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Cindy Carlisle
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Mirabai Nagle
Sam Weaver
Bob Yates
Mary Young



Council Chambers
1777 Broadway
Boulder, CO 80302
September 24, 2019
6:00 PM

City Manager
Jane Brautigam

City Attorney
Thomas A. Carr

City Clerk
Lynnette Beck

AGENDA FOR THE SPECIAL MEETING OF THE BOULDER CITY COUNCIL

1. **Call to Order and Roll Call**
2. **Public Hearings**

A. Public Hearing and consideration of a motion to adopt the Alpine-Balsam Area Plan. Planning Board will deliberate and consider a motion for adoption following the public hearing on September 24. City Council will deliberate and consider a motion for adoption on October 1 **3 hours**

3. **Adjournment**

3.0 Hours

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CITY COUNCIL AGENDA ITEM COVER SHEET

MEETING DATE:
September 24, 2019

AGENDA TITLE

Consideration of a motion to adopt the Alpine-Balsam Area Plan. Planning Board will deliberate and consider a motion for adoption following the public hearing on September 24. City Council will deliberate and consider a motion for adoption on October 1

PRIMARY STAFF CONTACT

Jean Gatza, Senior Planner

REQUESTED ACTION OR MOTION LANGUAGE

Adopt the Alpine-Balsam Area Plan. Planning Board will deliberate and consider a motion for adoption following the public hearing on September 24. City Council will deliberate and consider a motion for adoption on October 1.

BRIEF HISTORY OF ITEM

Nov. 13, 2018 SS; Feb. 19 Update and Feedback; April 23 SS; Wide range of community engagement including multiple advisory boards, planning board

ATTACHMENTS:

Description

- ▣ **Item 2A - Alpine Balsam Area Plan**



**CITY OF BOULDER
JOINT CITY COUNCIL AND PLANNING BOARD AGENDA ITEM**

MEETING DATE: September 24, 2019

AGENDA TITLE

Public Hearing and consideration of a motion to adopt the Alpine-Balsam Area Plan. Planning Board will deliberate and consider a motion for adoption following the public hearing on September 24. City Council will deliberate and consider a motion for adoption on October 1.

PRESENTER/S

Jane S. Brautigam, City Manager
Chris Meschuk, Asst. City Manager, Interim Director of Planning
Kurt Firnhaber, Director of Housing and Human Services
Jim Robertson, Comprehensive Planning Manager
Edward Stafford, Development Review Manager, Public Works
Michele Crane, Facilities Design and Construction Manager
Chris Hagelin, Senior Transportation Planner, Transportation/GO Boulder
Michelle Allen, Inclusionary Housing Program Manager
Kalani Paho, Urban Designer, Planning Department
Chris Ranglos, Planner I, Planning Department
Jean Gatza, Senior Planner, Planning Department
Amanda Bevis, Project Coordinator II, Public Works

EXECUTIVE SUMMARY

The purpose of this item is for the planning board and city council to consider adoption of the Alpine-Balsam Area Plan. The 2015 purchase of the Alpine-Balsam property (“the site”) was a strategic investment for the community, in part motivated by the desire to shape the redevelopment of an area that has been focused around a major healthcare facility for decades, and in part to address the city’s decentralized service challenges in a way that reflects Boulder’s vision and values by creating a Customer Service Hub. Over the last three years, the City Council, Planning Board and the community have identified a vision for the future of the Alpine-Balsam area. The 2017 Vision Plan articulated the following vision for the area: “Alpine-Balsam will be a vibrant multi-generational hub for community life and local government services – a welcoming and inclusive new model for equitable, affordable and

sustainable living.” Adoption of the Alpine-Balsam Area Plan will be an important step forward in implementing that vision.

City Council and Planning Board held public hearings and provided feedback on draft Area Plan at meetings on August 15 (Planning Board), [August 27](#) and August 28 (continuation of meeting). Planning Board provided feedback and recommended changes outlined below. City Council directed staff to move forward with a plan that proposes new land uses only for the city-owned properties, with urban design and connections plans for the entire planning area. Further, City Council directed staff to further evaluate the possibility of a Boulder County service hub at Alpine-Balsam and form a working group with two City Council members and one County Commissioner.

The purpose of this agenda item is for the Planning Board and City Council to hold a joint public hearing and take action on the final plan. The draft Alpine-Balsam Area Plan provides direction for future land uses on the city-owned properties, defining the appropriate density, character, scale and mix of uses as well as connections and necessary infrastructure. It includes a description of the near-term implementation steps for both site redevelopment and infrastructure planning in the area. Following adoption, staff will bring forward a detailed implementation plan.

STAFF RECOMMENDATION

Staff requests Planning Board and City Council consideration of this matter and action in the form of the following motion:

Motion to adopt the Alpine-Balsam Area Plan included in **Attachment A**, with the changes outlined per direction from the decision-making bodies:

- Land use changes only for the city-owned parcels
- Minor changes to the land use prototype descriptions
- Minor changes to the Connections Plan
- Direction to continue to explore relocation of Boulder County services to Alpine-Balsam and formation of a Council/Commissioner working group.

COMMUNITY SUSTAINABILITY ASSESSMENTS AND IMPACTS

- Economic – The Alpine-Balsam Area Plan promotes equity, affordability and sustainability through thoughtful redevelopment; the proposed uses are aligned with market and community needs.
- Environmental – The Alpine-Balsam Area Plan includes considerations for achieving environmental goals.
- Social – The Alpine-Balsam Area Plan outlines redevelopment of the city-owned site to ensure the area will be a vibrant place for community gathering that promotes affordable housing and a multi-generational hub.

OTHER IMPACTS

- Fiscal – The Area Plan draft describes future capital improvements at a high level. Analysis and funding sources for city site redevelopment are outlined in general in the “next steps and implementation” chapter and more detail will be forthcoming with the Implementation Plan. Capital needs related to the renovation of the Medical Pavilion will be addressed in budget materials. Funding for consultant analysis for preparation of the area plan was included in the city budget for 2018.
- Staff time – The Alpine-Balsam draft Area Plan is identified as a priority for staff and will require continued staff resources for implementation over the next few years.

RESPONSES TO QUESTIONS FROM COUNCIL AGENDA COMMITTEE

Describe what is allowed under current land use and zoning for the retail centers.

- The current land use for the retail centers is Community Business. The zoning is BC-2.
- There was a site review for Community Plaza in 1993 and future changes would require an amendment to that site review.
- The Ideal Market parcels would be eligible for a voluntary site review process (over 1 acre or proposal with 25,000 square feet of new floor area).

Significant changes to the Community Plaza property would require an amendment to the site review. This could be a staff level or call-up to council and includes a lot of discretion. Site review criteria includes consideration of compatibility with the neighborhood, community benefit and would include public process and would at a minimum be subject to call up by the Planning Board. Redevelopment or renovation requiring a site review amendment would likely trigger consideration of landmarking, especially for mid-century modern buildings that have architectural or historic significance. Removal or changes to walls would trigger demolition review for buildings older than 50 years.

By-right development would need to meet all standards for BC-2 and would likely preclude significant development of the areas that are currently parking. Limiting factors include: requirement for ground floor commercial uses (no housing at the ground level); parking and open space requirements for new housing, and substantial required setbacks. Removal or changes to walls would trigger demolition review for buildings older than 50 years.

BOARD AND COMMISSION FEEDBACK

Staff has provided updates to several boards over the course of the project and encouraged participation from board members in community events. Since the area plan kickoff, staff hosted two workshops with liaisons from multiple advisory boards to facilitate board awareness of the project and to provide the opportunity for project liaisons to provide feedback. These liaisons serve to keep other members of their boards informed about the area planning process.

Several Advisory Boards (PRAB, TAB, HAB, DMC) received updates on the plan and provided feedback that was summarized in the [August 27, 2019](#) memo.

PUBLIC FEEDBACK

Community engagement processes for the Alpine-Balsam Vision Plan and Area Planning processes have included hundreds of people over the past four years.

Vision Plan

An in-depth community engagement process informed the vision plan process resulting in the adopted plan in 2017. This included an open house, four “pop-up” events out, an online questionnaire, and a community design workshop attended by over 100 people. Altogether, **over 600 people** provided input, and thousands of written comments were submitted.

Area Plan

From May 2018 through August 2019, community engagement for the Alpine-Balsam Area Plan included several phases. Throughout the process, purposes of engagement included raising awareness about the project, getting feedback on goals, sharing draft site scenarios to get feedback on key policy choices, discerning community preferences for the Alpine-Balsam area regarding land use, character, access and mobility, and getting feedback on options and area plan components.

[The full summary of engagement](#) to date is provided on the project website and included as a supplemental document to the Area Plan.

Recent Meetings with Community Groups

At the August 27, 28 City Council meetings, the council requested that staff continue to meet with community groups in order to both hear concerns and ideas to continue to refine the plan and to provide an opportunity for community members to fully understand what the plan outlines for the future. Several meetings occurred in the past few weeks. The summary of ideas and concerns raised by each group is included in **Attachment B**.

- Goose Creek Neighbors – Sept. 5
- Author of “Alpine-Balsam Site Analysis”, “Community-based Plan” – Sept. 11
- Newlands Neighbors – Sept. 11
- Think Boulder leadership – Sept. 12

BACKGROUND

Alpine-Balsam Draft Area Plan

Area Plan Purpose: According to the Boulder Valley Comprehensive Plan (BVCP), one of the primary purposes for area plans is to guide future development. Specifically, the BVCP identifies the purposes of Area Plans to include:

- Determine the appropriate density, character, scale and mix of uses in an area and identify the regulatory changes needed to ensure or encourage appropriate development compatible with its surrounding area;

- Define the acceptable amount of infill and redevelopment and determining standards and performance measures for design quality to avoid or adequately mitigate the negative impacts of infill and redevelopment and enhance the benefits;
- Describe implementation methods for achieving the goals and strategies outlined in the plan, which may include changes to the land use regulations or zoning districts, or changes to the comprehensive plan Land Use Map.

Plan Recommendations by Goal Area

The following goals for the Area Plan were confirmed by the City Council and Planning Board in June 2019.

1. Enhance the neighborhood center at Alpine-Balsam to support a vibrant mix of uses for community life
2. Incorporate design and character that respects and enhances the neighborhood
3. Provide engaging, welcoming, and inclusive public spaces
4. Create a centralized local government customer service hub
5. Create diverse and affordable housing
6. Improve walkability, safety and connections with well-connected and pedestrian-oriented streets and walkways
7. Implement a comprehensive multi-modal access and parking strategy that supports the full range of mobility choices
8. Integrate environmentally sustainable strategies into the layout and function of the public realm and built environment

Analysis of how each of the goals is addressed in the draft plan was provided in the [August 27, 2019](#) memo.

ANALYSIS

Feedback from the City Council on the Draft Plan

On August 27, 2019 the City Council held a public hearing and provided feedback on August 28, 2019 on the draft Alpine-Balsam Area Plan. This included:

Land Use and Urban Design Maps

- Council members recommended moving ahead with land use changes only for the city-owned properties. They concurred with the land uses proposed by staff in the draft plan for the city-owned properties and provided additional feedback clarifying preferences for building heights, uses, and roof form. Council members indicated the work to evaluate and recommend land use changes in the area was useful within the area planning process and may be considered in a later phase. The staff recommendations for land use changes in the planning area (i.e. not city-owned properties) are captured in **Attachment C** as part of the area plan adoption record.
- Council members did not support the recommendation by the Planning Board to change land uses in the west and center blocks to locate more intense uses next to the park. Rationale included

keeping with the principle of cascading intensity outward from the neighborhood center and noting that there was not sufficient public process to consider this significant of a change.

Connections Plan / Access and Mobility Strategy

- Council members expressed support for the Connections Plan and suggested exploring the use of a traffic circle for potential intersection improvements at 9th and Alpine, exploring the potential to design the new 11th Street on the site as a woonerf, and concurred with the Planning Board recommendation to extend the Multi-use path on Balsam Ave. to 13th Street.

Boulder County Relocation to Alpine-Balsam and Criteria

- A majority of council members supported continuing to explore the potential for relocate Boulder County Services to Alpine-Balsam.
- A majority of council members supported forming a working group of staff and elected officials (two City Councilmembers and one County Commissioner) to meet on a regular basis to accelerate the analysis and decision-making process.
- City Council members supported the draft criteria for consideration and provided the following comments: support for considering achieving a net gain that is “materially” more housing at Iris and Broadway than the 90 units anticipated on the center block location at Alpine-Balsam that would be “displaced” by Boulder County relocation; housing development at Iris and Broadway to be achieved in the already developed areas (i.e. excluding the ballfields); assurance that the parking at Alpine-Balsam could be accomplished in the existing parking garage, and more clarity about the financial / land ownership implications about co-location.

Feedback from the Planning Board on the Draft Plan

On August 15, 2019, the Planning Board held a public hearing and provided feedback on the draft Alpine-Balsam Area Plan. This included:

Land Use and Urban Design Maps

- A majority of board members expressed support for the recommended Land Use Plan, Urban Design Plan, and Building Height Map, indicating they represent a good balance of community aspirations and concerns reflecting evolution from earlier drafts. Comments indicated that the plan supports an urban, walkable neighborhood with lively ground floor frontages where appropriate and helps support the concept of “15-minute” neighborhood.
- One member suggested changes to drop the higher density land use prototypes - High Density Residential 3 and Mixed Use 2 – and replace with High Density Residential 1 and Mixed Use 1, encouraging more High Density Residential 1 primarily to encourage more units attractive to families with children. This was not supported by other board members.
- A majority of board members recommended a change to the land use and/or urban design map for the west block of the city site, adjacent to North Boulder Park to locate more intense uses next to the park. The board’s rationale was that the park provides an especially valuable asset to residents of multi-family units, especially families. “Swapping” the higher density residential use from the northern portion of the center block would allow a greater number of future residents more direct access to those amenities. Board members suggested the west block of the city site and possibly the existing residential area on the west side of 9th Street that fronts on the park, as appropriate for

some limited small-scale ground floor retail uses that might be accessed by residents and park users (e.g. café, ice cream shop with outdoor seating). Members also recommended allowing building height up to four stories on the west block along 9th Street to allow for more units with direct access to the park, particularly in housing types or design that would be appropriate for families.

- A majority of board members were supportive of Mixed Use 1 (MU1) for neighborhood center with comments indicating that this offers a good balance to allow housing and might encourage creative and sensitive proposals but doesn't allow so much development potential increase to incentivize near term change.
- A majority of board members suggested adding language to the plan that broadens possibilities and diversity of housing types by focusing less emphasis on dwelling units per acre and focusing more on building form, excellent public realm and quality outdoor spaces for residents.

Boulder County Criteria

- The board indicated support for the criteria of “no net loss of housing opportunities”. Board members raised concerns that if the city and county both located civic facilities at the site, the existing parking structure (including an added level) would be devoted primarily to accommodating the parking needs of those civic uses. This would likely impact the ability for residential uses to meet parking needs on-site (i.e., the parking garage would largely be unavailable for residential parking).
- Suggestions included: consider the importance of parking in the criteria, especially if it unduly impacts the ability to achieve a higher number of housing units on the site; criteria should include Boulder County to meet the city's TMP and mode shift goals; criteria requiring demonstrable benefit to the public for co-locating civic services at Alpine-Balsam and benefits to both civic entities in terms of shared spaces in a meaningful way.

Connections Plan

- The board supported the Connections Plan indicating support for how the plan creates more intimacy in the connections network as well as new streets and connections that break up larger blocks.
- Suggestions included: continue the multi-use path along Balsam Avenue east of Broadway, improvements on Alpine particularly the intersection at Alpine and 13th, (e.g. reduce 4-way traffic on Alpine, make Alpine into a Woonerf that would be more comfortable to pedestrians or create a wider promenade for pedestrian crossing) and adding North Street as a green street.

Regarding North Street: staff notes the selective process for identifying street categories as part of the Low Stress planning process. Alpine was identified over North Street for improvements due to longer east-west connectivity to north-south anchor streets, such as 4th and 20th. North runs into Alpine on the east end and already serves as a low stress street (traffic calming is already installed as speed humps). Portland was chosen because it serves as a popular east-west signalized crossing over Broadway for students to Casey Middle School.

Access and Mobility strategy

- A majority of board members supported the access and mobility approach describing the importance to stay aligned with the Transportation Master Plan, comprehensive plan, SUMP principles and other city goals. Members supported reduced parking requirements, with suggestions to explore including caps on car ownership for residents indicating it will allow for flexibility to adapt as future conditions and needs evolve. Members also supported proactively managing potential spillover parking in the neighborhood.

Based on Planning Board feedback, staff has begun researching how residential developments can have residents sign contracts/lease agreements that ensure that they do not own a car and they will not be leasing an unbundled parking spot with their unit. For example, the city of Seattle has recently required that all residential developments with over 10 units must unbundle parking given that over 12% of rental housing costs are related to parking. For Seattle, the 2004 average residential development had 1.3 parking spaces per unit, today the parking supply is approximately 0.6 parking spaces per unit. More information can be found here:

<https://usa.streetsblog.org/2018/04/03/landlords-in-seattle-cant-force-renters-to-pay-for-parking-anymore/>

Changes to the Draft Plan

The staff team reviewed and evaluated feedback from the Planning Board and City Council as well as suggestions from community members and propose the changes outlined below for the final plan:

Table of Changes to the Draft Plan

Recommendation	How Addressed
Land Use and Urban Design	
No Land Use changes at this time for properties outside the city-owned site. [City Council]	<p>Universal edits of the narrative and associated maps to reflect land use changes only for city-owned properties at this time. A summary of the original proposed land use map changes for the planning area is included as Attachment C to this memo to document potential changes for consideration at a later phase.</p> <p>Properties recommended for changes to Mixed Use will remain with their current land uses: Community Business, Transitional Business, Mixed Use Business and Mixed Use Residential.</p> <p>Properties recommended for changes to High Density Residential will remain with their current land uses: Medium Density Residential and Mixed Density Residential</p> <p>The height modification map reflects only those city-owned properties described for potential heights above 35’.</p>

Add language to the plan that broadens possibilities and diversity of housing types by focusing less emphasis on dwelling units per acre and focusing more on building form, excellent public realm and quality outdoor spaces for residents. [Planning Board, Community members]	Revisions to the High Density Residential Land Use Prototype descriptions to emphasize quality open space and de-emphasize dwelling units per acre.
Continue to explore relocating the Boulder County Service Hub from Iris and Broadway complex [Planning, City Council]	Include refined criteria in draft plan to reflect direction from Planning Board and City Council; Added description of working group in implementation section.
Connections Plan	
Extend MUP Broadway to 13 th along Balsam [Planning Board and City Council]	Changed Connections Plan to include this section of Balsam
Attention to dangerous intersections (9 th and Alpine) – consider traffic circle [City Council]	Addressed as “improvements to intersection” on Connections Plan; specific solutions will be evaluated with the site review for the city site redevelopment.
Consider Woonerf for 11 th Street [City Council]	Staff suggests that the design of 11 th Street will be evaluated during site design to achieve the goals sought for Woonerf: safety, pedestrian crossings, slow traffic speeds, etc. Learning from application of Woonerf at Boulder Junction can be applied at that time.
Consider wider pedestrian improvements for crossing of Alpine Ave. between the retail centers [Planning Board]	Revisions to citywide guidelines for pedestrian crossings are anticipated in the near term and will likely include more detailed treatments as suggested. Future changes to the pedestrian crossings in the area would reflect the new guidelines.

