 1 to inform future decision-making on the implementation strategy and priorities. An analysis of the benefits and impacts of Phase 1 on underrepresented communities will also be undertaken. The Racial Equity Instrument will continue to be used based on engagement inputs. This task would also include consultant services to perform a market study of the Phase 2 area.

➤ *Community & Stakeholder Engagement*

- Community engagement level: Inform/Consult
- Community and stakeholder methods of engagement may include:
  - City Council study sessions
  - Planning Board updates
  - Interagency and interdepartmental coordination
  - BeHeard Boulder questionnaire
  - Open House
  - Walking Tours
  - Focus Groups
  - Community connectors in-residence
  - Communications (video, FAQs, project website, social media, newsletter, mailed notification to occupants/owners of Phase 2 area)

➤ *Deliverables*

- Phase 1 Substantial Completion Report
- Market study
- Analysis of TVAP land use recommendations, proposed mobility connections, and placemaking elements in relation to current BVCP policies, subcommunity plan recommendations, and other city priorities
- Public Improvement Assessment
- Inventory and Assessment Report

### **Task 2 – Needs Assessment, Alternatives, and Preferred Approach (9 months, Q1 – Q3 2023)**

During this Task, project work will involve re-evaluating the Transit Village Area Plan's land uses, mobility connections, and placemaking elements. As needed, alternatives will be prepared to be evaluated and a preferred approach for a potential plan amendment will be developed. The market study initiated under Task 1 will provide information to understand current and anticipated land use needs.

➤ *Community & Stakeholder Engagement*

- Community engagement level: Inform/Consult/Involve
- Community and stakeholder methods of engagement may include:
  - City Council study sessions

- Planning Board updates
- Other Board updates – e.g., TAB, EAB
- Interagency and interdepartmental coordination
- Community Meetings
- BeHeard Boulder Questionnaire
- Focus Groups
- Communications (FAQs, project website, social media, newsletter, mailed notification to occupants/owners of Phase 2 area)

➤ *Deliverables*

- Alternatives analysis for land use recommendations, mobility connections, and placemaking elements
- Draft TVAP plan amendment
  - Updates to land uses, mobility connections, and placemaking elements
  - Detailed recommendations and plan amendments as needed to describe revised land use categories and/or connections

### Task 3 – Plan Amendment Adoption (3 months, Q4 2023)

During this Task, project work will involve gaining approval and adopting a plan amendment through Planning Board and City Council and implementing the proposed land use recommendations through updates to the Boulder Valley Comprehensive Plan Land Use Map.

➤ *Community & Stakeholder Engagement*

- Community engagement level: Inform
- Community and stakeholder methods of engagement may include:
  - Planning Board public hearing
  - City Council public hearing
  - Communications to inform the public on the hearing (project website, social media, newsletter, mailing to impacted properties)

➤ *Deliverables*

- Amendment to the Transit Village Area Plan
- Land use updates to the Boulder Valley Comprehensive Plan

### Task 4 – Implementation Strategy (9 months, Q3 2023 – Q1 2024)

During this Task, project work will include analyzing key implementation steps, including infrastructure improvements and regulatory updates, and develop a strategy for execution including identification of responsible parties, priorities, and funding mechanisms.

➤ *Community & Stakeholder Engagement*

- Community engagement level: Inform/Consult
- Community and stakeholder methods of engagement may include:
  - City Council study sessions
  - Planning Board updates
  - Other Board updates – e.g., TAB, EAB
  - Interagency and interdepartmental coordination
  - Focus Groups
  - Communications (FAQs, project website, newsletter)

➤ *Deliverables*

- Implementation strategy

- Regulatory updates, which may include components such as preparing:
  - Zoning/FBC updates
  - Development standards to support TDM
  - Design and construction standards for streetscape
  - Action items for sustainability
- Infrastructure Plan, which may include components such as:
  - Public improvement plan
  - Funding strategy
  - CIP budget strategy
  - GID expansion plan
  - TDM expansion plan
  - Parking study
  - Utilities phasing plan
  - Action items for sustainability

### Task 5 – Regulatory Implementation (9 months, Q4 2023 – Q2 2024)

During this Task, project work will include implementing regulatory aspects of the project and developing systems or tools to track progress.

