

**Boulder City Council**  
**STUDY SESSION**  
Study Session is Televised

**Tuesday**  
**April 28, 2015**

**5-6 PM**  
**Briefing: Housing Boulder**

**6-8 PM**  
**Human Services Strategy Update**

**8-9 PM**  
**University Hill Reinvestment Strategy Update**

**Council Chambers**  
**Municipal Building**  
**1777 Broadway**

Submit Comments to City Council  
Email: [council@bouldercolorado.gov](mailto:council@bouldercolorado.gov) or  
Attention: Alisa Lewis, City Clerk  
PO Box 791, Boulder, CO 80306  
Fax: 303-441-4478

## MEMORANDUM

**TO:** Members of City Council

**FROM:** Jane S. Brautigam, City Manager  
Karen Rahn, Director, Human Services  
Todd Jorgensen, Strategic Initiatives Manager, Human Services  
Wendy Schwartz, Planning and Program Development Manager, Human Services

**DATE:** April 28, 2015

**SUBJECT:** **Human Services Strategy Update**

### I. PURPOSE

The purpose of this study session is to update council on the progress on the Human Services Strategy development and receive council feedback on direction, process and timeline. Additional information can be found in past [council memos and information packets](#).

### II. QUESTIONS FOR COUNCIL

1. Does council have questions or feedback about the current work plan, process or timeline?
2. Does council have any comments or questions on the Homelessness Strategy Framework, Action Plan or provided updates in the [April 7, 2015 Information Packet Item: Update on Homelessness Issues](#) ?

### III. BACKGROUND

#### Purpose

The 2016 to 2021 Human Services Strategy creates a guiding plan to direct city human services investments through a shifting community landscape driven by changes in economic conditions, state and federal support to local communities, increased demand for services at the local level, and changing demographics and emerging trends.

In recent years, reductions in state and federal budgets and a rapidly changing economy have placed greater demands on local governments to meet community needs. This devolution required local governments, philanthropy and nonprofits to find more effective ways to leverage partnerships, maximize impacts of investments and re-evaluate roles in an attempt to support the well-being and quality of life for residents.

Within this context, the purpose of the Human Services Strategy update is to:

- Identify the city's strategic human services goals and priorities that will guide work plans and investments over the next five years;
- Clarify the city's role in providing and supporting human services;
- Identify new or expanded strategic partnerships to leverage resources and services to the community; and

- Align city investments with those priorities and partnerships through the appropriate city roles as direct service provider, funder and leader/partner.

### Council Direction

Council has provided feedback in previous Human Services and Homeless study sessions. The following is a summary of council direction to date:

- Focus limited resources on supporting fewer priorities that have greater impact in key areas of human services;
- Expand the city’s leadership role and use its leverage as a funder to improve the human services system;
- Maximize potential benefits of the Collective Impact/Pathways models;
- Assess county partnerships, opportunities and redundancies;
- Include assessment of changing senior demographics and needs;
- Continue prevention as a funding focus to reduce long-term community costs and maximize individual and family outcomes;
- Maximize potential benefits of Collective Impact and Pathways models;
- Ensure processes and services are culturally competent;
- Consider healthy/active living and local food access as new focus areas; and
- Engage diverse sectors of the community in plan development.

The city has moved forward with some new initiatives, consistent with this direction, as opportunities have arisen, such as supporting the Double SNAP program, development of a homeless strategy focused on long term and permanent solutions and countywide funders grant management system with common impact areas and outcomes. Staff has incorporated this direction in the next steps in assessing and developing potential options for the stakeholder and community engagement plan.

### Strategy Timeline

The planning horizon for the Human Services Strategy is five years, 2016 to 2021. A shorter planning period will enable the city to respond to current social conditions and emerging trends with greater flexibility and responsiveness. The updated Human Services Strategy planning and approval process timeline is included as **Attachment A**.

### Guiding Documents and Principles

Key city and county guiding documents for the Strategy update include:

- City of Boulder Sustainability Framework
- Boulder Valley Comprehensive Plan
- City Resilience Framework
- Boulder County Human Services Strategic Plan
- Boulder County Ten-Year Plan to Address Homelessness
- Boulder County Area Agency on Aging 2015 Age Well Plan

In addition to the city and county planning documents, the city’s core values of sustainability and resilience provide the foundation of the Human Services Strategy development. The focus of collective impact and investing in long-term solutions to

address and mitigate more serious and costly social issues is the foundation of sustainability and resiliency.

### *Sustainability*

Boulder's [Sustainability Framework](#) articulates the city's vision, mission, guiding principles and strategic priorities. It expresses these values through a framework of seven focus areas:

- Safe community;
- Healthy and socially thriving community;
- Livable community;
- Accessible and connected community;
- Environmentally sustainable community;
- Economically vital community; and
- Good governance.

The mission of the Human Services Department is *to create a healthy, socially thriving, and inclusive community by providing and supporting human services to Boulder residents in need*. This mission crosses all seven areas of the Sustainability Framework, with the greatest emphasis in a healthy and socially thriving community and livable community.