Implementation Planning and Next Steps

The Area Plan includes a “Next Steps and Implementation” Chapter to summarize the activities that will occur in 2019 and 2020 to implement the Area Plan, including:

- Hospital deconstruction
- County facilities analysis
- Implementation Plan Development
- BVCP land use update, zoning and other regulatory changes
- Pavilion design phase
- Housing development process
- Transportation demand management analysis

A key “next step” is to develop the Alpine-Balsam Implementation Plan, which will be a living document throughout the redevelopment of Alpine-Balsam city owned property. This plan will provide direction

and guidance on redevelopment activities and identify funding opportunities. The purpose of this plan will be to:

- Ensure redevelopment of the site is reasonable, feasible, and fiscally responsible
- Ensure a predictable and well-informed development process
- Identify investment touchpoints and critical development milestones

Additional Analysis and Next Steps:

The process to determine if Boulder County can and chooses to be co-located at Alpine-Balsam will continue after the time that the Area Plan is adopted. Per direction from the City Council and supported by Boulder County Commissioners, a joint working group of two Council members, a County Commissioner and staff will commence after adoption of the area plan and will clarify process and decision-making to further assess the feasibility of relocating county facilities to Alpine-Balsam, conducting analysis to understand if the criteria identified in Chapter 2 of the Area Plan can be met. City Council designated members Weaver and Yates to serve on the working group. Boulder County designated Commissioner Elise Jones. Staff will be working in the coming weeks to develop materials and schedule meetings

The city and county both need to have a level of commitment from the other, because the city will be investing time into co-location feasibility instead of pursuing more affordable housing and the county will be assuming the Alpine-Balsam site is available in their site selection analysis. Because of this, the city and county will need to define:

- Realistic timeframes and commitments that both parties can accommodate to explore co-location
- Expectations for analyzing the suitability of the Alpine-Balsam site as a location for county services
- Expectations for analyzing the Iris-Broadway site process to determine the potential future uses and development potential at the Iris and Broadway Campus as well as how to obtain community input regarding future uses
- Cost expectations and funding opportunities

SCHEDULE

The upcoming schedule includes a joint public hearing and adoption of the final plan in late September.

- September 24: Joint City Council/Planning public hearing on Area Plan; Planning Board deliberation and Area Plan adoption
- October 1: Council deliberation and Area Plan Adoption.

ATTACHMENTS

- A. Final Draft Alpine-Balsam Area Plan – *Revisions still in progress*
- B. Summary of Meetings with Neighborhood Groups - September 2019
- C. Summary of Draft Land Use changes for the planning area for consideration at a later phase



Alpine-Balsam Area Plan

Final Draft -September 2019



Alpine-Balsam



Acknowledgements

Creating this plan has been a collaborative effort, made possible through the dedicated efforts of the following groups and individuals.

City Council members

Suzanne Jones, Mayor
Sam Weaver, Mayor Pro Tem
Aaron Brockett
Cindy Carlisle
Lisa Morzel
Mirabai Nagle
Bob Yates
Mary Young

Planning Board members

Bryan Bowen, Chair
Harmon Zuckerman, Vice Chair
David Ensign
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Lupita Montoya
Sarah Silver
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Kalani Paho, Urban Design Project Lead
Michelle Allen, Housing and Human Services
Amanda Bevis, Public Works
Kathleen Bracke, Transportation/GO Boulder
Yvette Bowden, Economic Vitality, Parks & Recreation
Michele Crane, Facilities & Asset Management
Kurt Firnhaber, Housing and Human Services
Chris Hagelin, Transportation/GO Boulder
Jeff Haley, Parks and Recreation
Sarah Huntley, City Manager's Office
Alice Huang, Comprehensive Planning
Katie Knapp, Flood/Greenways Utilities
Chris Ranglos, Comprehensive Planning
Jim Robertson, Comprehensive Planning
Edward Stafford, Public Works
Andrew Williams, Comprehensive Planning

Consultants

Civitas
Coburn Development
Fox Tuttle Hernandez
P2 Solutions
PUMA
Starboard Realty
Wilson & Co.

Thanks also to all the other city staff, board members, and many members of the Boulder Community who gave their invaluable time and input to help develop this plan.

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Introduction

Imagine a vibrant neighborhood with a wide range of commercial services and an amenity-rich public realm. Possibilities come in many forms – beautiful plazas and neighborhood retail that complements neighborhood needs. A mixed-use main street along Broadway with ground floor uses that are active and fun to explore. Civic gathering places to serve the community. New housing that offers opportunities for people to live close to work, shopping and recreation. Greenspaces and new ways to get around. A place for all generations.

The Alpine-Balsam area includes portions of several lively and well-loved neighborhoods north of downtown. The Boulder Community Health (BCH) Hospital served the community in this location from 1925 to 2019.

The city’s 2015 purchase of the property that formerly housed the BCH Hospital was an investment for the community, motivated by the desire to shape the redevelopment of an area that has been focused around a major healthcare facility for decades, to address the city’s decentralized service challenges by creating a City Service Center, and to address critical affordable housing needs. The purchase and future redevelopment of the BCH property provides an opportune moment to plan for the future of the Alpine-Balsam neighborhood center and surrounding area.

For the purposes of this plan, the 8.8-acre former BCH properties will be referred to as “the city’s site” while the rest of the planning area that includes privately held land, will be referred to as “the area”.



Area Plan Boundary

The Alpine-Balsam Area Plan is the result of several years of community processes, a range of analyses and studies, and thoughtful consideration and direction by Boulder decision-makers.

Purpose of the Plan

This plan describes the future vision for the approximately 70 acre Alpine-Balsam area and will guide long-term character and development of the area. Realization of the plan’s vision will be achieved by the city, private property owners and potentially other development partners (e.g. Boulder County or affordable housing developers). The implementation Plan will be developed after plan adoption as a companion document to this plan, identifying specific actions the city will take in the coming years to advance the plan’s goals and objectives.

The area planning for Alpine-Balsam has been a bit different from “conventional” area planning because the city is a landowner for key parcels within the planning area. This affords greater opportunities to achieve community goals for the site. The area plan is intended to bridge the gap between the broad policies of the Boulder Valley Comprehensive Plan, the goals articulated in the Alpine-Balsam Vision Plan, and site-specific project development. However, with the city as a landowner, it also has created the need for vigilance throughout the planning process to ensure that the final plans are fiscally responsible and achievable, and funding needs for the city-owned sites are balanced within the context of funding needs for all city priorities.

Why Create an Area Plan?

Area Plans bridge the gap between the broad community goals established in the Boulder Valley Comprehensive Plan and the detailed city review of individual development projects and capital improvements.

An area plan outlines the desired future development of an area – its character and scale, mix of land uses, and the location of streets, paths, parking, public spaces and urban services. It also defines desired characteristics that should be preserved, enhanced or prioritized.

How the Plan Will Be Used

Members of the public, business and property owners, city officials and staff, and other community partners will have a guide of what to expect in the future in the Alpine-Balsam area and will guide decisions about private development, public facilities and services in the area. The plan will guide policy decisions and regulatory changes that are made subsequent to plan adoption.

The Land Use Plan will be used as the basis for future land use map changes in the Boulder Valley Comprehensive Plan (BVCP), as well as the basis for rezoning. The Connections Plan is a right-of-way plan that will be administered according to Boulder Revised Code. The Connections Plan will be used to guide future right-of-way acquisitions and capital improvement planning, as well as to preserve right-of-way corridors for future road dedication and construction. The Urban Design Plan will be used describe

the character of the area in the Site Review Process and help determine whether a project meets Site Review criteria.

The area plan identifies land use changes for the city-owned land with the Alpine-Balsam planning area. At the direction of city council, the plan may be amended in the future to consider other land use map changes within the area plan boundaries.

An Implementation Plan will be developed to guide future actions by the city to implement the plan, including amending existing regulations and the BVCP land use map; establishing phasing and city funding for key public improvements; planning capital improvement projects; and coordinating the site redevelopment project.

Planning Horizon

The Boulder Valley Comprehensive Plan (BVCP) identifies area plans as having a planning horizon of 15 years. While adopted area plans should be periodically revisited as that horizon draws closer, it should be noted that decisions made in or guided by area plans may have a lasting impact well beyond 15 years. The pace of redevelopment in the broader planning area will be determined by, if, and when private property owners voluntarily choose to redevelop their properties. Development and redevelopment guided by the plan might remain in place for generations.

With regard to the city-owned land, deconstruction of the main hospital building, renovation of the Medical Office Pavilion and redevelopment of the city's site will proceed as expeditiously as possible in the near term in order to reduce holding costs and minimize disruption to the neighborhood to the degree possible.

Plan Amendment Process

Area plans are monitored annually through the Capital Improvements Program (CIP) and the BVCP Action Plan and updated as needed. plan amendments will be reviewed and approved by the City Council and Planning Board. Amendments to the Connections Plan generally will be reviewed either administratively or by the Planning Board. The process to eliminate any shown connection requires approval by Planning Board and City Council.

Chapter 1: Vision, Goals and Objectives

The Alpine-Balsam Vision Plan, adopted by City Council in 2017 was a first step in the planning process for Alpine-Balsam. It provided an aspirational foundation for the future vision, that has been assessed and refined through more detailed analysis in the Area Plan.



Vision Statement:

“Alpine-Balsam will be a vibrant multi-generational hub for community life and local government services – a welcoming and inclusive new model for equitable, affordable and sustainable living.”

The Alpine-Balsam Area Plan includes the land use, urban design, access and mobility and urban services elements to realize the vision, goals and objectives stated below. The following describes the vision for the area and neighborhood.

Vibrant Mixed-Use Neighborhood Center

The Neighborhood Center at Alpine-Balsam will be a vibrant place for community gathering. The current retail center serves as the heart of nearby neighborhoods, where people gather to obtain basic goods and services. New public spaces and the new local government service center will increase daytime activity supporting retail and transit.

Engaging Government – Service Center and Place to Meet

The city owned Alpine-Balsam site is envisioned as a civic customer service center, a place to conduct daily business with the city and possibly county. Less than one mile from other local government buildings in the downtown and Civic Area, the new civic service center at Alpine-Balsam will also offer engaging public spaces both in and outdoors, inclusive meeting and gathering spaces, efficient and informative facilities for people to get information or



complete transactions, all in a renovated high-performing building that demonstrates best-practices in healthy workplaces and sustainable design.

Places to Call Home – New Affordable and Market Housing

The city site represents a unique opportunity for in-fill of both market and affordable housing in the center of Boulder and within walking distance to downtown. Housing will likely consist of stand-alone residential buildings such as two- to four-story apartments, condominiums and townhomes and may include mixed-use buildings with ground floor services or retail with housing above. Because the city already owns the land there is a good opportunity to direct the outcomes of affordable housing that could also include prioritized affordable housing types such as permanent supportive housing (housing for vulnerable individuals that include supportive services) and middle income for-sale housing to help meet city goals for a wide diversity of affordable housing types and price ranges. If the new Boulder County Health and Human Services Hub locates at Alpine-Balsam, there will be the potential for new affordable housing at Iris and Broadway.



Maintaining the diverse housing that exists in the area is a priority of this plan. Through private development, new housing could serve a range of sizes and prices/rents to appeal to a variety of lifestyles and households. Affordable housing would be provided through the city’s inclusionary housing program which is likely to result in some on-site affordable for-sale condos and cash-in-lieu that can be used to create affordable housing somewhere in Boulder.

Estimated Range of Potential New Housing Units on the City Site

<i>City Site without Boulder County</i>	210-260
<i>City Site with Boulder County</i>	120-170

Easy and Safe Ways to Get Around

Redevelopment at the Alpine-Balsam site presents opportunities to create a range of travel choices and to prepare for future transportation trends and technologies. Strategies for access and mobility at the Alpine-Balsam site build on proven programs in other parts of the city and can be expanded to include the wider area over time. Benefits will include on-going programs to provide convenient and easy-to-use travel options, managed parking, reduced transportation costs, and reduced vehicle miles traveled to reduce our carbon footprint and meet the city's Climate Commitment and Transportation Master Plan goals.



Environmental, Sustainability, & Climate Commitment

New development at the Alpine-Balsam site will incorporate sustainable solutions for infrastructure and buildings. Redevelopment in the area will encourage environmental improvements including reduction of urban heat island effect by increasing the tree canopy. A new naturalized greenway for flood conveyance will add beauty and improve the human (and pollinator) experience from North Boulder Park to the neighborhood center.



Alpine-Balsam Area Plan Goals and Objectives

LAND USE & URBAN DESIGN

1. Enhance the neighborhood center at Alpine-Balsam to support a vibrant mix of uses for community life
 - Provides a mix of uses necessary for the neighborhood center as a destination
 - Encourages a mix of uses for day and night activity
 - Engaging ground floor spaces supporting a variety of active uses
2. Incorporate design and character that respects and enhances the neighborhood
 - Includes a diverse and varied built form to respond to the neighborhood context
 - Provides permeability to the surrounding neighborhood and North Boulder Park
 - Concentrates the tallest buildings in the neighborhood center core
 - Protects historic qualities

PUBLIC REALM & PUBLIC SPACES

3. Provide engaging, welcoming, and inclusive public spaces
 - Provides various scales and types of public spaces
 - Includes high-quality, pedestrian-oriented public realm, including street, walkways and indoor and outdoor gathering spaces
 - Develops multi-functional green space for flood control and active and passive recreational uses.

LOCAL GOVERNMENT SERVICES

4. Create a centralized local government customer service hub
 - Provides government services to the community in a safe, efficient and welcoming building that is centrally located in the community
 - Includes space for public art and activities to create a welcoming and inclusive community space
 - Renovations and/or new construction improves energy performance and advances climate commitment goals for city facilities

HOUSING

5. Create diverse and affordable housing

- Allows for a variety of housing sizes and types and prices
- Provides a diverse mixture of housing types that balance market-rate and permanently affordable units
- Housing serves various community needs and a range of household types

ACCESS & MOBILITY

6. Improve walkability, safety and connections with well-connected and pedestrian-oriented streets and walkways

- Improves neighborhood connections between the park, retail, services, public spaces, bus stops and other destinations with improved bicycle and pedestrian pathways
- Develops safe streets and crossings for all modes of travel, especially along Broadway, for all people all abilities
- Integrates vehicular access to minimize conflicts with pedestrians and bicycles

7. Implement a comprehensive multi-modal access and parking strategy that supports the full range of mobility choices

- Outlines an Access District to provide a sustainable source of funding for parking management and Transportation Demand Management (TDM) programs /
- Plans for mobility hub
- Develops sufficient parking for all uses, applying access management and parking tools and strategies
- Provides on-going TDM programs and services to all employees and residents
- Includes curbside management for ride-sharing and freight pick up and drop off
- Plans for inviting transit / multi-modal experiences with active uses near transit, sidewalk connections and inviting transit shelters

ENVIRONMENTAL SUSTAINABILITY and FLOOD MITIGATION

8. Integrate environmentally sustainable strategies into the layout and function of the public realm and built environment

- Includes integrated stormwater and flood management strategies, with a focus on the benefits of green infrastructure
- Flood mitigation improvements balance naturalized systems with cost-effectiveness of mitigation and desired land uses.

Chapter 2: Key Components of City Site Redevelopment



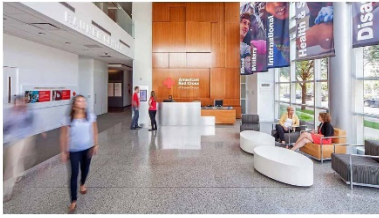
Conceptual Diagram of City Site Future Uses and Improvements

EAST BLOCK

City Service Center in the Renovated Medical Pavilion

Alpine-Balsam, and specifically the Pavilion building, present an opportunity for the city to consolidate services into one convenient, accessible and welcoming location on the western side of town where many residents live or work in Boulder. An additional floor may be added to the Pavilion with renovation to increase its capacity for city services and community-serving amenities.

The vision for future city buildings is to provide transparent, interactive and informative ground floor spaces that invite the community into buildings to learn, do business with the city, and access services they need. Small retail spaces could further enhance this area and draw in residents on their way to work or on weekends to continue to activate the space after business hours.



Specific uses for the northern part of the East Block will remain flexible at this stage of planning. Depending on the results of the city's Facilities Master Plan, this could be the future home for additional consolidated city services and community uses (e.g. relocated Senior Center/Multi-cultural center) or could become housing or some combination of mixed use with housing above.

Connection to Civic Area

The East Block is well positioned to continue to complement the established downtown Civic Area as it is less than one mile north of the Municipal Building. Enhancements along Broadway between the two sites would strengthen the civic corridor along Broadway.

Outdoor Civic Space

Arrival at the city buildings at Alpine-Balsam would be experienced first through outdoor civic space developed to complement the activities going on inside the Pavilion building during the week and business hours and provide outdoor amenities the neighborhood could enjoy during the evenings and weekends.



CENTER BLOCK

Housing to Meet Affordability Goals

The Center Block is designated high density residential to support affordable housing projects that might include a variety of rental housing, Permanently Supportive Housing (that may serve people transitioning out of homelessness or people with disabilities) and middle income for-sale housing that could meet the city goals for a wide diversity of affordable housing types and price ranges.

Apartments along Balsam Avenue will have a significant setback from the street due to the flood conveyance area and are envisioned to be three stories with the potential to be above 35 feet to accommodate pitched or different roof forms.

Apartments are envisioned along Alpine Avenue that would be up to four stories. Buildings would provide a substantial amount (approx. 50%) of meaningful, at-grade open space for residents.

Boulder County Service Hub

At the time of area plan adoption, there are several factors that need more analysis to support the decision-making regarding potentially relocating Boulder County Services at Alpine-Balsam from the Iris and Broadway Campus. Should the decision be made to move Boulder County facilities, this could be located in a new four-story building along Alpine Avenue that would serve as a new Health and Human Services Hub.

The following criteria are suggested in order to define the desired outcome.

1. Redevelopment of the Iris and Broadway Campus would achieve “materially” more housing and preferably a higher percentage of affordable housing in the already developed portions of the campus (i.e. excluding the ballfields).
2. The Boulder County facility can be achieved at Alpine-Balsam in the location along Alpine Avenue as indicated on the land use map.
3. The county’s parking needs can be met by shared use of the existing city-owned parking structure (with an additional level of parking added).
4. The civic uses on the site can be designed to achieve high-quality sense of place, appropriate levels of activity, benefits to the community and neighborhood, high-quality public realm and community gathering spaces.
5. The city and county will determine appropriate fair compensation for the conveyance of land that reflects a combination of factors including current market value and city investment. The city and county will also decide other cost-share agreements related to public infrastructure, operations and maintenance of the site, and parking to determine the financial feasibility of co-location.

WEST BLOCK

Housing

Housing is envisioned in the West Block in the form of two to three story townhomes or apartments. Directly adjacent to North Boulder Park and furthest from Broadway, this area is envisioned as the least dense of the high-density residential prototypes described in the area plan. Building heights would be no more than 35 feet.

Note: the parcels at the corner of Alpine and 9th street are privately owned and not part of the site redevelopment planning. No land use changes are proposed for these parcels.



SOUTH PARCELS

Two small vacant parcels on the north side of North Street are owned by the city. The Facilities Master Planning process will evaluate these parcels, and if they are not suitable for future city needs, they may be sold.

Access and Parking

Land uses on the site will be supported by a range of travel choices, access, mobility and parking choices. The access and mobility strategy for the Alpine-Balsam site includes managed parking, on-going Transportation Demand Management (TDM) programs and services and may include a general improvement district to fund on-going programs and parking management.



Parking for the site users, including people accessing city services, city employees and most of the residential uses will be managed using SUMP principles: Shared, Unbundled, Managed, and Paid. Most parking needs for the site will be accommodated in the existing Alpine parking structure with limited new spaces created on the site. If the Boulder County Service Hub is located on the center block, the parking, access and mobility needs for the facility and its customers, employees, clients and visitors will need to be considered as part of the analysis for locating this facility.