#### ➤ *Community & Stakeholder Engagement*

- Community engagement level: Inform
- Community and stakeholder methods of engagement may include:
  - City Council study sessions
  - Planning Board updates
  - Interagency and interdepartmental coordination
  - Communications (video summarizing outcomes and role of engagement, project website, social media, press release)

#### ➤ *Deliverables*

- Utilize Implementation Strategy and Infrastructure Plan for project implementation
- Implement regulatory updates

### FUNDING NEEDS

The Boulder Junction Phase 2 project anticipates the need for consultant services to conduct research, provide analysis, and evaluate alternatives. Funding needs for potential consultants are still being evaluated at this time.

# Boulder Junction Phase 2 Communications & Engagement Plan

## Overview

Community engagement for the Boulder Junction Phase 2 implementation project should ensure that potential Transit Village Area Plan amendments and the Phase 2 Implementation Strategy reflect the community's broader needs and embrace the city's sustainability and racial equity goals. Inclusive and effective engagement is critical to ensure that Boulder Junction Phase 2 is forward-looking and serves community needs. The city also recognizes the importance of and is committed to engaging diverse and traditionally underrepresented communities in its initiatives. This plan lays out the engagement goals for the project, the methods that will be used to achieve those goals at each stage of the project, key stakeholders, and how progress will be tracked and measured. The intent of this engagement plan is to lay out the framework for engagement that includes a diverse cross-section of the city, interests, and historically underrepresented groups, while remaining flexible to meet the engagement objectives and project needs.

This plan is an evolving document and will be updated as needed to align with the project's scope of work and community engagement needs.

## About the Project

The City of Boulder is preparing to take the next steps in implementing the second phase of the Transit Village Area Plan (TVAP), or Boulder Junction Phase 2. The entire TVAP area covers 160 acres east of downtown, around 30th Street, Pearl Street, Valmont Road, and Foothills Parkway; and is to the west of the East Boulder subcommunity. The 2007 plan anticipated the development of new major transit facilities and established a vision for the area to evolve into a lively, mixed-use, pedestrian-oriented place with diverse housing options where people will live, work, shop, and access regional bus and rail.

The plan identified two phases of redevelopment over a period of 25-30 years: (i) Phase 1 and Phase 2a for the area west of the existing railroad tracks and (ii) Phase 2 for the area east of the tracks. Phase 1 and Phase 2a have been substantially completed. Implementation of the second phase of the plan is now a key priority identified by City Council. The first part of implementation will be an opportunity to reconfirm land use designations, mobility connections, and placemaking elements that may result in a plan amendment. The second part of implementation will include reconfirming implementation strategies laid out in the TVAP Implementation Plan or identifying implementation strategies to ensure thoughtful redevelopment that achieves the plan's vision and goals.

## Project Goals

These goals are intended to explain and clarify what should be achieved through this project, which are guided by the TVAP Implementation Plan.

### *Goal 1: Regulatory Changes*

- Evaluate the plan's recommended land use map and designation descriptions against current and future market needs, including the future impact of the nearby East Boulder Subcommunity Plan,

and make amendments to TVAP as needed and update the Boulder Valley Comprehensive Plan to align with potential updates

- Evaluate the plan's recommended mobility connections and make amendments to the Transportation Connections Plan as needed
- Evaluate the plan's character districts and make updates to the descriptions and guidelines as needed
- Consider other zoning or code changes that should be made to guide development toward the plan vision

*Goal 2: Public Improvements Funding and Phasing*

- Provide an approach for funding and phasing of major infrastructure improvements

