DOWNTOWN MANAGEMENT COMMISSION
May 2, 2016
5:30 pm
Regular Meeting
Council Chambers, 1777 Broadway
AGENDA

1. Roll Call
2. Election of Officers
3. Approval of April 4, 2016 Meeting Minutes
4. Public Participation
5. Police Update
6. Parks Update
7. BID Update
8. Update on Homeless Strategy – Karen Rahn/Wendy Schwartz
9. Draft of Resilient Strategic Plan - Greg Guibert, Chief Resilience Officer
10. Matters from Commissioners
    a. Representatives to PB Meeting – May 12
    b. Attendance at Canyon Complete Streets Joint Board Meeting
11. Matters from Staff
    a. Retreat Date
    b. Status of Candidates for DMC
    c. "Outlier" Scenario Status
12. Action Summary

Attachments

- Meeting Minutes – April 4, 2016
- Sales and Use Tax Revenue Report – February 2016
- Police Stats
- Downtown Boulder Open/Close List
- Boulder Market Hall Feasibility Study
- Resilience Strategy Draft
- RFP for City Facilities and Urban Design Framework

<u>Upcoming Meetings/Topics</u>
DMC Meeting June 6, 2016
Civic Area Plan – May 4th – Shapins and Deans
CAGID Development and Access Projections at Planning Board – May 12th
Canyon Complete Streets – May 18th

<u>Commissioner Terms</u>
Scott Crabtree: 2012-2017 Citizen at Large
Eli Feldman: 2015-2020 Property Rep
TBD 2016-2018 Property Rep
Sue Deans 2014-2019 Property Rep
Jerry Shapins 2016-2021 Citizen at Large

<u>DMC 2016 Priorities</u>:
-Work with City Council and other boards and commissions, and RTD to educate and increase understanding of current downtown parking supply /demand and future needs.
- Work with the City Council, other boards and commissions, and RTD to increase awareness and understanding of all modes of transportation

used by residents and visitors to access downtown, and the need to increase downtown's accessibility.

- Increase discourse and understanding of impacts the homeless population on downtown Boulder and opportunities for long-term solutions.

CITY OF BOULDER, COLORADO
BOARDS AND COMMISSIONS MEETING MINUTES

NAME OF BOARD/COMMISSION: **DOWNTOWN MANAGEMENT COMMISSION**

NAME/TELEPHONE OF PERSON PREPARING SUMMARY: **Ruth Weiss – 303-413-7318**
NAMES OF MEMBERS, STAFF, AND INVITED GUESTS PRESENT:
BOARD MEMBERS: **CRABTREE, SHAPINS, DEANS (absent), FELDMAN**
STAFF: **WINTER, LANDRITH, JOBERT, SMITH, WEISS, MARTIN, CONNELLY, MATTHEWS, WALSH**
GUESTS: **Dave Adams, David Becher, Bill Fox,**

TYPE OF MEETING: **1777 West Conference Room** **April 4, 2016**

AGENDA ITEM 1 – Swearing in: Jerry Shapins completed

AGENDA ITEM 2 – Meeting/Roll Call: Called to order at 5:36 p.m.

AGENDA ITEM 3 – Election of Officers: Postponed to next meeting.

AGENDA ITEM 4 – Approval of the February 1, 2016 Meeting Minutes: (see below)

AGENDA ITEM 5 – Public Participation: None

AGENDA ITEM 6 – Police Update: McEldowney said there were several warrant arrests and an increase in contact downtown and on the Muni campus. McEldowney gave a synopsis of injuries and movement of officer's positions, with nine new officers coming online shortly. Patrols increased on the Muni campus and the library area. The 9th Street bridge underpass has problems with camping and officers are taking a no tolerance stance. McEldowney said that with Denver making a huge push to move their homeless, they are coming to Boulder.

AGENDA ITEM 7 – Parks Update: Martin said new planter pot installation will occur next week on the mall. The bollards are under contract with a company to create their casings. Courtney Strong has moved to another position within the city and Parks is looking for his replacement. Martin's position is posted within the city. Martin said the band shell is also a problem area and working to preserve it. Shapins questioned the band shell continuing saga. Martin replied that the work is moving forward and said there are not updates to provide currently. Winter gave thanks to Martin for her time with the city. Martin has been with the city of Boulder for 29 years.

AGENDA ITEM 8 – BID Update: Adams said Spring Green will take place mid May; Visitor Center is open daily now; Taste of Pearl is next weekend; looking for ways to market the library cinema; east and west banner installation is almost complete; Bolder Boulder banners will be going up shortly; June will start Authentic Experiences; Tulip Fairy was very well attended; and, Bands on the Bricks begins June 1st. The Portland trip is fully booked. DBI is imposing the camping ban. The library cinema offerings were discussed and Shapins said that the price could be less. Adams mentioned that they are working closely and supporting the Library in this venture.

AGENDA ITEM 9 – CAGID Development and Access Projections – Fox, Tuttle, Hernandez, Becher: David Becher gave a PowerPoint presentation on parking and transportation projections on development and employment projections from 2015 to buildout. The model projects that the data shows an employment trend by sector.. Projections assumed growth in office and non-office employment. Employment intensity ratios were discussed. Crabtree said that the tech sector is expanding fastest and there is an under supply of parking. Crabtree questioned if a scenario could be run using a company such as Google and questioned the increase of employment intensity. Winter said that the employees per square feet were examined. Crabtree would like to see the supply and demand scenario. Feldman mentioned that there are densities that are greater than what is being presented, and ask the larger tech as to what they are doing as they are a dominate sector. Shapins questioned how the tech industry influences and effects the retail environment. Central area scenario building – will it have impact, per Shapins. Crabtree is struggling with future demand. Becher discussed the employment intensity assumptions by gross square feet. Becher will be reviewing their analysis. Winter said that assumptions be consistent and other areas of the city are different than downtown.

Bill Fox said Hagelin's proposal for TDM programs is reducing the need for parking downtown. Fox continued with the data sources used. Inputs were present, parking costs were discussed, and the three strategies were: expanded EcoPass access, looked at a cash out program, and parking pricing with the understanding that 40% are paying for their parking and it is not provided to them. Other considerations were satellite parking and carpool/vanpool incentives. Hagelin took the strategies and ran then separately then came away with a range for each program. There are 3.2 million sq. ft. of non-residential space with 260 dwelling units and 8,956 full and part time employees. Projected additional development at buildout is 1.25 million sq ft. There are 3,652 spaces, with 80% occupied and occupancy is going up in CAGID. There are 3,191 private spaces with 66% occupied. Feldman asked about wait lists and Jobert said that it has increased steadily from 2010. Parking supply and demand rates were discussed. Fox said the existing demand rate has increased and the 1,300 on the wait list was included. Short-term spaces are under utilitized per Fox. There are 2,610 net new access demand at build out and it is the challenge per Fox. How do you mitigate parking demand? Fox replied it is with TDM to reduce demand, increase existing CAGID space utilization by 5%, increase private parking space utilization by 2%, and shift downtown demand to satellite parking lots. Fox presented additional parking in CAGID that could accommodate unmet demand increase.

The discussion continued with the realities of the TDM programs and this is a first step analysis being presented. Winter said the next step is seeing what is doable and affordable. Winter continued that time frame is also an aspect to consider. Employee travel time and distance has gone up and mode share has gone down.

AGENDA ITEM 10 – Update on Canyon Blvd – Noreen Walsh: Noreen Walsh introduced herself to the commission. Walsh said this is a link with the other areas of the city and in the Transportation Update, this was part of the effort to make many corridors complete for all users. There are many historic resources in the area, there are flood plan considerations and it is a two-phase process. As a planner, Walsh is involved in the design concept. May 18th is an open house and there will be features presented here and other environmental concerns. There will be 6 conceptual designs to review. April 27th is a public meeting on this topic. Walsh mentioned the Joint Board meeting on May 18 with six boards attending including DMC. Walsh said this is a transportation and planning project in response to Shapins query on things that will be coming into the corridor. Winter said that it has been her dream to have a 'grand boulevard' and its creating a better sense of place.

AGENDA ITEM 11 - Matters from the Commissioners:

AGENDA ITEM 12– Matters from the Staff:

Brad Petersen found ineligible to be a commissioner since is not a City of Boulder resident.
Susan Connelly, Deputy Director, Community Vitality was introduced to the commission.
Winter said the Civic Area Open House is occurring during this meeting.
Winter mentioned the Civic Use Pad status. Shapins mentioned the need for the roof top patio.
Winter looking for a volunteer for the HOP Refresh Board and Feldman volunteered.
Winter will advise the commission when the dates for TAB and PB regarding these projections will occur.
Feldman and Crabtree will be going to the open house.

AGENDA ITEM 13 – Action Items:

Infographic Refinement – Smith
Outlier scenarios examination by RRC and FTH.
Modifications to the presentation and materials on development projections to include an "outlier" scenario with high employee density, and demand rate with different options.

Meeting adjourned at 7: 56 pm.

ACTION ITEMS:

MOTION: Crabtree motioned to approve the January 4, 2016 meeting minutes. Feldman seconded the motion. All commissioners were in favor and the motion passed unanimously.

APPROVED BY: DOWNTOWN MANAGEMENT COMMISSION

Attest:
Ruth Weiss, Secretary

City of Boulder
Sales & Use Tax Revenue Report
February 2016

Issued April 18, 2016

This report provides information and analysis related to 2016 Year-to-Date (YTD) sales and use tax collections. Results are for actual sales activity through the month of February, the tax on which is received by the city in the subsequent month. Historically, January and February have been erratic months for receipt of these revenue compared to other months of the year. Therefore, comparing January or February revenues with prior year receipts will indicate very little about trends for taxable sales activity later in 2016. This year there were new processes to implement and learn while processing the January tax returns. It was the first year on the new financial accounting system, as expected new challenges arose, and had to be resolved. There additional time it took to complete the year-end processing meant the February report would have come out a few days later. Since the combined amounts for January and February are a better reflection of what is actually happening there will be no January report this year. For clarification of any information in this report, please contact Patrick Brown, Revenue & Licensing Officer, at (303) 441-3921 or brownp@bouldercolorado.gov.

A more detailed analysis will be included in the March 2016 report and will include information related to the first quarter of the year.

REVENUE COMPARISONS TO COMPARABLE PERIOD IN PRIOR YEAR

As reflected in Table 1, Sales and Use Tax has increased from the comparable 2015 base by 17.03%. While the total number is strong, the change in retail sales tax will need to be watched closely. More detail is provided in the retail sales tax section below.

TABLE 1
ACTUAL SALES AND USE TAX REVENUE

TAX CATEGORY	% CHANGE IN REVENUE Increase/(Decrease)	% OF TOTAL
Sales Tax	1.18%	69.77%
Business/Consumer Use Tax	69.76%	14.68%
Construction Use Tax	151.17%	12.72%
Motor Vehicle Use Tax	1.58%	2.83%
Total Sales & Use Tax	**17.03%**	**100.00%**

Any time a new commodity (such as recreational marijuana) becomes taxable, it generates additional revenue and increases the prior year revenue "base," but the percentage increase in revenue may distort perception of the strength of the underlying economy. For that reason, Table 2 is presented to illustrate sales and use tax revenue excluding the incremental revenue of 3.5% from the sale of <u>recreational</u> marijuana.

TABLE 2
ACTUAL SALES AND USE TAX REVENUE, *EXCLUDING THE INCREMENTAL REVENUE OF 3.50% FROM THE SALE OF RECREATIONAL MARIJUANA*

TAX CATEGORY	% CHANGE IN REVENUE Increase/(Decrease)	% OF TOTAL
Sales Tax	0.66%	69.50%
Business/Consumer Use Tax	69.72%	14.80%
Construction Use Tax	151.17%	12.84%
Motor Vehicle Use Tax	1.58%	2.86%
Total Sales & Use Tax	**16.70%**	**100.00%**

COMMUNITY, CULTURE AND SAFETY FACILITIES TAX

For February 2016 YTD, the Community, Culture and Safety Tax (an additional 0.30%, effective for 3 years beginning January 1, 2015) generated $1,354,621. This tax is dedicated to fund a variety of projects in the Civic area along the Boulder Creek Path and on University Hill as well as improvements for several culturally oriented projects.

DETAILED ANALYSIS OF MAJOR CATEGORIES

The following monthly information is provided to identify trends in the various retail categories. While this information is useful, it is important to remember that relatively small aberrations (like the timing of remittances by certain vendors) can make relatively large monthly variances.

Retail Sales Tax – February YTD retail sales tax revenue was up 1.18% from that received in 2015. The fluctuation from positive to negative from January to February is due to timing of receipts. This means some filed early and some filed late. Therefore, there is no clear picture by the end of February regarding trends. What is known is, retail sales tax started trending downward during the last half of 2015 and is being watched closely. Fortunately, the city has adequate reserves that provide time for staff to determine if this trend is short term in nature, or if it is longer term and revenue projections will need to be revised.

Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
5.69%	(2.88%)										

Food Stores - YTD retail sales tax revenue for food stores was up by 1.50% from that received in 2015. The fluctuation from January to February is primarily due to companies who file thirteen four-week periods instead of reporting monthly. Companies who file thirteen four-week periods do so because of reporting purposes. Each reporting period has the same number of days in the period. Since the city reports monthly, there is one month out of the year where our report contains two filing periods. February 2016 contained two filing periods.

Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
(13.86%)	20.32%										

Sales at **Eating Places** are both an important revenue source (Eating Places comprise approximately 12.26% of sales/use tax) and are often an indicator of the health of the economy in the city. This discretionary category is often correlated with disposable income and consumer confidence. Total February 2016 YTD retail tax at Eating Places is up by 9.12%.

Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
5.95%	11.93%										

Apparel Stores - YTD retail sales were up by 14.00%. The fluctuation from January to February is attributed to the timing of receipts received in 2016 as compared to 2015.

Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
53.45%	(7.20%)										

General Retail sales are down by 2.91% YTD. The fluctuation from January to February is attributed to the timing of receipts received in 2016 as compared to 2015.

Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
9.89%	(14.03%)										

Public Utilities (primarily retail sales tax on natural gas and electricity) are down by 6.05% YTD. Tax on Public Utilities comprises over 4% of total sales and use tax revenue. Even if rates increase, the direction for this category may be uncertain if conservation strategies are successful and businesses significantly cut their energy use. According to a 2006 study by the City of Boulder, commercial and industrial sector energy use makes up 83% of Boulder's energy use.

TOTAL MARIJUANA REVENUE

The latest new revenue categories for the City of Boulder are the sale of both medical and recreational marijuana. These sources represented 0.77% and 1.87% of the total sales/use tax collected respectively in 2015.

The sale of medical marijuana generates:

- 3.86% sales and use tax on product sales paid by the purchaser and/or costs of any construction materials, furniture, fixtures, or equipment paid by the business.

The sale of recreational marijuana generates:

- 7.36% sales tax on product sales paid by the purchaser (3.86% base and 3.50% additional).
- 7.36% use tax on the cost of any construction materials, furniture, fixtures, or equipment paid by the business (3.86% base and 3.50% additional).
- A 5.00% excise tax paid by the grow facility when shipping product to dispensaries and/or marijuana infused product facilities.
- A "share-back" of certain State of Colorado revenue. The State collects a 10.00% tax on recreational marijuana sales and "shares back" 15.00% of that 10.00% to each city where such revenue is generated.

A summary of all year-to-date 2015 marijuana related revenue follows:

Total February YTD Marijuana Related Revenue			
Medical marijuana:			
3.86% Sales/Use Tax	$122,579		
Sub-total Medical marijuana revenue		$122,579	
Recreational marijuana			
3.86% Base Sales/Use Tax	219,067		
3.50% Additional Sales/Use Tax	198,601		
5.00% Excise Tax	137,446		
State Share-back	82,169		
Sub-total Recreational Marijuana revenue		$637,283	
TOTAL MARIJUANA RELATED REVENUE			$759,862

The tax generated by the base 3.86% for both medical and recreational marijuana are distributed to City funds based upon various past voter decisions. The new incremental revenues generated by recreational marijuana are all deposited in the general fund and are dedicated to cover incremental costs related to the sale and use of marijuana in the City of Boulder no matter which fund incurs the cost. Year-to-date collections for these dedicated revenue sources follow:

Total February YTD "Incremental" Recreational Marijuana Related Revenue		
3.50% Additional Sales/Use Tax	$198,601	
5.00% Excise Tax	137,446	
State "Share-back"	82,169	
TOTAL "INCREMENTAL" RECREATIONAL MARIJUANA REVENUE		$418,216

Medical Marijuana Retail Sales Tax

Total February YTD retail sales tax revenue collected in this category is down by 46.18% from the same period in 2015. We continue to see the migration from medical to recreational sales. This began to occur during 2015. The retail percentage change by month is presented below.

Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
(57.20%)	(33.67%)										

Recreational Marijuana Retail Sales Tax

Total February YTD retail sales tax revenue collected in this category is up by 65.61% from the same period in 2015. The retail percentage change by month is presented below.

Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
29.67%	105.41%										

Significant YTD increases / decreases by sales/use tax category are summarized in Table 3.

TABLE 3

2016 YTD RETAIL SALES TAX (% Change in Comparable YTD Collections)	
STRENGTHS: ▪ Food Stores up by 1.50% ▪ Eating Places up by 9.12% ▪ Apparel Stores up by 14.00% ▪ Home Furnishings up by 7.98% ▪ Building Material Retail up by 7.70% ▪ Consumer Electronics up by 9.12% ▪ Recreational Marijuana up by 65.61% ▪ All Other up by 1.03% ▪ Downtown up by 11.14% ▪ Downtown Extension up by 5.83% ▪ UHGID (the "hill") up by 0.22% ▪ N. Broadway Annex up by 13.96% ▪ University of Colorado up by 1.98% ▪ Basemar up by 10.41% ▪ BVRC (excl 29th St) up by 0.54% ▪ Twenty-Ninth St up by 5.86% ▪ Table Mesa up by 4.22% ▪ The Meadows up by 25.33% ▪ All Other Boulder up by 16.88% ▪ Boulder County up by 15.17%	WEAKNESSES: ▪ General Retail down by 2.91% ▪ Transportation/Utilities down by 5.93% ▪ Automotive Trade down by 2.55% ▪ Computer Related Business down by 42.09% ▪ Medical Marijuana down by 46.18% ▪ N. 28th St Commercial down by 6.83% ▪ Metro Denver down by 4.79% ▪ Gunbarrel Industrial down by 1.05% ▪ Boulder Industrial down by 10.83%

▪ Gunbarrel Commercial up by 5.70% ▪ Pearl Street Mall up by 4.88%	

2015 USE TAX (% Change in YTD Comparable Collections)	
STRENGTHS: ▪ Construction Use Tax up by 151.17% (when adjusted to exclude dedicated Boulder Junction tax in both years, up by 34.34%) ▪ Motor Vehicle Use Tax up by 1.58% ▪ Business Use Tax up by 69.76%	WEAKNESSES ▪

BUSINESS USE TAX

February YTD Business Use Tax is up by 69.76%. This tax category can be very volatile as it is associated primarily with the amount and timing of purchase of capital assets by businesses in the city and the amount and timing of audit revenue. A significant portion of this amount is one time in nature and is not expected to reoccur in future months. Therefore, it is expected that the year-to-date increase will come back to expectations in future months.

MOTOR VEHICLE USE TAX

February YTD Motor Vehicle Use Tax is up by 1.58%, this tax category applies to the purchase of vehicles registered in the city. As individuals and businesses became more confident about jobs and the economy, they have replaced their vehicles and thus reduced the average age of their fleet. Nationally, sales have slowed. If this trend continues we may see revenue in this category flatten or even decrease for the total year.

CONSTRUCTION USE TAX

Construction Use Tax is up by 151.17% YTD. This is another very volatile tax category as it depends upon the number and timing of construction projects in any given period. Revenue in this category assumes "base" number of projects will continue indefinitely, plus revenue from large projects in the "pipeline" (based upon a review of information from the City Planning Department and the CU Capital Improvement Plan). Even when we know projects are pending, the timing of payment of Construction Use Tax is unknown. It can occur in the prior or subsequent year to the planned construction date. While there have been several large construction projects in the City it is known this level of activity cannot continue forever. Therefore, it is important that we not commit to ongoing operating expenses from this revenue source, as it will eventually decline. February YTD dollars includes significant revenue from permitting related to construction of below-grade parking structures, office buildings and a hotel.

ACCOMMODATION TAX

February YTD Accommodation Tax revenue is up by 14.89% from the same period in 2015. This increase is attributed to the timing of receipts received in 2016 as compared to 2015.

ADMISSIONS TAX

Year-to-date 2016 Admission Tax revenue is down by 7.69% from the same period in 2015. Admissions Tax collections are dependent on the number of taxable productions and events held in the City and the level of attendance at such events.

TRASH TAX

February YTD Trash Tax receipts are down by 39.25%. On-going Trash Tax remittances are due on a quarterly basis. This decrease is due to timing differences of receipts received in 2016 as compared to 2015.

SHORT-TERM RENTAL (ACCOMMODATIONS) TAX

Pursuant to a vote in November 2015, for January 2016 YTD, the newly enacted Short-Tern Rental Tax (homeowners renting out their property for less than 30 days at a time (7.50% tax rate)) has generated $3,616. As of the date of this report, 141 Short Term Rental licenses have been issued.

Total Net Sales/Use Tax Receipts by Tax Category	FEBRUARY YTD Actual			
	2015	2016	% Change	% of Total
Sales Tax	14,525,503	14,697,474	1.18%	69.77%
Business Use Tax	1,821,340	3,091,880	69.76%	14.68%
Construction Use Tax	1,067,187	2,680,451	151.17%	12.72%
Motor Vehicle	587,558	596,818	1.58%	2.83%
Total Sales and Use Tax	**18,001,588**	**21,066,623**	17.03%	100.00%

Total Net Sales/Use Tax Receipts by Industry Type	FEBRUARY YTD Actual			
	2015	2016	% Change	% of Total
Food Stores	2,786,220	2,824,075	1.36%	13.41%
Eating Places	2,362,788	2,582,427	9.30%	12.26%
Apparel Stores	515,151	602,743	17.00%	2.86%
Home Furnishings	420,398	452,330	7.60%	2.15%
General Retail	3,387,988	4,973,647	46.80%	23.61%
Transportation/Utilities	1,581,632	1,468,656	-7.14%	6.97%
Automotive Trade	1,360,083	1,353,292	-0.50%	6.42%
Building Material - Retail	520,340	552,998	6.28%	2.62%
Construction Sales / Use Tax	1,048,722	2,535,785	141.80%	12.04%
Consumer Electronics	353,181	377,358	6.85%	1.79%
Computer Related Business Sector	1,309,428	836,754	-36.10%	3.97%
Rec Marijuana	251,262	417,668	66.23%	1.98%
Medical Marijuana	252,410	122,579	-51.44%	0.58%
All Other	1,851,987	1,966,310	6.17%	9.33%
Total Sales and Use Tax	**18,001,588**	**21,066,623**	**17.03%**	**100.00%**

Total Net Sales/Use Tax Receipts by Geographic Area	FEBRUARY YTD Actual			
	2015	2016	% Change	% of Total
North Broadway	220,054	221,724	0.76%	1.08%
Downtown	1,156,061	1,466,282	26.83%	7.51%
Downtown Extension	109,312	120,801	10.51%	0.56%
UHGID (the "hill")	192,705	194,244	0.80%	0.84%
East Downtown	108,751	121,197	11.44%	0.47%
N. 28th St Commercial	1,011,569	958,934	-5.20%	3.61%
N. Broadway Annex	58,583	67,674	15.52%	0.28%
University of Colorado	274,783	281,313	2.38%	2.19%
Basemar	349,202	388,842	11.35%	1.96%
BVRC-Boulder Valley Regional Center	4,011,499	5,124,663	27.75%	28.28%
29th Street	1,229,908	1,410,819	14.71%	7.48%
Table Mesa	444,333	470,091	5.80%	2.28%
The Meadows	217,089	265,087	22.11%	1.23%
All Other Boulder	1,407,404	1,256,223	-10.74%	6.25%
Boulder County	120,061	127,986	6.60%	0.64%
Metro Denver	449,193	468,274	4.25%	2.14%
Colorado All Other	42,476	74,184	74.65%	0.26%
Out of State	1,566,638	1,830,528	16.84%	8.00%
Airport	3,599	40,129	1015.00%	0.08%
Gunbarrel Industrial	1,080,959	2,217,788	105.17%	5.27%
Gunbarrel Commercial	226,086	239,380	5.88%	1.06%
Pearl Street Mall	467,957	488,328	4.35%	2.27%
Boulder Industrial	1,623,826	1,650,699	1.65%	8.46%
Unlicensed Receipts	55,532	56,656	2.02%	0.00%
County Clerk	587,558	596,818	1.58%	2.96%
Public Utilities	986,450	927,960	-5.93%	4.83%
Total Sales and Use Tax	**18,001,588**	**21,066,623**	**17.03%**	**100.00%**

Miscellaneous Tax Statistics	FEBRUARY YTD Actual		
	2015	2016	% Change
Food Service Tax	94,700	104,120	9.95%
Accommodations Tax	717,010	823,808	14.89%
Admissions Tax	96,400	88,989	-7.69%
Trash Tax	8,878	5,393	-39.25%
Disposable Bag Fee	1,555	5,543	256.46%
Rec Marijuana Excise Tax	132,689	137,446	3.59%
Short-Term Rental Tax	-	3,616	

COMPARISON OF YEAR-TO-DATE ACTUAL REVENUE FOR THE YEAR 2016 TO COMPARABLE PERIOD IN 2015

USE TAX BY CATEGORY				SALES TAX BY CATEGORY		
FEBRUARY YTD Actual				FEBRUARY YTD Actual		
2015	2016	% Change	Standard Industrial Code	2015	2016	% Change
15,858	12,192	-23.12%	Food Stores	2,770,361	2,811,882	1.50%
41,818	49,891	19.31%	Eating Places	2,320,969	2,532,536	9.12%
2,529	18,375	626.57%	Apparel Stores	512,621	584,368	14.00%
3,889	2,572	-33.86%	Home Furnishings	416,509	449,758	7.98%
285,677	1,961,638	586.66%	General Retail	3,102,312	3,012,009	-2.91%
58,762	36,140	-38.50%	Transportation/Utilities	1,522,869	1,432,516	-5.93%
596,722	609,385	2.12%	Automotive Trade	763,361	743,907	-2.55%
8,738	1,992	-77.20%	Building Material - Retail	511,603	551,005	7.70%
1,011,146	2,469,120	144.19%	Construction Sales / Use Tax	37,576	66,665	77.41%
14,930	8,275	-44.57%	Consumer Electronics	338,251	369,083	9.12%
933,516	619,060	-33.69%	Computer Related Business Sector	375,912	217,694	-42.09%
3,353	7,109	112.02%	Rec Marijuana	247,909	410,559	65.61%
27,181	1,362	-94.99%	Medical Marijuana	225,229	121,218	-46.18%
471,966	572,037	21.20%	All Other	1,380,021	1,394,273	1.03%
3,476,085	**6,369,149**	**83.23%**	**Total Sales and Use Tax**	**14,525,503**	**14,697,474**	**1.18%**

USE TAX BY CATEGORY				SALES TAX BY CATEGORY		
FEBRUARY YTD Actual				FEBRUARY YTD Actual		
2015	2016	% Change	Geographic Code	2015	2016	% Change
11,483	4,142	-63.93%	North Broadway	208,571	217,582	4.32%
173,005	373,701	116.01%	Downtown	983,055	1,092,580	11.14%
4,139	9,500	129.52%	Downtown Extension	105,173	111,301	5.83%
463	1,570	239.09%	UHGID (the "hill")	192,242	192,674	0.22%
5,091	18,518	263.74%	East Downtown	103,661	102,679	-0.95%
17,619	32,850	86.45%	N. 28th St Commercial	993,950	926,084	-6.83%
1,561	2,688	72.20%	N. Broadway Annex	57,022	64,985	13.96%
0	1,100	#DIV/0!	University of Colorado	274,783	280,213	1.98%
8,681	12,858	48.12%	Basemar	340,520	375,983	10.41%
206,574	1,299,235	528.94%	BVRC-Boulder Valley Regional Center	3,804,925	3,825,427	0.54%
7,732	116,995	1413.13%	29th Street	1,222,176	1,293,824	5.86%
6,328	13,605	115.00%	Table Mesa	438,005	456,486	4.22%
6,946	1,712	-75.35%	The Meadows	210,142	263,375	25.33%
912,768	678,102	-25.71%	All Other Boulder	494,637	578,121	16.88%
23,881	17,218	-27.90%	Boulder County	96,180	110,768	15.17%
46,146	84,545	83.21%	Metro Denver	403,047	383,729	-4.79%
7,777	24,892	220.07%	Colorado All Other	34,698	49,292	42.06%
71,798	327,731	356.46%	Out of State	1,494,840	1,502,798	0.53%
356	34,558	9607.30%	Airport	3,243	5,571	71.79%
933,801	2,072,181	121.91%	Gunbarrel Industrial	147,158	145,607	-1.05%
582	1,023	75.77%	Gunbarrel Commercial	225,504	238,357	5.70%
8,040	5,986	-25.55%	Pearl Street Mall	459,917	482,342	4.88%
426,437	583,023	36.72%	Boulder Industrial	1,197,389	1,067,676	-10.83%
-5,167	40,483	-883.49%	Unlicensed Receipts	60,698	16,173	-73.35%
587,558	596,818	1.58%	County Clerk	0	0	
12,484	14,114	13.06%	Public Utilities	973,966	913,846	-6.17%
3,476,085	**6,369,149**	**83.23%**	**Total Sales and Use Tax**	**14,525,503**	**14,697,474**	**1.18%**

TOTAL CITY SALES AND USE TAX COLLECTIONS

REVENUE CATEGORY	YEAR	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	TOTAL	% Change in Taxable Sales
RETAIL SALES TAX	2008	5,197,400	5,105,109	6,005,946	5,331,447	5,488,450	6,572,335	5,508,796	6,258,640	6,620,535	5,382,779	5,255,155	7,443,455	70,170,045	0.04%
Rate3.41%	2009	4,919,570	4,659,632	5,850,038	5,077,648	5,131,444	6,428,343	5,206,770	5,790,533	6,093,314	5,170,325	4,735,769	7,814,230	66,877,613	-4.69%
	2010	4,576,034	5,386,190	6,196,697	5,320,225	5,470,595	6,895,283	5,522,076	5,943,315	6,855,385	5,652,938	5,240,211	8,414,157	71,473,106	6.87%
	2011	5,394,367	5,132,437	6,692,597	5,630,200	5,708,608	7,016,826	5,580,953	6,531,707	7,286,644	5,765,805	5,830,545	8,390,145	74,960,833	4.88%
	2012	5,363,541	5,129,096	6,754,740	5,599,150	5,988,770	7,304,270	5,551,489	7,062,958	7,502,227	6,188,194	5,693,025	9,604,529	77,741,989	3.71%
	2013	5,557,163	5,824,808	7,171,949	5,707,649	6,197,302	7,968,604	6,161,076	6,944,797	7,500,133	6,591,707	5,934,326	9,925,508	81,485,022	4.81%
Rate 3.56%	2014	5,965,991	6,438,048	7,706,036	6,619,759	6,990,628	8,303,288	7,020,977	7,893,039	8,584,506	7,452,664	7,031,634	9,966,741	89,973,310	5.76%
Rate 3.86%	**2015**	6,889,039	7,636,464	9,068,947	7,527,277	7,792,804	9,273,066	8,100,335	9,051,520	9,341,520	8,804,542	7,153,675	11,395,575	102,034,764	4.59%
	2016	7,281,270	7,416,204											14,697,473	
Change from prior year (Month)		5.69%	-2.88%												
Change from prior year (YTD)		5.69%	1.18%												
CONSUMER USE TAX	2008	818,034	991,472	1,109,160	669,214	736,901	1,067,769	732,334	596,399	899,934	989,683	599,876	1,253,267	10,464,043	-6.63%
(includes Motor Vehicle)	2009	909,558	657,250	1,062,587	997,891	531,724	790,819	858,325	1,299,767	989,089	741,578	698,452	1,600,457	11,137,497	6.44%
Rate 3.41%	2010	687,502	778,796	913,223	701,931	662,382	945,800	620,328	633,593	909,315	752,143	618,493	1,366,131	9,589,636	-13.90%
	2011	1,247,135	650,595	1,034,670	727,395	850,561	1,166,185	958,724	771,357	1,044,032	703,092	903,665	1,410,793	11,468,205	19.59%
	2012	763,425	768,580	859,971	976,451	1,212,071	1,033,899	729,829	940,127	957,894	1,417,818	737,310	1,469,940	11,867,314	3.48%
	2013	1,132,015	762,369	979,120	866,143	911,993	963,938	835,063	768,003	1,338,726	1,121,736	807,130	1,522,486	12,008,722	1.19%
Rate 3.56%	2014	924,895	901,234	1,328,607	1,727,986	666,706	2,541,847	1,056,846	1,297,348	1,409,960	1,012,343	1,011,907	1,429,435	15,309,114	22.11%
Rate 3.86%	**2015**	1,274,337	1,134,561	1,713,016	965,772	1,127,357	1,638,029	1,002,535	1,267,096	2,381,899	1,161,419	942,357	1,945,294	16,553,672	-0.27%
	2016	1,315,821	2,372,877											3,688,697	
Change from prior year (Month)		3.26%	109.14%												
Change from prior year (YTD)		3.26%	53.13%												
CONSTRUCTION USE TAX	2008	330,080	347,219	748,549	454,797	327,855	241,649	100,759	442,652	347,954	217,885	107,831	381,753	4,048,982	-13.02%
Rate3.41%	2009	944,905	111,907	425,028	776,511	279,761	995,132	721,209	676,301	235,485	223,169	591,970	1,467,798	7,449,176	83.98%
	2010	591,599	242,591	245,829	362,619	226,230	1,921,675	1,075,078	467,423	245,361	234,021	406,868	531,670	6,550,964	-12.06%
	2011	622,872	281,210	274,661	240,970	2,150,036	352,336	352,846	455,211	478,988	314,958	177,137	471,157	6,172,383	-5.78%
	2012	385,392	1,697,323	315,856	503,719	342,448	375,499	595,334	214,896	422,866	473,523	799,552	371,254	6,497,662	5.27%
	2013	732,539	941,380	298,613	577,351	366,959	728,141	845,123	1,182,131	1,196,147	876,749	622,491	1,511,632	9,879,257	52.04%
Rate 3.56%	2014	716,119	1,110,714	600,580	430,524	571,269	1,688,472	373,129	379,130	713,014	908,032	325,754	1,557,635	9,374,372	-9.11%
Rate 3.86%	**2015**	387,123	680,064	2,527,741	776,513	1,008,019	985,050	583,353	986,617	532,910	1,329,731	850,259	763,790	11,411,170	12.27%
	2016	1,545,717	1,134,734											2,680,451	
Change from prior year (Month)		299.28%	66.86%												
Change from prior year (YTD)		299.28%	151.17%												
TOTAL FOR MONTH & CHANGE FROM PREVIOUS YEAR (MONTH & YTD)															
Ratechg3.56%>3.41%	2008	6,345,513	6,443,800	7,863,654	6,455,459	6,553,206	7,881,753	6,341,889	7,297,691	7,868,423	6,590,347	5,962,862	9,078,475	84,683,070	
Rate3.41%	2009	6,774,033	5,428,789	7,337,653	6,852,049	5,942,929	8,214,294	6,786,304	7,766,601	7,317,887	6,135,072	6,026,191	10,882,485	85,464,286	0.92%
	2010	5,855,134	6,407,577	7,355,749	6,384,774	6,359,207	9,762,758	7,217,482	7,044,332	8,010,061	6,639,102	6,265,572	10,311,957	87,613,706	2.51%
	2011	7,264,374	6,064,242	8,001,928	6,598,565	8,709,205	8,535,347	6,892,523	7,758,275	8,809,664	6,783,855	6,911,348	10,272,096	92,601,421	5.69%
	2012	6,512,359	7,594,999	7,930,567	7,079,320	7,543,289	8,713,668	6,876,652	8,217,981	8,882,987	8,079,535	7,229,887	11,445,723	96,106,966	3.79%
	2013	7,421,717	7,528,557	8,449,682	7,151,142	7,476,254	9,660,683	7,841,262	8,894,931	10,035,006	8,590,192	7,363,947	12,959,626	103,373,001	7.56%
Rate 3.56%	2014	7,607,004	8,449,996	9,635,223	8,778,269	8,228,603	12,533,607	8,450,951	9,569,517	10,707,479	9,373,039	8,369,295	12,953,810	114,656,795	6.24%
Rate 3.86%	**2015**	8,550,499	9,451,089	13,309,704	9,269,562	9,928,180	11,896,145	9,686,223	11,305,233	12,256,328	11,295,692	8,946,291	14,104,658	129,999,606	4.57%
	2016	10,142,808	10,923,815											21,066,624	
% Change (month)		18.62%	15.58%												
% Change (YTD)		18.62%	17.03%												