Flood Mitigation Conveyance

The site design will provide for fill and the development of a flood conveyance channel to relocate a portion of and contain 100-year flood flows. These improvements will require updating the regulatory floodplain for this area to remove portions of the city's site from the current mapped floodplain. The conveyance channel will be located on the northern side of the site along Balsam Avenue. At the time of adoption, the plan illustrates the channel at 100 feet wide as a conservative estimate of the space needed to accomplish the flood conveyance and floodplain development goals. The width of the conveyance channel will be determined as further engineering and site design is completed.



Chapter 3: Land Use and Urban Design Plan

The Alpine-Balsam area is one node along the busy Broadway corridor spine that includes the University Hill area, Downtown Boulder and the Civic Area, the Broadway & Iris Center, and North Boulder. Like other nodes, it resides on this busy corridor as a pocket of activity with a variety of commercial and institutional uses surrounded by residential areas. The Alpine-Balsam area developed in the 1950s and has evolved over time. Moving forward, redevelopment opportunities re-envision this mixed-use neighborhood with a sustainable urban form.

Land Use

One of the primary ways that an area plan guides future development is by determining land uses. The Boulder Valley Comprehensive Plan's *Land Use Map* "depicts a plan of the desired land use pattern in the Boulder Valley. The land use designations guide future zoning decisions." The Alpine-Balsam Area Plan will guide changes to the BVCP's Land Use Map and Land Use descriptions, and the city's zoning map. These changes -- amending the *Land Use Map* and re-zonings as appropriate -- will be made as part of the implementation of the Area Plan.

In keeping with the Boulder Valley Comprehensive Plan, the Alpine-Balsam area is a "neighborhood center" that will embody Boulder's Sustainable Urban Form in creating a place that is:

- Compact, Connected, Coherent and Complete
- Green, Attractive and Distinct
- Diverse and Inclusive

Land Use: Existing Conditions

The Alpine-Balsam area is a lively and well-loved neighborhood center located north of downtown Boulder with a thriving commercial center and diverse array of housing.

Within the planning area there are:

- Approximately 400 housing units, owner-occupied and rental, apartments, condominiums, single-family homes, townhomes, cooperative housing, and mixed-use buildings.
- Existing and potential historic landmarks.
- Approximately 2000 jobs (down from a high of 2,700 in the early 2000s).

With the exception of the city-owned land, projections for future housing or employment growth in the area (assuming current zoning) are relatively modest.

Some redevelopment is possible, but many parcels were developed prior to the current regulations and are currently "non-conforming" in that they hold more existing development (i.e. more housing units) than would be allowed under current zoning regulations.

See Alpine-Balsam Existing Conditions Report – Jan. 2019

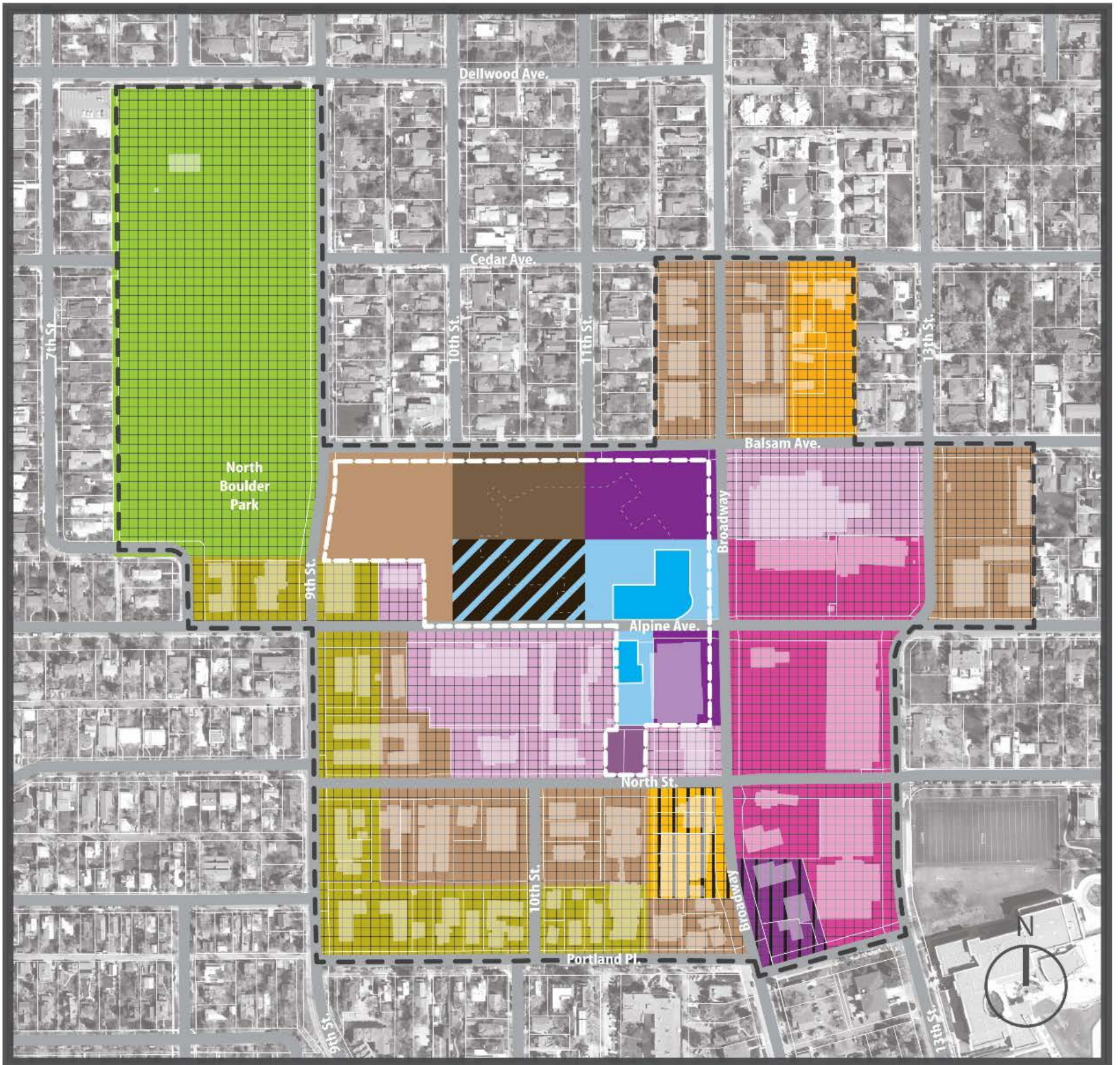
Implementation of the Alpine-Balsam Land Use Plan will change the BVCP Land Use Designations for the city-owned properties and inform new zoning. Even though land use changes are not included in the first phase of the area plan for properties other than city-owned, the Urban Design and Connections Plan will apply to all properties in the planning area. None of those changes will require landowners to make any changes to their properties. Rather, the underlying purpose of the plan is to identify the future desired character of the area, and thus implement key goals of the BVCP including: increasing housing affordability and diversity; addressing the jobs-housing imbalance by increasing housing in commercial areas; ensuring design quality and placemaking; and supporting and retaining small local businesses.

Approach

The Land Use Plan reflects an approach that thinks of the Alpine-Balsam Neighborhood Center as a collection of roughly-concentric character districts – core, gateways and transitions, and edges. The intensity of uses, the heights, and the density all generally diminish from core to edge.

The Land Use Plan consists of three components:

- A map showing new Land Uses for the city-owned properties in the planning area.
- A narrative section describing how the plan addresses the major categories of land uses (i.e., residential, business, mixed-use).
- Land Use Prototypes: The prototypes show the building forms and uses typically associated with each land use category identified in the Land Use Plan.



Recommended Land Use Plan

<p>AREA PLAN LAND USE PROTOTYPES</p> <p> Area Plan Boundary</p> <p> Land Use Change Boundary</p>		<p>BVCP EXISTING LAND USE MAP DESIGNATIONS</p> <p> Existing BVCP Land Uses to Remain</p>	
<p>RESIDENTIAL PROTOTYPES</p> <p> High Density Residential 1</p> <p> High Density Residential 2</p> <p> High Density Residential 3</p> <p> High Density Residential 3 or Public (Flex)</p>	<p>OTHER PROTOTYPES</p> <p> Public</p>	<p>RESIDENTIAL TYPES</p> <p> Low Density Residential</p> <p> Medium Density Residential</p> <p> Mixed Density Residential</p> <p> High Density Residential</p>	<p>BUSINESS TYPES</p> <p> Community Business</p> <p> Transitional Business</p>
<p>MIXED-USE PROTOTYPES</p> <p> Mixed-Use 1</p> <p> Mixed-Use 2</p>	<p>MIXED USE TYPES</p> <p> Mixed Use Business</p> <p> Mixed Use Residential</p>	<p>OTHER TYPES</p> <p> Park</p>	

The area plan land use prototypes provide a more fine grain description of the use, form and bulk, and intensity that will inform BVCP Land Use Map and future zoning. This will be further defined during implementation.

Parcel Boundaries

City of Boulder Buildings

Civic Uses

Two parcels of the city-owned land are designated Public:

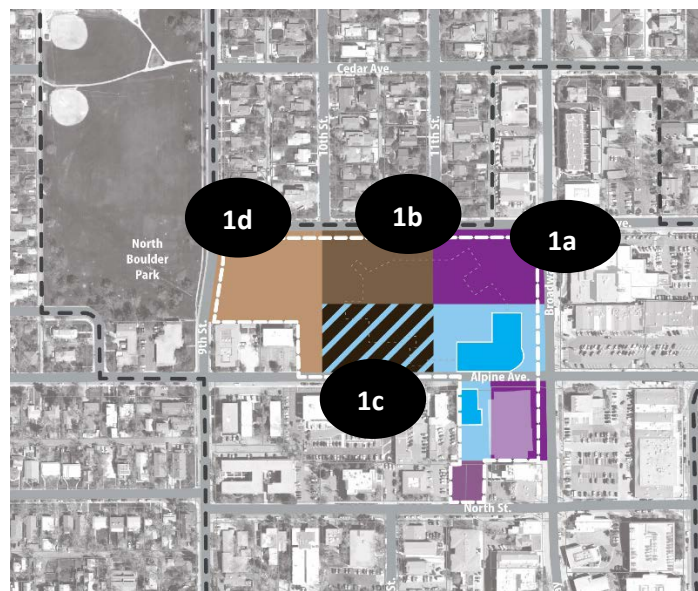
- The parcel on which the new City Service Center will be located in the renovated Medical Office Pavilion Building.
- The parcel on which the city-owned Brenton Building is located.

A third parcel, to the west of the Pavilion, is designated either Public or Mixed Use – 2. This either-or designation will allow that parcel to accommodate either a building for the delivery of Boulder County services or high-density housing (likely in the form of an apartment building up to four stories).

The city-owned parking structure at the southwest corner of the Broadway-Alpine intersection (with a ground floor banking use and restaurant use) is designated Mixed Use -2. This land use classification accommodates the commercial ground floor uses and allows the addition of an additional level of parking.

Housing Opportunities on the City Site

The Land Use Plan encourages maintaining existing housing and provides the opportunity for a variety of new housing, including housing types and price ranges to meet diverse needs and incomes: from urban townhomes to apartments to units included in mixed-use buildings. Prices will range from affordable to market rate.



Housing Opportunities on the City Site

- For the city-owned parcels bounded by Alpine, Balsam, Broadway and 9th:
 - a. Northeast parcel (at the southwest corner of Broadway and Balsam): The land use designation is Mixed Use – 2. This parcel will accommodate a “flex” building. The building, up to four stories tall, will be required to have some ground floor pedestrian-oriented uses (oriented towards Broadway and the plaza separating it from the Medical Pavilion to the south), but the upper stories could be residential or non-residential (e.g., office) uses.
 - b. North-central parcel: The land use designation is High Density Residential – 2. Buildings here would likely take the form of apartments (a conventional apartment configuration), could be up to three stories tall, and could accommodate a density of approximately 30-60 dwelling units per acre.
 - c. South-central parcel: As noted above (“Civic Uses”), this parcel is designated either Civic or Mixed Use – 2. This either-or designation will allow that parcel to accommodate either a building for the delivery of Boulder County services (approximately 120,000 square feet of floor space) or high-density housing (likely in the form of an apartment building up to four stories with apartments).
 - d. Northwest parcel: The land use designation is High Density Residential – 1. Buildings subject to this designation would likely take the form of alley-loaded townhome units or low-rise, small scale apartments, could be up to two or three stories tall, and could accommodate a density of up to about 30 dwelling units per acre. Some or all of the units built on this parcel likely will be market-rate housing.

Residential and Business Land Uses in the Area

For the parcels not owned by the city, no changes to land uses are proposed at this time, however a few general principles apply:

- The general intensity of uses, heights, and density diminishes as the distance from the core increases
- Housing is important to be maintained or encouraged if uses change.

Business Uses

Community Business: The retail centers are highly valued and should remain as anchors of the neighborhood center. The Community Business land use designation indicates this area as the focal point for commercial activity serving the daily convenience shopping and personal service needs of nearby residents and workers and support the goal of walkable communities. Where feasible, multiple uses, including housing, will be encouraged.

Transitional Business: Properties with the Transitional Business land use designation indicates less-intensive business uses than Community Business, providing a transition to residential areas and can include a mix of uses, including housing on a limited basis.

Mixed Use: Several properties along Broadway are designated for Mixed Use Business or Mixed Use Residential. A mix of neighborhood-scale retail and personal service uses with housing is encouraged.

Residential Uses

Housing in the Mixed Density and High Density residential areas has evolved over time, much constructed before the current zoning was in place. The result is many nonconforming uses, nonstandard buildings, and nonstandard lots, that contribute to the area's diverse mix of housing that is unique and charming. The city's regulations allow legal nonconforming uses and nonstandard buildings to be changed, upgraded, and expanded without requiring their elimination, if the change would not substantially adversely affect the surrounding area and if the change would not increase the degree of nonconformity of the use.

Land Use Prototypes

The prototypes on the next pages show the building forms and uses typically associated with each land use category of the Land Use Plan. They also describe who will likely live and work in each.

High Density Residential 1 (HDR1)

This land use prototype is the least dense of the high-density residential prototypes. It is characterized by 2-3 story, alley-loaded townhome units and/or low-rise, smaller footprint apartment buildings.

Generally, this prototype would have at-grade common open space or greenspace, e.g. garden court. Any private open space could be located on balconies, roof decks or small yards.

Townhomes would likely self-park (not utilize shared parking in structure). Apartments could either self-park with tuck-under parking or if the property is part of the parking district, parking would be satisfied in an off-site location. This land use type is envisioned as part of comprehensive transportation demand management system including adjacent location to enhanced multi-modal facilities and services, convenient on-street loading and reduced the parking supply.

Use, Built Form, & Intensity

Housing types include townhomes or apartments between 2-3 Stories. Building heights would be no more than 35'. This area is envisioned with a substantial amount of meaningful and usable open space at grade. The open space could be a mix of private and communal spaces. Minimum open space square footage per unit or in aggregate would be defined during the implementation phase. Of this open space, a meaningful, communal use area is required.

Who would live here?

Housing units like this attract couples, singles, or families. Pricing can range from affordable to high-end, market rate.

Townhome units with visible yard space could be particularly attractive to families with children. Apartments could provide affordable housing to serve diverse populations, including seniors, people living with disabilities, or those needing permanently supportive housing.



High Density Residential 2 (HDR2)

This land use prototype is characterized by 3 story, low-rise apartment buildings. It would include meaningful, at-grade common open space. Any private open space would be located on balconies or patio spaces.

Buildings in this area may have more generous setbacks from the street or emphasized entry courts.

If the property is part of the parking district, all parking would be satisfied in an off-site location. This land use type is envisioned as part of comprehensive transportation demand management system including adjacency to enhanced multi-modal facilities and services, convenient on-street loading, and reduced parking supply.

Use, Built Form, & Intensity

This land use is designed for housing up to 3 Stories. Building heights would be within 35' with any exception over the 35' to allow for appropriately proportioned pitched roof forms. This area is envisioned with a substantial amount of meaningful and usable open space at grade. Preliminary study indicates at least approximately 50% of the lot reserved for open space uses. Minimum open space square footage per unit or in aggregate would be defined during the implementation phase. Of this open space, a meaningful, communal use area is required.

Who would live here?

Housing units like this attract couples, singles, or small families. Units with more bedrooms and appropriately programmed for children could be attractive to families. Pricing can range from affordable to high-end, market rate. Apartments could provide affordable housing to serve diverse populations, including seniors, people living with disabilities, or those needing permanently supportive housing.



High Density Residential 3 (HDR3)

This land use prototype is characterized by 4 story, mid-rise apartment buildings. It would include meaningful, at-grade common open space. Any private open space would be located on balconies or patio spaces.

If the property is part of the parking district, all parking would be satisfied in an off-site location. This land use type is envisioned as part of comprehensive transportation demand management system including adjacent location to enhanced multi-modal facilities and services, convenient on-street loading and reduced parking supply.

Use, Built Form, & Intensity

This land use is designed for housing up to 4 Stories. Building heights would be between 35' and 55' to allow for a fourth floor and any appropriately proportioned pitched roof forms. This area is envisioned with a substantial amount of meaningful and usable open space at grade. Preliminary study indicates at least approximately 50% of the lot reserved for open space uses. Minimum open space square footage per unit or in aggregate would be defined during the implementation phase. Of this open space, a meaningful, communal use area is required.

Who would live here?

Housing units like this attract couples, singles, or small families. Units with more bedrooms and appropriately programmed for children could be attractive to families. Pricing can range from affordable to high-end, market rate. Apartments could provide affordable housing to serve diverse populations, including seniors, people living with disabilities, or those needing permanently supportive housing.



Mixed Use 1 (MU1)

This land use prototype is characterized by low-rise buildings up to 3 stories. It was developed to include flexibility for either mixed or single use of commercial and residential occupancies.

Strictly mixed-use with active, ground floor uses, like retail and other personal services, with residential or office uses above is reserved for areas along Broadway in the neighborhood's commercial core. Flexibility for either mixed-use or single uses, including standalone residential and commercial uses, is reserved for areas outside or on the fringe of the neighborhood's commercial core.

If the property is part of the parking district, all parking would be satisfied in an off-site location. This land use type is envisioned as part of comprehensive transportation demand management system including adjacent location to enhanced multi-modal facilities and services, convenient on-street loading and reduced parking supply.

Use, Built Form, & Intensity

This land use prototype is characterized by low-rise buildings up to 3 stories. Building heights would generally be within 35' with an exception over 35' to allow for a taller first floor for mixed-use buildings and any appropriately proportioned pitched roof forms. The density would allow up to 1.5 floor-area-ratio.

Who would live and/or work here?

Housing units like this attract couples, singles, and seniors. Pricing can range from affordable, with workforce housing, to high-end, market rate.

Commercial uses can range from retail (e.g. stores and restaurants) and personal services (e.g. yoga studios, day care) for active ground floor uses to professional services (e.g. medical and law offices) on the upper floors or in single use buildings.



Mixed Use 2 (MU2)

This land use prototype is characterized by mid-rise buildings up to 4 stories. It was developed to include flexibility for either mixed or single use of commercial and residential occupancies.

Strictly mixed-use with active, ground floor uses, like retail and other personal services, with residential or office uses above is reserved for areas along Broadway in the neighborhood's commercial core. Flexibility for either mixed-use or single uses, including standalone residential and commercial uses, is reserved for areas outside or on the fringe of the neighborhood's commercial core.

If the property is part of the parking district, all parking would be satisfied in an off-site location. This land use type is envisioned as part of comprehensive transportation demand management system including adjacent location to enhanced multi-modal facilities and services, convenient on-street loading and reduced parking supply.