*Goal 3: Transportation Demand Management*

- Evaluate and expand the TDM program to apply to the Phase 2 area

*Goal 4: Sustainability*

- Evaluate and implement the applicable action plan strategies for social, environmental, and economic sustainability

*Goal 5: Engagement*

- Inform, consult, and involve the public and key stakeholders on alternatives and a preferred approach for updates to land use designations, mobility connections, or placemaking guidelines

## City of Boulder's Engagement Framework

In November of 2017, Boulder City Council approved the [City of Boulder Engagement Strategic Framework](#), which illustrates the impact each level of engagement along a spectrum has on decision-making. Public participation for the Boulder Junction Phase 2 implementation process is anticipated to utilize the *inform*, *consult*, and *involve* levels of engagement. Communication objectives at the *inform* level will especially support overall success.

INCREASING IMPACT ON THE DECISION				
	INFORM	CONSULT	INVOLVE	COLLABORATE
PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding a problem, alternatives, opportunities and/or solutions.	To obtain public feedback on public analysis, alternatives and/or decisions.	To work directly with the public throughout a process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and identification of a preferred solution.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge your concerns and aspirations, and share feedback on how public input influenced the decision. We will seek your feedback on drafts and proposals.	We will work with you to ensure that your concerns and aspirations are reflected in any alternatives and share feedback on how the public input influenced the decision.	We will work together with you to formulate solutions and to incorporate your advice and recommendations into the decisions to the maximum extent possible.

## Project Engagement Goals

The Communications and Engagement Plan describes how public participation will occur throughout the duration of the project. Five engagement goals have been developed for this project related to the unique scope of work in addition to reflecting citywide aspirational goals for engagement. The project team will strive to achieve clear communication, transparency, inclusivity, and innovation for all aspects of public participation.

The five project engagement goals are listed below:

### *Goal 1: Ensure project and process understanding*

- Educate the community on the scope of work, status of the project and opportunities for engagement; provide easy-to-digest communications at each stage; foster a greater understanding of land use regulations and the process and criteria for changes; and communicate the numerous factors that influence decision-making (in addition to engagement).

### *Goal 2: Collectively reflect, learn from, and build upon Phase 1*

- Learn from the people involved in the implementation of Phase 1, or who use Phase 1, and gather information and feedback from the broader community on Phase 1 outcomes; build a collective understanding of the outcomes and lessons learned from Phase 1; and ensure that community input about Phase 1 is used to inform implementation of Phase 2.

### *Goal 3: Encourage community participation through inclusive and diverse engagement*

- Make it interesting, relevant, enjoyable, and convenient for people to engage; engage a broad cross-section of community members representative of the people who live and work in the area, including historically marginalized, underrepresented, and hard-to-reach communities; empower participants to have a meaningful role; and build understanding of the value of participating in the process.

### *Goal 4: Seek consensus*

- Build trust between all participants by creating a space to listen and address questions and concerns; encourage consensus-building through a structure where different perspectives are valued, and participants actively work towards generating win-win solutions; and be transparent with the community on how consensus was reached (or not reached) and informed project updates.

### *Goal 5: Clearly communicate how feedback is gathered and used*

- Communicate how feedback will be received; set clear boundaries and expectations on how feedback can inform aspects of the project; and ensure key issues, interests and needs of the community are integrated into the process and the formulation of outcomes. Provide opportunities for engagement as the project evolves and build awareness on how community feedback together with technical, financial, and other considerations is used to inform outcomes.

The planned engagement will also help advance the four goals of the city-wide Engagement Team, which are to:

- strengthen democracy
- build trust
- foster connection
- promote storytelling and sharing of information

## Participation, Roles & Responsibilities



Community participation on this project includes an open house, focus groups, community meetings and updates to Council and Boards, among other opportunities for information sharing and participation. The sections below describe who will be targeted for communications and engagement for this project and the roles and responsibilities of city staff and the community during engagement.