COMMERCIAL AND RESIDENTIAL MALL POLICE CALL STATISTICS

MONTH	Assault		Auto Theft		Burglary		Crim. Mis.		Crim. Tres.		Disturbance		Domestic		Drunk		DUI		Felony Menacing		Fight	
	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015
January	1	3					4	3	2		24	23	1	1	10	18	3	5				
February	2	1					4	4	1	2	19	27	1	4	9		3	9				
March	5	5			1	1	6	8	1		30	25	3	1	5	12		6				
April	2						4				15		1		11							
May		6						3				15		3		10		3				
June																						
July																						
August		2						6		1		37		3		13						
September		3						2				30		1		8						
October		4						3				28		5		4		1				
November		2				2		4		1		21		1		18		2				
December		4								1		22				8						

MONTH	Fireworks		Hang Ups		Harassment		Indec. Exp.		Liq. Law Vio.		Littering		Loitering		Narcotics		Noise		Open Door		Party	
	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015
January			1	8	3	3		1					7	10	6	1				1		
February			7	11	9	8							5	11	3	4			2			
March			7	3	4	8	2						12	8	10	4			1			
April			5		6		1		1				10		7				1			
May				6		7				2				21		7						
June																						
July																						
August				13		10		1						8		3				1		
September				8		2		2		10				6		10						
October				7		7		1						3		2				1		
November				3		2								7		7				3		
December				5		6				2				9		10				2		

MONTH	Prowler		Robbery		Sex Assault		Shoplifting		Shots		Stabbing		Suicide		Suspicious		Theft		Trespass		Weapon	
	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015	2016	2015
January					2										2	2	19	15				
February						1									5	1	9	18				
March					1	1									1	2	13	22				
April															4		25					
May																2		19				
June																						
July																						
August																3		32				
September																4		31				
October						1										2		16				
November						1										2		22				
December						1										2		21				

Opened in 2013-2015

Business			Open Date	Notes
Earthbound Trading	935	Pearl	February-13	national soft goods (replacing Eclectix)
Timothy's of Colorado	1136	Spruce	February-13	fine jewelry
Meta Skateboards	1505	Pearl	March-13	
Island Farm	1122	Pearl	April-13	Soft goods/clothing
The Riverside	1724	Bdwy	April-13	Event center, café, wine bar, co-working space
Bohemian Biergarten	2017	13th	April-13	Replaces Shugs
Bishop	1019	10th	April-13	home furnishings (owners of 3rd and Vine)
ReMax of Boulder	1320	Pearl	April-13	replaces Little Buddha
Old Glory Antiques	777	Pearl	May-13	Replaces West End Gardener
Yeti Imports	2015	Brdwy	May-13	Replaces BolderWorld
Into Earth	1200	Pearl	July-13	Replaces LeftHand Books
The Savvy Hen	1908	Pearl	July-13	
The Dragontree	1521	Pearl	July-13	Day Spa
Steele Photgraphy	2039	11th	July-13	
FlipFlopShop	1110	Pearl	August-13	Replaces Blue Skies
BOCO Fit	2100	Pearl	August-13	Fitness gym
Ceder & Hyde	2015	10th	October-13	Apparel
Fjall Raven	777	Pearl	October-13	replaces Old Glory
Lon	2037	13th	November-13	Gifts
Boulder Brands	1600	Pearl	November-13	Marketing services
Wok Eat	946	Pearl	December-13	replaces World Café
Zeal	1710	Pearl	December-13	replaces H Burger
AlexandAni	1505	Pearl	January-14	Jewelry
Made in Nature	1708	13th	January-14	Organic food products
Foundation Health	1941	Pearl	January-14	Medical office
Sforno	1308	Pearl	March-14	replaces Roma
Regus	1434	Spruce	March-14	Shared office
Cariloha	1468	Pearl	April-14	bamboo products
Explicit	2115	13th	April-14	Street ware
Fine Art Associates	1949	Pearl	June-14	
Fior di Latte	1433	Pearl	June-14	gelato
Goorin Bros Hat Shop	943	Pearl	June-14	Hats
Nature's Own	1215	Pearl	July-14	replaces Giaim
PMG	2018	10th	August-14	replaces Beehive
Ramble on Pearl	1638	Pearl	August-14	
VPK by Maharishi ayurve	2035	Bdwy	September-14	
Ninox	1136	Spruce	September-14	
LYFE Kitchens	1600	Pearl	October-14	former Gondolier space
Liberty Puzzles	1420	Pearl	October-14	Replaces KIdRobot
Iris Piercing/Jewelry	1713	Pearl	October-14	
Vilona Gallery	1815	Pearl	December-14	
Voss Art + Home	1537	Pearl	December-14	
Green Rush Café	2018	Brdwy	December-14	
Formation Data	1505	Pearl	December-14	
Sage Dental Care	2440	Pearl	December-14	Replaces Boulder General Denistry
Enigma Escape Room	1426	Pearl	December-14	
Endurance Conspiracy	1717	Pearl	January-15	
Organic Sandwich	1500	Pearl	January-15	
Firefly Garden	1211	Pearl	February-15	
Newton Running	1222	Pearl	February-15	replaces GOLITE
Seeds Library Café	1001	Arapaho	April-15	

Wonder Press	946	Pearl	June-15	replaces Wok Eat
Thrive	1509	Arapahc	July-15	replaces Pita Pit
Sherpani	1711	Pearl	August-15	replaces Mila
Rosetta Stone	1301	Canyon	August-15	
Sunflower Bank	18th &	Pearl	August-15	new space
Ragstock	1580	Canyon	August-15	
Fuji Café&Bar	2018	Brdwy	August-15	replaces Green Rush
Topo Designs	935	Pearl	August-15	replaces Earthbound Trading
Ivy Lazar	1911	11th	September-15	
Wild Standard	1043	Pearl	September-15	replaces PastaVino
Installation	2015	13th	September-15	returning, replacing Explict
Mud Facial Bar	2098	Bdwy	October-15	replaces poppy
Boulder House	1109	Walnut	October-15	replaces Absinthe House
Food Lab	1825	Pearl	November-15	replaces I Support U
Cured/Fawns Leap	2019	10th	November-15	replaces Bishop
Colorado Limited	1428	Pearl	January-16	replaces Trattoria on Pearl
Kilwins	1430	Pearl	January-16	replaces Trattoria on Pearl
Crossroads Trading	1545	Pearl	January-16	replaces Boulder Army Store
Arcana	905	Walnut	February-16	new space
Via Perla	901	Pearl	March-16	new space
Business			**Close Date**	**Notes**
Silhouette	2115	10th	January-13	
Sensorielle	1300	13th	January-13	Moved to Lafayette
Little Buddha	1320	Pearl	February-13	Moved to Yehti Imports
Boulder Map Gallery	1708	13th	March-13	Moved to Table Mesa
Blue Skies	1110	Pearl	March-13	
Left Hand Books	1200	Pearl	March-13	
Installation	1955	Bdwy	March-13	
West End Gardener	777	Pearl	March-13	
Bolder World	2015	Bdwy	April-13	replaced by Yeti Imports
Swiss Chalet	1642	Pearl	Jun-13	
Lilli	1646	Pearl	June-13	Chelsea to replace
H Burger	1710	Pearl	June-13	
Timothy's of Colorado	1136	Spruce	July-13	
Atlas Coffee	1501	Pearl	July-13	
Sweet Bird Studio	2017	17th	July-13	
Old Glory Antiques	777	Pearl	July-13	
A Café	2018	Bdwy	September-13	
Independent Motors	250	Pearl	November-13	
Om Time	2035	Bdwy	November-13	
Boulder Mart	1713	Pearl	December-13	
Retail Therapy	1638	Pearl	December-13	
Jovie	2115	13th	December-13	
Holiday & Co	943	Pearl	January-14	
Il Caffe	1738	Pearl	January-14	converted to private event space for Frasca
Roma	1308	Pearl	January-14	being replaced by Sforno
Twirl	1727	15th	January-14	rethinking concept
Bacaro	921	Pearl	March-14	new owner/concept
Maiberry	1433	Pearl	March-14	replaced by gelato
hip consignment	1468	Pearl	March-14	moved out of Downtown
Gaiam Living	1215	Pearl	March-14	
Define Defense	1805	11th	March-14	
Julie Kate Photography	1805	11th	March-14	
Bacaro	921	Pearl	March-14	
Steele Photgraphy	2039	11th	April-14	

Trattoria on Pearl	1430	Pearl	May-14	
Into Earth	1200	Pearl	May-14	
Gypsy Wool	1227	Spurce	June-14	Moved to 30th & Arapahoe, Rebecca's took space
3rd and Vine Design	1815	Pearl	July-14	
kidrobot	1420	Pearl	August-14	
Enchanted Ink	1200	Pearl	August-14	Moved to Broomfied
Pita Pit	1509	Arapaho	August-14	
Roger the Barber	1200	Pearl	August-14	
Boulder and Beyond	1211	Pearl	September-14	
I Support U	1825	Pearl	September-14	bought building @ 47th and Valmont
PastaVino	1043	Pearl	November-14	
GOLITE	1222	Pearl	December-14	Company bankrupcy
Wasted Sun	1420	Pearl	December-14	
Ninox	1136	Spruce	January-15	
Prudential Real Estate	1505	Pearl	Fall 14	
Boulder General Denistry	2440	Pearl	December-14	Purchased by Sage Dental Care
Boulder Army Store	1545	Pearl	January-15	
Savvy Hen	1908	Pearl	February-15	
Wok Eat	946	Pearl	March-15	
Barris Laser&SkinCare	1966	13th	May-15	moved to Arapahoe Village
Mila Tibetan Carpets	1711	Pearl	May-15	
Bishop	2019	10th	May-15	
Boulder Café	1247	Pearl	June-15	
Earthbound Trading	935	Pearl	August-15	replaced by Topo Designs
Smart Wool	2008	8th	August-15	moving to 55th.
Green Rush Café	2018	Brdwy	August-15	replaced by Fuji
Poppy	2098	Bdwy	August-15	replaced by Mud
Newton HQ	1375	14th	August-15	moved to 3655 Pearl
Explicit	2115	13th	September-15	replaced by Installation
Fresh Produce	1218	Pearl	November-15	
VPK by Maharishi ayurve	2035	Bdwy	November-15	
Design within Reach	2049	Bdwy	January-16	replaced by Community Banks
Penzeys Spices	1219	Pearl	Early 2016	replaced by Fresh Produce
Future				
Business			**Open Date**	**Notes**
World of Beer	921	Pearl	Summer 2016	replaces Bacaro
Capital One Bank	1247	Pearl	Late 2016	replaces Boulder Café
Community Banks	2049	Bdwy	Late 2016	replaces Design within Reach
Fresh Produce	1219	Pearl	Spring 2016	replaces Penzeys
Basecamp Boulder	2020	Arapaho	April-16	replacing Quality Inn
John Attencio	Pearl	West	June-16	

The Economics of Land Use

Draft Final Report

Boulder Market Hall Feasibility Analysis

Prepared for:

City of Boulder, Colorado

Prepared by:

Economic & Planning Systems, Inc.

and

David K. O'Neil

Economic & Planning Systems, Inc.
730 17th Street, Suite 630
Denver, CO 80202-3511
303 623 3557 tel
303 623 9049 fax

Denver
Los Angeles
Oakland
Sacramento

www.epsys.com

March 17, 2016

EPS #153086

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EXECUTIVE SUMMARY

Economic & Planning Systems and David K O'Neil (Consultant Team) were retained by the City of Boulder to assess the feasibility of a market hall located within the Civic Area, specifically near the corner of 13th Street and Canyon Boulevard. The Civic Area Master Plan provides the foundational themes and mission used to develop the potential program for the market hall. The program was also guided by the outreach efforts completed during this study and the input from the Boulder Civic Area Market Hall Working Group. This report summarizes the findings of the feasibility study and provides the Consultant Team's recommendations future course of action for the City of Boulder on the market hall.

Recommended Program

The proposed Boulder Market Hall program was developed to incorporate the themes and vision of the Boulder Civic Area Master Plan and outreach efforts. Major driving themes include the desire to be food oriented, authentic, reflective of Boulder, innovative, local, and educational. The mixture of the recommended elements intends to capture the desire to celebrate and educate about local foods and natural products while creating new opportunities to grow the popular Farmers' Market. The concepts of "Boulder's Kitchen" or "Boulder's Dining Room" were suggested in outreach, and the components proposed lend themselves well to this concept. The elements identified align with this vision by creating a food center while providing opportunities for testing and educating to be key components.

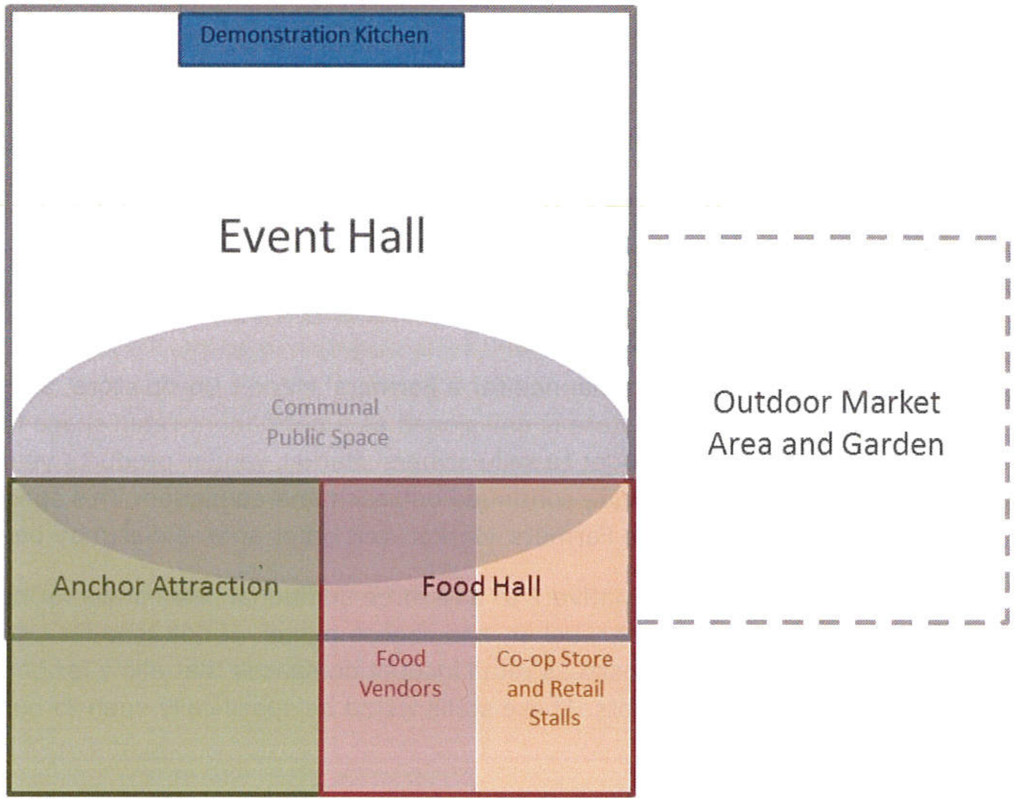
The individual components of the recommended Market Hall program are described below and summarized in **Table 1**. Components were determined and refined through the research and outreach process and a vendor analysis, and are presented as two options – a smaller option (Alternative 1) and a larger option (Alternative 2). Alternative 1 has all the elements required to achieve a diverse level of activity and a break-even operation. Alternative 2 has all of the elements of Alternative 1, with a larger event hall and anchor space, more food vendors, permanent retail in addition to the Farmers' Market Co-op store, and office space in addition to the Farmers' Market. Both options achieve the critical mass required for the Market Hall to succeed; however Alternative 2 has the potential to add more activity to the Market Hall and potentially to operate in the black.

Table 1
Market Hall Elements

Market Hall Elements	Size (net sq. ft.) Alt. 1	Alt. 2
Event Hall	**8,000**	**10,000**
Demonstration Kitchen	1,000	1,500
Anchor Attraction	**4,000**	**6,000**
Production Space	2,000	3,000
Tasting Room	2,000	3,000
Food Hall	**2,200**	**5,500**
Food Vendors	1,200	1,600
Farmers' Market Co-op	1,000	1,500
Permanent Retail Stalls	-	2,400
Additional Elements	**4,000**	**6,500**
Office Space	2,500	5,000
Storage	1,000	1,000
Bathrooms and Support Space	500	500
TOTAL	**19,200**	**29,500**

Source: Economic & Planning Systems; David K O'Neil

Figure 1
Market Hall Conceptual Diagram



Note: This diagram is conceptual and meant for illustrative purposes only. The drawing is not to scale or a recommended floor plan.

Event Hall

The central component of the Market Hall is an 8,000 to 10,000 square foot multi-purpose event and gathering space. This is envisioned to be a large, flexible space that will serve as expanded space for the Farmers' Market in the summer, a winter home to the Farmers' Market, a space for other market events, and an event hall that can be rented for community and private functions. This hall would have a maximum capacity for 500 seated (banquet style), serving a need in the Boulder market. A key feature of this space would be a demonstration kitchen with a "back of house" prep space that could be used both for demonstrations and educational classes, as well as by caterers for events.

Brewery/Distillery/Winery Anchor Attraction

The primary, every day attraction is proposed to be a 4,000 to 6,000 square foot brewer, distiller, or vintner tap/tasting room. The tap/tasting room will be supplied by beverages (specifically beer, spirits, or wine) made at the market hall. This could be a single tenant, or a tap house/ tasting room with education oriented production space operated by a partner organization.

Food Hall

Another every day attraction is proposed to be a group of 6 to 8 food stalls to house aspiring restauranteurs and food vendors. This concept builds off a larger "food hall" movement nationally that brings together a set of food vendors in a shared building. The vendor stalls will provide spaces to up and coming chefs, restauranteurs, and food producers to test food concepts before maturing to stand alone locations in Boulder. Tenants for these stalls may include food truck vendors or vendors at the Farmers' Market looking to grow. These stalls could be open up to seven days a week and/or during the evenings. The stalls are for food production and sales to patrons who may enjoy a communal seating area shared with the tasting room and connected/within the event hall. Seating could be expanded seasonally to include outdoor areas.

Permanent Retail Stalls

A permanent retail space is planned for a Farmers' Market Co-op store, and potentially three other retailers. The Co-op store is envisioned as a permanent retail space to provide the Farmers' Market with an outlet to sell Farmers' Market vendor products year-round on a daily basis, and as a way to provide continued outreach and education. This space is presumed to be leased and operated by the Farmers' Market, but other approaches may be explored.

There is the option in Alternative 2 to add three additional retail stalls for complementary food businesses such as a butcher, baker, and cheese maker. If not used for permanent retail, these stalls could potentially be used as retail incubation spaces that allow for pop-up stores and/or new retailers to test concepts. These stalls would be specifically open to businesses within the natural products industry.

Additional Building Elements

- Office Space - The Market Hall building will include 2,500 square feet of office space for the Boulder County Farmers' Market offices. The Market Hall could potentially have an additional 2,500 square feet of office space available to lease. The office space would be oriented toward non-profit or businesses with a mission oriented towards the Market Hall mission.
- Bathrooms and support space for events and Farmers' Market
- Storage for Farmers' Market and events – 1,000 sf
- Rooftop – Opportunity to create a teaching garden on the roof that can also be used for events, seating and education
- Cold Cellar – A naturally cooled cellar for product storage and public education
- Outdoor Market Area – Create an attractive and flexible public space around the building that promotes circulation to and from neighboring uses. Add water and electric hookups for outdoor vendors. A large open area that could be tented would add to programming opportunities of the market.
- Garden – A street-level, outdoor kitchen and wellness garden.

Financial Feasibility

The financial feasibility of the two alternatives was tested using utilization estimates, competitive lease rates, average rental rates, and estimates from staffing and operations levels at comparable facilities. Using this data, and accounting for subsidized rates for certain users to ensure the community access that is a part of the Market Hall's mission, both options result in approximately break-even operations.

The market hall is estimated to require 5.0 FTE including a full-time executive director, full-time event and marketing manager, half-time bookkeeper, two full-time maintenance staff, and a half time security person. Total annual revenues and expenses for each option are shown in **Table 2**.

Based on these estimations, in a stabilized year the Market Hall is projected to have a net deficit of approximately $16,000 under Alternative 1, and a net revenue of close to $108,000 under Alternative 2. Based on the planning numbers used, these projections for Alternative 1 can be considered approximately a break-even operation while Alternative 2 would have the potential to generate a modest operational surplus. The income projections presented in this report are for a stabilized year; occupancy and rental income will not be 100 percent in the first few years, which will likely result in operating losses.

Table 2
Projected Stabilized Net Revenues

Net Revenue	Alternative 1	Alternative 2
Revenue		
Retail Rent	$223,000	$374,500
Office Rent	$62,500	$125,000
Hall Rentals	$194,600	$194,600
Total Income	**$480,100**	**$694,100**
Expense		
Payroll Expense	$255,000	$255,000
Employee Benefits	$70,500	$70,500
Education/Programming	$50,000	$75,000
Office	$10,560	$16,225
Legal/Professional	$4,800	$7,375
Insurance	$10,560	$16,225
Garbage	$12,480	$19,175
Facility Maintenance / Repairs	$16,320	$25,075
Facility Supplies	$8,640	$13,275
Utilities	$57,600	$88,500
Total Expense	**$496,460**	**$586,350**
Net Revenue	**($16,360)**	**$107,750**

Source: Economic & Planning Systems

H:\153086-Boulder Market Hall Feasibility\Models\[153086- Budget Model.xls]Market Hall Proposed Budget

Management and Ownership

Cities have historically had a role in operating public markets, however most cities are now supporting other management models. The recommended implementation strategy involves the City of Boulder owning the property and the building, and the market hall itself managed by a community based independent nonprofit corporation.

Recommendations and Next Steps

The analysis of the feasibility of a public market hall in Boulder found that there is ample demand and support within the community for this type of venue. Furthermore, the analysis identified a program for the Market Hall that matches with the values and desires of the City and the community that is financially feasible from an operational standpoint. The consultant team recommends that the City continue to explore building a Market Hall, with the basic programmatic perimeters identified above, within the Civic Area. The City should continue in its role as convener of the process to build understanding and support for the market. Prior to addressing any proposed development timeline, the City should initiate a more robust public engagement to understand how a public market can best play out in Boulder as follows:

- Refine Program, Mission
- Cultivate Partnerships and Sponsors
- Continue discussions with potential tenants
- Refine the business plan
- Understand the financial/fundraising obligations
- Explore City and nonprofit partnership

Once a focused consensus emerges, the following series of events and next steps can begin:

- Create working design concept
- Outline a draft business plan
- Establish the Not for Profit Corporation
- Develop capital financing plan to raise funds necessary to build the Market Hall
- Explore creative and alternative methods for raising funds for the Market Hall

The proposed Boulder Public Market should raise all development, start-up and capital costs (and any projected operating shortfalls) and not use cash flow as a financing method. Operational sustainability should be the goal, with any surplus used to further support the mission and/or establish a capital reserve fund.

1. INTRODUCTION

Project Purpose

The City of Boulder recently adopted the Boulder Civic Area Master Plan. The Plan was created to help the Civic Area within Boulder become a reflection of the community's values and diversity by providing an enhanced environment that allows citizens to gather, recreate, eat, learn, deliberate and innovate. One of the elements identified within the Civic Area Master Plan that could be a central assets/attraction for the Civic Area was a year-round public market hall. Building on the success of the Boulder County Farmers' Market, the public market hall could help to provide a year round venue for local foods and help expand the season and facilities for the Boulder County Farmers' Market. The market hall can also be a significant attraction that can stimulate activity on a daily basis in the Civic Area that is currently lacking daily activity.

Scope of Work

In identifying the recommended program, the consultant team used data from comparable year-round markets, stakeholder outreach, and other market research. Comparable markets were researched to illustrate a range of public market concepts, and that information was used to inform the type and size of market facility to be programmed for Boulder. Meetings were held with the Boulder Civic Area Market Hall Working Group and other stakeholders to help identify the potential interest and demand for this type of facility, and to inform the development of the market mission and program. The comparable market research and stakeholder outreach are summarized below, and detailed in **Appendix A** and **Appendix B**.

Based on this and other research, the consultant team has defined a recommended program in terms of tenant mix, types and sizes of spaces needed, lease parameters and total square footage. This recommended program also includes a financial feasibility analysis for operating the Market Hall. The team has identified the most effective organization and management structure for the recommended development program.

Definitions

Public Market – a permanent market building that operates in or as part of a public space featuring locally owned and operated businesses, and serves a broader public purpose, such as community vitality, health and/or education.

Farmers' Market – The Boulder County Farmers' Market.

Market Hall – Over-arching term for the entire building (and all its uses).

Event Hall – a flexible flat floor space within the Market Hall that is intended to be used for expanded Farmers' Market, private, and community events.

Food Hall – permanent dedicated retail space within the Market Hall open on a daily basis with access to the street as well as the interior of the Event Hall. This space includes the food vendors, the Farmers' Market Co-op store, and other permanent food retailers.

Food Vendor – restaurant/food-truck type tenant; located in the Food Hall.

Permanent Retailer – permanent, everyday retail stores located within the Food Hall component.

Comparable Markets Analysis

The term "public market" encompasses a broad spectrum of spaces ranging from open-air, temporary markets to permanent year-round building including a number that have spawned larger market districts. Along that spectrum, there are variations in the form, function, management, and operations of these facilities. To inform this analysis and recommendation of a development program, nine comparable markets at various points along this spectrum were profiled, chosen from a larger sample for their similarities to the Boulder market setting, including similar climate, size of community, presence of a university, and/or other factors. The comparable markets were chosen to illustrate the wide variety of market hall concepts that could be considered.

There are four key elements that vary among market halls: the building itself, the role of a farmers' market and fresh foods, the mixture of tenants, and the organizational and management structure. These four elements form the major organizing themes used to develop the recommended program for Boulder's Market Hall.

The selected comparable market halls are summarized in **Table 3**. Major points of consideration identified in the comparable markets that helped guide the program definition for the Boulder Market Hall are:

- When the farmers' market is the main tenant, the market space is only active when the farmers' market is open. The more uses and functions the market hall has, the closer it gets to seven-day/week functionality.
- Many of these market halls have uses or components that do not generate adequate revenue to support operation. While these uses contribute to the mission and authenticity of the market halls and associated farmers' markets, the losses generated must be recouped through other revenue-generating uses or operating subsidies. The inclusion of more revenue-generating uses can support the market hall's operation and non-revenue generating components, which increases its financial viability.
- When the farmers' market is the sole or prime use, a city tends to be the operator of the venue. As more uses and functions are added, a non-profit or private entity is often involved and may manage the facility. However, for all of these comparable markets, city involvement in some way—whether land ownership, structure ownership, or management—is common.
- Many of the market halls analyzed have some level of annual subsidy to offset costs. The subsidy comes from contributions from the municipality and/or private donations. The need for a subsidy is often driven by the desire to provide programs and services that support the community and are often not part of a for-profit business.

Table 3
Market Hall Attributes

Market Hall Elements	Bellingham	Ann Arbor	Rochester	Old Strathcona, Edmonton	Santa Fe	Flint	Halifax Seaport	Eastern Market	Ferry Building
Building									
Type of Building	Enclosed Shed	Open-Air Shed [1]	Enclosed Shed	Market Hall	Market Hall	Market Hall	Market Hall	Market Hall	Market Hall
Size of Building (Sq. Ft.)	5,200	—	9,000	75,000	27,000	32,000	56,000	14,000	240,000
Size of Market Hall Portion (Sq. Ft.)	—	—	9,000	35,000	10,000	10,500	56,000	10,000	65,000
Other Permanent Uses in Building	No	No	No	Yes	Yes	Yes	Yes	Yes	Yes
Days per Week in Operation	—	—	—	1	7	3	6	6	7
Role of Farmers' Market									
Type of Tenant in Building	Day User	Main	Main	Main	Day User	Main	Main	Not a tenant	Not a tenant
Days per Week in Operation	1	1 to 2	3	1	1 to 2	3	6	3	3
Year Round/Seasonal	Seasonal	Year Round	Year Round	Year Round	Year Round	Year Round	Year Round	Year Round	Year Round
Space and Tenant Mix									
Permanent Rental Spaces	No	No	No	Yes	Yes	Yes	Yes	Yes	Yes
Non-Farmers' Market Tenants	No	No	No	Yes	Yes	Yes	Yes	Yes	Yes
Event Space for Rent	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes
Organizational Structure									
Building Owner	City	City	City	City	Non-Profit	City	Federal	City	City
Market Hall Operator	City	City	City	Non-Profit	Non-Profit	Non-Profit	Federal	City	Private
Operating Subsidy	—	Yes	Yes	No	No	Yes	No	Yes	No

[1] Planning to build a 4,000 sf winterized structure
Source: Economic & Planning Systems; David K O'Neil
H:\153086-Boulder Market Hall Feasibility\Data\[153086-Comparable Market Hall Elements Summary.xlsm]Sheet1

Stakeholder Outreach

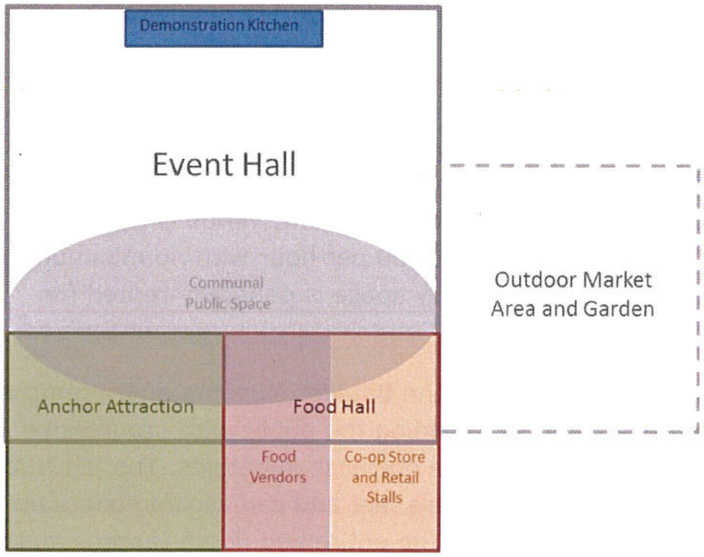
Stakeholder interviews and meetings were conducted with the Civic Area Market Hall Working Group and other food specialists in Boulder to gather input and perspective on development opportunities, constraints, and community need. This outreach was focused on the natural foods market in Boulder, potential uses for a year-round Market Hall, the role of the Market Hall in the broader Boulder food industry, vendor interest, and potential challenges that may arise.