Use, Built Form, & Intensity

This land use prototype is characterized by low-rise to mid-rise buildings from 3-4 stories. Building heights would generally be between 35' and 55' with an exception over 35' to allow for a taller first floor for mixed-use buildings, a 4th floor and/or to allow for a 5th floor of parking to be added to the existing city parking garage. The density would allow up to 2.5 floor-area-ratio, with a singular exception for the existing parking structure to exceed the 2.5 FAR.

Who would live and/or work here?

Housing units like this attract couples, singles, and seniors. Pricing can range from affordable, with workforce housing, to high-end, market rate.

Commercial uses can range from retail (e.g. stores and restaurants) and personal services (e.g. yoga studios, day care) for active ground floor uses to professional



services (e.g. medical and law offices) on the upper floors or in single use buildings.

Public (PUB)

This land use prototype is characterized by mid-rise buildings up to 5 stories. It was developed to include flexibility for the renovation of the medical office pavilion for a city service center and the possible co-location of county facilities.

The public land use prototype is situated adjacent to areas marked for public gathering. Buildings in this area will be designed to complement and integrate with the public realm.

If the property is part of the parking district, all parking would be satisfied in an off-site location. This land use type is envisioned as part of comprehensive transportation demand management system including adjacent location to enhanced multi-modal facilities and services, convenient on-street loading and reduced parking supply.

Use, Built Form, & Intensity

This land use prototype is characterized by buildings up to 5 stories and 55'. There are no density limitations for this prototype, but it is desirable to have a minimum 20% of the lot programmed as at grade, usable open space for public gathering.

Who would work here?

Public uses in this area include city and county services. County services include relocating Health and Human Services from the Iris & Broadway location. City services in this area will be determined by the City of Boulder Facilities Master Plan.



Urban Design Plan

As a neighborhood center, the area is focused around the intersection of Alpine Avenue and Broadway. The overall city block organization is the convergence of small to large block types and in various configuration. The core of the neighborhood center is marked by a large, decommissioned hospital site, iconic mid-century modern commercial buildings with informal community gathering areas and low to mid-rise infill commercial development. Around the core is a mix of medium and larger footprint commercial, institutional and residential apartment buildings, spanning several eras to include both historic and contemporary styles. Ringing the edge of the area plan boundary is an expansive park with views of the mountains and mixed-density housing types that transition to single-family housing.

Urban Design Purpose

The purpose of the Urban Design Plan is to guide the maintenance and improvement of the built environment and the public realm. It identifies aspects and features of the spaces between the buildings and provides initial guidance for the design character of future buildings. The urban design objectives describe the elements necessary to achieve a high-quality built environment and public realm. The plan will guide any future design controls (design guidelines, form-based code, or other) that may be identified as part of the implementation of the area plan.

What is the public realm?

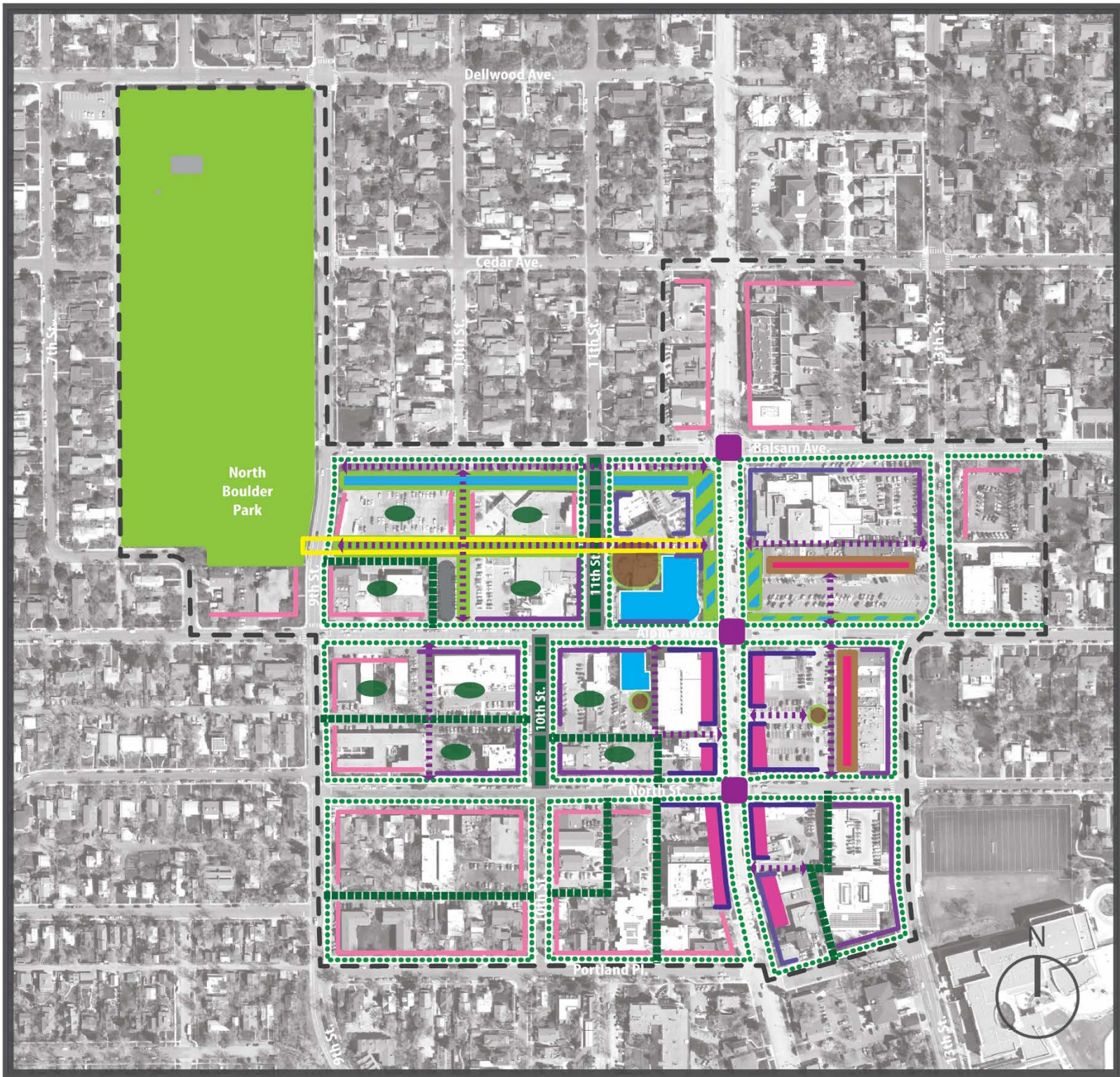
The public areas within the city including the streets, sidewalks, plazas, open spaces and parks.

What is the built environment? *All the human-made buildings, facilities and environment that people occupy.*

This section includes urban design strategies for the following areas:

- Built Form
- Public Realm and Open Space
- Connectivity
- Sustainability

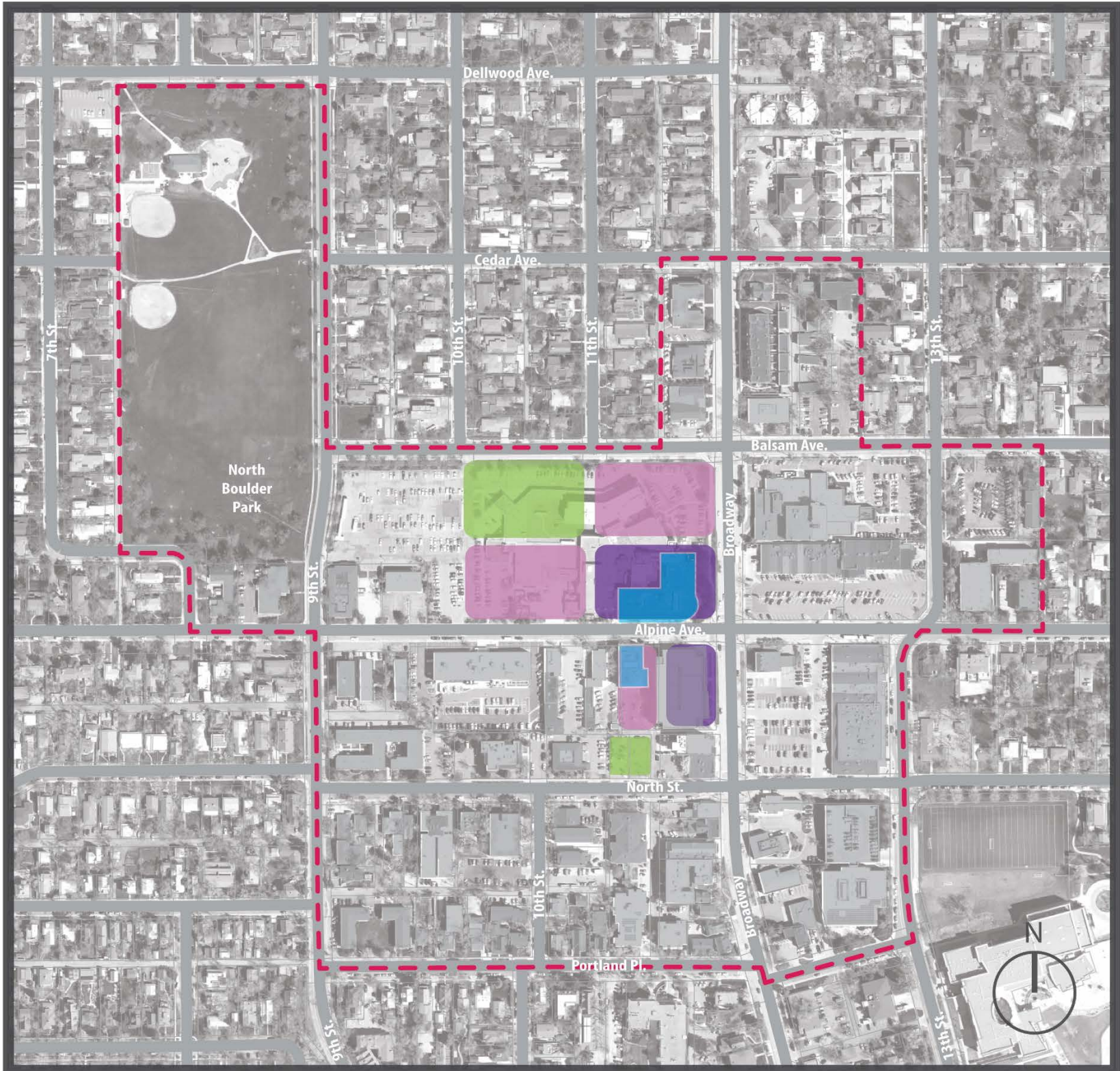
Urban Design Framework Map



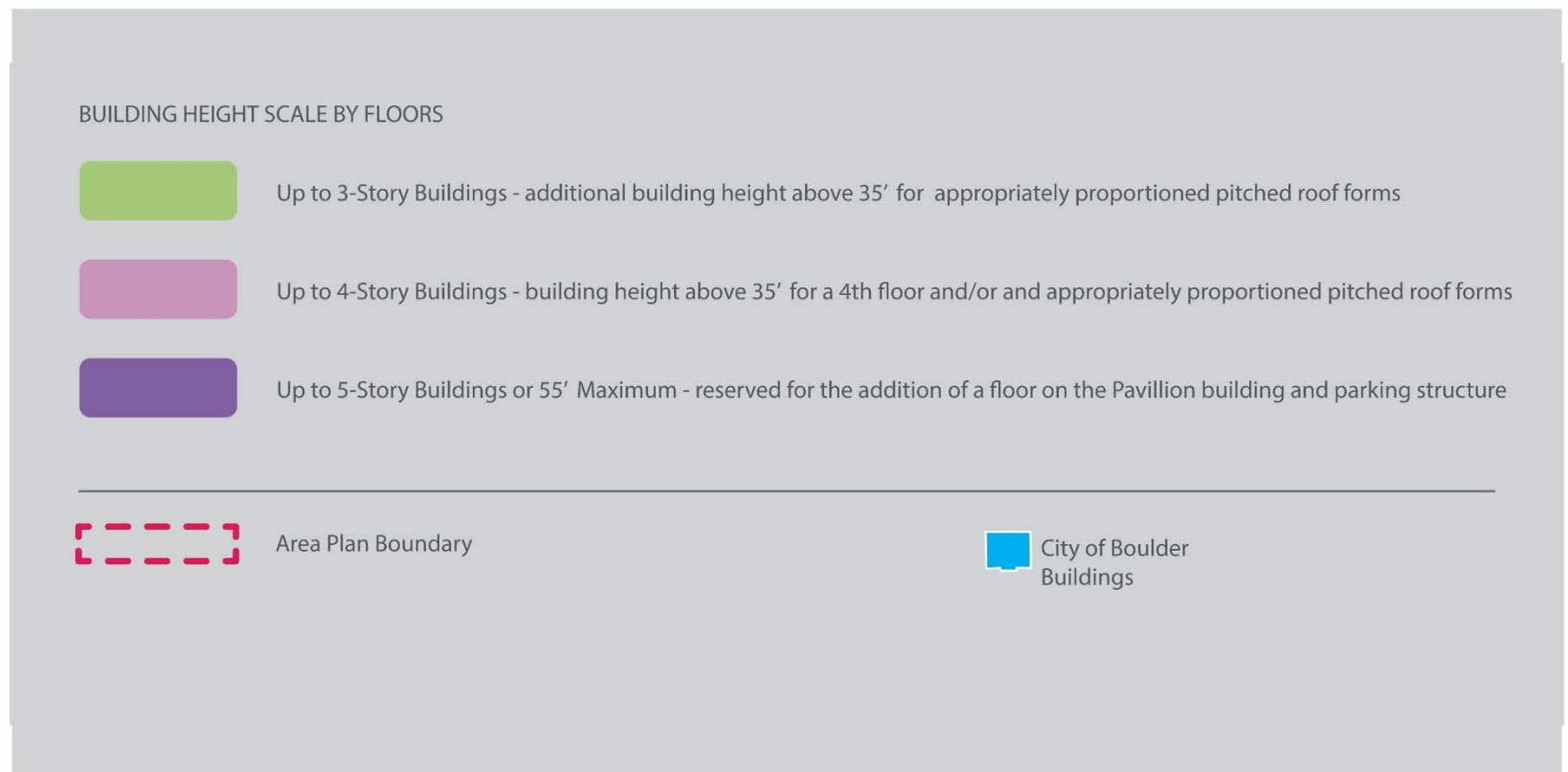
Urban Design Framework



Building Height Map



Recommended Building Heights



Urban Design Strategies for the Built Form

- Locate the tallest buildings along Broadway and near the neighborhood center core along Alpine Avenue.
- Encourage compact infill development.
- Create permeability between buildings.



Example of a Pathway Creating Permeability Between Buildings

- Preserve and adaptively reuse historic properties.
- Utilize the landscape features of the Balsam greenway to establish a natural buffer and soften the transition in scale to the single-family residential on the north side of the street.

- Building design, especially with respect to massing and placement, should seek to positively frame the street.
- Along Broadway develop a pedestrian friendly, urban frontage with buildings located close to generous pedestrian walkways, landscape zones able to sustain large, mature trees, amenity zones for street furniture, wayfinding and public art, and building frontages zones that encourage uses to spill out and engage the street.



Example of a Pedestrian-Friendly Urban Frontage with Mature Trees, Ample Sidewalks and Street Activation

- Outdoor public gathering and open spaces should be integrated into site plans in a manner that creates a place for residents, employees or visitors to the building to enjoy the outdoors.
- Mass buildings to complement and frame public open spaces.



Example of a Public Building Framing the Adjacent Public Open Space

- Design buildings with a coherent design expression with cohesive style, material and form.
- Design buildings to express architectural legibility and hierarchy of building form and pattern where the casual observer can differentiate between the public versus private realms and the overall use and organization of the building.
- Design buildings with a defined base, middle and top.
- Design pitched roofs proportional to the mass and scale of the body of the building.
- Avoid large expanses of blank facades on building elevations.
- Design primary entry features to be visible and easily identifiable from walkways, open space and/or the street.
- Increase the human-scale design elements and frame the pedestrian experience by developing the horizontal and vertical rhythm and pattern in the building form.
- Use durable, high-quality building materials.
- Minimize the visual and physical impacts of auto-oriented uses and vehicle areas.
- Minimize the visual impact of the back-of-house, utility and mechanical uses.
- Design community-serving civic or public buildings as landmarking and wayfinding opportunities.



Example of a Public Building Utilizing a Pronounced Entry as a Wayfinding Feature

- When designing higher density, multi-family housing:
 - Place larger, family units near or within sightlines of common areas and open spaces programmed for children to play.
 - Locate appropriate common areas of a building at the ground to engage the street or public spaces.
 - Provide storage within units or near easily accessible areas within the building.
 - Include common amenity areas, like loading zones, community rooms, dog washing stations, bike repair or small workshop rooms, gardening and play areas, etc.
 - Consider providing individual private open space in the form of patios or balconies.
 - Consider providing additional front yard setbacks matching the prevailing setback of other similar housing types on the block.
 - Consider a residential frontage with a larger front yard setback.



Example of a Multi-Family Residential Building with a Residential Setback Including a Generous Front Yard with Porch Area and Landscaping

- When designing mixed-use buildings:
 - Create an active and engaging building frontage zone.
 - Proportion the first floor with a taller floor to ceiling height than the upper floors.



Example of a Mixed-Use Building with a Taller First Floor Ceiling Height

Urban Design Strategies for the Public Realm and Open Space

- Establish a more formalized neighborhood center with additional open spaces for people to gather, including:
 - Construct a large public plaza between 11th Street and Broadway as the primary public, open space node near the commercial center of the neighborhood.



Example of a Public Plaza Space with User Amenities

- Consider smaller courtyards, patios or yard areas to the area south of the Brenton Building on Alpine Avenue and on the Community Plaza block.



Example of a Small Courtyard Space with Public Art

- Establish a primary linear greenway bisecting the redeveloping hospital site and connecting the plaza along Broadway to North Boulder Park.
- Establish a secondary linear greenway as part of the connection and circulation to the mobility plaza and as an extension of 10th Street on the redeveloping hospital site.



Figure 1 Example of a Linear Park with Connections and Active Uses

- Maintain the existing semi-public gathering places along the Community Plaza and Ideal Market building frontage.
- Utilize the public realm to provide access to civic and public amenities.
- Design public spaces that are visually and physically accessible from the sidewalk.
- Design and program larger public spaces to be multi-functional.
- Create open spaces welcoming to all ages and abilities in a variety of scales and types.



Examples of Open Spaces Designed for All Ages

- When designing civic buildings integrate and harmonize adjacent outdoor public gathering spaces for a complementary relationship.



Example of a Public Building Programmed with a Complementary Open Space

- Utilize landscaping, lighting, surface materials, seating and other amenities to create inviting and pleasant areas.
- Incorporate opportunities for public art.
- Encourage additional semi-private open space areas at the ground to be programmed to complement the associated use.

Urban Design Strategies for Connections

- Create better visibility for cross street connection along Broadway at Balsam, Alpine and North Streets through intersection surface treatments improvements;
- Maintain a visual connection from the public plaza on the hospital site to North Boulder Park.
- Reconnect the existing street network and create smaller city blocks through the superblocks west of Broadway.
 - Add a new 11th Street connection from Alpine Avenue to Balsam Avenue
 - Complete the 10th Street connection from North Street to Alpine Avenue.



Exhibit of the Incomplete 10th Street Connection

- Reconnect and improve existing alleys.



Example of a Reconstructed Green Alley

- Increase pedestrian friendly paths to allow people to traverse the area at mid-block.



Example of a Mid-Block Connection with Activation

- Improve the pedestrian quality of the streetscape and redevelop substandard back of curb elements to include adequate sidewalks, street trees and landscaping, and street furniture.



Example of a Streetscape with Adequate Sidewalks, Street Trees and Street Furniture

Urban Design Strategies for Sustainability

- Consider or incorporate green infrastructure solutions into new or redeveloped connections, infrastructure, public spaces and site development.