### *Project Team (city staff)*

The core project team from the Planning & Development Services Department is responsible for leading a successful project and producing all key project content and deliverables. The team will develop alternatives for consideration and provide analysis and recommendations. The team will also be responsible for: coordinating with other agencies and other City of Boulder departments; leading and coordinating communications and community engagement; consolidating and evaluating input and feedback; and being transparent with community members on how feedback was used to inform outcomes. Throughout the project, the project team will be clear on the objective of engagement for each phase of the project and the role of the public; develop and iterate content that is accessible and understandable; and present this content to community members. The project team will seek guidance from the Planning Board and other Boards at key milestones and seek approval from City Council on project outcomes and implementation strategies.

### *Consultants (hired by city staff)*

External consultants will be hired to do research, provide analysis, and evaluate alternatives. Consultants will execute their terms of service under the supervision of project staff and will oversee completing tasks and communicating progress to the project team. If some tasks require engagement, the project team will work with the consultant(s) to ensure it is incorporated into or aligned with this Communications and Engagement Plan. Types of consultants needed and their expertise may include:

- Economic/market analysis
- Transportation analysis
- Civil engineering
- Form-based code specialists
- Project-specific community connectors (individuals) who would help with outreach to underrepresented communities and/or co-design of meetings or interpretation

### *Focus Groups (stakeholders)*

The project team will gather several focus groups at key decision points to ensure participation from specific communities and experts on defined topics. The project anticipates forming at least four different focus groups for detailed inputs while ensuring a diversity of voices:

- Property owners and businesses (within Phase 1 and Phase 2 areas)
- Residents in the Phase 1 area (renters and owners), employees and commuters (within Phase 1 and Phase 2 areas)
- Developers (for profit and non-profit) and design professionals (e.g., architects and engineers)
- Advocacy/organizations (e.g., representing urban development, equity, housing, public transportation, business, disability, and youth agendas)

The focus groups are anticipated to meet throughout the duration of the project. Focus group participants will be tasked with (a) sharing their experience or perspective of the outcome of Phase 1, (b) providing regular feedback on alternatives and recommendations for Phase 2, (c) helping to identify challenges,



barriers, and unintended impacts for implementing Phase 2 and achieving TVAP's goals, (d) and building consensus around key recommendations. Participants will be expected to be open to hear others' perspectives and engage constructively in discussions, as well as represent and communicate with a larger constituent group on project progress and feedback, where relevant.

### *All Boulder Residents*

Boulder residents will be actively involved by attending meetings, reviewing materials, asking questions, and providing feedback in person or online. Active participation by the community is important for the success of the project. Large community meetings will be held to give updates on the project and to receive a broad range of feedback from Boulder residents at key milestones. Online questionnaires will also seek to gather feedback from the broader community. Those who participate in events and activities led by the city will be encouraged to share information about the project with their neighbors, community groups, and organizations. Concerted efforts will be made to gather feedback from underrepresented communities.

### *Council, Boards and Commissions*

City Council and Boards will review materials provided by the project team at key milestones and ask questions and provide feedback during study sessions or meetings. Council members and Board members will listen to public input during hearings and will receive summary reports of the engagement at each key milestone. Efforts will be made by the project team to engage Council, Boards and Commissions to receive feedback on project progress at the right time to ensure forward progression. Boards and Commissions that are anticipated to provide guidance include Planning Board, Transportation Advisory Board, Environmental Advisory Board, and the Boulder Junction Access District Commissions.

### *Other Agencies*

Agencies such as Boulder County, Denver Regional Council of Government (DRCOG) and the Denver Regional Transportation District (RTD) with a role or influence in Boulder Junction as a transit hub will be requested to cooperate in sharing existing data and information on future projects, programs, and plans that may influence this project. The project team will actively reach out to such agencies, as well as other applicable technical teams or groups (e.g., RTD NW Rail Station Planning technical team), for coordination and feedback as required.