There was general agreement that the Market Hall should have a clear, food-focused mission and that it should support and maintain the existing Farmers' Market with complementary uses. Flexibility was also brought up as a key component of the vision, both for the Farmers' Market to utilize the space in the regular and winter seasons, and for the local food community to have access to the space. Feedback on the vision and mission for the Market Hall centered on three key themes – the space should be food-centric, community-based, and have a strong education component.

Feedback around vendors and uses focused on what is already available in the community, what existing needs are, and how those needs fit into the potential mission of the space. There was enthusiasm for expanded space for the Farmers' Market, a large, flexible event space that could also be used for larger events, education, a kitchen space, and an anchor tenant and other revenue-generating uses to draw people to the building.

2. Event Hall

Overview



The central component of the Market Hall building is a flexible event hall, with its primary use intended to be for food related activities including a year-round farmers' market. However, these activities are not expected to use the hall on a full time basis; it is therefore designed to be a flexible space that can also be used as an event hall for other community and private functions. The hall can also serve as an informal customer gathering and seating space to complement the food, retail and production activities. The review of comparable facilities confirmed that many market halls are utilized for a variety of private and community events including weddings, banquets and receptions, small concerts, and community meetings and other assemblies. These uses increase utilization and provide additional revenue generating opportunities for the hall. The availability of this space also allows for the inclusion of a variety of community and educational programming.

A sample of existing event spaces in Boulder were surveyed to estimate potential demand and to provide cost and revenue inputs to the financial model. The facilities are separated into two categories: public, and open to the public venues including university, civic, and cultural facilities and hotel meeting and banquet spaces. For each facility, data are compiled on facility capacities, rent rates, and usage. This data is provided to help estimate the expected level of usage, as well as supportable rental rates and operating costs for this type of activity.

Public Venues

EPS collected data on selected public event venues in Boulder including CU-Boulder Memorial Center, Boulder Museum of Contemporary Art, Boulder Public Library Gallery, Rembrandt Yard, and Dairy Center for the Arts.

University of Colorado-Boulder Memorial Center - The CU-Boulder Memorial center has two primary event centers and also manages club suite functions. The Glenn Miller Ballroom is the largest venue at 9,600 square feet and provides the ability to subdivide into three smaller spaces, of 3,000 to 4,000 square feet. The Glenn Miller Ballroom also has a 1,700 square foot commercial catering kitchen. The non-university organization room rental rate for the entire ballroom is $1,430. This rate is good for the entire day (no minimum or maximum). The non-university organization room rental rate for the smaller rooms ranges between $420 and $640 for the day. Assuming an average of a five-hour event, the hourly rental rate would be $286 for the entire space and between $84 and $128 for the subdivided spaces. Assuming an average of an eight-hour event, the hourly rental rate would be $178 per hour for the entire space and between $53 and $80 per hour for the subdivided space. CU-Boulder averages between 500 and 600 annual events at its facilities. About 10 percent, or 50 to 60 annual events, are non-university organizations. A 2,000 square foot rooftop terrace is also available for rent. The non-university organization rent is $530 ($56 to $106 per hour). Non-profits and private organizations are charged the same rent.

Boulder Public Library Canyon Theatre and Gallery – The Boulder Public Library has two main event venues available for rental. The Canyon Theatre is primarily a performance venue. It seats 205 people and can be rented for $125 per hour for a minimum of three hours. The Canyon Theatre is utilized almost nightly. The second, more relevant, venue is the gallery space that can accommodate 400+ people and is available for $100 per hour with no minimum. Audio-visual equipment is available for $40 per hour. The gallery space is generally rented for receptions once or twice per month.

Boulder Museum of Contemporary Art (BMOCA) – The Boulder Museum of Contemporary Art (BMOCA) is a non-profit art gallery dedicated to providing the public with progressive exhibitions, innovative education programs, and valuable outreach initiatives. The BMOCA has two floors. The second floor is approximately 2,800 square feet and can accommodate up to 150 people. This space is primarily used for smaller groups. The entire two floors (approximately 6,000 sq. ft.) can also be rented for events. Each option can be rented for either a minimum of five hours (three-hour event and one hour for setup and breakdown/cleanup) or eight hours (five-hour event, two hours for setup and one hour for breakdown/cleanup). Hourly rental rates range depending on the day of the week (weekday vs. weekend). There is not a lower rate for non-profits. The low end includes the five-hour option for upstairs on a weeknight for $800 ($160/hour). The high end includes the eight-hour option for the entire building for $2,500 ($312/hour). Most options are for five hours on the weekend. The BMOCA averages about three events per month, depending on the month, with holidays being the most popular. The upstairs can also be rented for group meetings during normal business hours at $125/hour. This generally happens once per month.

Rembrandt Yard – Rembrandt Yard is a private event center located at 1301 Spruce Street in downtown Boulder. Rembrandt Yard offers over 6,500 square feet of gallery space on two floors and serves as home to Open Studios, a Boulder based nonprofit art advocacy organization. Rates vary depending on time and day of rental. Weekday evening rentals for one floor are $1,450 ($207 per hour) for a seven-hour period or $2,050 ($293 per hour) for both floors. Weekend evening rentals for one floor average between $1,850 ($264 per hour) and $3,500 ($500 per hour) and $2,450 ($350 per hour) and $4,100 ($586 per hour). Weekend evening rentals for both floors average between $3,250 ($460 per hour) and $4,900 ($700 per hour). Prices include full assortment of tables and audio-video. During business hours, rates average $125 to $175 per hour for a five-hour minimum. Non-profit discounts are available.

Dairy Center for the Arts – The Dairy Center for the Arts is a non-profit performance and visual arts organization located at 2590 Walnut Street. It has 15 resident programs focused on youths to adults, including the Boulder Ballet, the Boulder Philharmonic, CentreStage Theatre Company, and the Parlando School for the Arts. The Dairy Center has three theater venues (250-

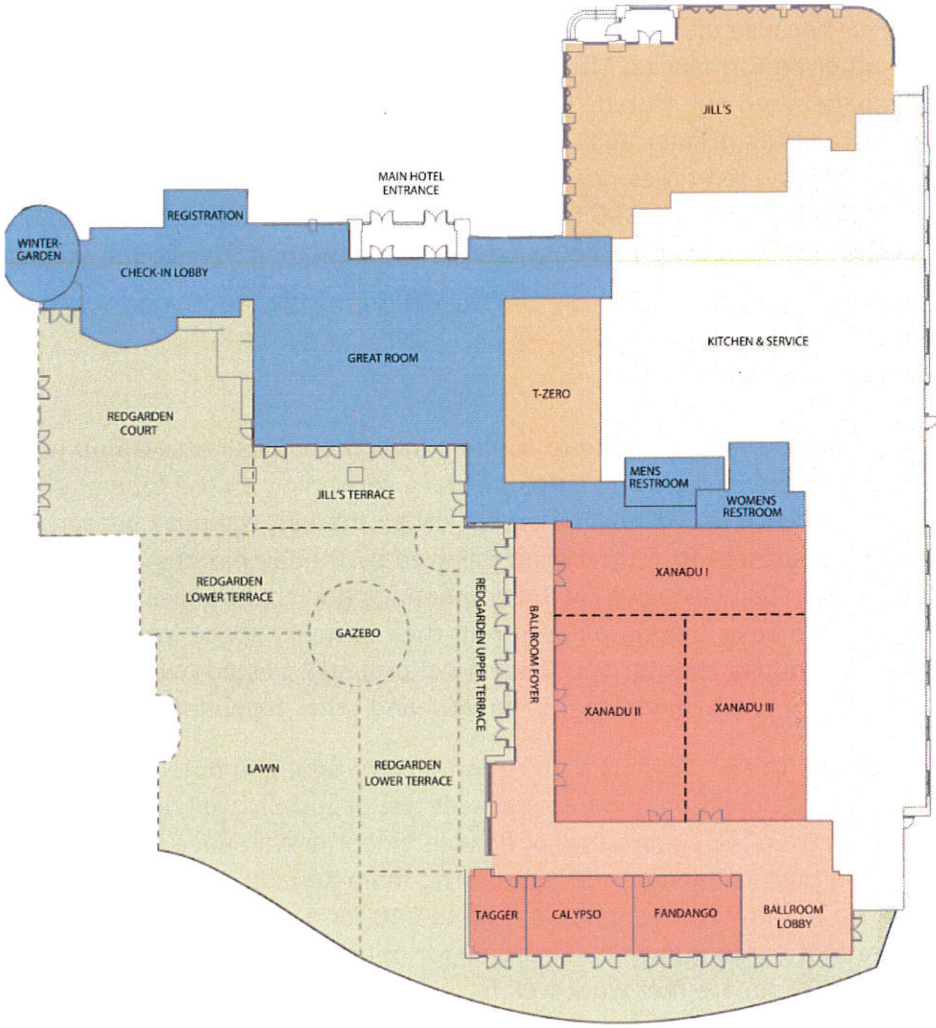
seat, 100-seat, and 80-seat) available for rent, as well as two event spaces. The largest event space is the lobby which has capacity of up to 150 people. This space accommodates fundraisers and receptions; however because of its dual use as the lobby, it has limited ability to be used on the weekends during other performances. The smaller event space is more private and serves as a gallery and exhibit space when not rented. The gallery can accommodate up to 85 people. Because the gallery space offers greater ability for private functions, this space is rented more frequently, or between five and ten times per month. The Dairy Center offers a limited catering kitchen. Rental rates for each space are $95 for private or for-profit organizations and $75 per hour for non-profit users. Each space must be rented for a minimum of four hours, including a two-hour event and one hour each for setup and breakdown/cleanup.

Hotel Venues

Most hotels have meeting and banquet space to support their group business. Group business can be a major or minor component of total hotel business depending on the type of property and setting. In a university town as well as in a typical urban market, the peak season for meetings and other group business is in the spring followed by the fall months. The first priority is to use meeting and event space to serve multiday meetings and conferences taking place at the hotel. On an as available basis, hotels will also rent their banquet space for weddings, reunions, parties, and community events. The three hotel properties listed below have facilities attractive and conducive for holding weddings, banquets, and other receptions.

St Julien Hotel and Spa – The St Julien is a 201-room luxury boutique hotel located at 700 Walnut in Boulder. The hotel's meeting and event spaces are especially well designed for weddings and banquets with 9,708 square feet of flexible indoor event space and 6,810 square feet of outdoor landscaped terrace and garden areas. The main Xanadu ballroom is 4,088 square feet with a capacity of up to 300 for a banquet and up to 240 for a wedding including a dance floor. The 2,400 square foot outdoor lawn is functional for outdoor ceremonies and the three contiguous terraces of 4,400 square feet work well for outdoor receptions.

Figure 2
St. Julien Floor Plan



Boulderado Hotel – The Boulderado is a five-story historic boutique hotel in downtown Boulder located at 2115 13th Street. The 10,000 square feet of meeting and event space can accommodate up to 240 guests. The lavish lobby and balconies are attractive settings for cocktail receptions, as well as informal gatherings.

Marriott Boulder – This 157-room boutique style hotel is located at 26th and Canyon close to the TwentyNinth Street lifestyle center and other retail and commercial uses along 28th Street. The hotel has six event rooms totaling 4,979 square feet. The largest ballroom has 2,418 square foot ballroom with a capacity of approximately 120 for a banquet and 175 for a reception. The Marriott has an average of 150 non-conference events per year, with rental rates ranging from $1,200 to $3,500 per event.

Conclusions

The existing public event spaces surveyed are well utilized. Similarly, Boulder hotels have relatively high demand for local events. The majority of event spaces in Boulder have a capacity of 150 to 200 people. There are few options for events that are larger than 200 people outside the Glenn Miller Ballroom or rental of one of the music theaters in Boulder. An event space that can provide a venue for larger events would likely have demand and is missing in the Boulder market currently. A number of the comparable public hall buildings, including the Flint Farmers' Market, Eastern Market in Washington DC, and the Santa Fe Farmers' Market were also popular venues for private and community events. The event space in the Market Hall should therefore be designed with flexibility to incorporate a range of similar functions that can increase utilization and revenue potential.

The recent had space should therefore be designed to accommodate the following uses and program elements:

Programming

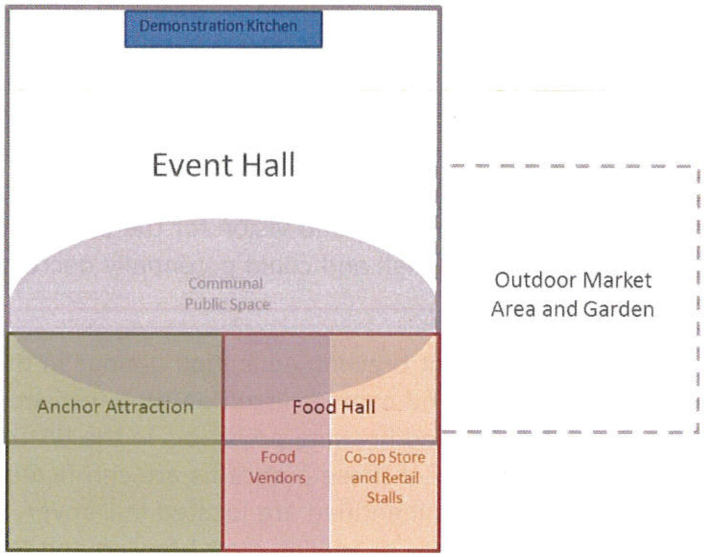
- Farmers' Market vendor space in summer/fall – 2 or 3 days per week
- Winter Farmers' Market – 1 day per week
- Other market style events including night markets
- Banquet and reception hall – maximum capacity seated 500 (banquet seating) (can be designed to partition into smaller space)
- Cooking and food education events/classes
- Health and wellness activities and programs

Specific Elements

- A large open hall, preferably with high or vaulted ceilings and 8,000 to 10,000 square feet in size.
- Large openings to the outside, likely with glass garage doors or a similar treatment, that allows the market hall users to easily transition into the building from the outdoors.
- A large opening(s) to an outside loading/staging area to allow for quick and easy set up and take down of events.
- Demonstration kitchen space of 1,000 to 1,500 square feet designed to allow for demonstrations and educational classes to be performed within the hall. The demonstration space should be attached to a "back of house" prep space with a small component for food storage (dry and cold) that can be used by caterers and for events.

3. BREWERY ANCHOR

Overview



An anchor tenant is critical to the success of the Market Hall, both for generating revenue and to draw in customers on a daily basis. Throughout the feedback process there was strong support for a production-oriented anchor with a customer-facing use. A brewery, distillery, or winery would serve this function while staying true to the local food mission of the Market Hall. This use can also create the opportunity to tie in education – another key component of the Market Hall's mission. Recent trends in craft brewing and distilling, both nationally and in Colorado, indicate that there is likely to be demand among these businesses for this type of space.

Craft Brewing and Distilling in Colorado

Craft brewing and craft distilling are growing industries, both nationally and in Colorado. Colorado has the third-highest number of breweries among states, behind only California and Washington; as of 2015 there were 309 manufacturing brewery and brew pub licenses in Colorado, a 178 percent increase in the number of breweries since 2009. This growth is mostly coming from craft breweries - a 2015 survey of 113 craft brewers found that nearly 78 percent of the companies had formed since 2005. The City of Boulder alone has over 15 craft breweries, with more in the County, indicating an environment conducive to this type of business. Not only are more breweries entering the market, but existing craft breweries are growing. In the same 2015 survey, more than 59 percent of respondents projected growth in excess of 20 percent in 2015, and 56 percent projected that level of growth for 2016.

Craft distilling, while a newer industry than craft brewing, is also growing across the country. There were 24 identifiable craft distilleries in production in 2000; by 2011, that number had increased to 234. According to the American Craft Spirits Association, in 2015 there were 769 craft distillers nationwide. In Colorado, there were no craft distillers in 2000; by 2005 there were 4, and the Colorado Distillers Guild – which not all craft distilleries are members of - currently has 21 members. There are at least 3 craft distilleries in Boulder.

Confluence of Education and Brewing

The Market Hall Working Group suggested the idea of a brewery, distillery, or winery as an anchor use for the Market Hall. As this concept was explored and subsequent meetings were held, the opportunity to incorporate education into the anchor uses was identified. There is the potential to create a combined education/production space around brewing/distilling/vinting. The idea of a partnership with CU, in which the production space is used as a classroom, has been discussed among members of the Working Group and CU faculty. A new program run by CU to provide education on brewing/distilling/wine making is being discussed and the production space in the Market Hall could be the location for this effort. This idea would require CU to be a lessee of the space and to develop a program that would need and use the production space. Only initial discussions have been had and the ultimate viability of this concept is uncertain. The idea, if it can come to fruition, would align perfectly with the mission and vision for the Market Hall. However, it may complicate the operations of the Market Hall and could potentially decrease the revenue that could be generated by the anchor use.

The National Brewers Association has identified prominent brewing education options in the US. The organization has four professional brewing schools and courses listed on their website, none of which are in Colorado. There also 16 university-affiliated brewing programs in the US that the National Brewers Association has identified. The majority of these programs are certificate or short course educational programs. Two of the programs identified are located in Denver. Regis University, located in northwest Denver, offers a certificate in applied craft brewing and Metro State University of Denver offers a bachelor of science degree in brewing or brewpub operations.

- The Metro State program is part of their larger hospitality school and appears to be one of the few bachelor degree programs directly related to brewing. The Metro State program is part of their Department of Hospitality, with brewing operations or brewpub operations as a major focus as part of the larger hospitality degree tracks. The program provides hands on brewing opportunities through a partnership with the Tivoli Brewing Company, which is located in the Tivoli Student Union (originally the Tivoli Brewery).
- The Regis program is a 12 month, part time program with courses in the evenings. Course topics include biology of brewing, chemistry of brewing, business of brewing, and a brewing practicum that is a supervised practical experience at a brewery.

The majority of the other programs in the US have a similar focus as the Colorado programs, which provide a mixture of business and introductory chemistry and biology courses related to brewing. However, there are a few programs that are more oriented towards food and brewing science, including a four year program in fermentation science at Oregon State University.

Needs of Brewers

The size needs of craft brewers vary based on a variety of factors, but they are often able to operate in small spaces – as small as 1,500 square feet. A sample of 10 small, craft breweries in the Boulder and Denver areas had sizes ranging from 1,650 to 5,500 square feet, with an average of close to 3,600 square feet. This includes both production space and a taproom. These businesses can work in smaller spaces, and new breweries often do not want or need larger spaces.

Depending on needs and setup, these businesses may occupy either retail or industrial space. Rents for retail space are generally higher than industrial rents. In the areas immediately surrounding the craft breweries sampled, net rents average around $13 per square foot for retail space and $7 to $10 per square foot for industrial space in Boulder, and $16 to $20 per foot for retail space and $7 to $10 per foot for industrial space in Denver. These numbers indicate that net rents around $15 per square foot would likely be attainable for this type of tenant.

Conclusions

A small brewer, distiller, or vintner would be able to generate traffic and revenue for the Market Hall while staying true to the mission of the facility. There are a few potential approaches to this element, two of which have been identified to further explore.

Potential Programming Approaches

Single tenant brewer, distiller, or vintner – In this option a single brewer, distiller, or vintner would lease the space, responsible for managing the tasting room and producing beer/spirits/wine on site. Guiding parameters for the type of operator would need to be developed to match with the mission of the Market Hall (potential parameters include: established or new business, primary or secondary location of business, amount of production on site, the incorporation of local ingredients, and others).

Benefits of this approach are that it has the highest revenue potential, would be easiest to manage, and easiest to attract a high quality tenant. Potential negatives would be the potential for competition with Pearl Street establishments, lack of uniqueness, and lack of educational component and/or alignment with mission.

Tap House/Tasting Room with education oriented production space – In this option, there would be two components with a varying degree of relationship. A tasting room would be managed and operated by an entity and supplied by some beer/spirits/wine produced in the Market Hall but supplemented by beer/spirits/wine from Boulder/Boulder County (or broader to include all Colorado). The production space would be a separate entity that could be an incubation space for new brewers allowing aspiring brewers to produce beer on site and sell in the tap room to build a following. Another option would be for a partnership with CU where the production space is used as a classroom for a new program run by CU to provide education on brewing/distilling/wine making. This option would require CU to be a lessee of the space and to develop a program that would need and use the production space. This concept was identified by members of the Working Group and initial discussions with some faculty at CU have occurred with Working Group members.

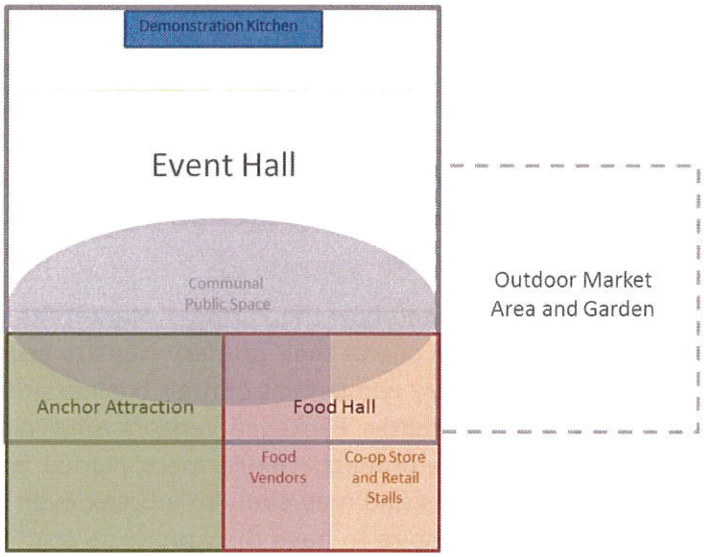
Benefits to this approach are the ability to build in new business incubation and/or education into the market hall. The negatives are that this concept could produce less revenue and would be more difficult to develop into a viable enterprise, which would add complications to an element that likely needs to produce revenue for the overall Hall's viability.

Specific Elements

- Location and entrance visible from Canyon and 13th Street.
- Connectivity with larger hall with seating into a portion of the large hall accessible to patrons of food vendors.
- Access from both the hall and the street.
- 4,000 – 6,000 square feet total – production space of 2,000 – 3,000 square feet and tasting room of 2,000 – 3,000 square feet (includes portion shared with large hall).

4. *Permanent Retail Stalls*

Overview



Permanent retail stalls for the Market Hall include a year-round space for a Farmers' Market Co-op store, and the potential for three additional retail spaces. An assessment of the demand for permanent retail stalls within the Market Hall is provided in this section. The analysis evaluates the performance of the existing market vendors, the demand for fresh foods, an inventory of food stores within Boulder, and assessment of demand for permanent vendors based on outreach efforts performed for this study.

Permanent retail space provides the opportunity for both 7 day/week functionality and revenue generation. While concerns were raised during the feedback process about competition with existing retailers, there are a number of ways to incorporate permanent retail into the Market Hall while complementing the natural foods retailers already in the area.

Farmers' Market Vendor Analysis

The Boulder County Famers' Market operates in Boulder two days a week, Saturday and Wednesday. Saturday is by far the largest of the two days, with an average of 77 vendors and a high of 87. The Wednesday market has an average of 42 vendors. The Wednesday market also operates during the afternoon and evening (as opposed to during the day on Saturday) and is more often affected by inclement weather. In 2015, the Saturday market saw nearly 200,000 visitors and the Wednesday market nearly 50,000.

There are three types of vendors at the farmer's market; producer, packaged, and prepared foods. Producer vendors are farmers or ranchers. Packaged vendors are vendors with value-add products such as coffee beans, baked goods, or salsa. Prepared vendors sell prepared food products that are intended for consumption on-site. The number of vendors per type varies depending on the day of the market and time of year. Producer vendors vary the most, but are always the most prevalent vendor type at any market. Producers make up 40 to 45 percent of vendors at the market on average. Packaged vendors make up approximately 35 percent of vendors, and prepared vendors are 20 to 25 percent of the vendors on any given market day.

Producer vendors have the highest average sales of all vendors and account for over half of the gross sales at the market. The average sales for producer vendors are three times higher for a Saturday market compared to the Wednesday market. Packaged vendors account for approximately a quarter of gross sales for the market and have the lowest average sales per vendor. Prepared vendors contribute 20 percent of the gross sales at the market but have higher average sales per vendor than the packaged vendors.

The Saturday market is a significant regional attraction and the vendor numbers and sales confirm this. The Wednesday market is less of an attraction and serves a smaller trade area, as evidence by the visitation numbers. The performance of the Wednesday market vendors is a good proxy for the demand for permanent vendors at the Market Hall. The average sales per vendor at Wednesday are approximately 1/3 of the Saturday market. The average sales per visitor, however, only drop by 30 to 35 percent. Producer sales on Wednesday markets are substantially less than Saturday markets but they still account for the majority of sales at the market. The packaged vendors have the largest decrease in sales levels on Wednesday markets. Prepared vendors notice a drop in average sales per vendor, but the sales per visitor for prepared vendors actually increases on Wednesday markets.

Outreach efforts to various vendors at the Market illustrated how the Farmers' Market fits within their larger business model. For producers, the market is one of their primary ways to sell their products and the Farmers' Market will always be a primary component of their business model. For packaged vendors, the Farmers' Market is used differently. Packaged vendors are typically selling a limited number of products, sometimes only one product. The Farmers' Market is a way for these vendors to gain exposure to potential customers and may even be a break even endeavor for some. Ultimately, many of these vendors aspire to have their products sold in a variety of stores, therefore the Farmers' Market is more about building a brand and name recognition than it is actual sales. This may not be true for all packaged vendors, but is representative of how the market is used for different purposes.

The analysis of the performance of the Farmers' Market vendors indicates three findings that will impact the potential vendors that can be accommodated in the Market Hall.

- There appears to be demand for producer vendors throughout the Farmer's Market season and these vendors are the primary draw.
- Sales for packaged vendors are significantly impacted by overall visitation to the market and vendors of this type in the Market Hall will likely struggle without regular traffic generated by other uses.
- Prepared vendors appear to have steady demand even with decreased visitation and appear to be a distinct, yet complementary, attraction for Wednesday markets.

The Farmers' Market vendors that appear the most in demand for a permanent space within the Market Hall are likely those in the producer or prepared categories. There may be packaged vendors that perform well at markets and may be successful in the Market Hall, but they may not have the same destination attributes as vendors in the other categories. For these vendors, the ability to participate in a shared retail space is likely to be more of a draw than an independent outlet. The concept of a Farmers' Market Co-op store is viable way to allow vendors to sell products on non-market days, but not require them to provide staffing. In addition, many vendors mentioned that having the farmer, rancher, or business owner at the booth increased sales because their in-depth knowledge can help sell the product. A component of the Farmers' Market store could be to have vendors participate and aid in running the store, which adds the "co-op" component to the store.

Fresh Food Demand Analysis

Permanent retail stalls within the Market Hall should fit the mission and vision for the facility. To fit this mission, potential retailers mostly likely fall into two categories 1) a retailer selling food products made for consumption that are grown or produced locally, or 2) a retailer selling products produced locally made from plant or food by-products. The vast majority of retailers in these categories will primarily sell products that can be bought in grocery stores, natural foods markets, and/or specialty food stores. The estimated demand for sales for retailers that fit this general store category was assessed, as well as demand in other traditional store categories.

The Boulder County Farmers' Market serves a large trade area for its Saturday market. This trade area, defined as the geography where the majority of patrons come from, for a Saturday Market is likely as big, if not bigger, than Boulder County. The Wednesday Market, as evidenced by the drop in average sales at the existing Farmers' Market, is likely smaller but still citywide. Retailers at the Market Hall will serve an even smaller trade area. A typical grocery store serves a two mile trade area, and it is likely that everyday retailers in the Market Hall will serve a similar or even smaller trade area.

Within a two mile radius of the proposed Market Hall site, there are 60,000 residents and 24,000 households. To estimate demand from this trade area, the average household income is multiplied by the total households to estimate total person income (TPI) of the trade area. A typical Colorado household spends approximately 35 percent of its income annually on retail goods. The average percent of income spent by retail store category is shown in **Table 4**. Supermarkets and other grocery/food stores capture about 7 percent of an average household's annual income. The estimated demand for grocery and food store sales from the trade area is $114.4 million. Using an average sales per square foot of $400, the estimated demand for grocery store space from the trade area is 286,000 square feet. As a point of reference, a typical traditional grocery store such as Kings Sooper's or Safeway average approximately $25 to $35 million in sales annually and are typically 50,000 to 60,000 square feet in size.

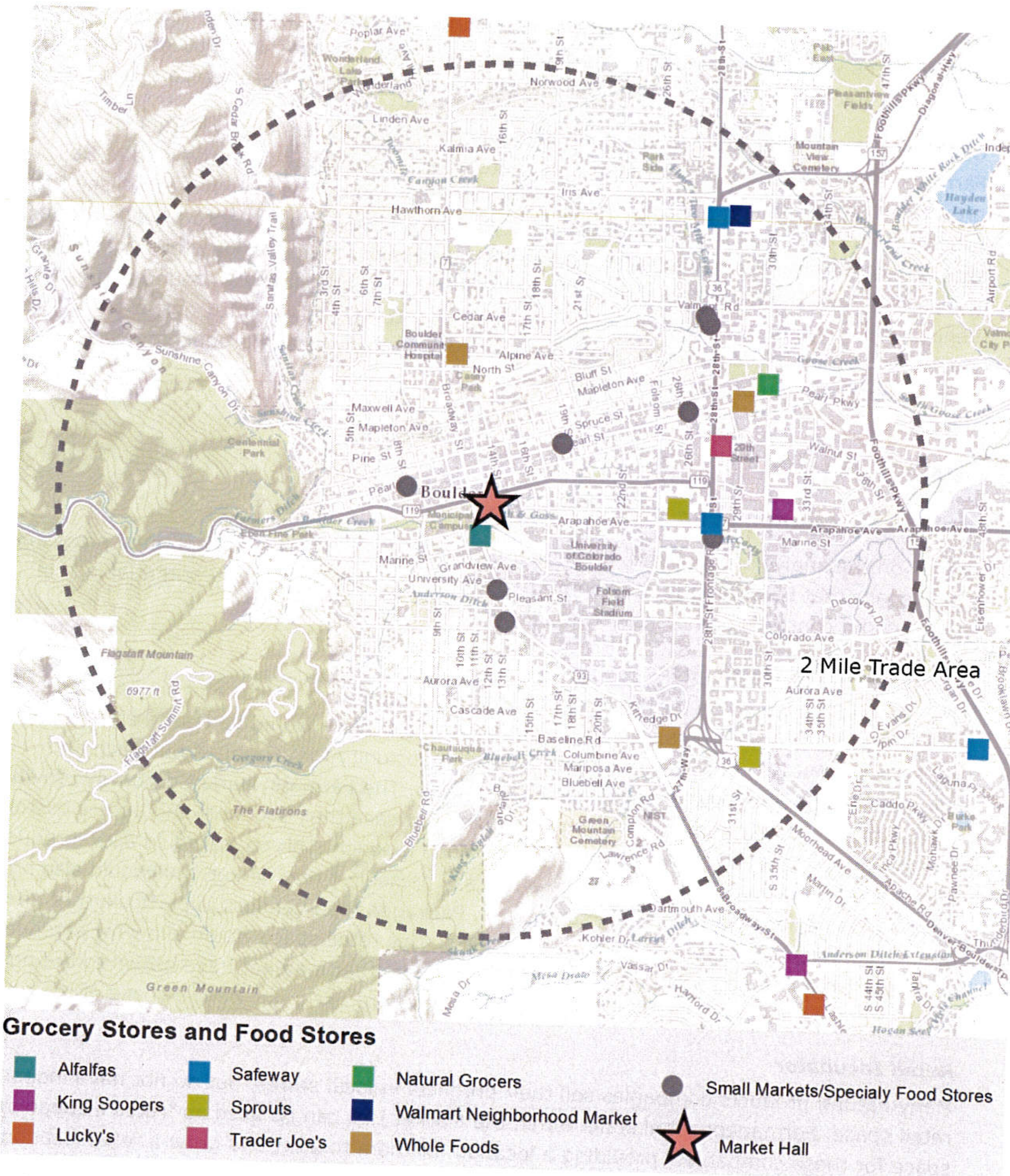
Table 4
Market Hall Everyday Trade Area Retail Demand

Store Type	Retail Sales % of Total (2012)	Expenditure Potential ($000s)	Avg. Sales Per Sq. Ft.	Supportable Square Feet
Total Personal Income (TPI), Market Hall Trade Area	**100%**	**$1,653,856**		
Convenience Goods				
Supermarkets and Other Grocery Stores	6.9%	$114,434	$400	286,000
Convenience Stores (incl. Gas Stations)[1]	2.0%	$32,734	$400	82,000
Beer, Wine, & Liquor Stores	1.1%	$17,808	$300	59,000
Health and Personal Care	1.7%	$27,546	$400	69,000
Total Convenience Goods	**11.6%**	**$192,522**		**496,000**
Shopper's Goods				
General Merchandise				
Traditional Department Stores	0.5%	$8,388	$250	34,000
Discount Department Stores and Other	1.3%	$21,500	$350	61,000
Warehouse Clubs & Supercenters	5.4%	$89,008	$500	178,000
Subtotal	**7.2%**	**$119,078**		**273,000**
Other Shopper's Goods				
Clothing & Accessories	2.2%	$35,604	$350	102,000
Furniture & Home Furnishings	1.2%	$19,483	$250	78,000
Electronics & Appliances	1.1%	$17,638	$500	35,000
Sporting Goods, Hobby, Book, & Music Stores	1.3%	$20,854	$350	60,000
Miscellaneous Retail	1.3%	$21,343	$250	85,000
Subtotal	**7.1%**	**$117,424**		**360,000**
Total Shopper's Goods	**14.3%**	**$235,949**		**633,000**
Eating and Drinking	**6.1%**	**$100,714**	$350	**288,000**
Building Material & Garden	**3.2%**	**$52,923**		**157,000**
Total Retail Goods	**35.2%**	**$582,108**		**2,207,000**

Source: 2012 Census of Retail Trade; Economic & Planning Systems
H:\153086-Boulder Market Hall Feasibility\Models\[153086-Market Hall TPI Model.xlsm]2-Exp Pot

An inventory of food stores that might be competitive with a permanent food-oriented retailer in the Market Hall was created to assess how well served the local trade area for the Market Hall is. **Figure 3** shows grocery stores, smaller markets, and specialty food stores that are within the two mile trade area of the Market Hall. There are 12 grocery stores within two miles of the Market Hall location, the majority of which are located along 28th Street. In addition, there are at least eight other specialty food/small markets within the trade area. Much of the retail within Boulder is centralized along 28th Street or Pearl Street. As a result, many of these stores serve trade areas that extend to the eastern and western borders of the City.