Example of Green Infrastructure Infiltration Planter

- Shape the flood conveyance mitigation for the properties along the south side of Balsam Avenue into a naturalized greenway and encourage the preservation of existing healthy trees.
- Integrate the buffer area for the release of flood waters onto Broadway between Balsam and Alpine Avenues into the plaza space design and treat this area as an opportunity to shape or sculpt the plaza transition that brings a green corridor from North Boulder Park to the center of the neighborhood.

What is Green Infrastructure?

Green infrastructure is a cost-effective, resilient approach to managing wet weather impacts that provides many community benefits.

While single-purpose gray stormwater infrastructure—conventional piped drainage and water treatment systems—is designed to move urban stormwater away from the built environment, green infrastructure reduces and treats stormwater at its source while delivering environmental, social, and economic benefits.

Green infrastructure solutions can be applied on different scales, from the house or building level to the broader landscape level. On the local level, green infrastructure practices include rain gardens, permeable pavements, green roofs, infiltration planters, and trees and tree boxes. At the largest scale, the preservation and restoration of natural landscapes (such as forests, floodplains and wetlands) are critical components of green infrastructure. (Source: EPA & AmericanRivers)



Illustration of the Balsam Greenway and Flood Mitigation

- Encourage the reduction of the urban heat island effect in the area, for example utilize cool or green roofs, increase the tree canopy for shade and add naturalized open spaces, etc.
- Encourage passive building design solutions, for example sun shading devices, thermal mass strategies, maximizing natural lighting to the interior of the building, building orientation for natural cross-ventilation and high-performance building envelopes, and reduce the energy demand on the mechanical and electrical systems to complement other active measures for renewable energy.
- Encourage healthy buildings that are environmentally



Example of Passive Solar Shading Devices on a Building

Chapter 4: Historic Preservation

History of the Alpine-Balsam Area

Prior to 1950, the Alpine-Balsam area was sparsely populated and consisted of primarily single-family houses, with the properties along Broadway between Portland and Balsam functioning as a retail center since the early 1900s, when the first restaurants, gas stations and shops were established to serve customers in the surrounding neighborhoods.



The Boulder Community Hospital groundbreaking was held in 1925, converting the Ben Hagman house into its facilities and expanding the following year. The designated Mapleton Hill Historic District is located southwest of the site and was primarily developed between 1865 and 1946. Casey Middle School, constructed in 1924, has served as a community anchor to the east, while North Boulder Park, first suggested in Saco DeBoer's 1922 Plan of Improvements for Boulder, has offered a recreational amenity to the west.



In the 1950s, the city limits extended north, and Broadway was widened and repaved. The area solidified as a retail and employment center with the establishment of the Ideal Marketplace, the Community Plaza, and the Esquire offices between 1950 and 1955. The surrounding area also grew as the Sunset Hills and Edgewood neighborhoods to the east developed in response to Boulder's growth in the post-war era and continue to provide single-family housing. Multi-family residential buildings were also built in the 1960s-1970s, many exemplifying mid-century modern design elements indicative of that time period.



Historic Preservation Considerations

The Alpine-Balsam Area has a neighborhood character with eclectic mix of building types, styles and vintages. The Area Plan seeks to balance increased density and the important community value of maintaining neighborhood character and preserving buildings and sites that are significant to Boulder's history. Initial observations from Historic Preservation staff include:

- The southern portion of the area contains a number of early 20th century vernacular frame houses which appear to have potential historic and architectural significance.
- There is a concentration of mid-century, medium and high-density apartment buildings located in the study area that may be of potential historic and architectural significance and reflective of growth in the years following WWII.
- Built after the designs by noted Boulder Modernist architect Hobart Wagener, the Ideal Market and Community Plaza appear to be important examples of regional Modernist commercial architecture and potentially eligible for local landmark designation and potentially eligible for listing on the State and National Registers of Historic Places.
- If site review is required for properties with an eligible building(s) in the planning area, staff would likely recommend landmark designation applications be submitted as a condition of site review.



Ideal Market 1958, and Community Plaza c.1965

Chapter 5: Connections Plan

The Connections Plan is a right-of-way plan that will be administered according to Boulder Revised Code. The Plan will be incorporated into the TMP and replace portions of earlier network plans that cover the Alpine-Balsam site and surrounding areas within the planning area boundary. The transportation improvements included in the Connections Plan will be implemented by private development when and if properties redevelop and by the city as capital projects in public right-of-way.

The Connections Plan and List of Improvements is organized by recommendations for:

- Primary corridors in the area (Alpine Ave., 9th Street, 13th Street, Balsam Ave, and Portland Place). All corridors and intersection improvements should reflect the 2019 Transportation Master Plan Low-Stress Walk and Bike Network Plan.
- Alley Way Improvement / Realignment
- Multi-Use Paths
- Pedestrian Connections
- New Local Streets
- Residential On-Street Loading Areas
- Curbside Management Locations
- Mobility Plaza/Hub
- Transit Stop Improvements

Objectives

Objectives of the Connections Plan are to:

- Improve walkability, safety and connections with well-connected and pedestrian oriented streets and walkways that will:
 - Improve neighborhood connections between North Boulder Park, retail, services, public spaces, bus stops and other destinations with improved bicycle and pedestrian pathways;
 - Develop safe streets and crossings, especially along Broadway, for all people regardless of ability, and all modes of safe travel; and
 - Integrate vehicular access carefully to minimize conflicts with pedestrians and bicycles.

Strategies

Strategies to implement the Connections Plan are:

- Provide key alley connections that support the urban character proposed by the area plan. Encourage additional alleys, particularly in locations with high intensity land use that anticipate buildings located up to the street.
- Provide key pedestrian connections that support the urban character proposed by the area plan, including fronting Community Plaza, Ideal Market, and a central spine bisecting the city-owned Alpine-Balsam site.
- On all corridors, prioritize forms of active transportation, including walking, cycling and transit while also slowing vehicle speeds in order to improve the intersection safety and quality of life for residents and visitors
- If possible, align connections to provide a series of visual corridors that will frame or terminate with important destinations, such as North Boulder Park, Community Plaza and Ideal Market, a new city services center, plaza space, the mountain backdrop, etc.
- Integrate appropriate and consistent wayfinding signage so that important destinations are clearly articulated.
- Provide and clearly articulate residential on-street loading areas for convenience and to ease the burden of accessibility, including the loading and unloading of children, groceries and other daily needs of residents living where parking is located off-site or at a distance from the home.
- Proactively articulate, manage and regulate the right-of-way uses at the curb to enhance mobility, ensure appropriate access, and promote safety.
- Provide transit stop improvements, including a mobility hub located on the western 1/3 of the city-owned Alpine-Balsam site, and bus super stop located on Broadway between Alpine Avenue and Balsam Avenue **(see connections plan and list of improvements)**.
- Integrate the use of public art to bring innovative thought, design, aesthetics, neighborhood character and functionality throughout the network of connections, including on corridors, transit stops, mobility hubs and wayfinding signage.

Definitions and example imagery for each improvement in the Connections Plan is provided in the **Appendix B: List of Connections Improvements**. It will be used to help interpret the Connections Plan for capital improvement planning and the review of individual development review applications.

Amendment Process

Amendments to the Connections Plan for the removal of any connection will be reviewed by the Planning Board. The administrative process to relocate connections includes some flexibility to reflect site-specific considerations while ensuring that the connections necessary to realize a fully integrated multimodal network are created.

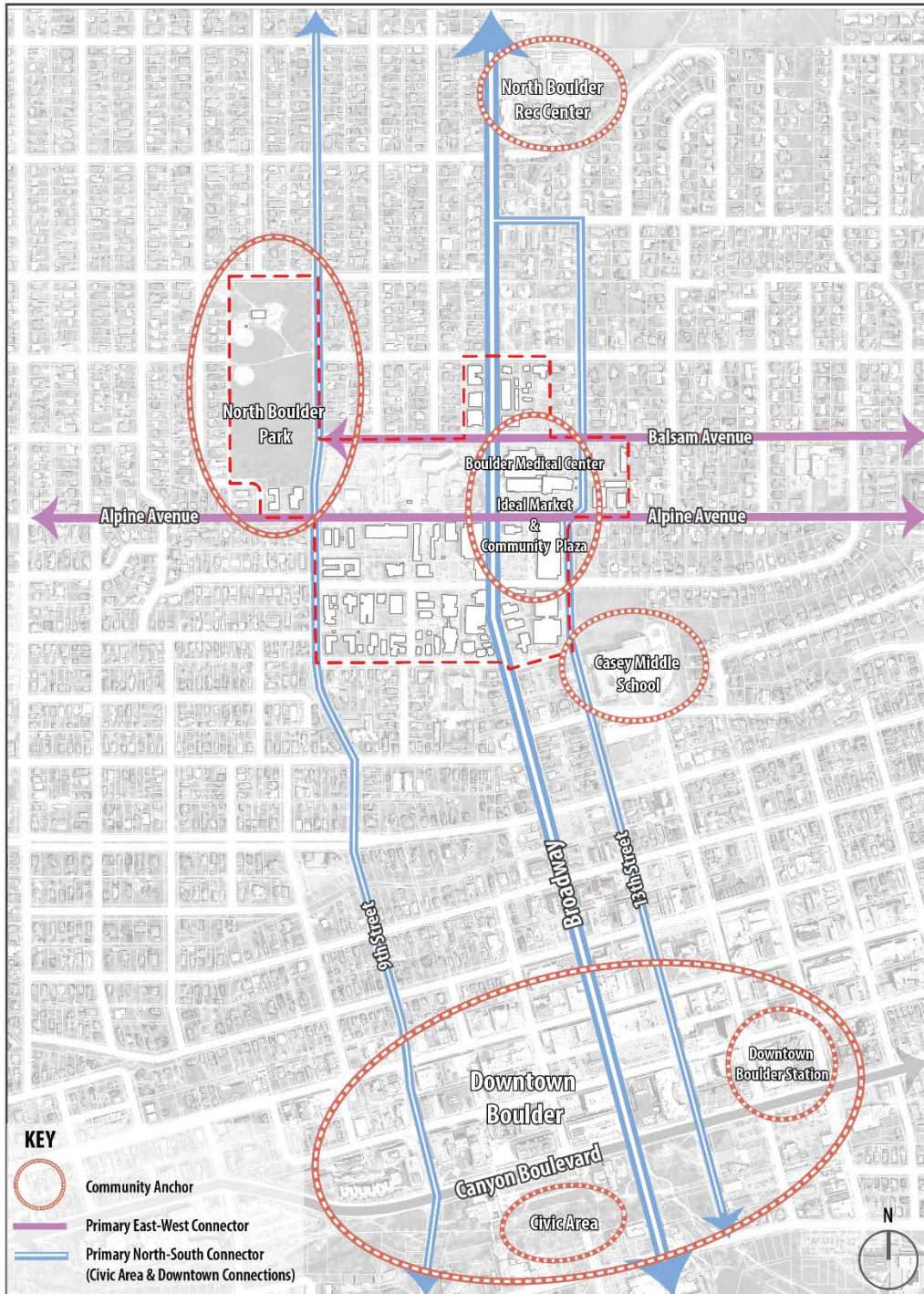
Elimination of any proposed connection requires an amendment to the plan by the Planning Board and approval by the City Council. Minor variations from the plan can be approved by the city manager. Amendment requests can be processed in conjunction with a Site Review.

Any amendment to the Connections Plan will be permitted upon a finding that one of the criteria has been met:

1. Such amendment is due to a physical hardship or practical hardship that would prevent construction of the connection;
2. The connection is made in a manner that is equivalent to the connection shown on the Connections Plan; or
3. Such amendment is consistent with the objectives of the Connections Plan described above.

In those instances where the standards above cannot be met, the amendment will be considered legislative in nature and require approval by the Planning Board and City Council.

Regional Connections Map



Connections Map



KEY

Area Plan Boundary

DRAFT Area Plan Recommendations

New Local Street

Pedestrian Connection

Multi-Use Path

Alley Way Enhancements/
Realignment

Residential On-Street Loading

Curbside Management

Residential Mobility Plaza

Bus Super Stop

Pedestrian Activity Center

Under TMP Evaluation

Potential Bike Lane (preferred buffered)

Potential Neighborhood Greenway

Potential Intersection Improvements

TMP Recommendation

Neighborhood Greenway (13th Street)

Intersection Improvements (13th Street)

(*Please reference TMP for up-to-date information)

Chapter 6: Access and Mobility Strategy

Based on city policies, principles and strategies for access and mobility included in the Transportation Master Plan (TMP), the Climate Commitment, and the Alpine-Balsam Vision Plan, the access and mobility strategy for the Alpine-Balsam site includes managed parking and on-going Transportation Demand Management (TDM) programs and services. The strategy described below will be employed for the city site and can be expanded to nearby areas.

Access, Mobility and Parking Approach for City-Owned Redevelopment Site

- **Utilize SUMP principles and existing parking structure for most parking needs**
Parking management principles and strategies established in the Access Management and Parking Strategies (AMPS) project will be used to guide the redevelopment of the city's site including Shared, Unbundled, Managed and Paid (SUMP) parking principles:
 - **Shared-** Parking spaces are needed by employees, residents, and visitors at different times of the day. Sharing maximizes overall use of the infrastructure throughout the day while decreasing the overall need for newly constructed facilities. Without reserved stalls, parking spaces are shared by the different users at different times to maximization of use of the existing infrastructure.
 - **Unbundled-** Parking spaces are leased separately from the unit and priced at market rates. Unbundled parking provides a financial benefit to those residents without vehicles.
 - **Managed-** All parking is managed by time and/or cost and enforced regularly.
 - **Paid-** Persons wishing to use parking provided by any district will generally be required to pay a fee to use a parking space.
- **Minimal or no investment to construct parking**
Based on parking utilization rates across the city and in current districts like Boulder Junction and downtown Boulder and use of the SUMP parking principles, the current structured parking facility at the corner of Broadway and Alpine will be utilized to accommodate the parking demand for the recommended land use plan to the fullest extent possible.

Required Parking

The parking reduction approach recommended for the Alpine-Balsam site is described as “Boulder Transportation Master Plan Goal” (see table below). These parking supply rates and policies, and TDM program investment are needed for the Alpine-Balsam site to meet the city's TMP single-occupant vehicle (SOV) and greenhouse gas (GHG) reduction objectives.

These parking requirements will be applied to the to all residential and commercial uses on the Alpine-Balsam site. For these parking levels to be functional, they will be applied in conjunction with on-going TDM programs and transit service along with application of the SUMP principles,

and potentially managed through a general improvement district. The amount of parking necessary for a development should be in an amount that will help avoid or mitigate adverse impacts to the surrounding community. It is also assumed that these same assumptions could be used for mixed-use or residential infill in the planning area if a district approach is expanded.



Mobility Scale

	National Average (ITE)	Boulder City-Wide Average		Boulder District Average (Downtown & Boulder Junction)		Boulder Transportation Master Plan Goal	
TDM/AMPS Level	LOW	MEDIUM		HIGH		VERY HIGH	
Residential - Single Family Attached (Townhomes)	1.4 parking spaces per unit	1.2 parking spaces per unit	14% Parking Reduction	1 parking space per unit	29% Parking Reduction	0.9 parking spaces per unit	46% Parking Reduction
Residential - Multi-Family (Flats)	1.4 parking spaces per unit	1.2 parking spaces per unit	14% Parking Reduction	1 parking space per unit	29% Parking Reduction	0.8 parking spaces per unit	43% Parking Reduction
Commercial Office	4.15 spaces per 1,000 sq. ft.	3.2 spaces per 1,000 sq. ft.	23% Parking Reduction	2 spaces per 1,000 sq. ft.	52% Parking Reduction	1.9 spaces per 1,000 sq. ft.	53% Parking Reduction
Retail Mixed-Use	4.7 spaces per 1,000 sq. ft.	3.9 spaces per 1,000 sq. ft.	17% Parking Reduction	2 spaces per 1,000 sq. ft.	57% Parking Reduction	1.9 spaces per 1,000 sq. ft.	60% Parking Reduction

- **Transportation Demand Management (TDM) Core Elements**

Transportation Demand Management (TDM) measures will be essential to reduce the demand for parking by the new land uses on the Alpine Balsam site and help minimize demand for automobile access. On-going funding for TDM incentive programs and parking management and maintenance will be necessary. TDM strategies could include, RTD EcoPasses for all residents and employees, bike- and carshare memberships, credits to subsidize Transportation Network Company (TNCs) like Uber or Lyft, and funding for additional local transit services, micro-transit or micro-mobility options.

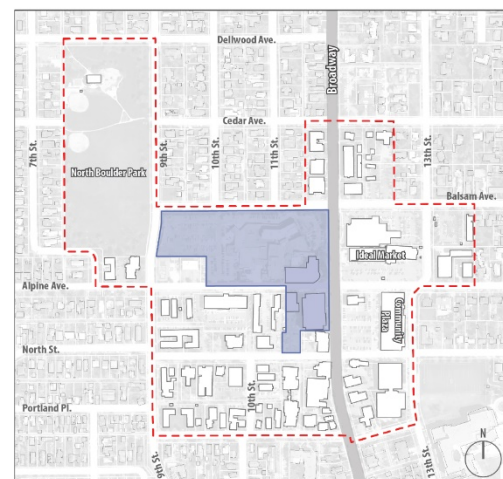
- **Mobility Plaza and Curbside Management**

It is recommended that the Alpine-Balsam site include a mobility plaza, likely off Alpine Street west of Broadway. A mobility plaza or hub is a place in which people can access a variety of transportation options in one location. For example, a mobility plaza could include a bikeshare station, carshare vehicles, electric vehicle or e-bicycle charging, micro-mobility options, like electric scooters, and a designated pick-up and drop-off curbside for Transportation Network Companies (TNCs), like Uber or Lyft, or micro-transit.

With the growth of TNCs and increased freight delivery to residents, it will be important to manage access to curbs from public right-of-way. Over time, additional short-term loading zone could take the place of a portion of time-limited, on-street parking. In the future, it is possible to manage curbside demand through variable pricing based on demand or time. By pricing access to the curb from public right-of-way, the city can also provide financial incentives for shared and electric TNC trips.

- General Improvement District(s) for Parking Management and Maintenance and Transportation Demand Management (TDM)**

The strategies proposed for the city-owned redevelopment site, and potentially wider in the Alpine-Balsam area build on the experience of existing general improvement districts (GIDs) and programs in the downtown, University Hill and Boulder Junction. One or more GIDs could be created by the city to provide managed parking and TDM services for residents and employees of the Alpine-Balsam site. Other properties would be eligible to petition for inclusion into the district(s) to allow other property-owners and development partners to receive benefits of the district(s). Further analysis to determine the financial viability of any district will be completed prior to the creation of any district.



KEY
 - - - Area Plan Boundary
 DRAFT Area Plan Recommendations
 Initial Access District Boundary

Potential Initial Access District Boundary

- Parking Management in Nearby Areas**

Wherever parking is managed, it is important to consider and mitigate the impact of spill over parking in surrounding commercial and residential areas. To mitigate the impacts, the city will need to work with the surrounding property owners to determine what policies and strategies will need to be implemented to manage spillover into the neighborhoods.

In the downtown and University Hill where parking is managed and priced, many neighborhoods worked with the city to implement Neighborhood Parking Permit (NPP) programs to manage parking and limit the number of commuter parking permits per block face

and provide parking permits to residents. This program ensures that there are always parking spaces available for residents while maintaining access to public right-of-way.

Chapter 7: Urban Services

The impact of redevelopment and projected new growth in the Alpine-Balsam area on city facilities and services was evaluated for the range of land use options considered. Changes in land uses resulting in additional residents, workers, commuters and shoppers and new buildings in the area will may result in the need to update or upgrade some infrastructure and facilities as outlined below.