### *City Departments*

There will be an interdepartmental project management team that will meet regularly and be led by the project manager. This team will include representatives from several city departments, including Housing & Human Services, Transportation & Mobility, and Community Vitality. Representatives from each department will be expected to provide support in technical advice and review, and sharing of data and information related to programming to ensure effective interdepartmental coordination.

A Working Group is not being recommended for this project since the vision and goals are already set and the focus is identifying and coordinating an implementation strategy. Highly impacted stakeholders will have the opportunity to be involved through focus groups and other engagement opportunities.

## Diversity, Equity, and Inclusion Lens

Phase 1 has reached substantial completion and there are now a variety of new jobs, workers, and residents in that area. Currently, the primary users of Phase 2 are people who work in or use the services of the

businesses in the area. The proposed land uses identified in the plan provide the opportunity to expand uses to other uses, such as residential. Because of the new residents and workers within Phase 1, or that may become part of Phase 2, it's important the engagement for this project takes an equitable approach both in opportunity and in voice. Community engagement will seek to generate participation from a diverse range of community members. Diversity for this project means diversity of race, ethnicity, age, gender, income, geographic representation from across the city, and housing (i.e., renters, owners, affordable housing beneficiaries and, manufactured home residents). The project team will use the racial equity instrument to guide the approach for engagement and to generate tailored engagement strategies that will align with racial equity goals and desired outcomes. For the engagement, staff will ensure that the voices of culturally and linguistically diverse populations (e.g., Latinx, Black or African American, Nepali) and low-income, differently abled, and youth are heard in this project. An early conversation with the city's connectors-in residence will help the project team to understand and identify potentially impacted groups and the likely concerns of people of color in relation to this project. This early feedback will help the project team to further shape the engagement for underrepresented communities. The goal is to ensure the project team will get meaningful feedback from people of color and effectively apply a racial equity lens when identifying and analyzing potential recommendations and alternatives.

The engagement for this project will use meaningful and inclusive engagement practices as outlined in the city's Engagement Strategic Framework as well as strategies included in the city's Racial Equity Plan: 4.3 - *focus on high-quality community engagement*; 4.4. *value lived experience*; and 4.5 *address language, cultural, and engagement access barriers*. To ensure that the process and outcomes reflect diversity, equity and inclusion, the following steps will be taken throughout the engagement process:

- (a) consult community connectors-in-residence on outreach to underrepresented communities and incentivizing participation given the lack of residents in Phase 2 and the longer-term horizon of impacts;
- (b) engage project specific community connectors for general outreach strategies, co-design of meetings and co-facilitation (to be determined);
- (c) conduct intentional outreach to underrepresented groups;
- (d) provide access in appropriate languages and venues;
- (e) offer information and learning sessions in Spanish language to prep the Spanish speaking community for more effective participation in more formal meetings (e.g., focus groups, hearings);
- (f) collect demographic data of the people engaged throughout the project for tracking diversity; and
- (g) adapt the engagement plan and specific strategies as needed to ensure diversity, equity, and inclusion goals are met.

The project team will seek advice from community connectors and the city's language access manager to determine which materials should be translated and when/if to provide verbal translation services at open houses and meetings.

### Engagement Process

Community engagement will occur throughout the project with varying levels of engagement during each project task. There are five project tasks, and each task has a general description of the purpose of engagement and what is anticipated to be achieved through community engagement for that task. In addition, there are specific engagement efforts and activities identified for public participation and the accompanying communications and engagement tools that will be used. Please note, the months identified for each project task reflects how long work may take for that task. However, work for tasks may overlap,

so the number of months identified does not add up to equal the total project timeline. Please refer to the graphic schedule in the memo for the timing of tasks and the overall project schedule.

### Task 0 – Project Kick-Off (3 months)

During this task, engagement is intended to seek feedback and endorsement from City Council, Planning Board, and city staff on the project's scope of work and the Communications and Engagement Plan. The project team will initiate the use of the Racial Equity Instrument.