Figure 3
Competitive Food Stores



Based on this assessment of existing stores and estimated demand, Boulder and the two mile trade area around the Market Hall is well served by food stores. A good portion of these retailers are also natural food oriented. It is likely these stores carry many of the products that could be sold in stores within the Market Hall that fall within its local food mission. Potential stores within the Market Hall would likely be in competition with at least some of these retailers identified above.

One exception to this potential competition would be if the retailers in the Market Hall are Farmers' Market vendors who have matured into a permanent space and the Market Hall provides them the opportunity to sell products that they can't provide within established, chain grocers. Thus the Market Hall can give vendors an affordable opportunity to provide products that cannot get into the mainstream market. This approach provides a way for local farmers and ranchers to take the next step and build a demand for their products year round and provide a venue for selling products outside a farmers' market setting or directly to consumers. Customers particularly enjoy the experience of buying directly from farmers and producers, which is a big part of the attraction of a public market.

Conclusions

Retail Programming and Tenant Options

Based on the analysis completed, these four elements were identified as potential programs for retail space that fit within the mission of the Market Hall and address the potential lack of demand and concerns of increased competition from existing retailers.

Farmers' Market Retail Space

One retail space would be for the Farmers' Market to have a co-op store or similar type of space for vendors to offer products all week, year-round. This space would be leased and operated by the Farmers' Market, and could also provide the opportunity for continued outreach and education – key components of the Market's mission. The Farmers' Market currently provides a unique space for new and growing companies to showcase their products and access customers, and the co-op store can expand that to a year-round function. This space would allow producers to sell their products without needing to be physically present at the market, and would also provide more exposure for packaged foods companies. Packaged food vendors in particular are often at the market for product exposure more than sales. This retail space would allow for extended customer exposure and sales opportunities for vendors that may not have grown to the point where they are selling in large retailers and cannot afford or do not want a space of their own.

Retail Incubator

Many natural products companies sell their products in local stores, but do not have independent retail space. Permanent retail stalls within the Market Hall can be used as "retail incubation" space for these companies, providing a location for them to start and grow a retail location. This space could also be used by existing retailers to try a new concept at a small scale.

When companies have "graduated" out of the incubation space, they may move on to Pearl Street or other retail districts in the city. This is particularly important given the difficulties retailers are facing on Pearl Street, as rising rents are forcing some to leave. This space would not directly compete with existing retailers, but rather serve as a first step for companies that are growing.

Natural Foods Retailers

There are many natural products companies in Boulder and the surrounding area. Naturally Boulder, an organization founded in 2005 that serves as a voice for the natural products industry, has approximately 1,000 members. The organization is central to the industry in Boulder, offering education, networking, and mentoring for the natural products community.

These 1,000 organizations may not currently have a retail outlet or may have limited retail exposure, and are a pool of potential tenants for this space. The retail space in the Market Hall can be used to feature these companies, either permanently or on a rotating basis. The space can be used by a single company or as a shared retail space, for multiple local natural products to be featured.

Other Food Retailers

Retail space has the potential to drive both revenue and customer traffic, however this space may not be feasible for many retailers. Costs will likely be too high for packaged food companies that are just starting out, but tenants such as bakers, butchers, and cheesemakers are likely to be able to occupy this space. These types of tenants are mostly commonly found in the comparable markets, still fulfill the mission of the market, and can provide a week-long attraction that complements the other tenants and uses.

Recommended Approach

A permanent retail space should be provided for a Farmers' Market Co-op store. The Co-op store is envisioned as a permanent retail space to provide the Farmers' Market with an outlet to sell Farmers' Market vendor products year-round on a daily basis, and as a way to provide continued outreach and education. This space is presumed to be leased and operated by the Farmers' Market, but other approaches may be explored.

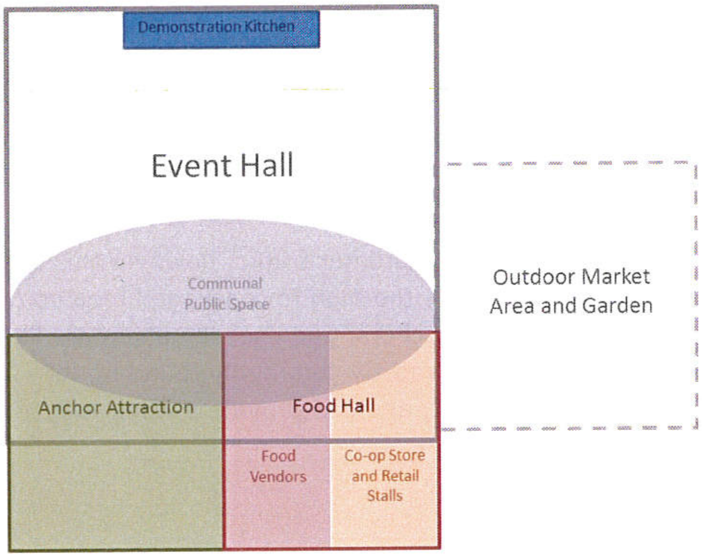
The Market Hall could have three additional retail permanent stalls for complementary food businesses such as a butcher, baker, and cheese maker. If not used for permanent retail, these stalls could potentially be used as retail incubation spaces that allow for pop-up stores and/or new retailers to test concepts. These stalls would be specifically open to businesses within the natural products industry.

Specific Elements

- Farmers' Market Co-op store of 1,000 to 1,500 square feet.
- 3 stalls of approximately 800 square feet each.
- Entrance from street separate from entrances to the large hall, as well as internal access.
- Likely shared access and entrance with the Food Hall to provide potential audience without having to draw in customers.

5. FOOD HALL

Overview



The food vendors proposed would be co-located in a food hall setting within the Market Hall building. This chapter provides an assessment of the viability of including a food hall concept within Boulder's Market Hall. An overview of the emergence of gourmet food vendors is provided, as well as an assessment of the prepared food vendors at the Boulder County Farmers' Market, and examples of the emerging private market and food hall trend in the US and Colorado.

The emergence of small scale, gourmet prepared food vendors is a growing trend nationally. This trend is partly an evolution out of food courts and street food carts that provide cheap, easy food options in shopping mall and office park environments. This type of vendor has transitioned to more gourmet food trucks and food carts that are not only in dense employment areas, but also serving as stand-alone destinations. The food truck or cart is a cheaper and more flexible way for aspiring chefs and restauranteurs to enter the market. These food trucks and food carts have become more prevalent in recent years and located in a wide variety of settings including at major events (beer festivals, music festivals, and farmers' markets).

Many of these vendors have increasingly come together and co-located on certain days and times to create a larger collection of food vendor options. This co-locating strategy has turned into a major destination and/or event. Food truck vendors in Denver created a "Justice League of Street Food" group that held large street food parties that attracted hundreds of attendees. The City of Denver has also capitalized on this trend to help activate their Civic Center Park. Civic Center Eats is a twice weekly gathering of food truck vendors in Civic Center Park during the lunch time hours during the summer months. Now in its 11th year, Civic Center Eats is a wildly popular gathering that has helped increase usage of Civic Center Park.

The success of the food trucks events has led to more permanent opportunities for these types of vendors, but they are more often locating in permanent venues that are similar to their casual food truck meet ups. There is an emerging food hall trend where collectives of small prepared food vendors are housed in one location around a common, shared space. These food halls are often part of a larger, market hall type setting.

National Market and Food Halls

Private market and food halls are becoming more prevalent within the US. Modeled after the traditional market halls found in Europe and in the US, these markets are private enterprises with many of the same aims as public markets halls. These halls, whether they have a mixture of vendor types or are completely prepared food driven, have common attributes that drive their appeal and feasibility. These common attributes include:

- The use of common seating area and amenities.
- Flexible vendor sizes and configurations.
- A variety of options for visitors (vendors/retailers/restaurants) to drive mutually beneficial traffic.
- A mission to create a sense of community and place which is used to set them apart from more traditional retail stores and restaurants and hopes to serve as a community gathering place.

There are several examples nationally that illustrate this growing trend. Two examples are described below to show the variety of types and configurations.

Eataly

Modeled after a concept started in 2007 in Italy, Eataly in New York City near Madison Square Park was opened in 2010. Eataly was spearheaded by chef and TV personality Mario Batali. The 50,000 square foot market is dubbed by its creators as a grocery store with tasting rooms. The concept, focused on Italian food and wine, mixes a traditional market/ grocery store with a restaurant or multiple restaurants all under one roof. The market is mixture of fresh food and produce, packaged goods, and food vendors (the tasting component) all managed and operated by one entity. The single management and ownership is unlike a traditional market hall.

Krog Street Market

Dubbed as a "epicurean epicenter", the Krog Street Market is a 30,000 square foot market and food hall in the Inman Park neighborhood of Atlanta. The market includes five restaurants and a variety of smaller prepared food vendors and merchants including a florist, cheesemaker, butcher, bakery, and other similar tenants. The success of this market and other similar concepts in Atlanta has spurred the growth of similar markets and food halls.

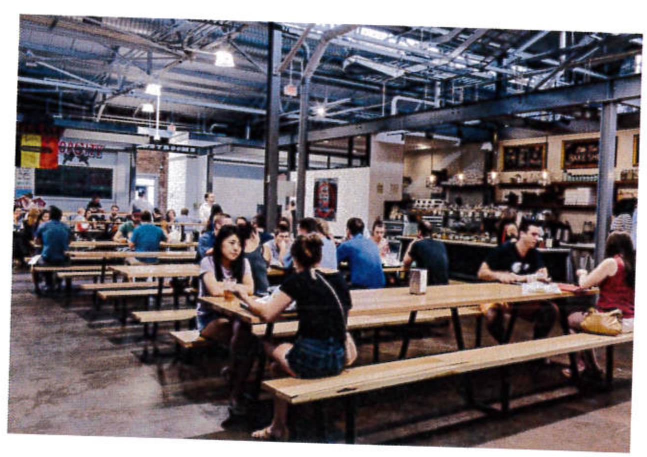
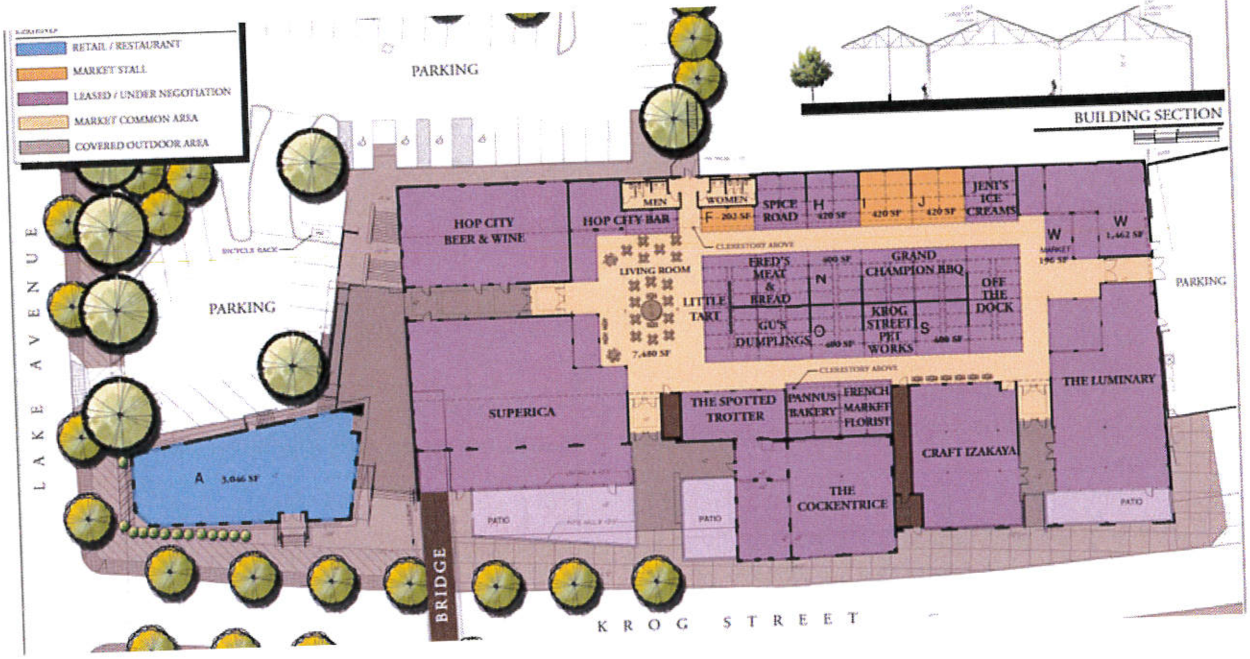


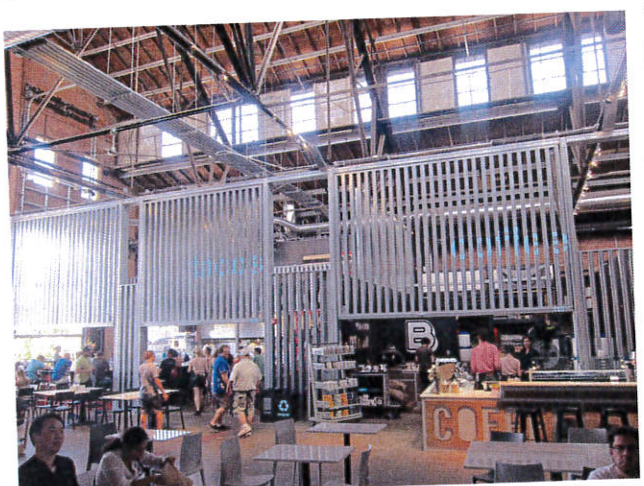
Figure 4
Krog Street Market Floor Plan



Local Food Halls

The market and food hall trend has emerged in Denver with a handful of halls recently opened or under construction. Unlike the national examples described above, some of the halls locally are completely food focused and for some, specifically prepared food focused. Below are four examples of private market and food halls open or under construction in the Denver metro area. These examples provide a blueprint for the vendor mix, sizing, and structure that Boulder could replicate for portions of the Market Hall program.

The Source



The Source is an artisan food market in the RiNo neighborhood on the edge of downtown Denver. The Source is located in a 26,000 square foot former foundry built in the 1880's. The vision of the developers was to create a collective of food artisans and retailers that offer a variety of goods and services that can drive visitation throughout the day. The Source has two full service restaurants (approximately 3,000 square feet each), a bakery, coffee shop, flower shop, wine shop, tap house, cheese and specialty food store, and a central cocktail bar. The shops and restaurants line the large common space with the cocktail bar in the middle. Retailer stalls range from 600 to 2,000 square feet with garage doors that roll up when the stores open and close to lock in the space while they are closed. The 5,000 square foot tap house was originally planned to be a tasting room and brewing space for Crooked Stave Brewery, but brewing logistics issues prevented actual brewing from taking place on site. The Source also has a small collection of office users on mezzanine level above the vendor stalls. The office spaces are home to a bank, photography studio, a food oriented non-profit, art gallery and design firm.

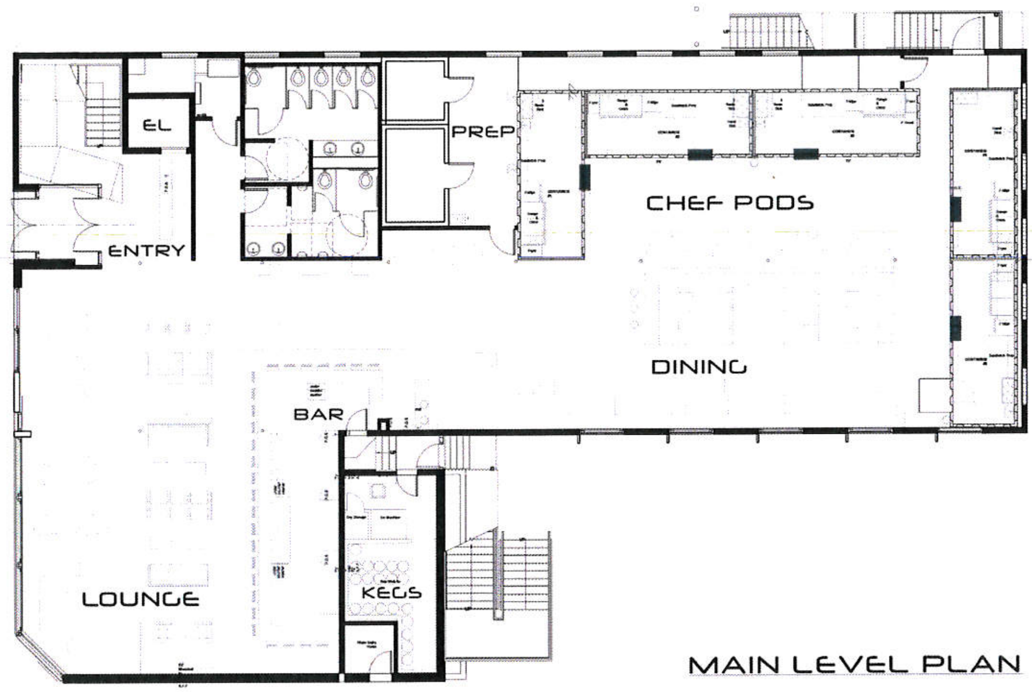
The success of The Source has led its developers to create a plan for a boutique hotel to be built adjacent to The Source. The hotel is planned to have a brewery space for New Belgium Brewery, based in Fort Collins. New Belgium will use the brewery and tasting room as the location of their pilot brewing program. The pilot program is a way for New Belgium to test new beers and concepts before they are produced at larger quantities in Fort Collins. This type of tenant and concept could be good fit as the anchor use to the Boulder Market Hall. The City could identify a Boulder based brewer wanting a presence in downtown Boulder to manage a similar concept.

Avanti Food and Beverage

Avanti Food and Beverage is a food hall that opened in Denver's LoHi neighborhood in 2015. Avanti is essentially a modern, upscale food court. Avanti is a collection of eight separate prepared food vendors split between two floors and centered on common dining space with an adjoining bar. The developers think of Avanti as the answer to the question of "where should we go to eat?" The concept is to serve as a restaurant incubator as Avanti offers aspiring chefs the opportunity to test concepts at substantially lower cost than opening a new restaurant.

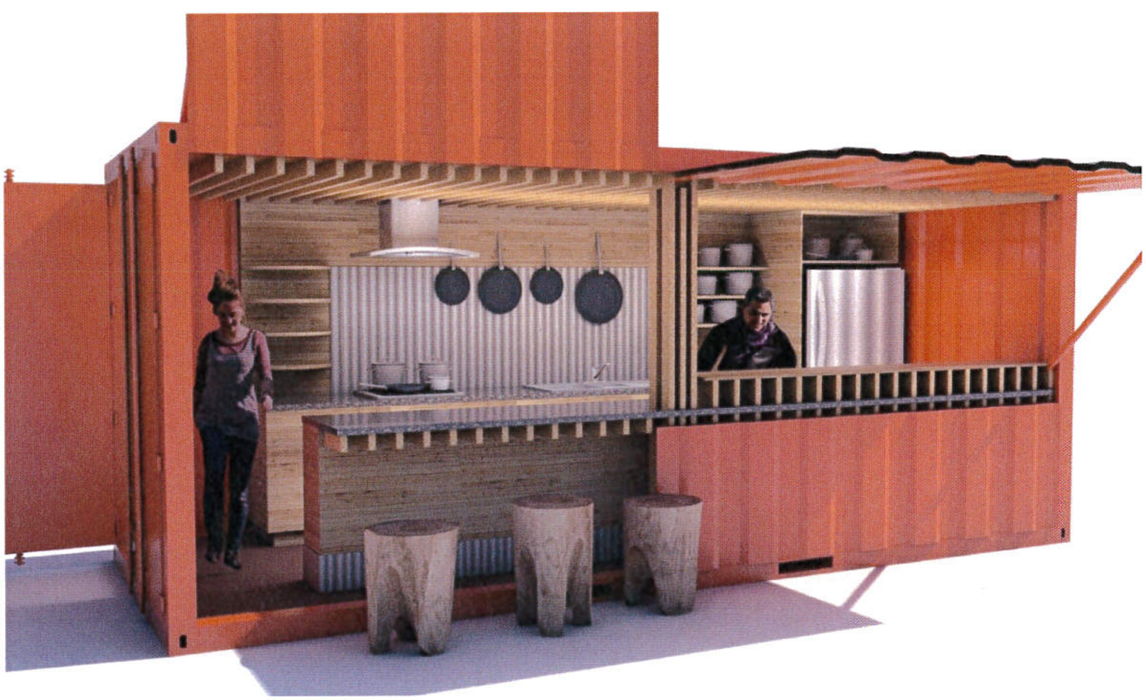
The vendors are located in a series of "chef pods," repurposed shipping containers that total about 160 square feet each. Each pod is equipped with cooking ranges, flat grills, press tables, storage and refrigeration. As well, there is a common food prep, dishwashing and storage area shared by all of the vendors. The vendors pay in upfront investment fee of $10,000 to $15,000 and then pay flat monthly rental fee and contribute a small percent of sales. The leases are initially planned to be short, one to two years, in order to create turnover and hopefully grow the vendors into permanent restaurants elsewhere. The management entity also provides mentoring and business plan aid to vendors to help them grow their concept.

Figure 5
Avanti Food and Beverage Floor Plan



Source: Meridian 105 Architecture, Archdaily.com

Figure 6
Avanti Food and Beverage Chef Pod



Central Market in RiNo

Central Market is a 12,000 square foot market hall type enterprise that is under construction in Denver's RiNo neighborhood. The market is planned to have 12 tenants including a coffee shop, creamery, two restaurants, chocolate shop, bakery, fish market, butcher, and other food vendors. The market tenants are being curated by Jeff Osaka, a Denver area chef and restaurant owner. The vendor stalls at Central Market are planned to range from 250 to 1,400 square feet.

Stanley Marketplace

Stanley Marketplace is a massive, 140,000 square foot market and event hall. It is located on the southern edge of the Stapleton redevelopment in northeast Denver. The Stanley is located in a repurposed industrial building that was used to manufacture ejector seats. It is planned to have 50 local businesses located within it, as well as a variety of event spaces. Six large concept restaurants and 10 other smaller food vendors are among the 50 tenants, including sister locations for several local restaurant chains including Denver Biscuit Company and Comida. A brewery and separate beer garden restaurant are also planned. Additional uses include a day care, three different fitness concepts, eight boutique retailers, office space, a wine making concept, salon, and barber shop.

Farmers' Market Prepared Food Vendors

The Boulder County Farmers' Market is a mixture of three vendor types; producers (farmers and ranchers), packaged (value add food products), and prepared (food prepared to be consumed on-site). This third group, prepared, ranges from 8 to 15 vendors and on average about 20 percent of the total sales of a typical Saturday market. There are 14 prepared food vendors at an average Saturday market and an average of 11 vendors at a Wednesday market. The number of producer and packaged vendors on a given market day vary by a much greater amount. Prepared food vendors, on average, account for about 20 percent of sales on a Saturday market and over 30 percent on Wednesday market. The average sales per vendor for all three types of vendors drops dramatically for a Wednesday market from the Saturday market, as Wednesday sales are about a third of Saturday sales. However, prepared vendors actually see an increase in sales per visitor on Wednesday market days compared to Saturday markets. For the other vendor types, average sales per visitor drop by almost half. The Boulder County Farmers' Market has a waiting list for prepared vendors. A growing trend for markets is prepared vendors pushing out and/or taking the space from traditional farmers' market vendors, as they are able to afford higher lease/stall fees and have a more consistent demand.

The prepared food vendors appear to have a consistent level of demand from visitors regardless of market day. Obviously, the more visitors the better the sales for vendors, but the strong sales performance on Wednesday markets, relative to the other vendor types, demonstrates that there is a demand for prepared vendors that is not driven completely by people seeking fresh foods. While the fresh foods sold by producer vendors is obviously the primary reason people visit the market, the stronger sales from these vendors (most in total sales, sales per vendor and sales per visitor of the three type) shows that there is set of visitors to the market that spend their money primarily on prepared foods. The Boulder County Farmers' Market limits the number of prepared food vendors to ensure ample space for other vendor types, which more directly align with their mission. Expanding the opportunity for the prepared food vendors is an opportunity to accommodate demand from vendors for space at the market that the BCFM would prefer to keep for producer and packaged vendors. As well, these vendors generate a consistent demand year round that can help drive traffic to the Market Hall on multiple days of the week and still remain complementary to the Farmers' Market on market days. The outreach efforts for this project also identified that additional prepared food vendors were seen as less of threat to surrounding businesses than other permanent vendors, as the restaurants in and around Pearl Street are performing well and in many cases target a different price point and provide a different type of food experience.

Conclusions

Given demand and the mission of the Market Hall, prepared food vendors are a good fit as tenants of the building. There is growing demand for communal restaurant experiences. A Food Hall can capitalize on this demand and provide a more affordable, permanent space for aspiring chefs to grow within Boulder. The Food Hall concept would work well in this type of space, and provide both revenue and customer traffic throughout the week.

Specific Elements

- 6 - 8 vendor stalls of approximately 200 square feet each.
- Back of house common area for shared prep, food storage, supplies, dish cleaning, and maintenance.
- Common dining area with tables and chairs, with shared access from tasting room within/adjoining the large hall.
- Entrance from street separate from entrances to the large hall, as well as internal access.

6. *FINANCIAL ANALYSIS*

Overview

This section of the report presents preliminary Market Hall utilization forecasts and estimated operating costs and revenues. EPS first estimated the number of community and private events that could potentially be accommodated in the event hall based on availability, given its primary commitment to expanded Farmers' Market functions. Total Market Hall revenues were then estimated based on competitive lease rates for the permanent tenants and average rental rates for events by type. Operating costs were estimated based on staffing and operations levels at comparable facilities.

Lease Rates

Downtown and citywide lease rates for office and retail space were tabulated from Co-Star data. In 2015, average triple net retail lease rates in downtown Boulder were $35.69 per square foot, which was 45 percent higher than the citywide average of $24.58 as shown in **Table 5.** These rates provide a benchmark for calculation of lease rates for permanent retail uses within the market hall as further detailed below.

Table 5
Boulder Retail Space, 2015

Description	Rentable Building Area (RBA)	NNN Rent Overall	Vacancy Rate (%)
City of Boulder	6,379,000	$24.58	1.7%
Downtown	868,452	$35.69	1.7%

Source: CoStar; Economic & Planning Systems
H:\153086-Boulder Market Hall Feasibility\Data\[153086- City and Downtown Retail.xlsx]Table- City Downtown Comparison

The market hall is also recommended to include a limited amount of office space. Co-Star office lease rates for the City are shown in **Table 6** below. The average base lease rate in the city is $19.47 per square foot, but is 50 percent higher in downtown at $29.20 per square foot as shown. There is demand for office space in Boulder, particularly in the Downtown area. Vacancy rates are low at 3.3 percent indicating that office space within the Market Hall can generate revenue for the building.

Table 6
Boulder Office Space, 2015

Description	Rentable Building Area (RBA)	Office Base Rent Overall	Vacancy Rate (%)
City of Boulder	10,477,071	$19.47	5.2%
Downtown	711,520	$29.20	3.3%

Source: CoStar; Economic & Planning Systems

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Utilization Forecasts

The event hall is recommended to be a multi-use space whose primary purpose is to provide a location for a year-round Farmers' Market including an expansion of the existing outdoor market in the summer season and a smaller indoor venue for a winter season market. The Farmers' Market is estimated to rent the hall for 86 days per year. This includes two days per week for the current 34 week outdoor market season (Wednesday and Saturday), assuming a Wednesday season extended to the length of the Saturday season, and one day per week for the 18 week winter season, as shown in **Table 7**.

Table 7
Event Space Utilization and Revenue Estimates

Function Type	# of Functions	Rental Rate	Hall Revenues
Farmers' Market			
Farmers' Market - Regular Season	68	$100	$6,800
Farmers' Market - Winter Season	18	$100	$1,800
Private			
Private Functions	50	$3,000	$150,000
Community			
Community/Non-Profit Functions	24	$1,000	$24,000
Kitchen Only			
Kitchen Use	24	$500	$12,000
Total All Functions	**184**	**---**	**$194,600**

Source: Economic & Planning Systems

H:\153086-Boulder Market Hall Feasibility\Models\[153086- Budget Model.xls]Function Forecast

The Farmers' Market is expected to pay a nominal rate of $100 per day for each day it uses the event hall, or $6,800 for the summer season and $1,800 for the winter season for a total of $8,600 as shown.

When not used for Farmers' Market activity, the hall is planned to be available for community, education, or private events which are largely expected to be weddings and other banquets and receptions utilizing the hall and outdoor patio. The greatest demand for the hall is expected to be for weekend nights in the summer and early fall and again on weekends during the holiday season from Thanksgiving until New Years. Conservatively, this is estimated to generate 50 private events per year at a supportable rental rate of $3,000 per night (assuming a 4 hour rental period), generating $150,000 per year.

Based on the comparable market halls, the building would also be used on a less frequent basis, and largely during the week, for community and non-profit events which are estimated at two times per month or a total of 24 events per year. These users would be most related to the food and education mission of the Market Hall. A reduced rental rate of $1,000 per event is assumed for the non-profit and community uses, generating $24,000 per year.

Private and community events renting the event hall would hire their own caterer and use the demonstration kitchen for this purpose. At other times, the demonstration kitchen would be available for rental for cooking classes and educational food demonstration events. With a conservative figure of two times per month for these events, additional revenue of $12,000 per year would be available.

Market Hall Revenues

Market Hall revenues will be derived from commercial leases of space for the permanent tenants in addition to the event revenue described above. The lease assumptions by type of space are described below and summarized in **Table 8.**

Table 8
Market Hall Annual Revenue Estimates

Revenue	Alternative 1 #/Size	Alternative 1 Rate	Alternative 1 Amount	Alternative 2 #/Size	Alternative 2 Rate	Alternative 2 Amount
Lease Space						
Anchor Tenant	4,000 Ft	$22 per sq ft	$88,000	6,000 Ft	$22 per sq ft	$132,000
Food Vendors	6 Stalls	$20,000 per stall	$120,000	8 Stalls	$20,000 per stall	$160,000
Farmers' Market Co-op	1,000 Ft	$15 per sq ft	$15,000	1,500 Ft	$15 per sq ft	$22,500
Permanent Retail	0 Stalls	$20,000 per stall	$0	3 Stalls	$20,000 per stall	$60,000
Office Space	2,500 Ft	$25 per sq ft	$62,500	5,000 Ft	$25 per sq ft	$125,000
Subtotal			**$285,500**			**$499,500**
Hall Rentals						
Farmers' Market	86 Days	$100 per day	$8,600	86 Days	$100 per day	$8,600
Private Events	50 per year	$3,000 per event	$150,000	50 per year	$3,000 per event	$150,000
Community/Non-Profit Events	24 per year	$1,000 per event	$24,000	24 per year	$1,000 per event	$24,000
Kitchen Rentals	24 per year	$500 per event	$12,000	24 per year	$500 per event	$12,000
Subtotal			**$194,600**			**$194,600**
Total Revenue			**$480,100**			**$694,100**

Source: Economic & Planning Systems

H:\153086-Boulder Market Hall Feasibility\Models\[153086-Budget Model.xls]Revenue

Market Hall Revenue

Anchor Tenant – The brewery, distillery, or winery anchor is programmed for 4,000 to 6,000 square feet including production and sales space. The supportable gross lease rate is estimated at $22 per square foot, based on a survey of other brewery lease rates in the Boulder and Denver markets and a premium associated with a location generating additional business from the adjacent food vendors and market hall activity. The space is provided below downtown retail rents to be attractive to a new or unique business and not as a location for a branch for a well-established existing business. This tenant would generate $88,000 per year in lease revenues under Alternative 1 and $132,000 per year under Alternative 2 as shown.