Policy Context

The guiding principles for development in Boulder Valley are defined by the Boulder Valley Comprehensive Plan's (BVCP) policies regarding infrastructure development. The BVCP policies include statements that an adequate range of urban services must exist prior to development in order to support the development increase. The intent of these growth policies, as described in the BVCPs policies, is to strategically channel development. New or redevelopment is intended to occur in areas with adequate infrastructure, or in areas designated for service improvements under the Capital Improvements Program (CIP).

City departmental master plans establish minimum service standards and plan for new or expanded facilities and services in order to maintain those standards. The CIP and city budget process guide and coordinate the timing and funding for facility and service improvements citywide.

City Service Center

Currently city services are scattered between several buildings presenting challenges for the public to access services conveniently from one location. In many locations, limited space presents overcrowding in lobbies and service desks cannot accommodate transactional needs. The city is currently leasing office space in response to a shortage of available building space to occupy to deliver city services. Alpine-Balsam, and specifically the Pavilion building present a strategic opportunity for the city to consolidate services into one convenient, accessible and welcoming location on the western side of town where many residents live or work in Boulder.

The city renovated the Brenton Building on Alpine Avenue in 2018 to consolidate the Finance department. A new service desk exists in that building to provide licensing services to the community. The Brenton Building provides 21,000sf of space for city services. The Pavilion building (with an additional floor added) would provide an additional 93,000sf of space to further consolidate community services which in total between the two buildings equals roughly 115,000sf where city services could be more conveniently accessed in one centralized location. These two buildings are directly across the street from each other and connections between the two would be enhanced so they work together as a complex.

The greater opportunity presented in the renovation of the Pavilion building is to re-envision what city buildings offer in a location like this. The vision for future city buildings is to provide transparent, interactive and informative ground floor spaces that invite the community into buildings to learn about the City of Boulder, accomplishments that have been driven by a highly-engaged community and executed by a high-performing government. A new model for centralized customer service is being

considered so the community and any people looking to do business with the city can access services they need in one convenient location. To support the wide variety of services the city offers, this service center would provide a mix of types of spaces ranging from open service desks, to private and semi-private meeting rooms to large conference rooms.

While not all city departments and services could consolidate at this location, a number with strong affinities to each other and the surrounding community could be centralized. What services move to this location has intentionally remained open and flexible until more variables for the rest of the site are established. For example, should the county have some presence with moving their Health and Human Services to this location, the city could respond with relocating their services that are most synergistic with the counties to this location.

Access, Mobility, and Transportation Facilities

The existing roadway network in the planning area is well-developed and estimated to be able to adequately serve projected growth. Other improvements to improve the system for all modes of access and mobility are recommended in Chapter 5: Mobility Connections. The improvements will be implemented over time as properties redevelop. As a part of the Next Steps, the city will create an Implementation Plan that identifies the phasing and funding for improvements. The other essential component of access and parking strategy is the general improvement district and programs outlined in Chapter 6.

Utilities

Water Supply and Transmission

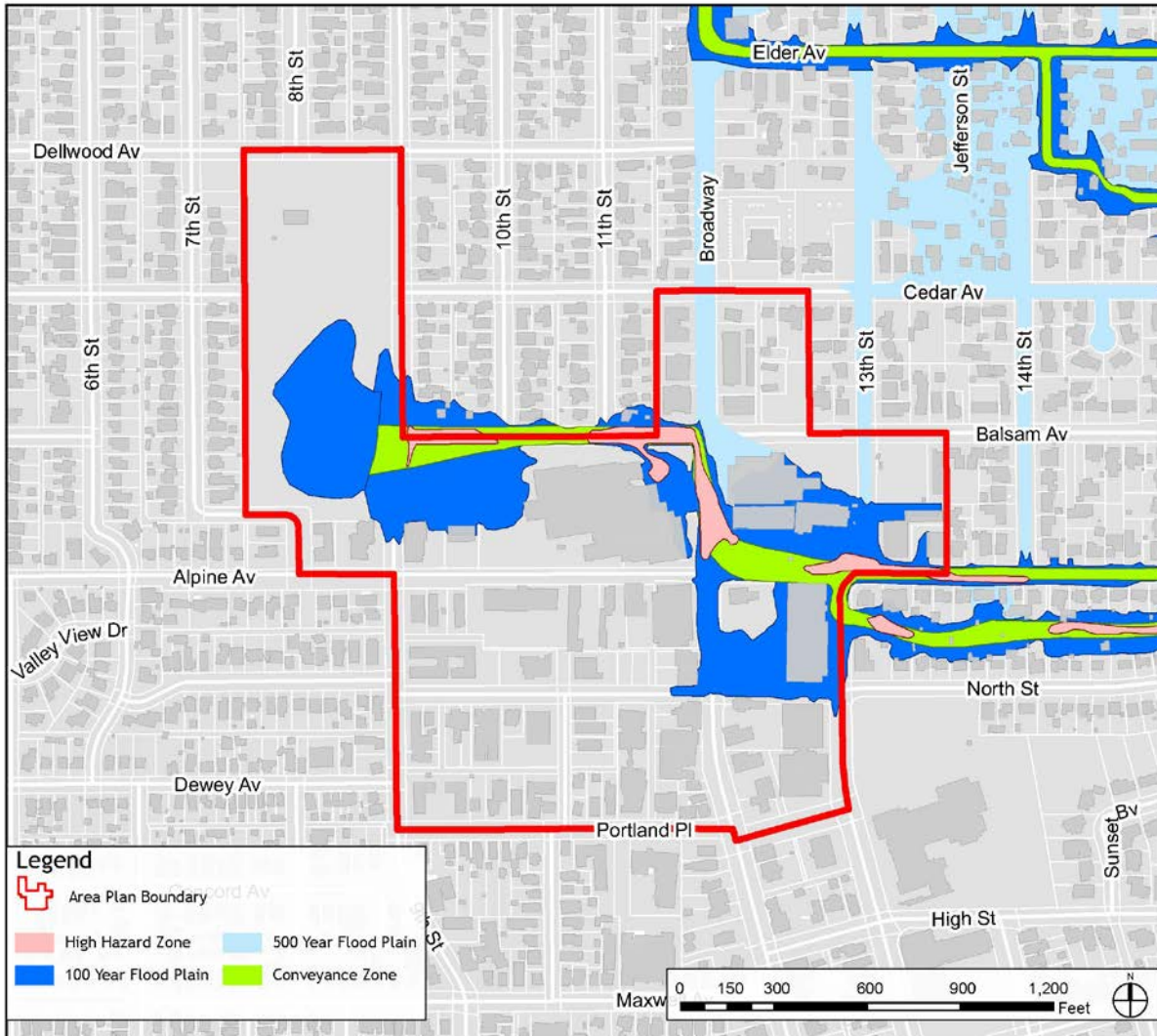
No capital or operating expenditures for water supply are required specifically for the incremental increase above current water use levels.

This area is served with water pipeline infrastructure that is well looped and in close proximity to the city's larger transmission pipelines network. Static pressure in this area is very good and ranges from about 80 to 100 pounds per square inch (psi). However, as construction proceeds in the area there may be the opportunity to accomplish water infrastructure improvements in conjunction with other construction in order to support additional future development and system flexibility.

Wastewater / Sanitary Sewer Collection and Treatment

In general, the potential increase in flows can be served by the existing sewer system. The exception to this is a section of sewer in 20th St from Alpine Ave. to Bluff St. that is currently exceeding the city standard that peak dry weather flows shall not cause the sewer to flow more than half full. The impact of additional development on this existing deficiency will need to be reassessed during the next utility master plan update and improvements programed in the Capital Improvements Program accordingly.

Flood Mitigation



City Effective Flood Plains Map

Several areas within the Alpine-Balsam planning area are impacted by the 100-year, Conveyance and High Hazard flood zones. Through the area planning process, options for flood mitigation for both the site and the area were evaluated, including the potential for flood mitigation in North Boulder Park. This evaluation found that significant flood mitigation for the area was could not be achieved without undesirable impacts to the park and therefore not considered further.

For the hospital redevelopment site, the site design will provide flood conveyance for the 100-year flood flows so that development occurs outside the 100-year floodplain. The location of the conveyance channel will be on the northern side of the site along Balsam Avenue mirroring the historic flow path. The added benefit of conveyance along Balsam is the ability to utilize Balsam as an emergency overflow of flood waters greater than that expected of a 100-year flood event. Graphics for this plan illustrate the channel at 100 feet as a conservative estimate. The width of the conveyance channel will be determined as site design is finalized. As a part of the redevelopment of the site it is expected that an update of the floodplain map will occur to reflect the flood improvements through the site.

This area is a part of the Upper Goose Creek and Twomile Creek Flood Mitigation study that is assessing a broader area for flood mitigation and which may subsequently develop recommendations for further flood mitigation in the area.

Parks

The potential increased population associated with new population can be accommodated within Level of Service (LOS) for neighborhood parks established by the Parks and Recreation Master Plan.

While North Boulder Park is classified as a neighborhood park, it serves a wider population because of the aesthetic value of the park and unique features. Given its already high amount of use, staff recommend providing additional amenities within the park to serve an increase in population.

Fire Rescue

The area is primarily served by the units housed at Station 1 at 2441 13th Street, within the area plan boundary. In general, demand for fire rescue services is likely to increase over time due to the additional residents and the potential for an increase in calls. The need for additional staff based on growth of population or employment will be considered comprehensively as part of the master plan update in 2020 factoring potential changes in uses and growth from this planning effort as well as other areas of growth in the community.

Police

Demand for police services are likely to increase over time due to the additional residents. The need for additional staff based on growth of population or employment will be considered comprehensively as part of the master plan update in 2020 factoring potential changes in uses and growth from this planning effort as well as other areas of growth in the community. Including a small office space in the new city service center (i.e. renovated Medical Pavilion) for officers to complete paperwork, use the telephone, etc. would meet an identified capital need for facilities in the northwest section of the city.

Library Services

All potential additional population growth can be accommodated under the current Library Master Plan and not appreciably impact service levels. There may be need for some incremental increase in operating funds to support the collection and programs depending on increased demand, as anticipated in current Library Master Plan.

Arts and Culture

Public places and public art reflect a community's personality. These components can be integrated into the area with other infrastructure or development projects as they proceed. Types of improvements might include, but are not limited to:

- Access and Mobility (Transportation): corridor-wide public art components to unify routes and serve as innovative approaches to wayfinding; artist-designed crosswalks to promote safety and visibility; creative experiences for transit users, cyclists and pedestrians.
- Environment and Flood: artist-designed elements of flood mitigation projects
- Civic Facilities: integrate public art through the practices of civic dialogue and gathering spaces; small arts (or flex) spaces as locations for education, contemplative arts, community performing arts and civically programmed events.

Schools

Neighborhood schools have capacity for projected student yields from new residential development at the Alpine-Balsam site and in the wider area. The elementary schools that currently serve the plan area are Whittier and Foothill Elementary. At the middle level all of the planning area falls within Casey Middle School's attendance area. Boulder High School serves this entire area.

Chapter 8: Implementation and Next Steps

To begin implementing the Area Plan, there are multiple activities ongoing or beginning in 2020. The purpose of this section is to summarize the implementation activities that will be occurring immediately or soon after the adoption of the Area Plan.

Regulatory Changes

Regulatory changes to implement the plan include:

- Changes to the Boulder Valley Comprehensive Plan (BVCP) land use designation descriptions and the BVCP Land Use Map. These are anticipated to be included in the 2020 Mid-Term Update to the BVCP. Regarding the city-owned site, land use changes are necessary to develop housing.
- Changes to the land use code and the zoning map. As part of implementation, staff will analyze the appropriate zoning to achieve the direction provided in Chapter 3: the land use plan, land use prototypes, and urban design plan. New zoning districts may need to be developed. To achieve the urban design goals, other regulatory changes for the area may be considered such as form-based code or designating certain blocks for mandatory design review or requiring site review. Modification to the height limit map may be necessary.

Hospital Deconstruction – began in 2019

City Council approved the deconstruction of the hospital building on May 16, 2019. This project allows for the city to make a big step toward redevelopment of the city-owned site. The scope of deconstruction includes removing the entirety of the main hospital building and patient tower (preserving the Medical Office Pavilion) in the steps summarized below. Deconstruction of the hospital is necessary to develop the city-owned site for housing, county and/or city offices; therefore, if hospital deconstruction is delayed, it will delay the implementation of future uses on the site.

The deconstruction of the hospital building is funded through the 2019 and 2020 budget (pending council approval of the 2020 budget and excluding soils abatement and groundwater treatment) and is expected to take approximately two years to complete. This schedule and timing for the completion of the project will be affected by results of soils and groundwater testing which will define the extent and costs of any soils abatement and/or groundwater treatment required on the site. A plan for funding soils abatement and ground water treatment will be brought to Council when more information on the costs of these activities is available. Schedule and timing could also be impacted by unpredictable scope changes throughout the project.

Phase I: Decommission, Secure and Begin to Operate and Maintain in Unoccupied State

On May 1, 2019, the city gained full possession of the hospital that's been occupied by Boulder Community Health (BCH) since the city's acquisition in December 2015. Phase I began immediately in May to:

- Secure the building to prevent trespassing
- Construct a fence around the perimeter
- Add murals to the fence (in coordination with the city's Office of Arts + Culture)

- Begin to decommission the building's systems

Phase II: Interior Deconstruction and Abatement

This phase will include:

- Deconstruction of all interior elements
- Abatement of the majority of hazardous materials
- Dismantling building components and materials for other organizations to reuse and resell

Phase III: Exterior Deconstruction

This phase is dependent on variables such as soil testing requirements and design for renovation of the Pavilion building. In general, the remaining elements of the hospital building will be deconstructed as plans are finalized for soil remediation and site grading as described in Phase IV (below) and in coordination with the future use of the Pavilion building and the rest of the site.

Soil testing and abatement are unknown expenses, because it is too early in the deconstruction process (at the time of adoption of this Plan) to identify testing needs and develop a plan for abatement.

Phase IV: Soils Testing & Remediation, Potential Flood Mitigation and Site Grading

The goal of this phase is to prepare the site for redevelopment and will include additional soil testing and abatement, as well as site grading. As the deconstruction progresses, if decisions regarding the specific future uses of the site are known, the approach to site grading and other elements of this phase can be tailored to better prepare the site for those future uses.

Flood Mitigation and Site Grading

The city-owned property and nearby areas are impacted by the 100-year floodplain, high-hazard and conveyance flood zones. As described in Chapter 7 of the Area Plan, the current approach to flood mitigation for the site is to reconfigure the 100-year floodplain to convey the water from a 100-year storm event so that more developable area is available outside of the floodplain.

There is a unique and efficient opportunity to combine the required site grading after hospital deconstruction with the flood mitigation work. To understand if this is possible, the city plans to:

- Incorporate the flood engineering analysis into the hospital deconstruction project for efficiency
- Determine feasibility, design, costs and phasing to perform flood mitigation

This analysis will occur during the time of phases I and II of deconstruction to be able to plan for phases III and IV.

Pavilion Design Phase – 2020+

The consolidation and relocation of city facilities was a primary motivation during the purchase of the Alpine-Balsam city-owned property. Through the Medical Office Pavilion Reuse Analysis, it was determined that the "Pavilion", located at the corner of Alpine and Broadway, is well-suited for reuse for city facilities.

The city has completed a “test-fit” of the Pavilion, which indicated that city staff and services currently located in 3 or 4 city buildings could be consolidated into the Pavilion. The extent of potential consolidation depends on if a 4th floor is added and the desired programmatic needs of the building, which would be determined in subsequent phases of design work. This test-fit was not a concept design or done to a level of detail that’s needed to identify specific uses, spaces, and designs, it simply tested the capacity of city staff and community services that could be fit into the building. The next step, the programming and design phase, will determine the details of renovation. A set of assumptions have been used thus far:

- There will be a mix of community meeting and gathering space and city uses
- There is an engineering solution to remove the building from the 100-year floodplain
- \$58 million was a preliminary estimate used during February 2019 based on the conceptualization of the renovation based on a construction start date of 2022. Many factors may alter the estimate including schedule delays, scope changes, and construction/escalation costs.

Staff have identified funding to begin the Pavilion Design phase in 2020, subject to City Council’s approval of the 2020 Budget in Fall 2019.

The decision to renovate the Pavilion impacts the hospital deconstruction. Because the hospital building and Pavilion building are connected on three sides, the scope and approach to the deconstruction changes depending on if the Pavilion is being reused. In addition, the timing of the Pavilion renovation relates to the hospital – if the Pavilion renovation is delayed, that may impact how they city preserves the Pavilion in a temporary state because the majority of the exterior walls will be altered.

County Facilities Discussion – 2019-2020

The plan provides flexibility to continue to explore locating Boulder County facilities and services at Alpine-Balsam and the implications for potential redevelopment at the Iris and Broadway campus.

A joint working group of City Council members, a County Commissioner and staff from both the city and the county will commence after adoption of the area plan and will clarify process and decision-making to further assess the feasibility of relocating county facilities to Alpine-Balsam, conducting analysis to understand if the criteria identified in Chapter 2 of the Area Plan can be met.

Housing Development Process – 2020+

As the owner of the hospital site, the city can have significant influence over the affordable housing outcomes. Staff expects to approach affordable housing implementation in a similar manner as the redevelopment of 30Pearl.

During this process variables such as the housing market, financing options and likely partnerships will start to inform the mix of rental and ownership units; zoning will influence the mix of housing types such as townhomes, small or larger stacked buildings. These outcomes will also be guided by the vision for housing in the area plan. This approach allows the market and affordable housing to be designed to complement each other and the surrounding neighborhood. Construction for the affordable and

market-rate housing can be roughly concurrent, because a large portion of the local funding needed will be made available at the time of entitlement and construction through the market homes on the site.

The regulatory changes outlined above must be in place for the housing development to occur. In addition, the county facilities component of the city-owned site impacts the level of housing development that can be implemented on the site.

Access and Mobility Strategy Analysis – 2020

The Access and Mobility District approach, as discussed in Chapter 6, is centered on providing programs and structure to provide a range of mobility choices for future workers, residents and visitors to the area. It includes Transportation Demand Management (TDM) services, managed parking, and potentially the implementation of a general improvement district (GID) at Alpine-Balsam.

The city-owned site's GID, if implemented, will collect property taxes for management, maintenance and parking infrastructure and fund on-going transportation demand management (TDM) strategies and programs. As implementation progresses, the viability and interest of a separate district for TDM programs and services or including this together with parking management and maintenance will be determined.

The process to analyze a GID at Alpine-Balsam includes:

- Identify improvements to be funded through the GID
- Analyze financial model for district boundary
- Establish necessary mill rate
- Petition property owners to establish a district
- Establish an advisory board (City Council serves as ultimate governing body)
- Identify process to incorporate surrounding area property owners

The Access and Mobility District approach will need to be developed and analyzed in advance of redevelopment of housing, county and/or city offices, so that these developments can include access and parking needs as part of their respective development review requirements and program design.

Implementation Plan Development – 2020

As the city moves from the area planning phase to implementation, city staff will develop a detailed Implementation Plan to guide and coordinate the integrated sequencing of different elements of the plan to collectively achieve the goals and intent outlined in the Area Plan. While this summary has identified high level next steps for implementation of the area plan, the Implementation Plan will provide a more detailed plan for sequencing and decision-making at a project-level to ensure opportunities and efficiencies are achieved for the collective set of projects, as each project proceeds on its own timeline and decision-making processes. It will outline, where possible, a predictable and well-informed redevelopment process for the city-owned property. In addition, this plan will identify:

- Guiding principles
- Key needs and commitments including analysis and consulting needs
- Roles and responsibilities
- Funding and Investment touchpoints

- Critical path milestones and project sequencing
- Redevelopment processes and expectations

The implementation plan is expected to be an internal document used for work planning purposes but will be reviewed by the Planning Board and City Council. City Council will have the opportunity for decision making in several components of the Alpine-Balsam redevelopment, such as funding and policy choices (creation of a GID; city-owned property use choices; partnership opportunities).