- *Community engagement level: [Inform/Consult](#)*
- *Community and stakeholder methods of engagement may include:*
  - *[City Council study sessions](#)*
  - *[Planning Board updates](#)*

### Task 1 – Background Inventory/Phase 1 Report (6 months)

During this task, engagement is intended to build a strong foundation for constructive and inclusive conversations using the city's Racial Equity Instrument. The engagement will focus on building the community's understanding of the project, process, and its parameters, and gathering feedback on the quantitative and qualitative outcomes of Phase 1. The project team will seek to engage and solicit feedback from community members and stakeholders, with a specific focus on people involved in the implementation of Phase 1 or those who currently live in, work in, or use the area. Feedback received about Phase 1 will be used to build a collective understanding of the relevant lessons learned, including issues and opportunities that could inform the implementation of Phase 2. Staff will also seek advice from the city's community connectors in-residence on effective engagement for underrepresented communities for this specific project and adjust the Communications and Engagement Plan accordingly.

- *Community engagement level: [Inform/Consult](#)*
- *Community and stakeholder methods of engagement may include:*
  - *[City Council study sessions](#)*
  - *[Planning Board updates](#)*
  - *[Interagency and interdepartmental coordination](#)*
  - *[BeHeard Boulder questionnaire](#)*
  - *[Open House](#)*
  - *[Walking Tours](#)*
  - *[Focus Groups](#)*
  - *[Community connectors in-residence](#)*
  - *[Communications \(video, FAQs, project website, social media, newsletter, mailed notification to occupants/owners of Phase 2 area\)](#)*

### Task 2 –Needs Assessment, Alternatives, and Preferred Approach (9 months)

During this task, engagement is intended to re-evaluate the Transit Village Area Plan to identify if potential changes may be needed and included within a plan amendment. The project team will seek to engage and solicit feedback from community members and stakeholders on current and future community needs and potential alternatives for updates to the plan (i.e., land use, mobility connections, placemaking elements). Then, additional feedback will be received to help fine-tune the alternatives. Engagement will seek to build and reach consensus on a preferred approach for a potential plan amendment. The engagement does not include opening the discussion on the plan's established goals. It

will focus on potential updates needed for the land use designations, mobility connections, and placemaking elements to achieve the established goals. The input from community members and stakeholders will help the project team to advance opportunities for implementing the city's policies, meeting the plan's goals and to identify potential unintended consequences. As part of the racial equity approach, consultations with underrepresented communities will be undertaken to understand potential unintended consequences on vulnerable populations of the different alternatives, and to understand how to mitigate issues and maximize opportunities.

- *Community engagement level: [Inform/Consult/Involve](#)*
- *Community and stakeholder methods of engagement may include:*
  - *[City Council study sessions](#)*
  - *[Planning Board updates](#)*
  - *[Other Board updates – e.g., TAB, EAB](#)*
  - *[Interagency and interdepartmental coordination](#)*
  - *[Community Meetings](#)*
  - *[BeHeard Boulder Questionnaire](#)*
  - *[Focus Groups](#)*
  - *[Communications \(FAQs, project website, social media, newsletter, mailed notification to occupants/owners of Phase 2 area\)](#)*

### Task 3 – Plan Adoption (3 months)

During this task, engagement is intended to focus on community participation in the adoption process, including public hearings for Planning Board and City Council.

- *Community engagement level: [Inform](#)*
- *Community and stakeholder methods of engagement may include:*
  - *[Planning Board public hearing](#)*
  - *[City Council public hearing](#)*
  - *[Communications to inform the public on the hearing \(project website, social media, newsletter, mailing to impacted properties\)](#)*

### Task 4 – Implementation Strategy (9 months)

During this task, engagement is intended to involve stakeholders on the development of the implementation strategy and seek feedback on the strategy.