Food Vendors – The permanent food vendors are small food truck type operations that provide a variety of food options in a food hall adjacent to the anchor bar. A critical mass of 6 to 8 vendors is assumed in the two alternative program options as shown. The lease rate of $20,000 per stall is based on a 10 percent lease on estimated annual gross sales of $200,000 per vendor resulting in a total of $120,000 per year for Alternative 1 and $160,000 for Alternative 2.

Farmers' Co-op Store – The Boulder County Farmers' Market is programmed to operate a year-round store selling the prepared food products of Farmers' Market vendors and other Boulder area food producers. The store would be 1,000 square feet in Alternative 1 and 1,500 square feet in Alternative 2 and would pay a subsidized gross rent of $15 per square foot. The restrictions on what the store would sell are expected to result in below average sales per square foot and hence the need to provide a lease rate at below market prices.

Permanent Retail Vendors – The Market Hall program has an optional element in Alternative 2 of three additional permanent food tenants – a retail incubator, a shared natural foods retail space, or vendors such as a butcher, baker, and cheese producer. The lease revenues are programmed similar to the food vendors to encourage the inclusion of new entrepreneurial businesses which would not be in direct competition with existing area retailers. The additional three tenants at $20,000 per business would generate $60,000 per year in Alternative 2.

Office Space – The recommended development program includes 2,500 square feet of office space in Alternative 1, primarily for the Farmers' Market to be located in the hall building to be fully integrated into the market and educational components of the project. At a subsidized gross rate of $25 per square foot this space would generate $62,500 per year. Alternative 2 has an additional 2,500 square feet of space that is assumed to be leased to a similar non-profit tenant at the same rate, generating $125,000 in annual income as shown.

Total annual revenues are estimated at just over $480,000 for Alternative 1 and nearly $695,000 for Alternative 2 as shown.

Operating Costs

Annual ongoing operating costs include personnel to manage the hall, education and programming expenses, and common area maintenance costs including utilities, security, and maintenance. The operating staff requirements for the hall were derived from existing halls and other market hall feasibility studies, and are shown in **Table 9**.

Table 9
Market Hall Annual Staffing Expenditure Estimates

	FTE	Annual Salary	# of Emp.	Total
Salary				
Executive Director	1.00	$80,000	1.0	$80,000
Event and Marketing Manager	1.00	$55,000	1.0	$55,000
Clerical	0.50	$40,000	0.5	$20,000
Maintenance	2.00	$40,000	2.0	$80,000
Security	0.50	$40,000	0.5	$20,000
Salary Total				**$255,000**
Benefits				
Full-Time Benefits (% of Salaries)		30%		$64,500
Part-Time Benefits (% of Salaries)		15%		$6,000
Benefits Total				**$70,500**
Total Salary and Benefits				**$325,500**

Source: Economic & Planning Systems

H:\153086-Boulder Market Hall Feasibility\Models\[153086- Budget Model.xls]Staffing

The market hall is estimated to require 5.0 FTE including a full-time executive director, full-time event and marketing manager, half-time bookkeeper, two full-time maintenance staff, and a half time security person. Total annual salaries are estimated at $255,000 with an additional $70,500 in benefits resulting in total personnel costs of $325,500 as shown.

Expenses – A key operating assumption for the Market Hall is that it is intended to provide a strong educational component to promote healthy food and living. An estimated $50,000 to $75,000 per year is therefore included for this activity. Other operating expenses for the market hall include facility expenses such as garbage removal, maintenance and repairs, supplies and utilities, as well as office costs, legal and professional services, and insurance. Costs were derived from existing market halls and other feasibility studies, and are summarized in **Table 10**.

Table 10
Market Hall Annual Total Expense Estimates

Expenses	Factor Method	Factor	Alt. 1 19,200 SqFt	Alt. 2 29,500 SqFt
Personnel Expenses				
Payroll Expense	---	---	$255,000	$255,000
Employee Benefits	---	---	$70,500	$70,500
Subtotal			**$325,500**	**$325,500**
Operating Expenses				
Education/Programming	---	---	$50,000	$75,000
Office	Cost per Sq. Ft.	$0.55	$10,560	$16,225
Legal/Professional	Cost per Sq. Ft.	$0.25	$4,800	$7,375
Insurance	Cost per Sq. Ft.	$0.55	$10,560	$16,225
Garbage	Cost per Sq. Ft.	$0.65	$12,480	$19,175
Facility Maintenance / Repairs	Cost per Sq. Ft.	$0.85	$16,320	$25,075
Facility Supplies	Cost per Sq. Ft.	$0.45	$8,640	$13,275
Utilities	Cost per Sq. Ft.	$3.00	$57,600	$88,500
Subtotal			**$170,960**	**$260,850**
Total Expenses			**$496,460**	**$586,350**

Source: Economic & Planning Systems

H:\153086-Boulder Market Hall Feasibility\Models\[153086- Budget Model.xls]Expend

Operating Expenses and Revenues

Based on these estimations, the market hall is projected to have a net deficit of approximately $16,000 under Alternative 1, and a net revenue of close to $108,000 under Alternative 2, as shown in **Table 11**. Based on the scope of the planning numbers used, these projections can both be considered approximately break-even operations. The income projections presented in this report are for a stabilized year; occupancy and rental income will not be 100 percent in the first few years, which will likely result in operating losses.

Table 11
Stabilized Revenues and Expenses

Net Revenue	Alternative 1	Alternative 2
Revenue		
Retail Rent	$223,000	$374,500
Office Rent	$62,500	$125,000
Hall Rentals	$194,600	$194,600
Total Income	**$480,100**	**$694,100**
Expense		
Payroll Expense	$255,000	$255,000
Employee Benefits	$70,500	$70,500
Education/Programming	$50,000	$75,000
Office	$10,560	$16,225
Legal/Professional	$4,800	$7,375
Insurance	$10,560	$16,225
Garbage	$12,480	$19,175
Facility Maintenance / Repairs	$16,320	$25,075
Facility Supplies	$8,640	$13,275
Utilities	$57,600	$88,500
Total Expenses	**$496,460**	**$586,350**
Net Revenue	**($16,360)**	**$107,750**

Source: Economic & Planning Systems

H:\153086-Boulder Market Hall Feasibility\Models\[153086- Budget Model.xls]Market Hall Proposed Budget

Conclusions

The Market Hall is approximately a break-even operation in a stabilized year. Alternative 1 is projected to have a moderate deficit; the additional elements in Alternative 2 provide both more attraction for customers and visitors, as well as additional revenue. The revenue generated by Alternative 2 is not substantial enough to contribute to towards the capital construction costs of the facility and should be used for on-going purpose. To build the Market Hall, a variety of alternative funding sources will be needed.

7. *Management and Ownership*

Overview

Historically, public markets were often started and managed by cities, but today most cities are getting out of the market business and supporting other management models to keep their public markets fresh, relevant and more efficiently operated.

There are range of options for the development and management of a public market. In the past, the most prevalent form of public market was one that was publicly owned and operated by the City. As food production and distribution systems changed, many of the historic markets went into decline and most closed. Of the historic markets that remain, most are still owned by the City but operated by nonprofit corporations with strong community and stakeholder representation.

Some public markets are still owned and operated by the City. But an encouraging shift has seen many cities transfer management and stewardship of their market to not for profit corporations who are more effective at fulfilling the potential of public markets as centerpieces to grow their local economy and food communities. Simultaneously, cities are once again establishing new public markets with management by a not for profit corporation as the most preferred option.

The establishment of Boulder's public market is part of an ongoing evolution with deep roots in the community from pioneering open space legislation to the still-growing Boulder County Farmers' Market and the myriad successes of Boulder's natural food entrepreneurs. New partners, such as those from the academic and health/wellness communities are increasingly interested in collaborating and they can bring additional energy and assets to broaden the impacts of this evolution.

The following recommendations outline a collaborative approach for the development, implementation and ongoing management of Boulder's Public Market:

Building Ownership

Recommendation – City of Boulder

Public markets are valued civic amenities that operate in public spaces and serve public goals. It is entirely appropriate that the City of Boulder continue to own the property and lease it to a nonprofit corporation. The terms of the agreement would be spelled out in a Lease and Services document. It is also recommended that the market open debt free and aim to be operationally self-sustaining. Fundraising would be a joint effort of the City and the nonprofit corporation.

As owner of the property, the City would be able to establish the lease and operating terms that best guarantee the goals of the market. In effect, the not for profit would be fulfilling the wishes of the public expressed through an operating agreement, or lease, with the City. This way the City gets the public market it wants and is unburdened from the full, ongoing responsibility.

The public market should raise all of its capital and start-up costs, as the market should not be expected to carry debt, but ought to contribute any operating surplus into a capital reserve fund or to implement additional public programs. While there are no dedicated public funding sources for public market capital costs, the many new markets that are opening indicate ample funds are competitively available and markets are increasingly seen as a good public investment. Many funders who might not give money to a City are more willing to give money to public market projects that are run by dedicated not for profit management.

The City would never be out of the loop – it can remain an influential partner and best guarantor of the public interests by establishing the foundations of what Boulder's public market should be. The City can also decide what ongoing roles and responsibilities it would have and formalize them as part of the lease agreement.

Management

Recommendation – Community based independent nonprofit corporation

Developing and managing a public market requires dedicated management, committed to fulfilling Boulder's public goals as well as being fiscally responsible.

The spectrum of management in public market's today consists of the City, nonprofit corporations and to a lesser extent private corporations. Cities are getting out of the market management business and in most cases turning over this responsibility to nonprofit corporations. Privately operated 'public' markets are rare, however the new 'food halls', tenanted with the more profitable prepared food vendors, are being developed by for profit businesses.

A not for profit corporation is best suited to take on the development and operating challenges of a public market in Boulder, especially because of its ability to fundraise, create partnerships and deliver positive outcomes to build the health of the community, increase local food security and continue fostering the local food and agricultural economies.

The Board of the nonprofit should be community based and may include members from the City of Boulder and the Market Hall Working Group. The number of board seats typically range from six or seven members to over twenty, so there is a lot of latitude and examples that have worked well. This is a decision best made by the City and Market Hall Working Group. The board should not be seen as over dominated by any group and should be comprised of seats that best serve the market goals.

The responsibility of managing a public market obviously involves the rigors of normal property management. In addition to this base responsibility are perhaps the two most important jobs – leasing and promotion. If you get the right tenants and position the market as a desirable and useful public place of gathering and commerce – the market will be on solid ground. A successful public market is hardly just about a nice building – it is the overall experience that both reflects and surpasses people's expectations that will make it a cherished institution for the long haul.

Two of the most important jobs for management are:

Tenant Recruitment – There are a variety of leasehold options that will appeal to a wide audience of potential tenants from small scale, experimental startups to seasoned entrepreneurs. The faces behind the stalls need to reflect the community – the market should be seen as a place of opportunity for anyone willing to work within the public goals that build community health and the local food economy. The outreach for leasing needs to run concurrently with the project's development and it is essential that this responsibility is prioritized. Often, the manager or director of the market takes on this task. Establishing the right mix of products and people is an alchemical process one that creates a whole larger, much larger than the individual pieces. As the market should be set up as a nonprofit corporation, leasing decisions can be based on what will make the market a strong community asset and fulfill the public goals rather than what would make the most money.

Promotions – Most markets do not have large amounts in their budgets for advertising and marketing. The answer to this challenge is to magnify the effectiveness of limited funds through promotions that generate publicity, social media and word of mouth. The tenants should be very involved in the promotions and collaborate with management both during the inception and execution.

As a rule, any kind of promotion is making the market customer a better market customer. As there is always a desire to do more in this category, it would be advisable to work side by side with the tenants to establish this budget on an annual basis. Advertising and marketing costs are essentially passed through as an operating expense. Ergo, if the tenants want to promote more they will understand their financial obligation and agree up front about what is the best approach.

Additionally, a nonprofit corporation is best able to achieve following:

Operational Objectives

- Set high standards of fairness, maintenance and integrity
- Run Boulder's Public Market efficiently and cost-effectively
- Grow the Market, Reinvest in the Market

Public Objectives

- Coordinate public and private interests
- Sustain the Market as a public gathering place

District and Community Development Objectives

- Leverage the Market as a catalyst for the Civic Area
- Establish partnerships and collaborations

Next Steps and Implementation Strategy

This report outlines the basic feasibility, concept and development process for a public market – yet, there is still much to be done. The City should continue in its role as convener of the process to build understanding and support for the market. Prior to addressing any proposed development timeline, the City should initiate a more robust public engagement to understand how a public market can best play out in Boulder as follows:

- Refine Program, Mission
- Cultivate Partnerships and Sponsors
- Continue discussions with potential tenants
- Refine the business plan
- Understand the financial/fundraising obligations
- Explore City and nonprofit partnership

Once a focused consensus emerges, the following series of events and next steps can begin:

- Create working design concept
- Outline a draft business plan
- Establish the Not for Profit Corporation

The Not for Profit Corporation would hire an executive director. The Executive Director could be hired earlier and could help with any or all of the initial tasks. Funding would need to be raised for this position. It may be a good investment to have a paid, dedicated person to oversee and drive this process. The next steps for the newly formed organization would be to:

- Hire additional staff
- Complete Development and Implementation Plan
- Negotiate a Lease and Service Agreement with City of Boulder
- Hire architect and complete market design
- Set and approve budgets for the project's development
- Set and approve budget for ongoing market operations
- Set Timeline
- Enlist program partnerships and sponsors
- Continue Fundraising
- Tenant Outreach, Leasing and Coordination
- Oversee construction
- Open and operate the public market project

Funding Strategy and Sources

Today, new public markets are being developed with creative combinations of federal, state, and local funding. The City of Boulder in partnership with the nonprofit public market has the opportunity to jointly build a broad base of support to make this proposed project.

Even the so called biggest or best markets in the country have been and continue to be recipients of public funds. In fact, the citizens of Seattle recently approved nearly $70 million in a voter referendum to pay for a complete overhaul of their beloved Pike Place Market's infrastructure including seismic upgrades.

The true success of a market is not measured by its cash flow – it is the catalytic role they play in creating valued places, strengthening the local economy and building community that is their greatest asset. There is a long list of 'benefits' – jobs, social gathering place, cultural asset, nutrition, wellness, etc. – that are worth more than money.

Recommendations

- The proposed Boulder Public Market should raise all development, start-up and capital costs (and any projected operating shortfalls) and not use cash flow as a financing method.
- Operational sustainability should be the goal, with any surplus used to further support the mission and/or establish a capital reserve fund.

Sources

Today, markets are drawing on a wide array of funding sources from federal, state and local sources as well as from foundations, corporations, sponsors, individuals and partnerships. While there are precious few allocated dollars for markets – there are competitive and active sources of funding. The following sources have provided funding for public markets in recent years:

Economic Development Administration (Department of Commerce)

Apply directly to appropriate EDA regional office to discuss proposals and obtain additional information. The EDA has recently awarded grants to markets up to $1,000,000. Information is also on the web at: www.doc.gov/eda

USDA

The USDA has been providing more and more grants for markets, from planning new markets, fixing up old ones and helping establish community based food programs. A central part of their mission is, of course, to help farmers and the County's commitment to farming and ranching and the continuing growth of the Boulder County Farmers Market will add strength to any request. The USDA website for market funding opportunities is:
http://www.ams.usda.gov/farmersmarkets/Consortium/FMCResourceGuide.pdf

Department of Health and Human Services

HHS has provided grants to market projects for predevelopment planning and also for construction through the following programs:

- Community Food and Nutrition Program (Office of Community Services, OCS)
- Community Economic Development (CED)

OCS and HHS are more apt to fund lower income communities, so this may be a challenging 'ask' for Boulder.

Colorado Fresh Food Financing Fund

Colorado Fresh Food Financing Fund (CO4F) improves access to healthy food in underserved Colorado communities by financing grocery stores and other forms of healthy food retail. The seed funding for CO4F comes from The Colorado Health Foundation, which developed this initiative based on research on food access barriers in Colorado communities and national Fresh Food Financing best practices. CO4F is partnering with the Colorado Enterprise Fund (CEF) to finance small and innovative fresh food concepts. The Colorado Housing and Finance Authority (CHFA) serves as the fund administrator and manages the allocation of grants and loans. The CO4F offers both loans and grants. CO4F financing uses include:

- Business start-up and expansion costs
- Opening a new store
- Keeping a store open under new ownership
- New or upgraded equipment and displays
- Land assembly
- Developing an innovative business concept

The program is aimed at helping increase access to healthy foods to underserved areas. Boulder and the Civic Area likely does not meet this definition but could explore this program. The funding of the Market Hall may be seen as an innovative business concept that could be replicated elsewhere in the state. This program has also struggled to find viable projects to fund so maybe be looking for creative endeavors to help.

Partnerships and Sponsors

One of the most promising trends in markets today is the emerging interest of sponsors whose missions overlap with the public market.

Synergies with the health and wellness sector are proving to be particularly effective. For instance, in Flint MI a pediatric health clinic collocated with the public market as a way to connect the dots with our choices about food, eating and personal health.

The broader environmental community is another potential sponsor group that naturally fits in with the market. At the new Public Market in Boston, a conservation group sponsors the annual programming of 'The Kitchen at Boston Public Market'. From their website:

> "The Kitchen is a gathering place for all to share and learn about the healthy bounty of Massachusetts. It is the center of community education, programming and interaction, featuring engaging workshops, programs, tours and events that are relevant and accessible to the Boston community."

Opportunities for capital funding and ongoing operating support can be explored with potential sponsors and partners.

Other sources that have historically supported markets:

- Community Development Block Grants (for capital grants)
- Federal, State, County or City direct Appropriation
- State Cultural Resource Funds
- State Trust Funds or other special purpose state funds
- Catholic Campaign for Human Development
- Local and national foundations
- Local corporations and individuals
- Fundraisers

Many markets have had successful fundraisers (dinners, tastings, raffles, etc.) with some raising over six figures. Fundraisers have been successfully organized to build capital support as well an ongoing support once the market is open. Some markets also have "Friends of the Market" volunteers who lead annual fundraising efforts.

Interim Strategy Option

While the planning process continues, it would be useful to do some fun, low-cost experiments that will help inform the feel of the overall project – i.e. start a night market, do pop-markets and work with potential public market vendors to test their products and hone their concepts:

- It is important to build enthusiasm for the project from potential vendors and customers – and participatory activities are more apt to enlist positive support than a planning process.
- This experiential approach will connect people, grow the market culture and provide learning opportunities. Going 'live' now will add credibility, publicity and momentum.
- It will take some initial funding, but not very much, and may be appealing to any number of funders – who would like to see the market come alive sooner than later.

Appendices

CITY OF BOULDER
MEMORANDUM

TO: Downtown Management Commission
Environmental Advisory Board
Human Relations Commission
Library Commission
Open Space Board of Trustees
Parks & Recreation Advisory Board
Planning Board
Transportation Advisory Board
Water Resources Advisory Board

FROM: Greg Guibert, Chief Resilience Officer.
Mary Ann Weideman, Deputy City Manager
Casey Earp, Assistant City Manager I

DATE: April 27, 2016

SUBJECT: **City of Boulder Resilience Strategy – Full draft for public comment period**

PURPOSE

The purpose of this memo is to provide select boards and commissions the draft of the City of Boulder's Resilience Strategy and receive feedback.

QUESTIONS FOR THE BOARDS AND COMMISSIONS

1. **Is anything important missing from the draft strategy?**
2. **Are there proposed actions that the board feels aligns well with their strategic roadmap?**

BACKGROUND

100 Resilient Cities (100RC) is a global network pioneered by the Rockefeller Foundation to help cities around the world become more resilient to the physical, social, and economic challenges that are a growing part of the 21st century. Boulder joined the network as part of its first wave in 2013 and through its participation, is committed to demonstrating leadership in resilience as well as take advantage of the resources and opportunities it presents.

100RC supports the adoption and incorporation of a view of resilience that includes not just the shocks – floods, wildfires, violence, and other acute events – but also the stresses that weaken the fabric of a city on a day to day or cyclical basis, such as economic hardship or social inequality. By addressing both the shocks and the stresses in a holistic manner, a city becomes more able to respond to adverse events, and is better able to deliver basic functions in both good times and bad, to all populations.

The 100RC program supports resilience building activities at the city level along four pathways:

- Financial support for the creation of a new position in the government who will lead the effort, the Chief Resilience Officer (CRO)
- Technical and logistical support for the development of a resilience strategy that will serve as the city's roadmap to resilience activities and priorities
- Access to tools and specialized partnerships to help developed a sophisticated understanding the city's risks, assets, weaknesses, and opportunities and how they interlink in unanticipated ways
- Inclusion into a network of 99 other cities from which best practices, innovation, and peer-to-peer learning can advance the practice of resilience globally.

The objective of the City Resilience Strategy is to provide a roadmap for building resilience in the city. The strategy should trigger action, investment, and support within city government and from outside groups. Rather than a static road map, the resilience strategy should be a living document to be continuously fine-tuned as priorities are addressed and initiatives get implemented.

NEXT STEPS

Boards & Commissions	Meeting Date
Downtown Management Commission	5/2/2016
Environmental Advisory Board	5/4/2016
Library Commission	5/4/2016
Transportation Advisory Board	5/9/2016
Open Space Board of Trustees	5/11/2016
Planning Board	5/12/2016
Human Relations Commission	5/16/2016
Water Resources Advisory Board	5/16/2016
Parks & Recreation Advisory Board	5/23/2016

5/20: End of Public Comment Period
7/26: City Council Study Session
End of August: Final Strategy submitted for final adoption

APPENDIX

A. City of Boulder Resilience Strategy

CITY OF BOULDER

RESILIENCE STRATEGY

DRAFT FOR PUBLIC COMMENT
APRIL 2016 www.ResilientBoulder.com

PIONEERED BY THE ROCKEFELLER FOUNDATION
100 RESILIENT CITIES

VISION

Building on a legacy of frontier innovation, Boulder will cultivate a creative spirit to adapt to and thrive in a changing climate, economy, and society.

RESILIENT BOULDER

AND 100 RESILIENT CITIES (100RC)

MICHAEL BERKOWITZ
President of 100 Resilient Cities - Pioneered by The Rockefeller Foundation.

From its early history as a frontier town fueled by the discovery of gold in the middle of the 19th Century, Boulder has consistently served as a destination for individuals defined by their pioneering spirit. Boulder has originated some of the most progressive policies in the United States in a variety of areas. Its long history of preserving open space and its bold climate action plans and programs are just a few examples.

The launch of Boulder's first resilience strategy is a continuation of that legacy -- complementing your history of sustainability work and establishing Boulder at the vanguard of the urban resilience revolution that will define our time. This strategy takes a comprehensive and honest view of Boulder's resilience challenges and opportunities. It outlines a path forward for the city to confront not just its most obvious shocks, like flash flooding or wildfires, but also the chronic stresses, such as the need for affordable housing, integrated regional planning, and strong, cohesive communities, which exacerbate those shocks and impact the city over the long term.

None of this could have been accomplished without the stalwart support and vision of the Mayor, Suzanne Jones, City Manager, Jane Brautigam and the Boulder City Council. We also extend our thanks to Boulder's exceptional Chief Resilience Officer, Greg Guibert. Greg led a tremendous effort over the course of the past year of robust research, extensive community outreach, and thoughtful planning in order to make this strategy come to fruition.

What makes Boulder's strategy a leading example for our international network of member cities is the way in which it integrates world-class solutions from our platform of partners, while also highlighting the various city-to-city connections Boulder has facilitated through the 100RC network. Boulder has hosted resilience delegations from Da Nang, Vietnam around climate change mitigation efforts, and will do so again, with another 100 Resilient Cities partner, Wellington, New Zealand around a community based resilience outreach program, in the coming months.

Going forward, we know that this bold vision will strengthen your work to make Boulder a more resilient city for the entire community. As you begin to implement the various initiatives outlined in this strategy, I am confident that Boulder will continue to honor its history as an urban innovator, and begin to export the lessons we learn together to cities across the 100RC network and beyond. My congratulations to you all, on behalf of the entire 100 Resilient Cities team. We look forward to partnering with Boulder on its resilience journey for many years to come.

Dear neighbors,

We are delighted to present Boulder's Resilience Strategy, a document that reflects approaches our community will be taking as we work to strengthen our preparedness for – and ability to respond to – future challenges. These approaches build on what we already know works in our highly engaged community, as well as best practices we have learned about as one of the inaugural cities participating in the 100 Resilient Cities program. We are so appreciative of the opportunity to work with 100RC and the cohort of other cities in the program, and want to acknowledge their leadership in this crucial endeavor.

You will notice that each of the strategic focus areas in our Resilience Strategy is defined by verbs. This is by design. We know that the best way to make Boulder more resilient in the face of stress is to act – to act now, to act strategically and with appropriate coordination, and to act together. And as you can see, there is an exciting group of initiatives underway under each of these focus areas.

In exploring what it means to be a "resilient" community, this resultant strategy recognizes the importance of broadening our understanding of potential future stresses. We know from recent experiences that wildfires and floods are very real dangers in Boulder. But this plan covers so much more. How can Boulder leverage the emerging risk of the Emerald Ash Borer beetle, for example, to make our forestry systems and practices stronger? How can we strengthen the social fabric of our neighborhoods and provide more support to particularly vulnerable populations so they can withstand potential economic downturns more effectively? How can the city work with the business community to ensure that they have plans in place to recover quickly after disruptions?

As you read through this strategy document, we hope you will feel the same pride we do for our community. Many of you have played a role in the creation of this framework. You've participated in forums and learning opportunities. You've engaged in dialogue with our Chief Resilience Officer Greg Guibert. And you've provided input that has helped us understand our community's priorities. We are so grateful for this kind of support and engagement. Our people and our sense of community continue to be among our greatest assets as we work toward the shared goal of strengthening Boulder and implementing the many terrific programs outlined in this plan. Let's work together to make Boulder the very best – and strongest – it can be!

Sincerely,

Suzanne Jones
Mayor

Jane Brautigam
City Manager

TABLE OF CONTENTS

RESILIENT BOULDER


1
CHALLENGE

BOULDER has a long history of planning today for the challenges of tomorrow, creating innovative solutions, and undertaking successful resilience-building activities and projects. From its 40+ year legacy of open space preservation, to pioneering commitments to climate action goals, the community has supported some of the most progressive resilience activities in the country for decades, even before we saw them as building Boulder's resilience.

In order to mobilize the resources and community support necessary to significantly increase social, economic and ecological resilience, we must have a compelling vision of the future that allows us to adapt and thrive in the face of disruption. Tapping into the community's forward-thinking civic and planning culture, the goal is to weave resilience into the day-to-day life and functions of community and government. This strategy knits those activities together and presents new actions to address gaps and weaknesses discovered through a community-wide assessment to create an integrated, strategic, and intentional approach to building resilience. The actions included here are immediately implementable activities that take advantage of partnerships and resources offered by the 100 Resilient Cities network. They build off of a long and fruitful legacy in Boulder's community and intend to bring new resources and perspectives to existing ones.

An Unpredictable Future

Like many cities and communities across the country and around the world, Boulder is adjusting to a "new normal," where the effects of climate change are becoming increasingly apparent. And like residents of other cities that have recently experienced a severe natural disaster, many of us understandably perceive resilience as preparing for the kinds of events that are magnified by climate change. But shocks are not limited to natural hazards or the effects of climate change. A hyper-connected economy and the ability for pests and diseases to circle the globe with unprecedented speed, for example, mean the community is confronting a host of challenges that can strike at little notice and have severe, unknowable repercussions.

Boulder's complex topography and natural climate variability make it difficult, and sometimes impossible, to predict when and how often extreme events may occur. Flash flooding, for example, does not follow the boundaries of established flood maps, a lesson learned through the adversity of the 2013 floods. Flash floods may inundate neighborhoods and roads with little advance notice, impacting locations that may not have experienced flooding in the past.

At the same time, increasing global temperatures exacerbate many of these hazards. The 2011 National Academies of Science assessment indicates that a one-degree Celsius rise in temperature would increase fire incidence probabilities by over 600 percent. Rising temperatures also increase the length of drought cycles, which intensify flood, fire risks and create additional risks for Boulder's water supply. These dry conditions have in turn exacerbated insect, exotic weed, and disease threats in the flora and fauna communities. These complex climate and ecological connections show the tight linkages between Boulder's risks and complicate solutions to any single problem, necessitating a holistic approach.

Multiple independent measurements confirm widespread warming in the western United States. In Colorado, temperatures increased by approximately 2°F between 1977 and 2006.

- COLORADO CLIMATE PLAN

Interlinked Hazards

Boulder's natural hazards are tightly linked, necessitating a comprehensive and integrated approach to risk mitigation. Droughts stress the city's ecosystems, helping accelerate the damage of pests to forests, thereby increasing the fuel for wildfires, and consequently denuding slopes and increasing flash flooding risk. But this cycle itself is not linear; each event builds on another and sets the stage for even more complex interactions. Therefore, to address these interlinked hazards, activities and programs must be well coordinated, using a systemic approach to reduce multiple risks at the same time and prepare communities to handle disruptions of any kind.

UNDERLYING STRESSES

Resilience is not only about disaster preparedness and extreme events. It is about addressing the chronic stresses on a fundamental level that weaken the fabric of a city on a day-to-day or cyclical basis. By focusing on both shocks and stresses together, Boulder becomes more able to respond to challenging events and is more likely to thrive as a happy, healthy and inclusive community.

Boulder's regional Fire Training Center was completed in mid-2010 and is used across Boulder County by all 26 fire departments. It served as a regional hub and emergency control center during the September 7, 2010 Fourmile Canyon Fire.

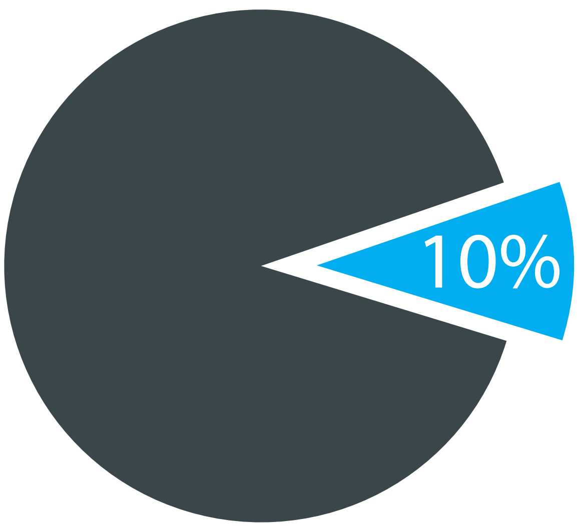
“Lower-income people are among the least able to recover, yet they are often central to the economy and culture of a community.”

- ISET INTERNATIONAL

Shocks Expose Stresses

Boulder’s social and economic stresses are sometimes harder to see, but can be exposed and exacerbated during a crisis or disaster. The city’s vibrant economy and high quality of life often mask latent stresses that strain the community and make it less resilient overall. Natural disasters like floods and fires disproportionately impact low-income residents who already struggle to thrive in a city that is becoming more unaffordable. A Boulderite living on a fixed income, for example, whose home is damaged in a disaster has limited options to find affordably-priced alternatives because the city has a constrained supply of housing.

Stresses can also present a threat to our economic future. Successful, thriving cities need young people to fuel their economic pipeline. However, in Boulder, individuals between the ages of 25 to 44 is a cohort that has declined by 15 percent since 2000. Similarly, increasing real estate prices have also affected the commercial sector. High office rents and limited commercial space hamper the opportunity of growth-stage firms seeking to expand from start-up status, and many of these companies choose to expand in places like Denver and Longmont where there may be more available space.



Boulder families have children under the poverty level.

Boulder's Core Resilience Challenges:

Natural events such as flooding and wildfires will become more frequent and severe as a result of climate change.

Ecological and social stresses are tied to hazards and will negatively impact and exacerbate each other.

Rising housing and commercial real estate costs may limit the diversity of residents and businesses and threaten long-term economic vitality.

Boulder's residents, businesses and government need to work together to be vigilant and prepared for future disruption.

Resilient Communities and Government

At a community level, preparing for an uncertain future means understanding our risks and being vigilant for the unexpected, whether it is a flash flood or global recession. It means that individuals, families and neighborhoods strengthen ties to support each other during times of need. Residents will need to reach out to their neighbors, particularly the most vulnerable and isolated individuals, to support each other when disaster strikes and critical systems fail. Business owners will need to create business continuity plans and understand the available public and private resources to prepare for the economic risks they face.

At the same time, local government must plan for and respond to shocks that affect the city and stresses by working collaboratively across departments and jurisdictional boundaries, as well as with private and institutional stakeholders. This collaborative approach will facilitate more robust information sharing and analysis, development of cross-cutting solutions and strategic private-public partnerships.

Leveraging Boulder's History of Planning Innovation

Boulder's pioneering spirit and commitment to advancing critical initiatives such as open space preservation, climate mitigation and inclusive affordable housing happened decades before the rest of the country adopted similar efforts. Through this strategy, and as reflected by the process leading up to the preparation of this document, the Boulder community will prepare and adapt to existing and future challenges by infusing resilience into the day-to-day operations and activities of residents, businesses and government.

City Highlight

FISCAL LEADERSHIP

Leadership in fiscal resilience is making Boulder better equipped to respond to and recover from economic shocks, whether this is withstanding a global recession or responding to a major event.

- For many Front Range cities, nearly 75 percent of revenues come from sales taxes; in Boulder, less than 45 percent of sales taxes comprise the city's general fund.
- One of the city's primary financial policies is that one-time revenues shall only be used to cover one-time expenses and that ongoing costs should not be greater than ongoing revenues.