Appendix A: List of Supplemental Documents

Supplemental Documents to Draft Plan

- [Alpine-Balsam Vision Plan](#)
- [Existing Conditions Report](#)
- [Traffic Impact Analysis – May 2019](#)
- [Flood Mitigation Analysis Summary](#)
- [Urban Services Assessment – May 2019](#)
- [Economic Profile – May 2018](#)
- [Central Broadway Framework Plan](#)

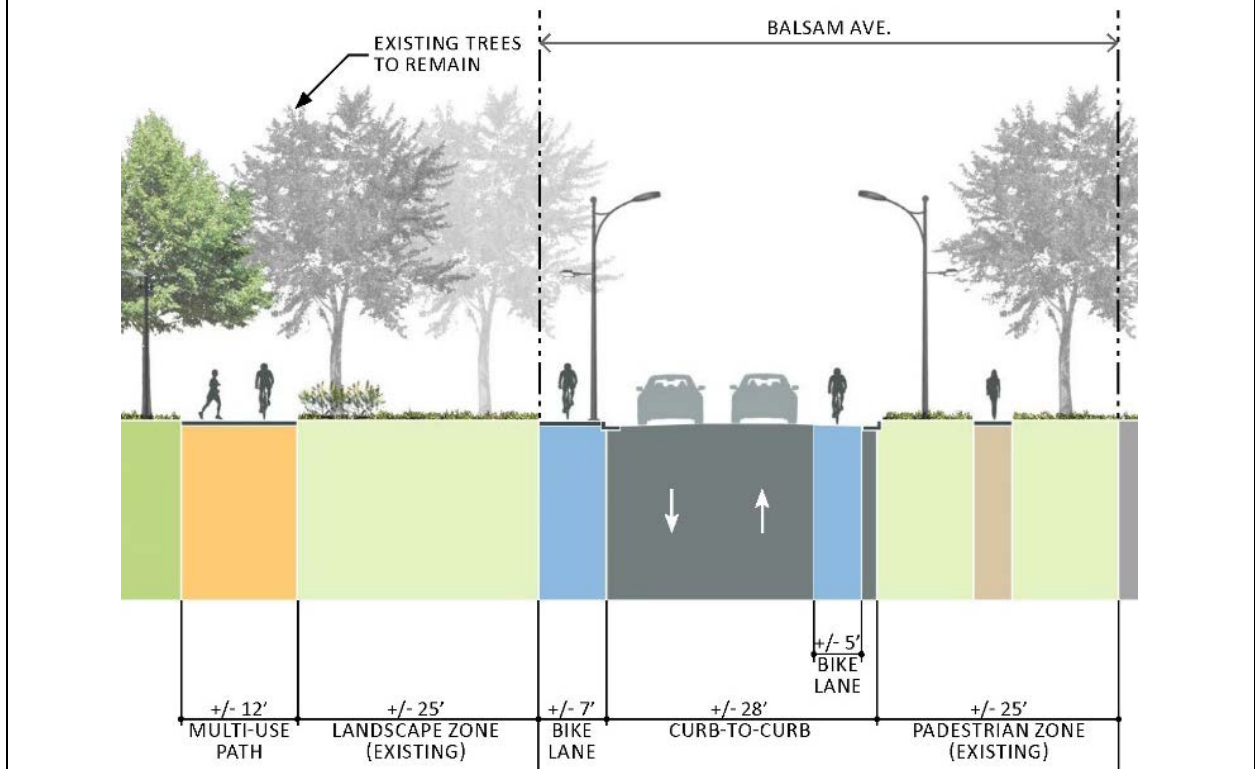
Appendix B: List of Connections Improvements

The purpose of this appendix is to provide a detailed explanation and rationale for each connection on the Connections Plan. It will be used to help interpret the Connections Plan for capital improvement planning and review of individual development review applications. [note: more detail will be forthcoming in the final plan.]

Corridor Improvements
Description
<p>These corridors provide key routes for cyclists and pedestrians to travel within and through the Alpine-Balsam area. They connect to schools, parks, downtown, a recreation center, shopping centers and adjacent neighborhoods.</p> <p>These collector and residential streets provide an opportunity to prioritize forms of active transportation, including walking, cycling and transit while also slowing vehicle speeds in order to improve the quality of life for residents and visitors. The 13th Street Neighborhood Greenway will be Boulder's first Neighborhood Greenway implemented summer of 2019 through the city's Low-Stress Walk and Bike Network Plan.</p> <p>The Low-Stress Walk and Bike Network Plan, which emerged out of the 2014 Transportation Master Plan, will create a network of comfortable streets enabling people of all ages and abilities to walk and bike to get where they need to be.</p> <p>*All corridors and intersection improvements should reflect the 2019 Transportation Master Plan Low-Stress Walk and Bike Network Plan.</p>
Corridor Improvements
<p>A) Alpine Avenue Corridor Neighborhood Greenway</p>
<p>B) 9th Street Corridor Buffered Bicycle Lane, Neighborhood Greenway</p>
<p>C) Portland Place Corridor Neighborhood Greenway</p>

D) 13th Street Corridor
Neighborhood Greenway

E) Balsam Avenue Corridor – for 9th to Broadway
12-foot Multi-Use Path, Buffered and Protected Bicycle Lane



Neighborhood Greenways are streets with low vehicle volumes and speeds, designed to prioritize bicycling and enhance conditions for walking. These are streets where people of all ages and abilities feel safe walking and biking.

Buffered Bicycle Lanes are standard bike lanes with a designated buffer space of at least two feet separating the bike lane from the adjacent motor vehicle traffic lane

Neighborhood Greenways



Buffered Bicycle Lanes



Alley Way Improvement/Realignment

Alley Enhancement concepts include design elements that promote safety, activation, walk and bike circulation, enhanced entries, resurfacing, artistic lighting, planting and art elements.

Improvements

- 1) 9th Street to 10th Street (mid-block)
(Connects to proposed 10th street extension)
- 2) 9th Street to 10th Street (mid-block)
- 3) Alpine Avenue to North Street (mid-block)
- 4) Portland Place to North Street (mid-block)
- 5) Portland Place to North Street (mid-block)



Multi-Use Paths

Multi-Use Paths are physically separated from streets for non-motorized travel, and are shared by walkers, runners, cyclists and non-motorized skaters and scooters. Multi-use paths are paved surfaces.

Improvements

6) 9th Street to 13th Street *(see section drawing on page 64)
(Linear Park Flood Mitigation/Multi-Use Path)

7) Balsam Avenue to Alpine Avenue (mid-block)



Pedestrian Connections

Pedestrian Connections are public paths or avenues designed for walking and are dedicated to the pedestrian.

Improvements

8) 9th Street to Broadway
Alpine Balsam Site

9) North Street to Ideal Market
Fronting Community Plaza



New Local Streets

***New Local Streets** should provide safe and inviting places to walk with direct access to local stores and schools. Local streets can combine stormwater management features, curb extensions, vertical speed control elements, and bicycle facilities that encourage safe speeds and meter through traffic.*

Improvements

10) North Street to Alpine Avenue (mid-block)
(10th street extension)

11) Alpine Avenue to 9th Street (mid-block)

12) Balsam Avenue to Alpine Avenue (mid-block)
(11th street extension)



Residential On-Street Loading

Residential On-Street Loading is a strategy to provide convenience for and to ease the burden of accessibility, the loading and unloading of children, groceries and other daily needs of residents living in high-density residential areas located within a parking district and where the parking is located off-site or at a distance from the home. These zones would be located along the curb and within the right-of-way. They should be directly adjacent to the building and preferably near a building entrance. Residential on-street loading should generally be available for short periods of time and would be identified by curb and/or street markings and signage.

Improvements

13) 11th Street Extension

*Applies only to the west side of the street. The area designated to the south is dependent on use (county or residential)



Curbside Management

Curbside Management is the proactive delineation and regulation of right-of-way uses at the curb to enhance mobility, ensure access, promote safety, and support the overall goals of the access and mobility strategy.

Improvement

14) 11th Street to Alpine Avenue

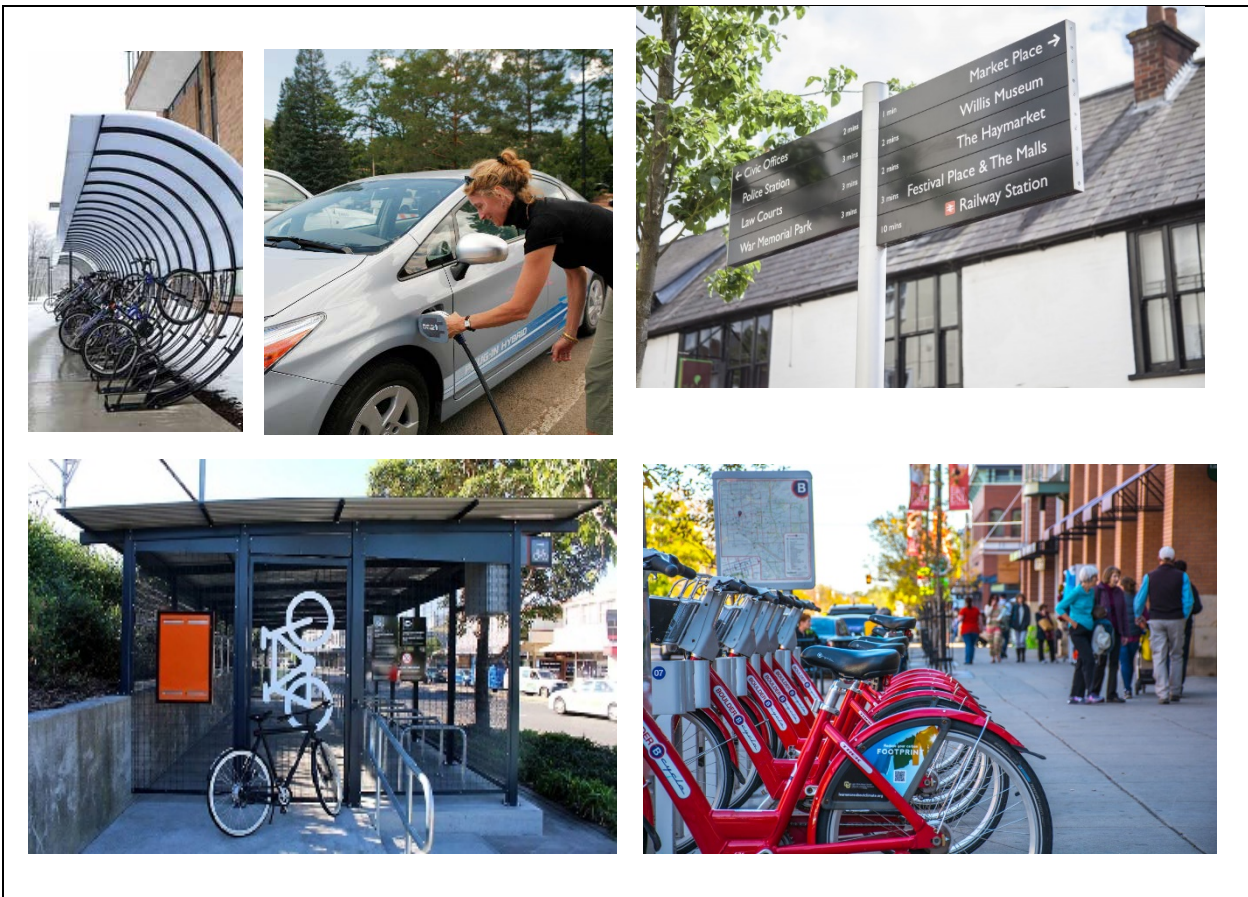


Residential Mobility Plaza

A Mobility Plaza or Hub is an area designed to facilitate safe multimodal access and connections at the intersection of frequent transit lines or at a locally or regionally significant activity center with high transit demand. In addition to elements that support transit usage, it may include elements such as bike share, car share, bike parking, electric car charging, etc.

Improvement

15) 10th Street and Alpine Avenue

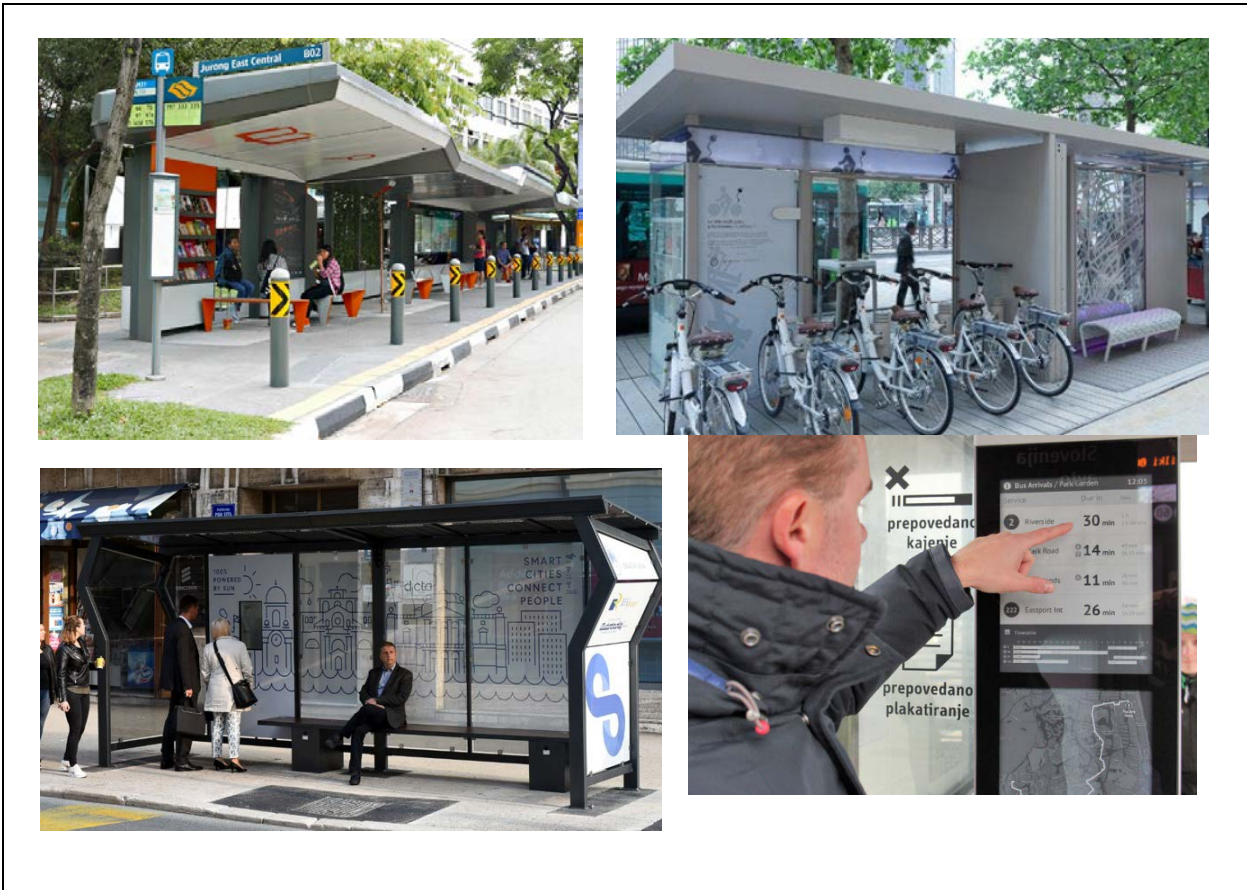


Bus Super Stop

Super Stops are upgraded bus stops along high frequency routes that included enhanced amenities such as real-time arrival information, lighting and covered seating, bike racks, and additional space for boarding up to two buses at a time.

Improvement

16) Broadway (mid-block)
Between Alpine Avenue and Balsam Avenue, west side



Attachment B: Notes from Meetings with Community members and groups

Recent Meetings with Community Groups

At the August 27, 28 City Council meetings, the council requested that staff continue to meet with community groups in order to both hear concerns and ideas to continue to refine the plan and to provide an opportunity for community members to fully understand what the plan outlines for the future. Several meetings occurred and key themes from the feedback is summarized below.

Meeting with Goose Creek Neighbors – Sept. 5

Attending: David Adamson, Jerry Shapins, Paul Saporito, Angela Bowman, Ryan Hill, Dom Nozzi

Staff provided an update on the direction from City Council and walked through the planning for the city site. Group members expressed support and raised concerns including:

- Recommendation to maintain flexibility in density and required parking in order to achieve more affordable housing as a mix of for-sale, middle income, and a variety of unit types.
- Support for the direction on land uses, building height and number of floors in the draft plan focusing on the need to create vibrancy and provide excellent public realm and open space.
- Support for reduced parking, emphasizing car-share or car-free development.
- Recommendations for improvements that support low-speed streets that include narrow travel lanes, a canopy of street trees, and on-street parking.
- Interest in keeping some option for affordable office space for non-profits (e.g. [Alliance Center](#))
- Concern about Boulder County co-location at Alpine-Balsam resulting in reduced vibrancy having uses that are active only during the working day.

Meeting with Author of Alpine-Balsam Site Analysis – Sept. 11

Attending: Deborah Yin

Staff provided an update on direction from the City Council. Feedback included:

- Concern about premise of intensity at the core with decreasing intensity toward the edges of the planning area.
- Feedback that massing should be compatible with what is in the area.
- Concern about extra floors on the Pavilion building and parking structure in order to preserve views of the mountains from the shopping centers.
- Concern about building heights up to 55' in general, citing community members' dislike of recent development in Boulder Junction and that it would be inappropriate at Alpine-Balsam.
- Feedback to model future development on Holiday neighborhood, especially 2-3 story townhomes.
- Recommendation that the objective should be to create more affordable housing than the 20% minimum required by inclusionary housing, any density should provide community benefit.

- Visual representation of future potential development is important.
- Feedback to consider extending 10th street and include street parking as a nice amenity.

Newlands Residents – Sept. 11

Attending: Françoise Poinsatte, David Cook, Carolyn Young, Mariella Colvin, Sue Pollak, John Pollak, Diane Merker, Tim Eaton, Kathleen McCormick, Tom Volckhausen, Sharon Woodworth

Staff updated group on feedback from the August 28 City Council meeting. Group members expressed support for the draft plan and provided the following feedback:

- There is a high level of support for affordable housing on the site, especially for those who can't currently live in Boulder but work here and for next generations. This includes valuing diversity especially income-diversity; ability for people to live near where they work, vibrant neighborhood that includes density
- There are many people who live in the nearby neighborhood that have different points of view, no single group can claim to represent the neighborhood.
- Site redevelopment needs to focus on citywide interests.
- There is support for "traditional housing" that was in the form of multi-family housing before cars dominated.
- There is support for market-rate affordable units (modest size, moderately priced).