- *Community engagement level: [Inform/Consult](#)*
- *Community and stakeholder methods of engagement may include:*
  - *[City Council study sessions](#)*
  - *[Planning Board updates](#)*
  - *[Other Board updates – e.g., TAB, EAB](#)*
  - *[Interagency and interdepartmental coordination](#)*
  - *[Focus Groups](#)*
  - *[Communications \(FAQs, project website, newsletter\)](#)*

## Task 5 – Regulatory Implementation (9 months)

During this task, engagement is intended to focus on informing the public of the approvals and how feedback shaped the final outcomes.

- *Community engagement level: [Inform](#)*
- *Community and stakeholder methods of engagement may include:*
  - *[City Council study sessions](#)*
  - *[Planning Board updates](#)*
  - *[Interagency and interdepartmental coordination](#)*
  - *[Communications \(video summarizing outcomes and role of engagement, project website, social media, press release\)](#)*

## Engagement Tools

The table below lists the main engagement tools that will be employed throughout the process.

**Table 1 Description of engagement tools**

<i>Activity/Tool</i>	<i>Description</i>	<i>Anticipated number of events</i>
Community Meeting	Large public platforms that offer opportunities for all community members to learn about and inform the project and outcomes at major milestones. They will likely be virtual and about 2-2.5 hours in length. The need for translation and interpretation services in Spanish language will be assessed.	Meetings to be held at major milestones
Focused Population Engagement	This includes tailored approaches to meet the needs of underrepresented groups throughout the project. This may include additional services for accessibility (language, physical ability, cultural), or intentionally organized events, to facilitate access and help ensure diversity of voices and their meaningful participation. The project team may work with community connectors to help co-design, organize, and support meetings. Specific focus groups targeting underrepresented populations are envisaged.	Number and type of events to be determined through advice of community connectors in residence
Focus Group	Comprised of community members and stakeholders who represent location-specific, constituent specific or topic-specific perspectives and who are directly impacted by project outcomes (i.e., adjacent residents, property owners, businesses, advocacy groups/organizations). They are likely to be a combination of virtual and in-person meetings and will be about 2 hours in length.	As needed throughout the project; likely monthly or bi-monthly for each type of focus group
Online questionnaire	Digital opportunities on BeHeard Boulder for input framed around key questions at different milestones.	Minimum of two questionnaires
Open House	Public event held in person to kick-off the project; provides an opportunity for people to learn from Phase 1 and provide broad input for Phase 2.	One in-person event

<i>Activity/Tool</i>	<i>Description</i>	<i>Anticipated number of events</i>
Walking Tours	May be organized for several purposes (internal, council members/advisory boards, public); knowledgeable guides to share history of TVAP and outcomes of Phase 1; visit specific Phase 2 sites	Self-guided tours of Phase 1 for the public; focused walking tours for Phase 2 (e.g., of sites where changes are suggested) <sup>1</sup>

## Measurement of Successful Engagement

The project team will document and make information gathered through engagement available on the project's webpage. A summary report will be created at the end of each task to summarize events and feedback received during the project task. This will help to ensure the communication and engagement work is transparent, measured, and can be adapted for future tasks. Summary reports will help confirm a diversity of participants or aid in identifying gaps in the outreach that will allow the project team to make informed adjustments to the engagement plan. The engagement summary reports will be included in information packets to Council and Board. The information provided in the summary report may differ depending on the project task but may include:

- List and description of engagement events/activities
- Number of participants and affiliations (where available)
- Demographic information (*gender, age, income, ethnicity, renter or owner, resident of TVAP or another neighborhood/city –recognizing limitations on drawing conclusions on the entire pool of participants as the provision of this type of information will be optional, but encouraged*)
- Summary of feedback received at each event/activity
- Summary of feedback received through other communications (e.g., by email)
- Staff's evaluation of what worked well and what could be improved upon for future engagement efforts
- Staff's evaluation of how the goals of this Communications and Engagement Plan were met