City Highlight

HOUSING AFFORDABILITY INITIATIVES

We recognize that housing affordability is a key issue for the community. It ensures that Boulder remains a place for residents of different backgrounds, incomes and household sizes.

- Boulder's mandatory inclusionary housing ordinance requires 20 percent of housing in new developments to be priced affordably for low-income households.
- As of August 2015, there are 3,586 units in Boulder's affordable housing program. This represents 8 percent of the total units in the city, which puts Boulder 2 percent away from the city's goal of making 10 percent of all housing units affordable.

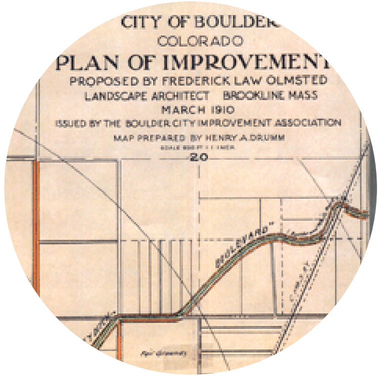
City Highlight

OPEN SPACE CONSERVATION

Nearly 50 years ago, Boulder voters enacted an open space initiative where residents taxed themselves to purchase and preserve und eveloped land surrounding the city, an unprecedented feat at the time and even today still rarely emulated.

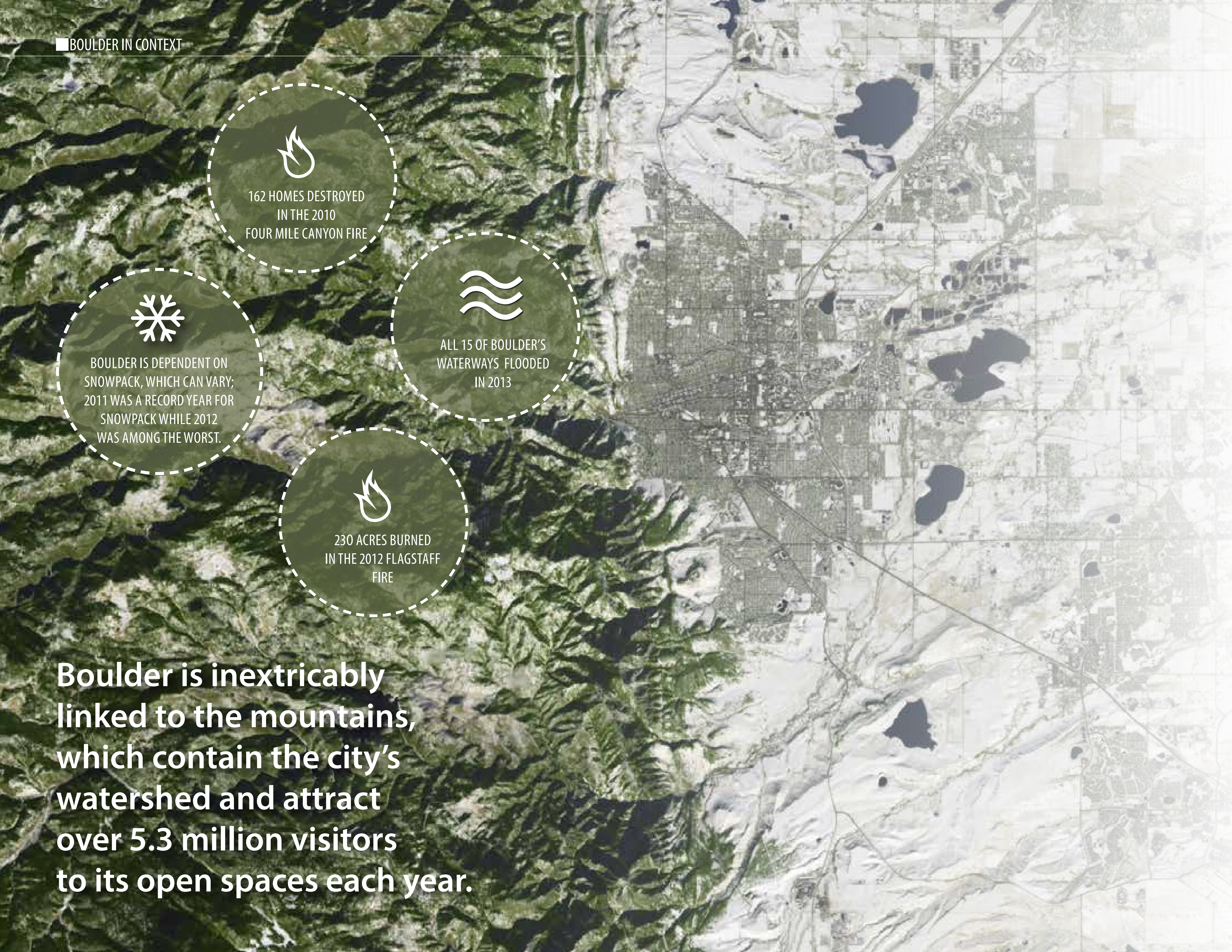
- The roots of Boulder's robust open space system date back to 1875 to 1929 when the city acquired over 5,000 acres, including Chautauqua, Buckingham Park (in Left Hand Canyon) and much of the mountain backdrop.
- There are more than 102,000 acres of land in Boulder County's parks and open space system. Of these, approximately 62,000 acres (60 percent) are either publicly owned, leased from the State Land Board, or held in the form of access or trail easements. The remaining 40,000 acres in the system (40 percent of the total) are privately-owned lands with county conservation easements.

2 CONTEXT



Boulder has a long history of planning today for the challenges of tomorrow, creating innovative solutions and undertaking many successful resilience-building activities and projects.

Located at the base of the foothills of the Rocky Mountains, Boulder is a small city with a high quality of life, a diverse and vibrant economic base and tremendous open space resources. The community enjoys the natural and recreational amenities resulting from decades of progressive land use planning which preserves a vast rural and undeveloped landscape that encircles the city. Boulder is truly a city whose identity and future is inextricably linked with the natural environment, and environmental sustainability has been a long-standing and primary guiding principle in planning and policies. A strong commitment to sustainability is regularly reinforced through voter-initiated ballot measures to increase taxation for additional open space preservation or carbon reduction measures.



Boulder is inextricably linked to the mountains, which contain the city's watershed and attract over 5.3 million visitors to its open spaces each year.

BOULDER'S natural terrain and location at the mouth of numerous canyons creates a constant flood risk for the city. Fifteen major creeks pass through town, including Boulder Creek, which flows right through downtown. The Front Range is also susceptible to wildfires and drought, which create dry, less vegetated conditions and contribute to increased flood risk. In addition, Boulder's propensity for sudden bursts of isolated and severe storms contributes to flash flooding risk. Flooding and wildfires demonstrate the connections between Boulder's natural environment, climate change-related conditions and the interconnections between major hazards.

BOULDER'S WATER RESOURCES

Like most western communities, Boulder depends on stored water most of the year. High streamflows from melting snowpack occur for only a few spring and summer months. Natural streamflows in late summer and the winter are not sufficient to meet customer demands and must be supplemented with previously stored water supplies. The amount of water available also changes from year to year depending on how much snow falls in the mountains. Therefore, Boulder must store water in reservoirs during wetter years to carry over for use in dry years.

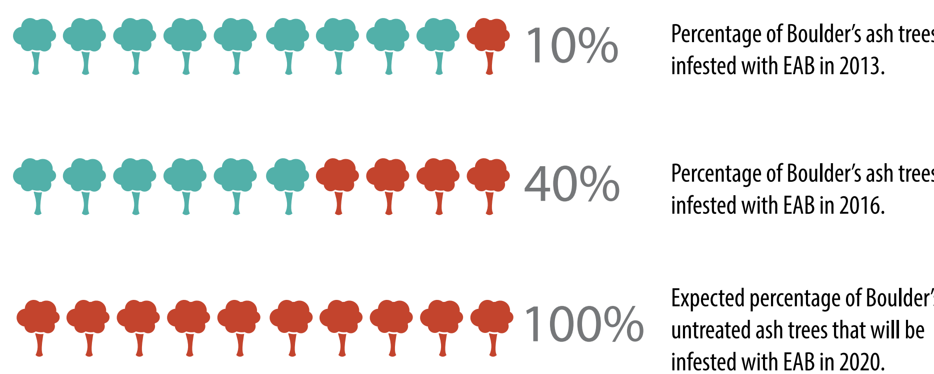
The city stores water in seven reservoirs and several natural lakes in the headwaters of the North Boulder Creek basin within the Silver Lake Watershed. In addition, the city stores water in the Barker Reservoir facilities on Middle Boulder Creek and the Boulder Reservoir northeast of Boulder. The latter is supplied through Western Slope water diversions that come from miles away.

Investing in both source water protection and enhancing water infrastructure continue to be of chief importance to the city. This has included investments that secure additional capacity and redundancy at the city's water treatement facilities which help reduce risk from drought and other concerns. It also includes a long history of investing in the city's stormwater and wastewater systems which help mitigate flooding and sewer back-ups.

INVASIVE SPECIES ARE A MAJOR CONCERN FOR BOULDER

Boulder's urban forest provides nearly $5.2 million in annual environmental, economic and social services benefits to the community. These services include air quality improvements, energy savings, stormwater runoff reduction, atmospheric CO2 reduction and aesthetic contributions to the social and economic health of the community. One of the largest threats faced by urban forests across the U.S. is from invasive insects and disease pests such as the Emerald Ash Borer (EAB). EAB will cause mortality of all untreated ash trees in Boulder and destroy a significant portion of urban tree canopy.

EAB is a green jewel beetle that feeds on ash tree species. The beetle originated from Asia and is thought to have been introduced to North America in the 1990s on solid wood packing material. In the U.S., EAB is a federally quarantined, invasive tree pest responsible for the death or decline of more than 50 million ash trees to date.

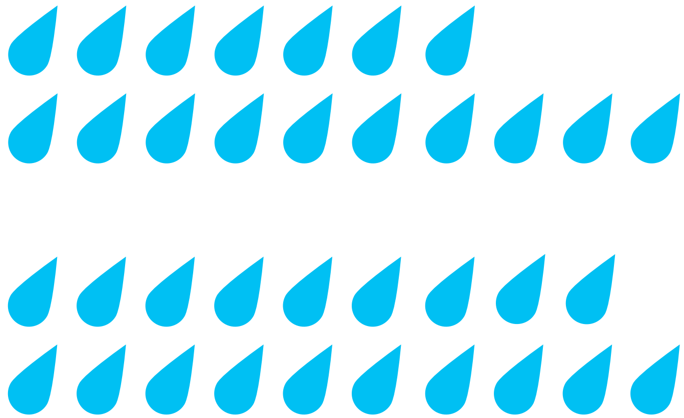


Putting It In Perspective

COMPARING HISTORICAL RAINFALL TO 2013 FLOOD

17"
September 2013 Total Rainfall

19"
Boulder's Average Annual Rainfall



From Fire to Drought to Flood

Changing weather in Colorado is nothing new, but the arc of shocks from 2012 to 2013 offers a glimpse of the types of extreme events and swings that will only be exacerbated by the impacts of a warming climate. A dry summer with little rainfall set up conditions for Boulder's 2012 Flagstaff Fire. Drought concerns loomed larger in Boulder and across the state moving into 2013, only to have the year end with flooding and record rainfall.

The Greenways Program

The Greenways Program divides each of the city's 15 tributaries into reaches to facilitate a manageable implementation approach for improvements. The greenways system is maintained by the city and funded by the city's Transportation Fund, Stormwater and Flood Control Utility Fund and the state's Lottery Fund. Each of these funding sources provides $150,000 annually to 1) protect and restore riparian, floodplain and wetland habitat; 2) enhance water quality; 3) mitigate storm drainage and floods; 4) provide alternative modes of transportation routes or trails for pedestrians and bicyclists; 5) provide recreation opportunities and 6) protect cultural resources

Boulder has a history of floods including the "Big Flood" of 1894 - the largest flood on record. Other major floods in 1938, 1969,1995 and 2013 all reinforce the need to educate the public about flood safety. Each year, city staff coordinate with multiple groups to maximize the impact and reach of ongoing community engagement around flood outreach.

City Highlight

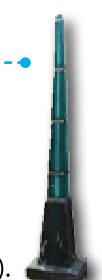
COMMUNITY RATING SYSTEM (CRS)

The federal Community Rating System provides flood insurance discounts to communities that exceed the minimum requirements to prevent and reduce flood damage to insurable property. The city's efforts have earned discounted flood insurance rates for Boulder property owners.

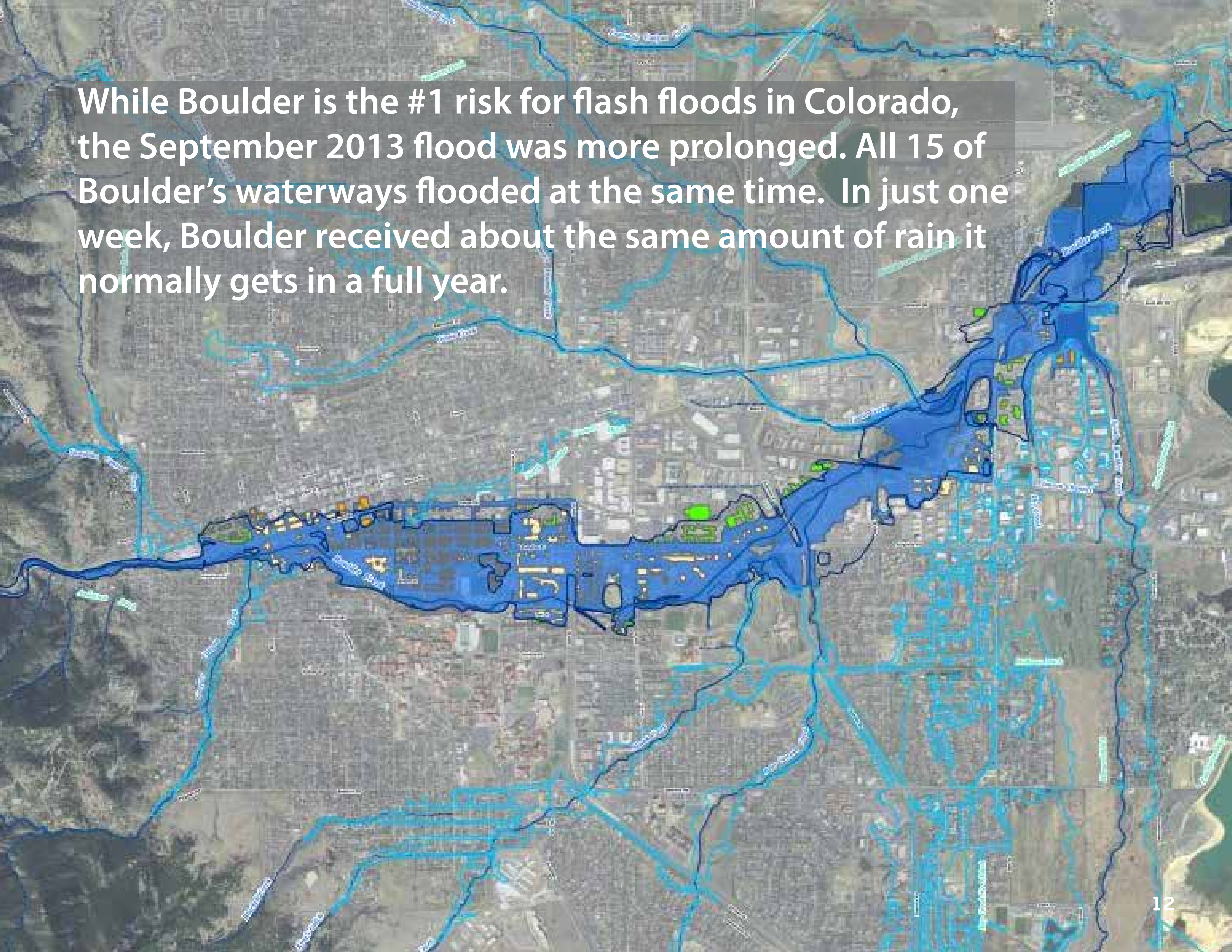
City Highlight

CIVIC CENTER FLOOD MEMORIAL

Gilbert F. White arguably did more to advance flood policy than anyone. While his efforts had broad impacts advancing natural hazard research, White was a tour de force in Boulder. The Gilbert F. White Memorial dedication monument marks the level of the 50-year, 100-year, 500-year and the Big Thompson floods (one of the biggest in Colorado).



While Boulder is the #1 risk for flash floods in Colorado, the September 2013 flood was more prolonged. All 15 of Boulder's waterways flooded at the same time. In just one week, Boulder received about the same amount of rain it normally gets in a full year.



OF 1,000 TECH COMPANIES STARTED IN COLORADO SINCE 2000, NEARLY HALF HAVE BEEN IN BOULDER COUNTY

Boulder is nationally-recognized for its quality of life, thriving tech- and research-based economy and booming real estate market. In addition, Boulder has become a hub of entrepreneurship in the U.S., particularly for businesses that value the lifestyle that is rooted in a love of the outdoors, healthy living and access to tech resources. We have a robust and diverse economy defined by the research and institutional sector. Over the past 10 to 15 years, the tech industry has experienced pronounced growth throughout Boulder County.

"If you look at a lot of the green technology and the systems we're implementing, they're coming from Boulder."

- Robert F. Kennedy Jr.
  Speaking at the June 12, 2013
  BizWest, *Boulder Earth Conference*

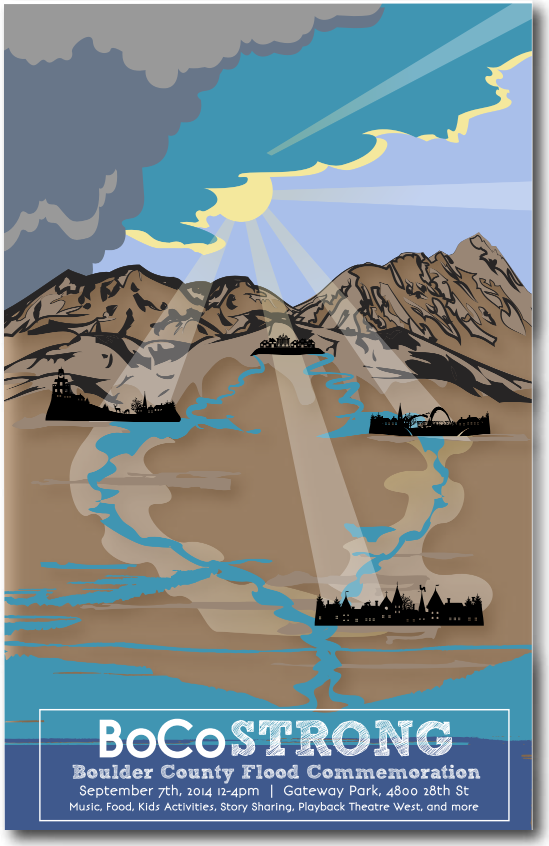
Owing to the presence of the University of Colorado's (CU) flagship campus in Boulder, the city maintains a relatively high proportion of young people. With a current enrollment of just under 30,000 students, CU accounts for approximately 29 percent of the total population. Boulder is also one of the most educated metropolitan areas in the country. The presence of the university and 17 federally-funded research labs support many of the jobs for this demographic including those that focus on weather, climate and geophysical research. Furthermore, this segment of the workforce is supported by the presence of tech jobs that draw from and attract scientists and engineers.

Regional Resilience

Boulder is part of a larger community and region, and, just as the shocks and stresses we face do not simply start at the borders, neither do the actions and partnerships necessary to address them. Even as recent disasters have motivated Boulder's own resilience building efforts, they have also spurred action at the county, state and national levels. Boulder has developed a strong network of partnerships that have helped inform activities and strategies, and it regularly participates in the collaborative development of this emerging field.

BoCo Strong

BoCo Strong is a countywide resilience hub that creates and supports collaborative relationships between individuals, communities, nonprofits, governments and businesses. BoCo Strong increases the web of connections among individuals, organizations and governments across Boulder County to foster inclusivity, increase disaster resilience and build vibrant and prosperous communities. Its vision is that all Boulder communities will have access to the resources and connections needed to allow all residents to adapt and thrive in the face of community stressors. From the outset, Boulder has recognized that the challenges we face do not start or stop at the city's edge. Building a sustaining effort requires close collaboration, learning from a broad base of experience and building enduring partnerships.



Colorado Resilience Framework

Governor John Hickenlooper adopted the Colorado Resiliency Framework in May of 2015, a first-of-its-kind statewide framework in the nation. The framework was developed under the leadership of the Colorado Resiliency and Recovery Office (CRRO) through a collaborative and inclusive process that engaged local, state, federal, non-profit and private sector partners, as well as individual Coloradans. The framework provides guiding principles for Colorado communities and concrete actions that the state commits to implement. One of the first priority strategies implemented under the framework was a pilot regional resiliency planning process to build and strengthen collaborative relationships locally, establish a unified regional vision for resilience, and put in place a coordinating framework for long-term regional resilience action. Starting in the summer of 2015, the CRRO partnered with some of the most heavily disaster-impacted communities to conduct the pilot process which utilized the state framework's guiding principles to help facilitate a vision and identify strategies unique to each participating region. The Boulder County region was one of three communities to participate.

Uniquely Boulder

GROWING UP BOULDER

In collaboration with Resilient Boulder, Growing Up Boulder (GUB) worked with approximately 120 children and youth to develop their perceptions of resilience within the city. Overall, access to nature and family, friends and supportive networks (from school and community) help support resilience, as do activities that help young people develop skills and confidence (including music, arts and skateboarding). Aspects of the community that do not support resilience include social, environmental and economic concerns (including the need for greater care of homeless residents, fracking and the cost of living). Children spoke about bullying and youth spoke about cultural exclusion as aspects of their community that need to be addressed in the city. High school students also participated in a poetry project in which they described a personal moment of resilience. Many of these stories included surviving the flood, family losses and coping with poor family health, and the challenges of immigration/immigration status. Access to nature in relatively close walking space could help some of the children and youth we worked with access greater opportunities for restoration and resilience.

3 APPROACH

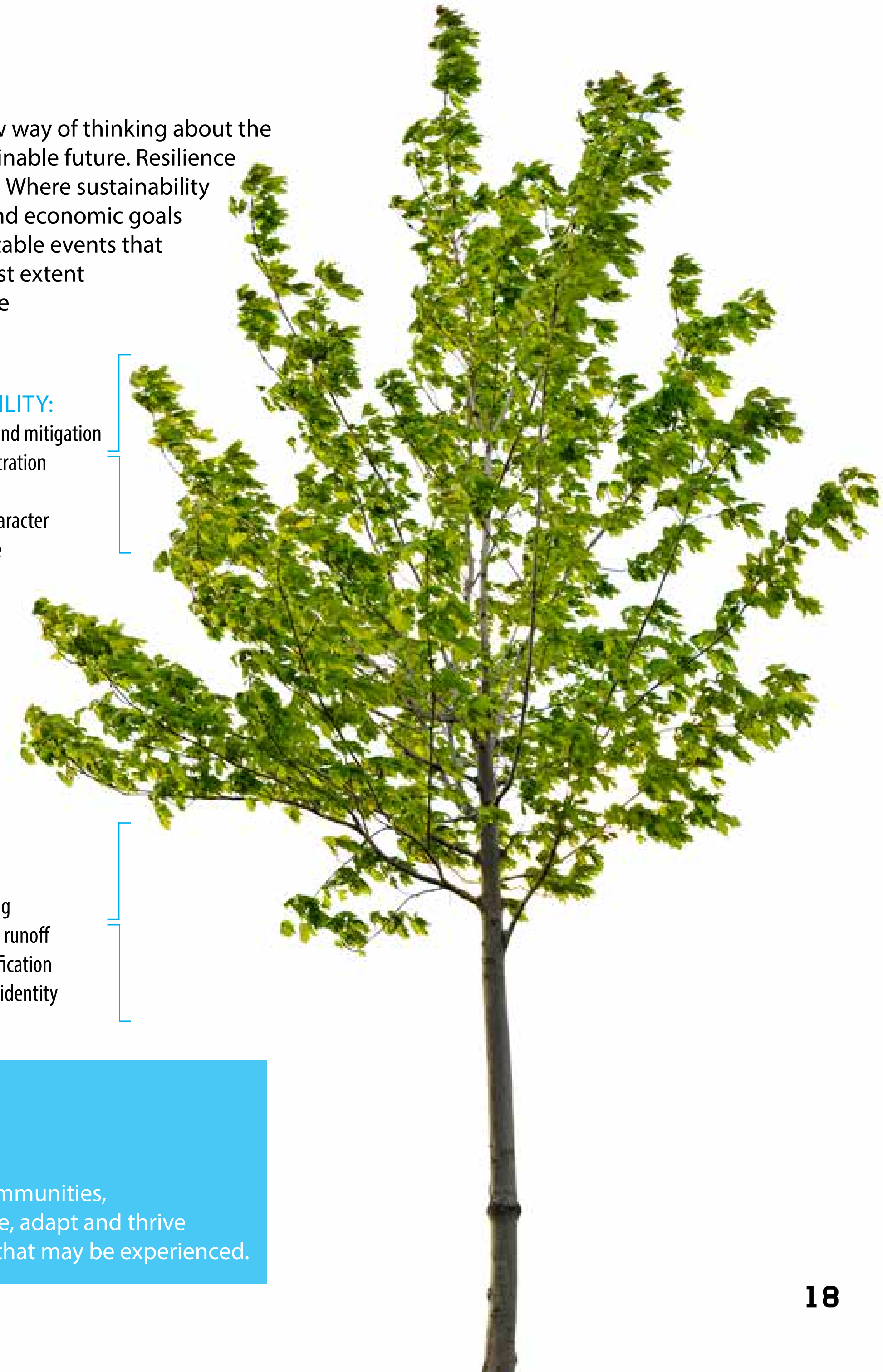
Resilience and Sustainability

Resilience and sustainability are sometimes confused with one another. Resilience is a new way of thinking about the community in a holistic way that adds to and deepens the way we already plan for a sustainable future. Resilience and sustainability represent complementary values and ways of managing urban systems. Where sustainability is about actively and thoughtfully managing resources to achieve environmental, social and economic goals that preserve or enhance Boulder's quality of life, resilience is about anticipating the inevitable events that cause disruption and then developing the strategies to reduce their impacts to the greatest extent possible. While resilience itself is not new, 100 Resilient Cities is the first organization to use resilience as a systematic framework, on a global scale, for actively managing and prioritizing city operations and activities.

Sometimes metaphors can help explain complex topics. For some, the reasons for planting street trees help illustrate the relationship between resilience and sustainability.

SUSTAINABILITY:
- Urban heat island mitigation
- Carbon sequestration
- Cleaner air
- Community character
- Aesthetic value

RESILIENCE
- Summer cooling
- Reduced storm runoff
- Species diversification
- Neighborhood identity



re·sil·ience

/rə ʻ zilyəns/

Boulder defines resilience as the capacity of individuals, communities, institutions, businesses, and systems within a city to survive, adapt and thrive no matter what kinds of chronic stresses and acute shocks that may be experienced.

CITY RESILIENCE FRAMEWORK

The City Resilience Framework (CRF) provides a lens to understand the complexity of cities and the drivers that contribute to their resilience, and a common language that enables cities to share knowledge and experiences. The framework is built on four essential dimensions of urban resilience: Leadership & Strategy, Health & Wellbeing, Economy & Society, and Infrastructure & Environment. Each dimension contains three "drivers," which reflect the actions cities can take to improve their resilience.

Leadership & Strategy

The processes that promote effective leadership, inclusive decision-making, empowered stakeholders and integrated planning.

Health & Wellbeing

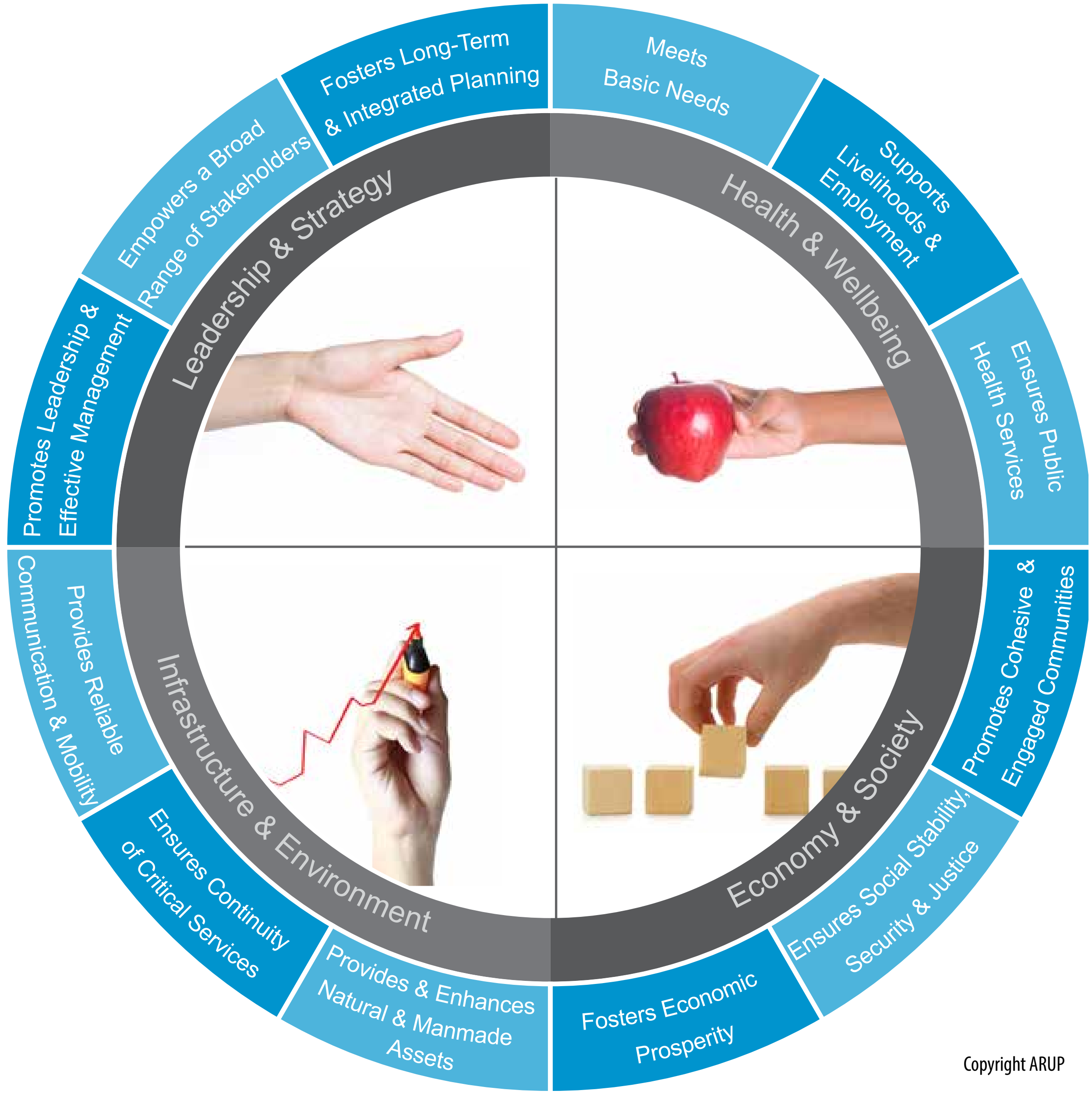
Everyone living and working in the city has access to what they need to survive and thrive.

Economy & Society

The social and financial systems that enable urban populations to live peacefully and act collectively.

Infrastructure & Environment

The physical and natural systems that provide critical services and protect and connect urban assets, enabling the flow of goods, services and knowledge.



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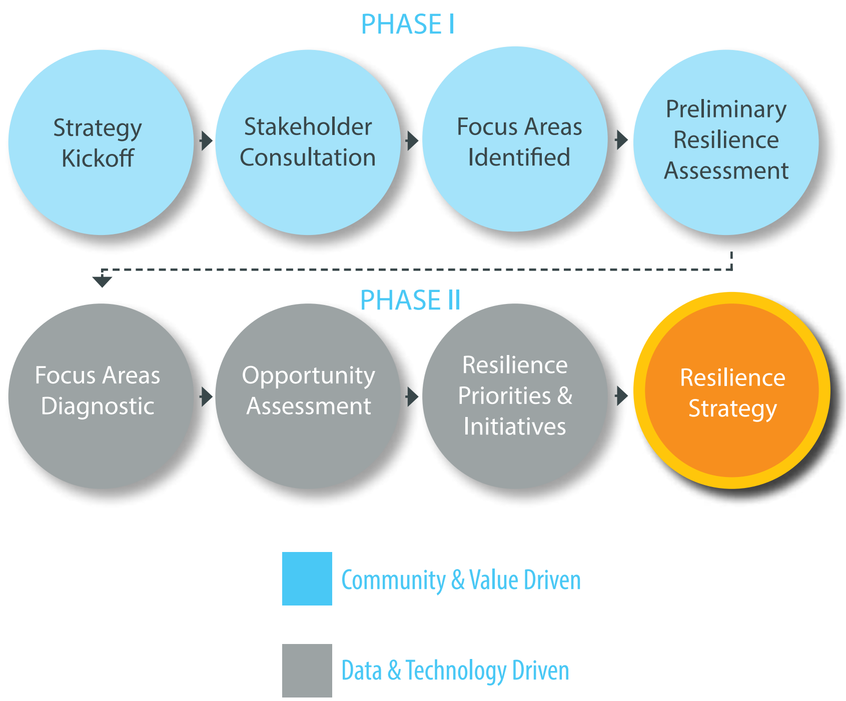
The Process

Building resilience is as much a process as it is a set of outcomes. The process itself must also embody the characteristics of resilient systems and be iterative, inclusive, integrated, adaptive and flexible. It must allow for the constant infusion of new information and accommodate often unpredictable change in the community, creating the ability for reassessment and reprioritization of activity to address new risks and opportunities.