Think Boulder Coordinators – Sept. 12

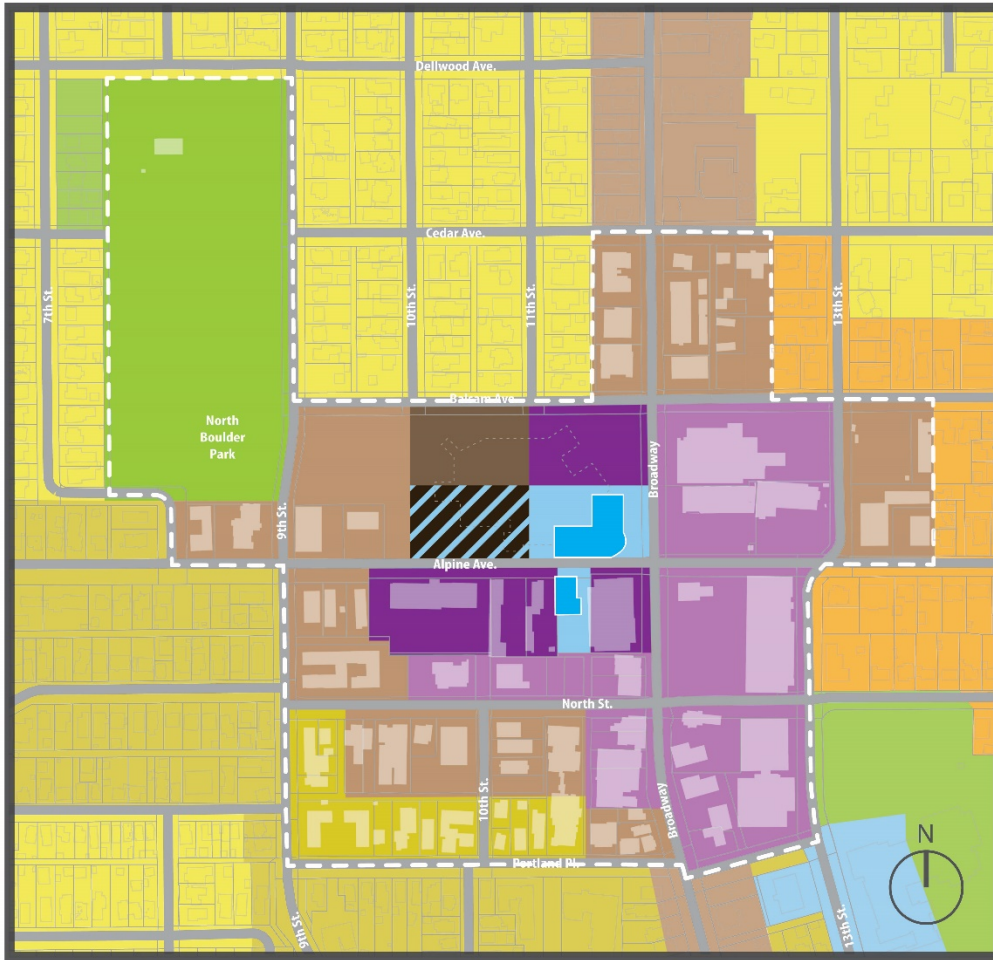
Attending: Kathleen Hancock, Francesca Silva, Elizabeth Prentiss

Staff updated group on feedback from the August 28 City Council meeting. Group members outlined concerns about elements of the draft plan and identified areas of support.

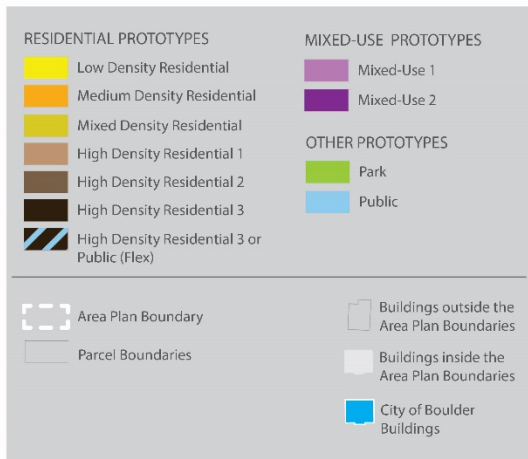
- Major concern is about four story buildings, preferring noting over 35' west of Broadway (recognizing Pavilion and parking structure are currently above 35' and would remain).
- Ability to achieve affordable housing is compelling, as is more economic diversity in the area that could be achieved by more affordable housing on the site. Supportive of senior housing with mixed incomes.
- Not supportive of relocating the Boulder County facilities at Alpine-Balsam.
- Feedback recognizing the plan includes significant public open space that is very important. Desire to ensure public open space remains at or above 50%.
- Do not support the 0.8 parking space per unit, prefer at least 0.95 space per unit.
- People have concerns about the traffic impact.
- Support for the intersection improvements to slow traffic and make crossings safer (especially 9th and Alpine).
- Think Boulder reports their website has garnered over 1000 signatures to the petition, reflecting residents who live throughout the city.

Attachment C: Recommended Land Use Changes for Properties in the Planning Area (not city-owned) for Later Phase of Alpine-Balsam Area Plan Implementation

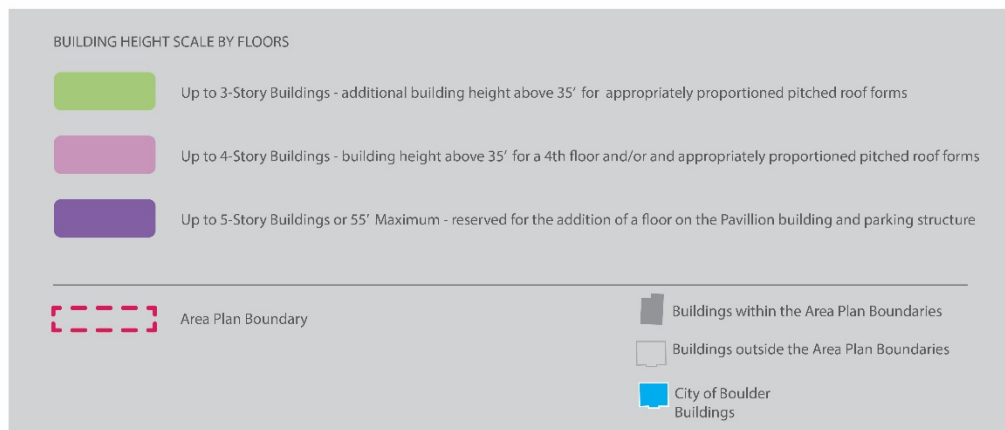
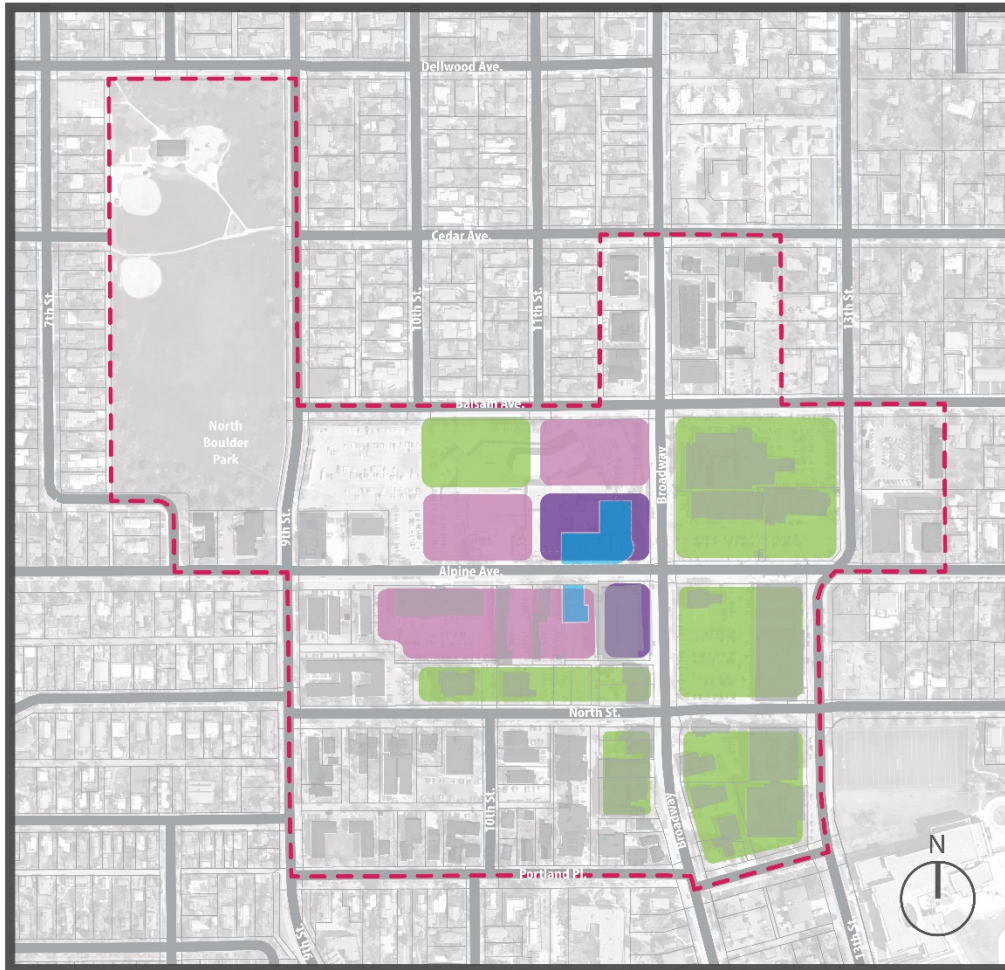
The City Council recommended moving ahead with land use changes only for the city-owned properties at the time of plan adoption. Council members indicated the work to evaluate and recommend land use changes in the area was useful within the area planning process and additional land use changes may be considered in a later phase. The intent of this document is to capture the recommended land use changes in the planning area for non-city-owned properties. Rationale for the recommended changes is included below. Land Use Prototypes can be referenced in the Alpine-Balsam Area Plan.



Recommended Land Use Plan



The land use prototypes provide a more fine grain description of the use, form and bulk, and intensity that will inform BVCP Land Use Map and future zoning. This will be further defined during implementation.

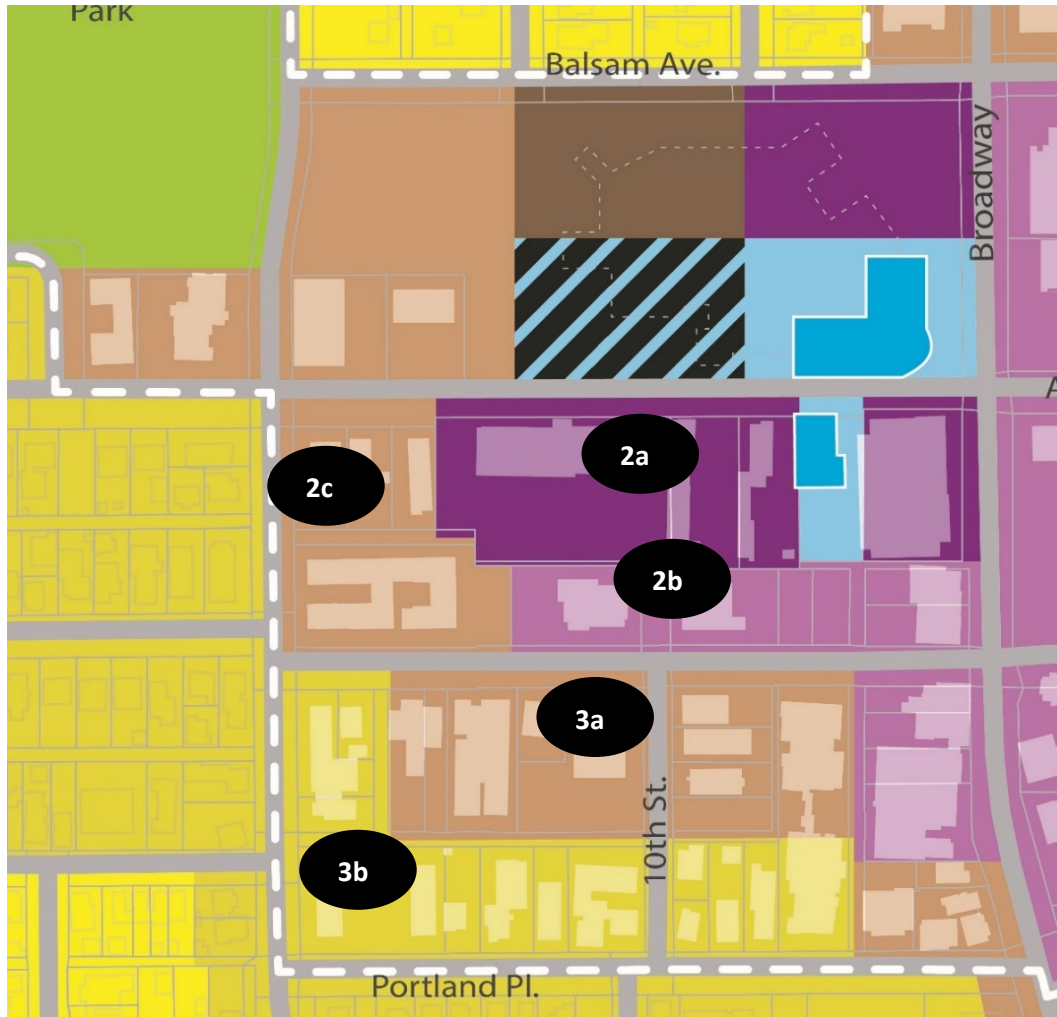


Housing Opportunities

East of Broadway:

1. As described further below (in the “Commercial/Business” section) the three blocks east of and adjacent to Broadway are designated Mixed Use - 1. This designation can accommodate non-residential uses, such as exist there today, but also allows residential uses, especially on upper floors.
2. For the balance of the planning area east of Broadway (i.e., those areas not designated Mixed Use - 1), the land use designation is High Density Residential – 1. Buildings subject to this designation may take the form of alley-loaded townhome units or apartments, could be up to two or three stories tall, and could accommodate a density of up to about 30 dwelling units per acre.





For the parcels west of Broadway not owned by the city -- in keeping with the general principle of diminishing the intensity of uses, the heights, and the density as the distance from the core increases – the land use designations either allow or require residential uses, as described more fully here.

1. For the block bounded by North, 9th, Alpine, and Broadway:
 - a. MU-2 designations along Alpine (except the Brenton Building, which is designated Civic). The mixed-use designation will allow the development of residential or non-residential buildings, or buildings that combine uses. Buildings could be up to four stories tall.
 - b. MU-1 designations along North Street. The mixed-use designation will allow the development of residential or non-residential buildings, or buildings that combine uses. Buildings could be up to three stories tall.
 - c. High Density Residential 1 on the west end of the block.
2. For the blocks bounded by Portland, 9th, North, and Broadway:
 - a. High Density Residential – 1 along North and at the corner of Portland and Broadway.
 - b. Mixed Density Residential (MXR) along the south and west edges of the blocks. This is no change to the current designation, to maintain the existing character and diverse mix of uses.

Retail

The Mixed Use designations (MU-1 and MU-2) along both the east and west sides of Broadway will generally enable existing retail businesses to remain and potentially new retail businesses to emerge. For example, Ideal Market and Community Plaza, and the businesses they house, could remain unchanged.

Specifically, with respect to retail, it should be noted that a market study conducted during the area planning process indicated that there was limited demand for significant additional retail services beyond what is existing. Even where the upper floors of buildings in this area are devoted to non-retail land uses (residential or office), the ground floor frontage should be developed as retail or other pedestrian-oriented businesses.



Mixed Use

The Land Use Plan applies Mixed Use designations (the light-purple MU-1 and the dark-purple MU-2) generously. The mixed-use designations offer several benefits. They provide flexibility should market demand change – in the short term or over longer periods. They can provide a healthy inter-mingling of uses, thus contributing to a “15-minute neighborhood,” where many of life’s needs (housing, retail, employment, etc.) are met within a relatively compact area.

The mixed-use designations do not require buildings to be mixed use: Buildings could be all residential, all non-residential, or a combination of the two. However, as noted in the Urban Design Plan below, certain building frontages are required to provide space for active uses (retail or other non-residential uses that contribute to an active pedestrian environment) at the ground level.

It should be noted that the city-owned parking structure at the southwest corner of the Broadway-Alpine intersection (with a ground floor banking use) is designated Mixed Use -2. This accommodates the ground floor use, and it would allow the addition of an additional level of parking.



Commercial/Business

As noted immediately above, Mixed Use designations (MU-1 and MU-2) are applied generously along both sides of Broadway and for the central portion of the block west of Broadway and between North and Alpine. Though retail or other pedestrian-oriented uses are required on the ground floor, these designations provide flexibility (residential or office) as to the uses on the upper stories.

Rationale for Recommended Land Use Changes in the Planning Area

Goal 1: Enhance the neighborhood center at Alpine-Balsam to support a vibrant mix of uses for community life

Land Use Recommendations and Rationale for the nearby areas:

- **Neighborhood Center and South along Broadway: Mixed-Use 1**

Based on policy direction from the BVCP to encourage mixed-use and housing in commercial centers, this land use supports future evolution to both maintain the thriving retail and commercial uses in the center and enable the addition of housing in the future. How housing might be achieved would be explored through development of appropriate zoning.

Some of the area south of North Street is already developed as mixed-use and it fits well in this section of the corridor. For all of the areas recommended for MU-1, staff recommends allowing some additional height above 35 feet solely to enable buildings to achieve three floors of mixed use and a desirable roof form.

Community Feedback:

- For the neighborhood center, overwhelmingly people expressed love for Community Plaza, Ideal Market and shops. Specifically, people value: the historic facades; the presence of gathering spaces; the small-scale and local nature of the shops; the ease of parking; the abundant sunlight; and the mountain views to the west. There was mixed feedback about adding additional uses to the shopping centers. There is also very strong support for medical offices like Boulder Medical Center to remain in the area.
- There were a range of views about adding housing to the neighborhood center with some support for adding housing within reconfigured existing buildings or 3 or 4 stories in areas currently occupied by surface parking lots (with a structure that combined parking and residential units).
- A majority of community members indicated preference for up to three stories in the areas along Broadway south of North Street.

- **South of Alpine Avenue: Mixed-Use 1 and Mixed-Use 2**

Mixed use in this area supports maintaining some commercial uses like the medical and personal services that are there currently and encourages redevelopment that might add

housing. Community feedback indicated strong support for encouraging mixed use in this area. While a majority of respondents preferred density up to three stories, staff recommends MU-2 for the existing non-residential areas of the south side of Alpine Ave. to align with the potential for 4-story buildings across Alpine on the north side, recognizing that allowing more density in this area provides an incentive for redevelopment to achieve improvements in streetscape, built form, and the potential to add housing. The potential 4-story buildings would be transitioning to existing 3-story residential. MU1 is recommended for the non-residential areas along North Street, including the two city-owned vacant parcels.

Community Feedback:

- In workshops earlier this year, many people recognized that this is an area (especially the east side of Broadway) that could benefit from some changes. People appreciate the Hungry Toad as well as the historic buildings near Portland Place. Some indicated support for not being too prescriptive about future uses, allowing redevelopment to respond to future needs and market forces. Many people indicated a support for ground-floor commercial uses with housing above and offer favorable reactions to the mixed-use building on the east side of Broadway.

The Urban Design Plan includes several elements supporting a vibrant mix of uses, especially guidelines for providing ground-floor frontages on Broadway to enliven the public realm and present an active and inviting presence on the street.

Goal 2: Incorporate design and character that respects and enhances the neighborhood

Several elements in the draft plan specifically facilitate good transitions of uses and density in the area as well as improvements to character and experience including:

- Overall the highest intensity and tallest buildings are along Broadway, decreasing out from the neighborhood center core at Alpine Avenue.
- The flood conveyance along the south side of Balsam Avenue will provide a generous setback of new development from the residential homes on the north side of the street.
- Plan recommendations will improve streetscapes, pedestrian walkability, tree canopy and landscaping throughout the planning area.
- Connectivity improvements will increase the permeability across larger sites and the street grid.
- Plan recommendations will balance increased density and the community value of preserving buildings and sites that are significant to Boulder’s history.

The mix of recommended density levels aligns with those seen throughout the planning area. Residential densities in the planning area currently include some parcels developed up to approximately 70 dwelling units per acre (du/acre), and many over 30 du/acre.