From the outset, Boulder's goal has been to do things differently. The city set off to build on existing efforts, but recognized the opportunity to tap into the new energy around the 100 Resilient Cities network. For example, the city has explored new methods for community engagement and ownership through the MIT Climate CoLab, harnessing the creative potential of the whole community, and Growing Up Boulder (GUB), giving voice to youth in the process. This approach has given us the chance to position Boulder as a resilience testbed for new technologies, innovative partnerships and creative thinking.

In 2014, the city initiated its first resilience assessment, ultimately leading to the creation of this strategy. The assessment methodology was an analysis of current efforts that support resilience and identified important gaps in knowledge, capacity and activity. However, this initial assessment process itself highlighted areas where the existing methodology could be augmented by new diagnostics to be incorporated in future resilience assessments. New elements being developed as part of Boulder's resilience efforts will bring insights and depth of analysis for the continuous process of reflection and assessment.



Learning with 100 Resilient Cities

WHAT ARE THE PLATFORM PARTNERS?

The 100RC Platform of Partners provides member cities with a curated suite of donated tools and services, supplied by partners from the private, public, academic, and non-profit sectors, to support cities in their resilience-building activities. Boulder has already partnered with a number of these service providers, including Trimble, a company that provides geospatial technical solutions and domains to capture, measure, analyze, monitor and share built and environmental information.

From Boulder's 40+ year legacy of open space preservation, to pioneering commitments to climate action goals, the Boulder community has supported some of the most progressive resilience activities in the country for decades.

2010-2011
City's Affordable Housing Task Force Report; Comprehensive Housing Strategy first approved in 2000

2011
EnergySmart Program launches; provides home and business advice and incentives to reduce energy use

2013
Earth Conference held in Boulder hosts Robert F. Kennedy Jr. and is dedicated to the sharing of knowledge, bold ideas and technologies to advance sustainable business practices regionally, nationally and globally

2013
City launches a significant planning effort to define priorities and goals for the expansion and preservation of diverse, affordable housing

2013
Boulder provides $20k to fund Supplemental Nutrition Assistance Program (SNAP), formerly the Food Stamp Program, to support low-income purchases of local food, doubling the value of purchases at the Boulder Farmer's Market

2014
City of Boulder announced as one of the 100 Resilient Cities

2014
National Disaster Resilience Competition Kick Off

2015
Growing Up Boulder elementary students present to City Council

2015
National Institutes for Standards and Technology Community Resilience Workshop

2015
100 Resilient Cities Network Exchange: Resilient Land Use Workshop

2010
Fourmile Canyon Fire; utilizes staff from the Wildland Fire Program, which began in 1990

2012
Flagstaff Fire

2012 -2013
Drought Concerns; Water Conservation Program began in 1992

2013
Major flooding causes significant damage

2013
Open Space Tax extended by voters; an initiative started in 1967

2013
City Council adopted the Economic Sustainability Strategy

2014 Public supports 75% increase in Stormwater/Flood Utility rates to more quickly address flood-related work; utility efforts began in 1973

2014
100 Resilient Cities Boulder Kick-off Workshop

2014
Chief Resilience Officer Annual Summit

2015
Citywide Perceptions Survey

2015
Resilience Assessment Expert Workshops

Since joining 100RC, the City of Boulder has increasingly leveraged opportunities, participated in events and utilitized the Chief Resilience Officer to drive community engagement.

- 2015 Update to Boulder Valley Comprehensive Plan begins
- 2015 City Council Study Sessions
- 2015 State of Colorado releases Resiliency Framework
- 2015 Resilience Advisors Spontaneous Volunteers Training
- 2015 National Disaster Resilience Competition Academy
- 2015 Natural Hazards Mitigation Association Symposium
- 2015 BoCoStrong Annual Summit
- 2015 MIT Climate CoLab Community Challenge
- 2015 100 Resilient Cities City Leaders Urban Resilience Summit
- 2015 Understanding Risk Boulder
- 2015 Resilience Tech Challenge
- 2015 Climate Action Plan Tax extended by voters; an initiative started in 2007
- 2015 Chief Resilience Officer Annual Summit
- 2015 Boulder sends delegates to Paris COP Convening
- 2015 National Renewable Energy Lab Resilience Workshop
- 2016 City launches Climate Commitment Framework draft
- 2016 Colorado Recovery and Resilience Office Stakeholder Planning Workshop
- 2016 Resilience by Design University Prototype Workshop
- 2016 Boulder Talks: Deliberative Inquiry
- 2016 USAID/ICMA Shimla City-Links Exchange
- 2016 Human Services Strategy (Master Plan) update begins
- 2016 City launches Resilience Strategy document draft

RESILIENT

4 STRATEGIES

THROUGH THE RESILIENCE assessment and community discussions, Boulder has identified three major resilience strategies. Working collaboratively to create actions that achieve these interconnected strategies will help build a resilient and adaptive community that is better able to address the unpredictable impacts of environmental, social and economic shocks and stresses.

Building community resilience is a never-ending process and requires constant adjustment to new conditions and opportunities. Through the actions identified here, we take steps towards meeting these goals, but as noted earlier, these are not the first steps. These new actions add to ongoing and historic efforts in a way that brings intentional direction toward catalyzing change across all sectors of the community.

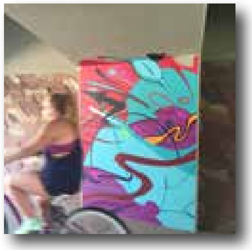
Strategies

The following three strategies represent the main action areas for the city.

- **CONNECT AND PREPARE** - Prepare all segments of the community for uncertainty and disruption by encouraging community preparedness, creating a culture of risk awareness and personalizing resilience.
- **PARTNER AND INNOVATE** - Capitalize on the collective problem-solving and creativity of our community by leveraging advances in data, research and observations to address emerging resilience challenges.
- **TRANSFORM AND INTEGRATE** - Embed resilience into city operations and systems by transforming our approach to community resilience.

Actions

These are immediate priority activities to be implemented over the next two to three years that take advantage of partnerships and resources catalyzed by the 100RC network and program. The actions being proposed are intended to be responsive to existing city priorities and bring a resilience lens and added value to projects and initiatives that are already underway. A summary table of all the proposed activities is provided at the end of this document.



Frontiers

Transformative investments in community resilience that currently have no models to emulate, represent extremely complex areas for action and/or require an extensive community conversation to be successful.

STRATEGY ONE

CONNECT AND PREPARE

Prepare all segments of the community for uncertainty and disruption by encouraging community preparedness, creating a culture of risk awareness and personalizing resilience.

ACTIONS:

1.1 Make Resilience Accessible

Deploy a community driven, interactive "Mobile Resilience Lab."

1.2 Activate Volunteerism

Develop a volunteer community preparedness training program.

1.3 Assess Economic Strength

Identify risks to future economic vitality.

1.4 Prepare Businesses

Facilitate the use of continuity planning strategies with local businesses.

1.5 Connect for Rapid Recovery

Develop rapid post-disaster impact assessment capacity in partnership with the local business community.

1.6 Foster Artistic Engagement

Engage the creative power of the arts to convey and involve people in complex risk and resilience themes.

PURPOSE:

Despite several severe natural disasters over the last decade, most Boulder community members remain unprepared for future events. Many of the potential shocks the city faces require constant vigilance, a deeply personalized understanding of individual exposure and community risk, and an ability to act quickly in case of an emergency. Fundamental to preparedness is community connectivity and the ability for all members of the community to contribute to response and recovery when disaster strikes. Community connection can be as simple as knowing your neighbors, but it can also mean building new relationships and capacities between the city and local businesses. By enhancing preparedness and connection now, before the next disaster, the city can empower everyone to take quick action, while also deepening the city's overall sense of community.

RESILIENCE VALUE:

Preparing for future disruption is a core aspect of building community resilience. To address gaps in the city's response to the 2013 flood, the city is preparing for future uncertainty by building robust and flexible local capacity, inclusive plans and new opportunities for community collaboration.

Action 1.1 Make Resilience Accessible

Deploy a community driven, interactive "Mobile Resilience Lab."

In partnership with BoCo Strong, the collaborative countywide resilience building organization, the City of Boulder will bring resilience and preparedness activities directly into neighborhoods and communities through a "Mobile Resilience Lab." The lab will be a highly interactive space that accommodates programming as varied as developing your own bee-safe garden to creating personalized blueprints for individual resilience to building disaster "go kits." Deploying a mobile lab recognizes that true resilience building occurs first and foremost at home and in your own neighborhood, with the people and places you know best. The lab will provide a fun and dynamic platform for building relationships around preparedness and will, literally, be a vehicle for the community to share challenges and solutions. By meeting people where they are, the city will deepen public ownership of resiliency and seek to address community concerns about the responsiveness and transparency of government.

Action 1.2 Activate Volunteerism

Develop a volunteer community preparedness program.

A key to effective and successful disaster response is community and individual preparedness. Boulder's formal emergency response capabilities are well-resourced and effective; however, local neighborhoods and communities need to be better prepared and possess a deeper capacity to be first responders while formal systems gear up for relief operations. Developing a more robust and flexible capacity to respond to crisis when it occurs is a direct outcome of lessons learned from recent disasters.

In August 2015, Boulder was selected as one of 10 cities to host the inaugural class of Resilience AmeriCorps VISTA members. The program was created as a response to the recommendations made by President Barack Obama's State, Local, and Tribal Leaders Task Force on Climate Preparedness and Resilience. The AmeriCorps VISTAs will assist Boulder in developing and piloting a citizen corps disaster preparedness training initiative by partnering with 100RC network city, Wellington, New Zealand, and aligning these emerging efforts with deliberate ties to community volunteerism and civic ownership opportunities that already exist.

Action 1.3 Assess Economic Strength

Identify risks to future economic vitality.

Ensuring the continuing vitality of the local economy is an essential component of long-term community resilience. The City of Boulder will incorporate an analysis of the local business community's vulnerability to disruptions in core infrastructure provision, workforce availability and financial services into an update to the Economic Sustainability Strategy. Boulder will also explore whether there are latent vulnerabilities to larger macro-economic trends that the city can plan for proactively. Cyclical swings in the economy are normal and are predictable stresses whose effects can be minimized through thoughtful preparation.

Learning with 100 Resilient Cities

RESILIENCY ADVISORS

During the 2013 flood, even before the rain had stopped falling, thousands of volunteers were out helping neighbors, friends and strangers protect their homes and clean up debris. This outpouring of assistance reflected the best of Boulder's spirit and was a vital unplanned resource during the flood recovery. However, without the coordination to direct, equip and support these activities, volunteers can place themselves in danger and unintentionally hamper or overwhelm formal responses. Recognizing the need to create the capacity to welcome this energetic community support, the City of Boulder, the newly-formed Boulder County Volunteers Active in Disaster (VOAD) and 100 Resilient Cities Platform Partner, Resiliency Advisors, partnered to deliver the "Leading and Managing Community Volunteers in Disaster" workshop. During this best practices workshop to manage and marshal spontaneous volunteerism, participants engaged in sharing lessons learned, assessing future risks and resourcing mapping, as well as applying proven disaster management concepts to manage spontaneous volunteers. Post session, the group was provided an after action report that outlined next steps including a strong focus on Volunteer Reception Center training. The session was delivered by Lisa Orloff, president of Resiliency Advisors.

Learning with 100 Resilient Cities

PARTNERSHIP WITH WELLINGTON, NEW ZEALAND

Wellington, New Zealand is a 100 Resilient Cities network city that is recognized globally for its community disaster preparedness program. Wellington's approach integrates volunteerism, community-based trainings and a network of district disaster hubs to create a multi-tiered preparedness and response capability across their region. Wellington's success rests largely on the accessibility of training courses to a wide range of community members, as well as an innovative approach to regularly scheduled activities that create new opportunities for community interaction with the program. In May 2016, experts from Wellington, NZ will visit with city staff and community organizations in a weeklong workshop to design and implement activities that will prepare the community for the next disaster.

Action 1.4 Prepare Businesses

Facilitate the use of continuity planning strategies with local businesses.

The sooner local businesses return to normal operations after a disaster, the faster the surrounding neighborhoods and city recover. We will collaborate with public and private institutions and organizations to identify best practices; facilitate the use of continuity plan templates and other resources; develop policies and procedures for improved situational awareness; coordinate between business support organizations; and communicate with businesses after a disaster. Ultimately it is in each organization's interest to proactively plan for uncertainty and disruption, but our community at large has a clear stake in helping all businesses weather the inevitable crises and bounce back faster and better.

Action 1.5 Connect for Rapid Recovery

Develop rapid post-disaster impact assessment capacity in partnership with the local business community.

The ability for businesses to rapidly access resources and financial assistance after a disaster is essential for the successful return to operations. Each day that businesses remains idle represents lost revenue, wages and taxes, eliminating vital infusions of financial capital just when a community needs it most. Boulder will partner with local businesses and associations to develop the necessary capacity, relationships and systems to quickly and efficiently collect impact information and data, access recovery funds and return businesses to operation after a disaster with minimal disruption. The city will also explore the creation of a Business Disaster Assistance Center that would become operational when needed. By developing a user-friendly process to address gaps in our response to the 2013 flood, we are preparing for future uncertainty.

Action 1.6 Foster Artistic Engagement

Engage the creative power of the arts to convey and involve people in complex risk and resilience themes.

Mobilizing action at a broad scale also requires varied ways of communicating complex topics so that they are relatable and actionable to the diverse residents that make up our community. Breaking from the traditional model of community engagement, we will invest in the creative talent of our visual artists, filmmakers, poets, theatre-makers, dancers and musicians to broaden our vision, discussion and experience of risk and resilience. By enhancing our collective thinking about resilience and exploring creative ways to communicate it, we will broaden the circle of community ownership, action and perspective. This effort will lead to creative insights and solutions from community members who might not otherwise participate.

Uniquely Boulder

YOUTH "SHINE" IN PERFORMANCE FOR RESILIENCE

Performance can be a dynamic tool for including youth participation in authoring our city's plan for resilience. Shine is a musical performance that weaves climate science and artist expression into a funny and powerful story that spans 300 million years of geological time to convey how humanity and climate are interrelated. Performed at NCAR in Boulder in June 2015 as a collaboration between NCAR scientists, Beth Osnes at CU and Boulder's youth, rehearsing each part of the musical led participants through different aspects of climate science, from dancing the various phases of photosynthesis to creating flags to representing the ways in which our city utilizes fossil fuels. This show has gone on to engage youth in other 100 Resilient Cities, including New York City and London, with Durban, South Africa and New Orleans to come.

FRONTIER

INVEST IN THE FUTURE

Prioritize city investments to promote community resilience and proactively address future risks.

The capital budgeting process is the critical intersection between public policy and program implementation. Given limited resources, city officials must choose among competing priorities. These choices are often significantly determined by the criteria that are used to prioritize and rank public expenditures. Given the relatively recent emergence of resilience capacity-building as a public policy priority, there are few formal evaluation criteria built into the capital planning process that provide guidance on how to weigh the costs of proposed actions against potential benefits. This is essential to enable systematic consideration of proposed resilience actions and measures against other priorities.

Currently, for example, city investments and budgets do not specifically consider likely climate impact on city systems, nor are there mechanisms for internalizing the cost implications of the city's commitment to a zero-carbon energy policy. It is important to have valuation mechanisms that evaluate the potential cost of carbon and the potential for future constraints on carbon emissions. Implementing climate risk screening mechanisms in the Capital Improvement Program or internalizing the carbon cost of projects will reprioritize budgets and drive new conversations about risk and resilience tradeoffs across the entire city organization.

STRATEGY TWO

PARTNER AND INNOVATE

Capitalize on the collective problem solving and creativity of Boulder's community by leveraging advances in data, research and observations to address emerging resilience challenges.

ACTIONS:

2.1 Put Science in the Hands of the Community

Create a "citizen science" program to foster the co-creation of knowledge.

2.2 Ensure Food Security

Design and conduct a local food security assessment.

2.3 Make Data Accessible to All

Spur creative representation of data through investments in artistic visualization and knowledge display.

2.4 Crowd Source Solutions

Drive the creative use of community data through competitive challenges and hackathons.

PURPOSE:

In order to make the most informed decisions about the future, Boulder needs a better understanding of the changes taking place around us. The city must develop the ability to anticipate changes to proactively address emerging challenges. Rapid evolutions in remote sensing, data architecture and mobile technology now allow us to design integrated monitoring and observations systems to create new insights into the world and community. By using the power of people and place, tapping into vast research and educational resources, the city will develop the data, observation systems and partnerships necessary to understand and predict forces of change across social, economic and environmental factors, as well as create new opportunities for engagement from a wide range of stakeholders.

RESILIENCE VALUE:

The complex issues which the Boulder community faces lack easy or obvious solutions. By developing mechanisms and partnerships for inclusive and collective problem-solving, Boulder can elicit novel and innovative answers from a broad pool of expertise, creativity and talent.

Action 2.1 Put Science in the Hands of the Community

Create a "citizen science" program to foster the co-creation of knowledge.

Citizen science can take many forms, but as technologies have advanced over the last decade, each member of the community can now serve as independent, mobile data-collecting participants. To harness this potential, the city will develop the information architecture necessary to support community-driven mobile science applications and translate that data into information and metrics to inform city decision-making. The aggregation of information from so many data points can create new insights into changes in the community, collective behavior or climate, as examples. By relying on community members to play a role in the creation of data and shared knowledge, Boulder will foster co-ownership in understanding the factors of change affecting us all. The underlying architecture will be openly available to the public to creatively develop applications to support data collection from sources as diverse as the Boulder Valley School District to Boulder's active and enthusiastic outdoor community.

Action 2.2 Ensure Food Security

Design and conduct a local food security assessment.

Boulder's passion for safe, local and ethical food has made the community a global hub for natural foods. As a leader in the natural and organic industry, Boulder has world-class, locally sourced restaurants and has made revolutionary contributions to natural food packaging and labeling. However, Boulder needs a better understanding of what role locally produced food can play in buffering the community from a disruption in national or global food or transportation systems. The city will conduct an entirely new food security assessment, deviating from traditional scales of analysis and definitions of "security." An assessment of this type will require a broad range of partnerships from the business, agricultural, transportation and water sectors, among others, to understand how changes in the complex dynamics of the food production, delivery and consumption system can both be impacted by disruption, but also meaningfully mitigated by local action.

Action 2.3 Make Data Accessible to All

Spur creative representation of data through artistic visualization and knowledge display.

New capabilities created by the integration of enhanced computational power, big data and visual representation systems provide the opportunity to bring many previously complex and abstract concepts into stunning visual relief for the first time. The city will convene some of the world's great artists and media professionals to work with scientists, librarians and city officials to develop and refine some of these data visualization systems to create a compelling community education and communication approach. Boulder will work with partners to put the vast amount of collected scientific and citizen science data in the hands of artists and hackers, giving them the tools they need to interpret and represent the data in a clear, resonant message. Through these creative partnerships, the city will unleash untapped knowledge to inform decisions and mobilize collective action.

Action 2.4 Crowd Source Solutions

Drive the creative use of community data through competitive challenges and hackathons.

As part of an ongoing effort to democratize the city's data through community dashboarding and a more accessible open-data portal, Boulder will create data and technology challenges to encourage the use of city and community data. These challenges are dynamic competitions intended to focus the creative and entrepreneurial talent of the city to help identify and solve collective problems. Similarly, the city will partner with the local coding and tech community to host hackathons—events that focus intense programming attention toward a collaborative solution to a single, discrete issue. Taken together, this approach taps into two powerful behavioral motivators—competition and collaboration—to find solutions to particularly complex resilience issues.

Uniquely Boulder

UNDERSTANDING RISK: BOULDER

In October 2015, the City of Boulder, in partnership with Ushahidi, a 100 Resilient Cities Platform Partner, the University of Colorado, the World Bank's Global Facility for Disaster Risk Reduction (GFDRR) and several local technology companies, hosted a two-day event called Understanding Risk Boulder (URBoulder). URBoulder convened the talent and expertise of the region's communities, scientists, technologists and government to develop a shared understanding of the challenges faced in building long-term resilience to natural hazards; understand the impacts of climate change; and develop innovative solutions to meet them.

In conjunction with UR Boulder, Ushahidi hosted a Tech Challenge that sought to use open-source technology to improve resilience in Boulder and strengthen community engagement. The UR Boulder Tech Challenge was designed to identify technological gaps in the resilience landscape of Boulder and provide seed funding for innovate solutions to them. The challenge was funded by The Rockefeller Foundation.

"With an estimated 2.8 million visitor nights in 2013, the tourism industry contributed to an estimated $420 million total economic impact on the City of Boulder. The industry is supported by the area's scenic beauty and recreational opportunities, variety of entertainment and attractions, support for arts and culture, and broad range of dining, shopping and lodging options."

- BOULDER ECONOMIC COUNCIL

"We are working on a wide array of policies, programs and projects to reduce emissions and realize other important community outcomes. We know that long-term success will require better feedback loops, honest assessment, persistence and collective action."

- City of Boulder's 2016
Climate Commitment Framework

FRONTIER

ENVISION THE FUTURE OF ENERGY

Develop a sustainable, secure and equitable energy system.

Extreme weather events have created a call to action for deploying more resilient power systems. Communities face a growing number of stresses that pose risks to their energy systems and economies. These include aging infrastructure in need of costly maintenance upgrades and severe weather events. Energy efficiency and local power generation are strategies that enhance the resilience of energy systems and the communities they serve.

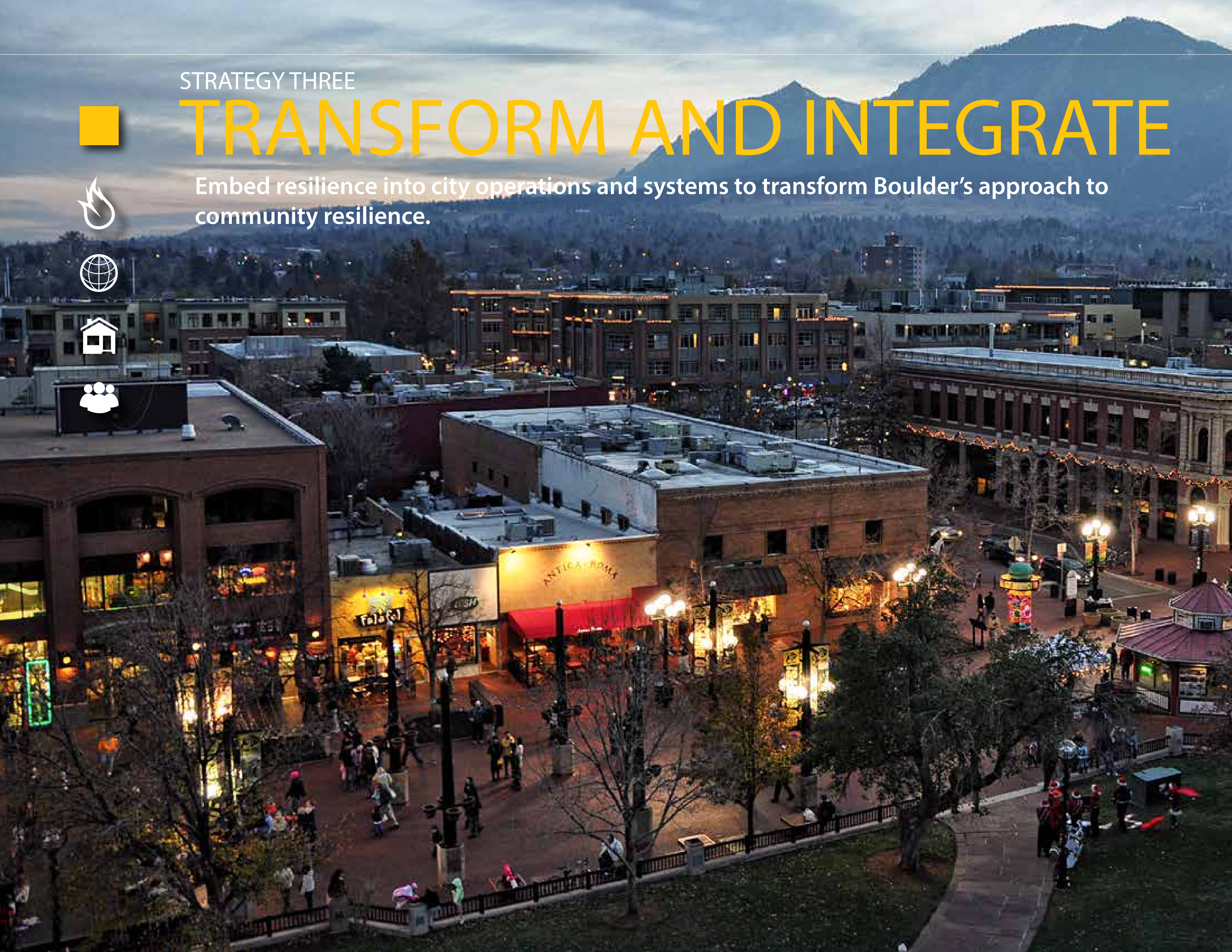
Boulder is committed to transitioning to a no-carbon energy system as part of its climate action plan. This wholesale transformation will fundamentally alter the landscape of energy production, storage, distribution and use in ways that are only now being fully explored. With this transition comes an additional opportunity—a chance to apply core resilience principles, such as flexibility, redundancy and robustness, as additional drivers of the system design. Many of the renewable energy sources we rely on as part of our strategies for reducing carbon are well suited to serve as the backbone for a resilient energy system.

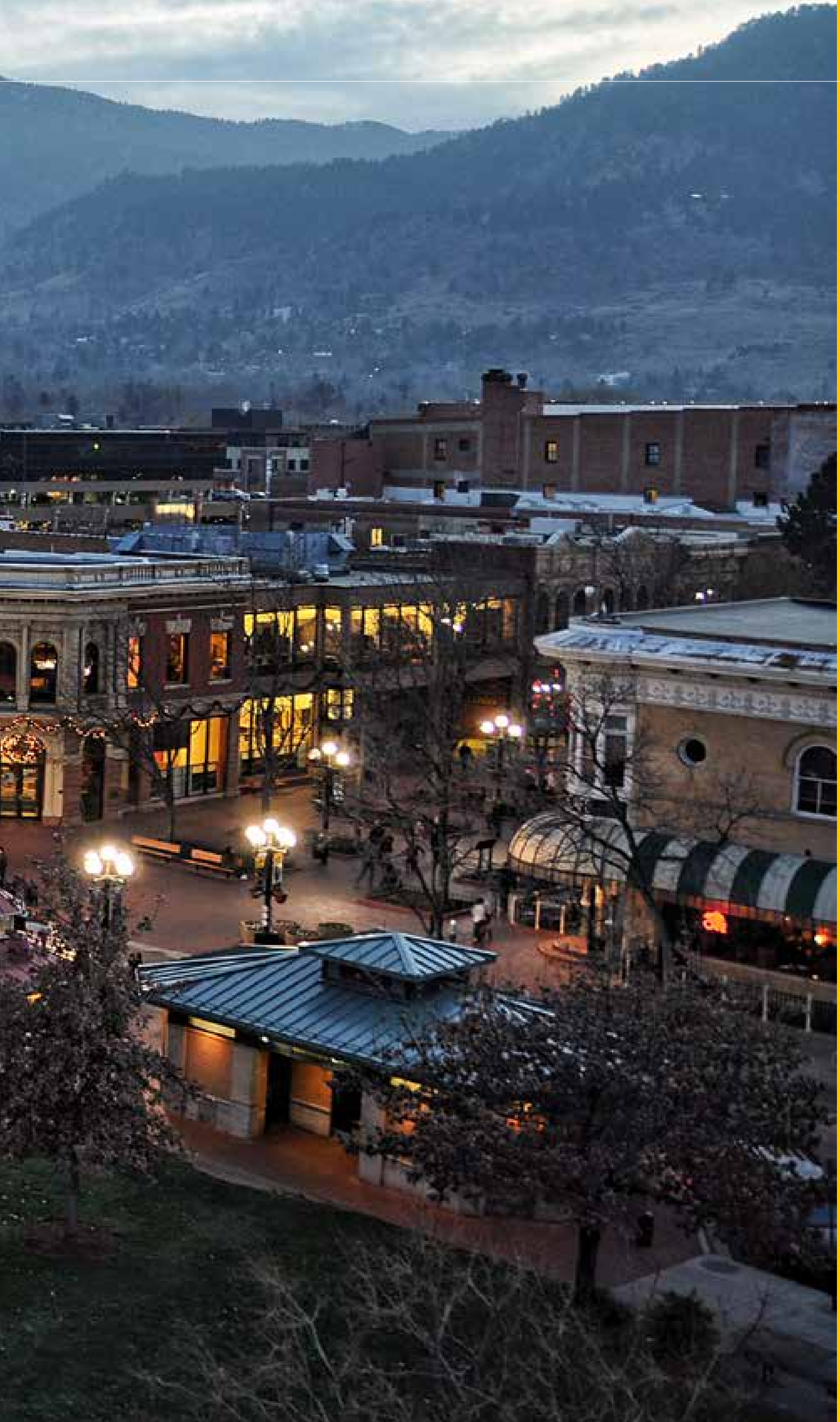
The city aims to improve resiliency and address economic and environmental concerns by prioritizing a local, clean energy system that combines Boulder-based generation, integrated storage and other distributed energy resources, increasing clean energy opportunities to low-income communities and protecting vulnerable populations by serving critical power needs. It will require careful consideration and extensive design, partnerships that span the entire community, and, ultimately, a collective leap of faith and the willingness to embrace change, even when the outcome is not yet entirely clear.

STRATEGY THREE

TRANSFORM AND INTEGRATE

Embed resilience into city operations and systems to transform Boulder's approach to community resilience.





ACTIONS:

3.1 Create Community Resilience Centers

Ensure the continuity of all critical life-safety services at a network of community resilience centers.

3.2 Foster Climate Readiness

Build climate preparedness capacity across the city organization.

3.3 Advance Sustainability with Resilience

Integrate resilience principles into Boulder's Sustainability Framework.

3.4 Embed Resilience in the Comprehensive Plan

Integrate resilience into the Boulder Valley Comprehensive Plan.

3.5 Manage Thriving Ecosystems

Develop an integrated urban ecosystem management plan.

PURPOSE:

The city's infrastructure, design and neighborhoods are driven by public investments and land use decisions. Choices made today will last for generations. These choices also must be considered on multiple scales and across issues and systems. Facing a future with so much uncertainty will ultimately require flexible and adaptive systems that do not lock the Boulder community into a single pathway.

RESILIENCE VALUE:

Embedding resilience into long-held sustainability values creates systemic change for both the city and the larger community that allows us to better address a wide range of climate, economic and social challenges.

Action 3.1 Create Community Resilience Centers

Ensure the continuity of all critical life-safety services at a network of community resilience centers.

Recent events have highlighted the extreme vulnerabilities and interdependencies of core life-safety infrastructure and utilities (e.g. energy, water and sanitation) and the need for their combined secure, continuous operation during crisis. Advance planning for large-scale, high-impact events is critical to ensuring that these incidents do not overwhelm either immediate response capabilities or the long-term well-being of highly vulnerable segments of Boulder's community. The city will design and implement a communitywide network of resilience centers that ensures continuity of critical community services, protection for high-risk populations and infrastructure, and an enhanced capacity to provide and maintain basic services at a neighborhood scale, and develop the capacity to 'island' critical infrastructure provision without jeopardizing core life-safety functions. These resilience centers will contain small-scale or compartmentalized infrastructure systems that can operate independent of the larger utility system to sustain a sheltering facility during wide-scale disruption.

Boulder will also create place-based platforms for assembly, cooperation and education. By basing and delivering community outreach, activities and other functions (e.g., mobile farmers markets, food trucks, fix it clinics, recycling support, etc.) from these locations, these centers can be integrated into the new focus on neighborhood- based engagement during good times as well as crisis. The likely integration of significant renewable energy assets at these locations can also provide foundational elements for a distributed energy system that could include neighborhood-based load balancing through on-site battery storage, neighborhood microgrid development or other emerging decentralized energy utility models.

By thoughtfully investing in public safety infrastructure as a response to lessons learned in previous events, the city can weave in multiple additional community benefits such as neighborhood development and energy transition.

Action 3.2 Foster Climate Readiness

Build climate preparedness capacity across the city organization.

Most of the city's climate risk is tied to larger scale changes in the global and regional climate, and the community's understanding of those impacts at the local scale is inconsistent. This is in part because of the complexities of Boulder's local topography, but also because the city currently uses a wide variety of models, methods and analysis to characterize potential "futures." In order to efficiently and effectively plan for Boulder's future climate impacts, the city will systematize the use of climate information across all departments and city functions in a way that is scientifically robust yet retains appropriate flexibility.

CLIMATE LEADERS PROGRAM

The City of Boulder will pilot a program to train department leaders, from Human Resources and Finance to Utilities and Parks and Recreation, in the science of climate change so that everyday decisions across the organization can be informed by a consistent foundation of knowledge and understanding.

SCENARIO PLANNING

We must prepare to accommodate a much wider range of possible future conditions than in the past. Part of the solution is to design a scenario-based process for planning that allows us to test programs, actions and investments against different plausible potential future conditions and prioritize actions that represent "no or low regrets" strategies. "No or low regrets" strategies are those that are sound investments and adaptations regardless of the severity of future change.

By investing in the core capacity of city staff to understand climate science and impacts, and by developing flexible mechanisms to plan for a range of potential climate impacts, Boulder is creating the adaptive governance structures necessary to address the wide-ranging effects that climate change will have on all functions of government.

Action 3.3 Advance Sustainability with Resilience

Integrate resilience principles into Boulder's Sustainability Framework.

Boulder's Sustainability Framework is the unifying mechanism that connects all of the city's policies and programs, and therefore represents the best point for integrating the resilience principles that will have the greatest impact across all of Boulder's departments and functions. The Sustainability Framework has been used successfully in practice for several years, informing the city's policies, budget prioritization and program design. The Boulder community has a deeply embedded sense of sustainability as a core value system, manifested through the well-established framework, among many other community-driven initiatives. Resilience, however, is a relatively new and emerging concept being systematically applied as a practice in cities for the first time. By thoughtfully integrating resilience into a familiar and operational framework, resilience activity will be placed in a relatable and immediately actionable context.

The city is continuously working to provide service excellence for an inspired future and moving towards the vision of One City, One Boulder.

Action 3.4 Embed Resilience in the Comprehensive Plan

Integrate resilience into the Boulder Valley Comprehensive Plan.

The Boulder Valley Comprehensive Plan (BVCP) serves as the city's highest level policy document, articulating the community's vision and core values. The BVCP contains sustainability principles and policies and chapters that convey discrete topics such as land use, transportation, housing and economy. By integrating new resilience policies and strategies into the BVCP, the plan can address key elements of a healthy, stable and adaptive community, reflect and address Boulder's highest risks so the community can be adaptive, underscore connectively between systems and vulnerabilities, and illustrate ways that the BVCP can address Boulder's resilience, not only in times of disruption and crisis, but also on a day-to-day basis and over the long term. Integrating resilience into the BVCP will leverage interdisciplinary expertise and generate strategies that are responsive to Boulder's challenges, as well as align activities and priorities across city departments.

Action 3.5 Manage Thriving Ecosystems

Develop an integrated urban ecosystem management plan.

By creating an integrated ecosystem management plan, Boulder will support its complex local ecosystem and plan for the systemic stresses and changes anticipated with climate change impacts. As part of Boulder's long history of progressive planning, the city actively manages many aspects of the urban ecosystem, including monitoring wildlife-human interactions, maintaining a healthy forest canopy and conducting regular riparian renewal and restoration efforts. The success of these programs contributes to the city's rich quality of life and sense of community. These programs also add to the ongoing success of Boulder's signature planning achievement—the vast greenbelt of open space that encircles the city. Building on these efforts, Boulder will develop an integrated strategy that aims to knit disparate efforts to create a single ecosystem management plan.

Learning with 100 Resilient Cities

TRIMBLE AND DIGITALGLOBE

Boulder's urban forest faces unique challenges due to both the higher stresses already caused by geographic conditions and the onset of diseases and exotic pests such as the recently arrived Emerald Ash Borer (EAB). Given these factors and the need to develop a more robust set of urban forest management tools, the City of Boulder partnered with 100RC Platform Partners Trimble and DigitalGlobe to map the urban tree canopy.

DigitalGlobe was able to provide Boulder with the high-resolution multi-spectral satellite imagery needed to extract, map, and measure the trees throughout the city. Trimble presented an initial citywide urban tree canopy analysis, as well as provided free training to city staff on the use of the eCognition software necessary to map changes to the urban tree canopy over time.

The result provided the city with a baseline to prioritize future management plans and track green infrastructure changes whether through loss due to EAB infestation or gain through green infrastructure improvements. The urban tree canopy analysis will be published in Boulder's Open Data Catalog. In addition to working with Boulder, Trimble and DigitalGlobe are assessing how to replicate and offer similar outcomes to other municipalities based on the work done and lessons learned with Boulder.

The 18-month "Tree Debris to Opportunity" project (see pg 42) aims to transform Emerald Ash Borer infested wood debris into items area residents can use. In partnership with the Bridge House Ready to Work program, participants will receive expert training to turn milled wood into practical items and artistic expressions at the new Building 61 Makerspace at the Boulder Main Library.

Uniquely Boulder

TRAINING THE HOMELESS TO TURN "TREE DEBRIS TO OPPORTUNITY"

The City of Boulder has won a prestigious Knight Cities Challenge grant to develop an innovative program that will train homeless community members to turn trees impacted by Emerald Ash Borer into beautiful products. This 18-month project addresses a variety of community challenges, including Emerald Ash Borer infestation and homelessness. The program, called Tree Debris to Opportunity, was one of 37 recipients chosen by the Knight Cities Challenge for support and funding. The city's application was submitted in partnership with the Bridge House and Library Maker Space.

The goal is to engage the Boulder community in repurposing Ash tree debris to usable products to be sold back to the community. The program will hire participants of the Bridge House Ready to Work program. These individuals will complete a multi-month apprenticeship at the Maker Space, located in the Main Library, to learn how to become woodworkers. The group will make products that will then be sold at the Farmers Market and other locations. Public classes will also be offered for free. The Bridge House participants will help teach and facilitate the classes, encouraging collaboration between all members of the community. The project is expected to begin in mid- to late summer and is made possible through the generous support of the Knight Cities Challenge. The grant amount totals $200,000.

CREATE ADAPTIVE SOCIAL SERVICES

Reduce homelessness by designing an adaptive and predictive social service network.

Human Services provides vital support for large segments of the Boulder community through grants to community agencies, direct services and community capacity-building partnerships. These programs provide a range of community services for vulnerable residents—from access to mental and physical health, child care and family support to emergency services. The 2016 revision to the Human Services Strategy seeks to shift how Human Services conducts business, away from primarily tracking program-based success metrics, such as the number of shelter beds filled or meals served, to a predictive and adaptive service provision based on achieving social outcomes. This shift will allow us to identify "tipping points" in the social safety net that cause individuals and families to move from relative stability into homelessness. It will allow us to monitor for those changes and preemptively adjust resources to avoid them.

Homelessness represents a profound threshold for the most vulnerable in our society and once crossed, individuals and families encounter significantly more social, economic and health barriers. Reducing homelessness not only brings obvious and important benefits for the individuals and families involved, but ultimately saves substantial resources in the social safety net that can be redirected toward additional positive investments. Boulder is a prosperous and innovative city, and it has pioneered many important cultural and environmental issues. Thus, developing new ways to assist residents with the greatest needs, so that no one falls into homelessness, is a resilience frontier.

A RUNNING START

The actions listed to the right showcase many of the resilience activities the city is currently undertaking across the community. Boulder has taken inspiration and learned from its successes in the design of the new actions proposed earlier in this strategy. However, the list is not comprehensive – Boulder is doing much more. Let us know what you, your organization or company is already doing to build community resilience at www.resilientboulder.com Add to the ever-growing list of resilience building projects, programs and activities!

2016-2017 Resilience Actions	Resilience Challenge Area	Boulder's Running Start
Strategy 1: **CONNECT AND PREPARE** Prepare all segments of the community for uncertainty and disruption by encouraging community preparedness, creating a culture of risk awareness, and personalizing resilience.		
1.1 Make Resilience Accessible: Deploy a community driven, interactive "Mobile Resilience Lab."		NEW!
1.2 Activate Volunteerism: Develop a volunteer community preparedness training program.		City of Boulder Fire Rescue's Citizen's Fire Academy
1.3 Assess Economic Strength: Identify risks to future economic vitality.		City of Boulder's Economic Sustainability Strategy
1.4 Prepare Businesses: Incentivize the use of continuity planning strategies with local businesses.		Boulder Office of Emergency Management
1.5 Connect for Rapid Recovery: Develop rapid post-disaster impact assessment capacity in partnership with the local business community.		NEW!
1.6 Foster Artistic Engagement: Engage the creative power of the arts to convey and involve people in complex risk and resilience themes.		Boulder's Community Cultural Plan
FRONTIER 1: Invest in the Future: Prioritize city investments to promote community resilience and proactively address future risks.		City of Boulder Capital Improvements Program
Strategy 2: **PARTNER AND INNOVATE** Capitalize on the collective problem solving and creativity of Boulder's community by leveraging advances in data, research and observations to address emerging resilience challenges.		
2.1 Put Science in the Hands of the Community: Create a "citizen science" program to foster the co-creation of knowledge.		NEW!
2.2 Ensure Food Security: Design and conduct a local food security assessment.		City of Boulder's Local Foods Initiative
2.3 Make Data Accessible to All: Spur creative representation of data through investments in artistic visualization and knowledge display.		Bold Measures, Boulder's Community Dashboard (Coming Soon!)
2.4 Crowd Source Solutions: Drive the creative use of community data through competitive challenges and hackathons.		Understanding Risk Boulder
FRONTIER 2: Envision the Future of Energy: Develop a sustainable, secure, and equitable energy system.		City of Boulder's Energy Future
Strategy 3: **TRANSFORM AND INTEGRATE** Embed resilience into city operations and systems to transform Boulder's approach to community resilience.		
3.1 Create Community Resilience Centers: Ensure the continuity of all critical life-safety services at a network of community resilience centers.		City of Boulder's Climate Commitment
3.2 Foster Climate Readiness: Build climate preparedness capacity across the city organization.		Colorado's Water Plan - Chapter 6, Water Supply Management for the Future
3.3 Advance Sustainability with Resilience: Integrate resilience principles into Boulder's Sustainability Framework.		Boulder's Sustainability Framework
3.4 Embed Resilience in the Comprehensive Plan: Integrate resilience into the Boulder Valley Comprehensive Plan (BVCP).		Our Legacy. Our Future. BVCP 2015 Update
3.5 Manage Thriving Ecosystems: Develop an integrated urban ecosystem management plan.		City of Boulder's Urban Forest Strategic Plan
FRONTIER 3: Create Adaptive Social Services: Reduce homelessness by designing an adaptive and predictive social service network.		City of Boulder's Human Services Strategy

5 CREDITS

ACKNOWLEDGMENTS

Resilient Boulder would like to thank the many partners that contributed to Boulder's Resilience Strategy. Most importantly, we thank the thousands of community members who participated in workshops, surveys and conversations and provided boundless energy, creativity and insights during the strategy process.

The city would like to extend a very special thanks to the tremendous support provided by the team at 100 Resilient Cities, including Michael Berkowitz, Bryna Lipper, Andrew Salkin, Amy Armstrong, Leah Flax, Corinne LeTourneau, Katherine Michonski, Paul Nelson, David Schreiner, Roya Shariat, Max Young and the rest of the team. The success of this effort and partnership, however, would not have been possible without the immeasurable contributions of Katya Sienkiewicz.

Finally, we offer our sincere thanks and appreciation to our 100RC platform and strategy partners listed below.

STRATEGY PARTNER:

HR&A Advisors

100RC PLATFORM PARTNERS:

AGU Thriving Earth Exchange
Climate CoLab
DigitalGlobe
Earth Economics
Resiliency Advisors LLC
Trimble
Ushahidi

PHOTO CREDITS:

Pg. 03, Full Page	Nate Paradiso, Open Space & Mountain Parks Photo Contest
Pg. 10, Top Left	Art Source International
Pg. 10, Top Right	Art Source International
Pg. 10, Middle Left	The Sink
Pg. 11, Full Page	Earth Observatory, NASA
Pg. 15, Full Page	University of Colorado Sports Video & Athletics
Pg. 31, Middle	Walk My Path in Class 18- AmeriCorps NCCC
Pg. 38, Bottom	UR Boulder
Pg. 45, Full Page	Austin Baily, Open Space & Mountain Parks Photo Contest

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CITY OF BOULDER, COLORADO
REQUEST FOR PROPOSAL

RFP No. 36-2016
Envisioning City Facilities & an Urban Design Framework for former Boulder Community Health Site

ISSUE DATE: April 4, 2016

<u>DUE DATE:</u> 4:00PM, Monday, May 2

CONTACT:
Joanna Crean
Senior Project Manager
City of Boulder
303-441-3038 (work)
creanj@bouldercolorado.gov

1. overview

The City of Boulder (the City) has an international reputation as a great city with a high quality of life. It is home to a forward-thinking community and city government that prides itself on setting precedents with regard to sustainability, community engagement and innovative design. Boulder is also a highly-engaged and informed community. Its legacy of citizen involvement can be traced to prescient citizen-driven planning efforts, including the approval of a bond issue in 1898 to purchase 80 acres of land to create a "Chautauqua," now an extremely popular and beloved attraction, and the approval of a sales tax for open space acquisition, now encompassing over 45,000 acres.

More recently the City adopted a draft Climate Commitment "to rise to the climate challenge, and power a vibrant future, we will reduce Boulder's greenhouse gas emissions at least 80% below 2005 levels by 2050." This represents one of many goals the City sets for itself in pursuit of being a model city to work and live. Meeting these lofty and progressive goals has resulted in growth in city staff, services and operations over many years. This incremental development has resulted in the scattering of departments and workgroups across the city into different buildings, some of which are owned while others are leased. This fragmentation of city presence is inefficient and expensive and can create inconveniences and challenges in the customers' experience. In addition, portions of these city-owned buildings that house critical operations exist within the 100-year flood plain, which poses a threat to city government operations.

Analysis of city space needs has been an ongoing effort for many years now but has yet to find a globally responsive solution to consolidating city staff and offices to adequately address the needs of this progressive city. In December 2015, the City acquired 8.8 acres of property that formerly housed the Boulder Community Hospital (BCH). This site provides an opportunity to define a new activity center less than one mile from the downtown area (ATTACHMENT A). Developments in the Civic Area along with the recent purchase of the BCH property has provided a unique opportunity to respond to our decentralized office challenges in a way that reflects Boulders vision and values as a community. The City is positioned to build modern, centrally-located government facilities that can consolidate many city offices and present well-defined, central points of service to the community within these key "activity centers" as further defined in following sections.

The final plans and redevelopment options for the BCH site have yet to be determined and will need to be considered within the larger context of key activity centers which include University Hill, the Civic Area, and Downtown (ATTACHMENT B). These centers each have different characteristics and functions within the city. University Hill borders the University of Colorado Boulder and includes a compact and vibrant commercial area. The Civic Area straddles a portion of the Boulder Creek between 9th and 14th Streets and houses parks, recreational opportunities, and numerous city facilities. The Downtown area is the commercial heart of the city, with a pedestrian mall along Pearl Street at its core.

Several recent plans seek to further enliven or redesign a few of these activity centers. The University Hill Reinvestment Strategy Framework (April 2014), provides a vision and guidance for pursuing improvements for its residents, visitors, and businesses. A new Civic Area Master

Plan, adopted in July 2015, expresses a long-term vision to transform the Civic Area into an even more unique place that reflects the community's shared values and diversity.

While distinct in appearance and function, these activity centers are interrelated. One clear physical connection between these centers is Broadway, a major arterial that also forms the eastern boundary of the BCH site. The potential emergence of a new activity center at this site presents an opportunity to better understand the existing interrelationship of these activity centers and to develop a vision for the BCH site. As the specific character of the BCH site becomes more defined, careful management of any future development will need to preserve the neighborhood and thoughtfully consider the projected growth and related impacts associated with the property.

Public outreach is a critical component of work related to this project. The aim of city staff is to explore future options and solicit input from the community to ensure that the future direction of the BCH site fits in with the community's goals and visions. As such, initial efforts for public outreach have already begun to ensure that the community is informed and involved from the very beginning. A major update to the Boulder Valley Comprehensive Plan is also in process, which will provide the policy basis of the urban design framework for the BCH site.

2. scope of services

The city is seeking a long-term partner in the investigation, design process and eventual redevelopment of the entire BCH site as well as construction of new city facilities at the BCH site, Civic Area and potentially elsewhere in the city. Concerning the BCH site, redevelopment will include a blend of both city facilities and private development. The overarching scope of services in this RFP related to the Urban Design Framework is for assistance through the process of defining public and private development on the BCH site. For city facilities, the primary focus is defining the needs, requirements and vision for future municipal facilities in Boulder.

The City of Boulder invites submissions to the following proposed scope of services. This scope is a guideline for developing an approach to this project, and the City invites creative solutions in this plan. **The work outlined is limited to the first phase of work (Phase I) regarding city facilities on a city-wide scale and the urban design framework on the local scale** for the BCH site. Phase I is scheduled to conclude by the end of 2016 or early 2017. Future phases of work will extend over the course of the next several years arriving at the ultimate goal of the identified sites redevelopment.

Independent studies, outside of the scope of this work, but will inform aspects of the project when they are complete include:

1. Adaptive reuse potential of BCH site and buildings *(currently in progress)*
2. Flood plain analysis
3. Transportation analysis
4. Health care market analysis of the BCH site
5. Customer Experience Project (ATTACHMENT C) *(currently in progress)*

Also, on the southern portion of the BCH site (south side of Alpine Ave) there is an existing medical office building and parking structure which are currently being renovated for city use.

Separate RFPs have been issued for scopes of work relating to those projects; these can be found on BidNet (RFP 18-2016 and RFP 29-2016).

This RFP has established minimum criteria and expectations for meetings and deliverables acknowledging that we cannot anticipate all necessary meetings and engagements. Costs associated with additional meetings will be negotiated as they arise. We have intentionally left out project team coordination meetings and are asking respondents to this RFP to propose an approach to regular engagement with city staff as part of their response to this proposal.

The city reserves the right to request all supporting documentation used in development of reports and presentation materials including but not limited to graphic files, GIS files and spreadsheets, etc.

PRIMARY OBJECTIVES OF WORK REGARDING CITY FACILITES

- Envisioning what city facilities of our future could and should be taking into consideration our City Vision and Values, Climate Commitment, city-wide initiatives and ordinances, data from investigations about city departments and input from key stakeholders in addition to research and recommendations based on progressive trends in the industry.
- Identify where divisions and departments should be located within key areas of the city. This exploration should be integrated with the Civic Area development, BCH site development, land marking, employee commute initiatives, and various departments' Master Plan updates, among others, in developing city facilities program and master plan options.

PRIMARY OBJECTIVES OF WORK REGARDING BCH URBAN DESIGN FRAMEWORK

- Understand the existing interrelationship of BCH, University Hill, Downtown, and Civic Area with a focus on physical form and land use function.
- Develop an urban design vision plan for the BCH site to guide decision-making with planning and design principles as informed by best practices and community input.
- Illustrate the desired future characteristics of the site.

KEY AREAS OF WORK FOR THE PROJECT

1. **<u>Investigation and Data Collection</u>**

   Conduct investigations, research and compile data to provide a framework that supports decision making and development in the subsequent visioning, space analysis and guiding principles work. Include in research case studies and best practices examples of both progressive municipal facility development and urban design frameworks in other cities who share core commonalities with the city of Boulder. The work should also include analysis of latest technology, industry standards and design approaches relevant to the various aspects of the project work.

   The city has been and still is gathering information on each of its departments and conducting analysis of its staff, facilities, location relationships around the city, affinities between departments, etc. Information collected to-date will be shared with the consultant team, which should expect to continue investigations as needed to complete analysis of city facility needs. ATTACHMENTS D1 & D2 define both the city facilities and departments that are central to this investigation.

From these investigations, develop a city needs analysis and space program that provides a comprehensive outlook and evaluation of city facility space needs.

Explore the existing interrelationship of the BCH site to the University Hill, Downtown, and the Civic Area city activity areas (ATTACHMENT B). Develop a qualitative and diagrammatic description of characteristics of each of these areas. The analysis should include recent developments, plans and any desired future prospective developments/land uses reflected in those plans.

Perform existing conditions analysis on the BCH site: explore its relationship to the immediate surroundings and the city, including analysis of land use, connections, building scale, topography, natural features, and other data as needed to further support and form an understanding of the site.

The analysis will be utilized to inform later design and land use objectives. The city will provide or allow access to a set of base data and would like consultants to work with and supplement the data to conduct research and analysis and produce maps.

Minimum deliverables include:

- ✓ A report on case studies and research related to municipal city facilities
- ✓ Data analysis report of city-wide facility investigation to include summary of findings
- ✓ Program of requirements for city facilities to include provisions for area, space standards, desired affinities and key architectural and infrastructural features of various divisions or departments to inform future development of facilities
- ✓ A report on case studies and research related to BCH site and urban design framework for the site, including Ecodistricts and other best practice neighborhood design
- ✓ A qualitative and visual report on the context analysis of the BCH campus and the interrelationship between BCH and the activity areas as described above
- ✓ Set of maps to describe the physical context of the site related to its immediate surroundings and the city

2. <u>Public Outreach & Visioning</u>

Boulder is a highly-engaged community; a robust approach to public outreach is an essential component in this scope of work, particularly in developing the urban design framework. The public outreach component will also be utilized to inform later guiding principles, design guidelines, city facility performance standards and land use objectives for both city facilities and the BCH project site.

Form and conduct an engagement strategy for public outreach to the community. Identify the key stakeholders and process for engagement in collaboration with other efforts being conducted surrounding this project.

Visioning process for city facilities

Conduct a visioning process for what city facilities of the future should be and where they should be. Work with the City to identify and include key stakeholders through surveying, charrette(s)/workshops and defined engagement strategy. At minimum, the visioning should include an internal staff component and a public outreach component.

Currently, the city is engaged in a Customer Experience Project which is surveying both internal and external customers in an effort to improve the customer experience. ATTACHMENT C describes that project from which data collected will be made available to this team to inform and integrate into this visioning process.

The visioning process should produce a vision statement for city facilities that lays the groundwork for development of guiding principles for city facilities. Vision statements may be developed for city facilities located in specific key areas/service centers in the city such as for the Civic Center, BCH site, Municipal Services Center and elsewhere as appropriate.

Minimum deliverables include:

- ✓ List of key stakeholders and description of their interests in the project
- ✓ Outline of strategy for visioning process to be reviewed and approved by city project team. Include in outline how you will engage the various stakeholder groups and at what key points. Describe how the process and findings will be used to inform subsequent decision-making.
- ✓ Events and charrettes/workshops for city staff, key stakeholders and community as your visioning process requires
- ✓ Report on visioning process to include summary of findings
- ✓ Vision statement(s) for city facilities

Public outreach and vision for BCH site

Conduct public outreach and visioning process, which captures the past, present and future for the BCH project site. Initial work on outreach has already begun and includes a "storytelling" activity with the community to gather stories and artifacts of memories regarding BCH. This activity is being hosted on the BCH site in a "storefront" space that was created to establish a presence and offer a place for the community.

Develop a project identity, including a name for the project. Current work on the storytelling activity may start to craft the initial identity of the project. This identity should be further refined and built upon as the project progresses through the summer and fall. The project identity will be a cornerstone to the future character of the BCH site and should directly relate to findings from the customer experience project and input from the community.

Meet with boards, stakeholders, neighbors, and members of the community to generate possible future uses and design "ideals" for BCH including areas of land use, urban form, connections, infrastructure, cultural facilities, etc. Prepare an analysis on strengths, weaknesses, opportunities and threats for the BCH project area.

Distill and analyze ideals from community and stakeholder input and consider findings from investigation and data collection to develop planning and design principles. These principles should articulate specific goals and objectives for the future of BCH site and will inform later site and area planning.

Minimum deliverables include:

- ✓ Engagement strategy for public outreach, including identification of key stakeholders to be involved, how they will be engaged, and at what points
- ✓ Formulation of the new BCH project area identity and official name of the site
- ✓ Minimum of one event/workshop (regarding project identity, visioning and guiding principles) to include interactive activities and opportunities for digital engagement, among others
- ✓ Production of materials for public outreach
- ✓ Summary report(s) of input and takeaways from public outreach

3. Guiding Principles, Urban Design Framework and Master Plan

The development of the following work is to be informed by the products of the previous two key areas of work.

Guiding Principles for City Facilities

Develop Guiding Principles to be adopted by our City Council that lay the foundation for development of Performance and Design Guidelines for City Facilities. Subsequent phases would include the complete production of the Performance and Design Guidelines for City Facilities. This document is to serve as a guideline for any new development or major renovation or replacement of city facilities. It should be applicable to any city facility re-development scenario. The Guidelines should respond to:

1. Community Engagement & Customer Service
2. Climate and Natural Environment
3. Community and City Context
4. Workplace Environment
5. Resiliency
6. Technology
7. Stewardship
8. Architectural Features, Infrastructure and Space Standards
9. Operations & Maintenance
10. Building End-of-Life Program

Minimum deliverables include:

- ✓ Guiding Principles to be adopted by City Council
- ✓ Outline of Design Guidelines that includes indication of key goals of each section and content to be developed in future phases.

BCH Urban Design Framework

The urban design framework is intended to provide guidance to future development in the area and define the overall urban design character while providing the flexibility to adapt to a range of potential uses. The task is to create an "illustrative plan," an illustration of the historic and current context, and identify the desired future "urban form" characteristics of the BCH site. In addition to expressing a vision for the site and its context, this illustrative plan should frame the need for site and area planning, and include the definition of a boundary that will serve as the next phase of planning for the site. The urban design framework should respond to the following:

1. Land use
2. Connections and street character
3. Building form and design characteristics
4. Topography
5. Natural features
6. Open space
7. Desired future infrastructure projects

Minimum deliverables include:

- ✓ Identify of the project area vision and formulate a set of planning and urban design principles, including the "main idea" of each principle as well as tangible goals, to support each principle.
- ✓ Illustrative Plans
- ✓ Identification of key performance criteria in relationship to the built environment, public realm and land use
- ✓ Provide supporting graphic materials

Schematic massing model and master plan options

From this analysis, develop massing models and master plan options for city facilities in the Civic Area, BCH site and possibly elsewhere as investigations may further define. Master plan options should be supported by the visioning process and all previous work.

Provide a high-level 3D schematic model to validate the capacity of the BCH site with the potential uses and program needs as identified by the urban design framework and through the public outreach process. In addition, conduct a spatial analysis on the programmatic relationship of city facilities, BCH, and the Civic Area East Bookend to identify potential shared or overflow programmatic needs which may be accommodated on the BCH site. The intent of the modeling is to validate the site capacity within the buildable envelope for three possible program options. At a minimum, the model should account for the following:

1. City facilities at the departmental/division level to demonstrate size and ideal adjacencies between departments
2. Potential occupancies or uses including commercial, institutional, and residential
3. Projected square footage by use
4. Open space
5. Parking requirements
6. Potential adaptive reuse of discrete buildings
7. City of Boulder Title 9 Land Use Code

Minimum deliverables include:

- ✓ Master planning options for BCH site, Civic Area and elsewhere as investigations reveal for city facilities.
- ✓ Summary report(s) of the schematic building/site program
- ✓ Three 3D schematic and diagrammatic models of potential site programs

3. project schedule

Following is the schedule with key deadlines with respect to the RFP and award process.

RFP PUBLISHED	**APRIL 4, 2016**
Last day for questions	April 18, 2016
Last day answers to questions published	April 25, 2016
PROPOSALS DUE	**May 2, 2016**
Interviews & Selection	May 12-13
Selection	End of May 2016

Phase I

Key milestones and meetings are outlined in the following table. Included in the response to this RFP should be a proposed timeline and work plan for achieving these milestones including proposed draft submittals, interim meetings with staff and stakeholders and other information relevant to meeting deadlines.

MAJOR MILESTONES AND KEY MEETINGS	
Data collection, research and front end	June – August 2016
Key public outreach event(s) and key stakeholder design charrette(s) / workshop(s)	By September 2016 *(or proposed alternative)*
City Council Study Session – work from vision and guiding principles and design work to be presented for feedback	October 2016
Incorporate feedback from study session	End of 2016
Final draft of project identity, planning and design principles, and urban design framework for City review	December 2016
Report to Council on Guiding Principles, Master Planning and Urban Design Framework	**Early 2017**

Phase II

Phase II is not included in this initial scope of work, but upon successful completion of the first phase, the team would be asked to proceed with this additional work. This work could include:

1. Site and/or Area planning for BCH to include an urban design plan and preliminary site plan with scenario modeling including land use and zoning, open space, streetscape guidelines and building design guidelines
2. Development of City Facility Design Guidelines and Performance Standards
3. Refinement of city space needs into a complete program that could be utilized in design of city facilities
4. Design of city facilities at the BCH site and/or in the Civic Area.

4. owner-provided information and references

List of Attachments:
1. ATTACHMENT A: BCH Site
2. ATTACHMENT B: Activity Centers
3. ATTACHMENT C: Customer Experience Project description
4. ATTACHMENT D1: City facilities & departments
5. ATTACHMENT D2: Map of City Worksites
6. ATTACHMENT E: The Plan for Boulder's Civic Area (2013)
7. ATTACHMENT F: The Masterplan for Boulder's Civic Area (2015)
8. ATTACHMENT G: University Hill Reinvestment Strategy Framework (2014)
9. ATTACHMENT H: Boulder Valley Comprehensive Plan (2010)

Upon commencement of the project, the City will provide further documentation and access to databases, drawings, materials, other work products and information it has in its possession that has been previously developed to aid in this team's work and the success of the project.

5. consultant selection process

The city expects creative and rigorous approaches to the project and will use the following criteria for selecting a consultant:

Criteria for selection:
1. Demonstrate understanding of the project (25%)
2. Describe your approach to the key areas of work (25%)
3. Team's experience with comparable projects, relevant experience and qualifications of core team members (20%)
4. Competitive cost proposal, value for deliverables and services (15%)
5. Proposed project schedule and workplan (10%)
6. Experience and familiarity with the City of Boulder and Northern Colorado region (5%)

The overall project budget is roughly $200,000.

The successful consultant will enter into a standard City of Boulder contract.

6. required qualifications & value-added items

The vision for this exercise is to bring a multi-disciplinary approach to the project that ultimately results a new activity center with built facilities for the city and potentially new models for operating and engaging with the community and customers. A team that can demonstrate expertise and innovative approaches to facilitation, public outreach, communications, planning and design thinking, technology integration, problem solving and analytics is highly sought after on this project.

Technical qualifications

The project team should be capable of producing presentation materials and graphics to communicate concepts and ideas clearly to a wide variety of audiences. In addition to any printed 2D materials, all work shall be submitted digitally and must be PDF-compatible. Any 3D files shall be submitted in a format compatible to import into Sketchup, Revit, and CityEngine.

Physical scenarios and analysis maps should be created with City of Boulder GIS mapping information and use tools such as 3-D ESRI story maps, CityEngine software, and Community VIZ, or at minimum tools that are compatible with City Engine to allow for delivery on the web. Any data generated or identified outside of the city's base data should be shared with the city. Visualizations and renderings would be helpful and are desired if budget permits.

7. proposal submittal requirement

The city is looking for a firm and personnel that demonstrates understanding Boulder's unique circumstances and offers a creative yet analytical approach. The proposal should include a clear description of the approach using the city's scope as a reference. Consultants should employ their expertise and innovation to improve upon the scope. Proposals should clearly convey the consultants' philosophy to addressing the project and demonstrate knowledge of cutting-edge best practices. The most important parts of the submittal are the project understanding and approach as well as the examples of relevant work. The city is interested in knowing how proposers have approached similar projects in other communities and how they will approach the city of Boulder's project to generate a successful outcome. Submittals should be concise and clear and include:

Please submit three hard copies and one electronic copy on a thumb drive. The proposals must contain the following information outlined below:

1. **Cover letter**
    - Legal name of firm, address and telephone number
    - Year firm was established
    - Principal contact in charge of the project proposal
    - Person who would be the City's primary contact
2. **Firm Background and Project Team**

- Firm background
- Propose a team assembled to develop the project, including resumes and identification of who will be primarily responsible for leading various aspects of the projects and their relevant qualifications.
- Names of proposed personnel for firm and any sub-consultants/contractors, their professional qualifications for the Project, and any relevant certifications/ registrations.
- Specify whether or not the firms have worked together as a team in the past.

3. **Understanding & Project Approach**
   - Describe your ***understanding*** of the project, addressing each item presented in the scope.
   - Describe your ***approach*** to the project with specifics addressing key areas as identified in the scope. Include in your approach how you will involve staff and key stakeholders. Describe your process for developing the various aspects of work and deliverables that support that work. Include in your approach additional key materials and supporting documentation (outside of minimum deliverables) you would propose delivering to support your work and the project. Describe in your own words the goals you'd plan to achieve.
4. **Proposed schedule and workplan**
   - Present your proposed schedule and approach to developing a workplan for this project to hit the major milestones identified in the schedule. Include key meetings, reviews and milestones. Include who you would propose participating at various meetings.
5. **Recent relevant work**
   - Provide relevant work examples of your team for the various aspects of the project. Identify in work examples when you have worked with your proposed sub-consultants.
6. **Rate schedule**
   - Provide one copy of your most current year Rate Schedule including rates of other sub-consultants.
7. **Cost Proposal**
   - Cost proposal to include to include an itemized scope of services and budget by task so that final scope and budget can be negotiated to suit the needs of the project.

8. acceptance of terms and conditions

The Draft Contract attached is intended for use as is. Use this form to indicate your acceptance of the terms and conditions contained in Draft Contract attached.

Submitters that take exceptions to any terms and conditions or offer language substitutions shall explicitly state the exception(s), reasons(s) therefore, and language substitute(s) (if any) in this section of the proposal response. Failure to take exception(s) shall mean that the proposer accepts the terms and conditions as contained in the draft Contract. Note that such exceptions may render the proposal non-responsive and cause the submittal to be rejected.

If your firm takes no exception to the terms and conditions of this Request for Proposals, please indicate so.

List exceptions here:

Signed,

By: ______________________

____
Title Date

For: ______________________