### *Resilience*

The city is participating in the Rockefeller Foundation 100RC global initiative. The 100RC project is dedicated to helping cities around the world become more resilient to the physical, social and economic challenges that are a growing part of the 21st century. 100RC supports a view of resilience that includes the shocks we experience such as floods and wildfires and chronic stresses that weaken the fabric of a community on a day-to-day basis. Examples of stresses affecting the social infrastructure and resilience include unemployment, lack of access to resources to meet basic needs (including physical and mental health), lack of educational opportunities, availability of affordable housing and food and energy insecurity. By addressing both shocks and the stresses, a city becomes more able to respond to adverse events and is overall better able to deliver basic functions in both good times and bad, to all populations. Social resilience and self-sufficiency of the residents of the community have a direct impact on the community's ability to withstand shocks. Resilience, in a social context, emphasizes building strength and capacity of the individual, family and community. Building this strength and capacity requires that resources and efforts be shifted to provide a greater emphasis on reducing both short and long-term vulnerability.

There are opportunities for alignment of the 100RC efforts and the Human Services Strategy based on the shared values of resilience, sustainability and collective impact. The Human Services Strategy update will incorporate 100RC themes and analytical tools, and coordinate community engagement processes, where aligned.

## Human Services Frameworks and Themes

The conceptual frameworks for the Human Services Strategy are:

### *Collective Impact*

Collective Impact is a model of affecting change premised on the idea that large-scale social change requires broad cross-sector coordination and movement away from isolated interventions. The model requires the commitment of key community stakeholders from different sectors to create common agendas for solving social problems. Evidence indicates that this broad-scale approach of focusing on targeted issues for community impact has had some success.

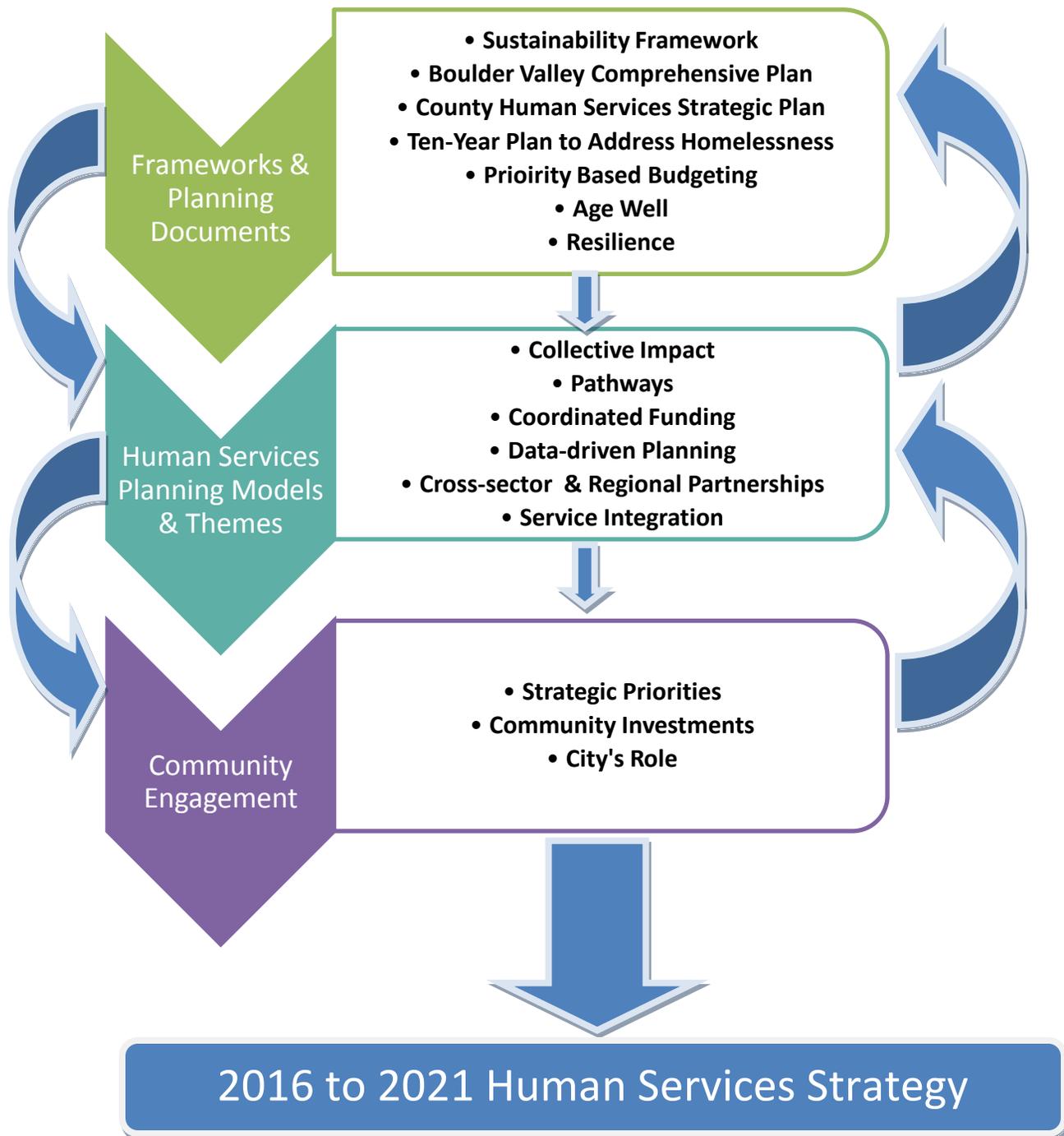
As part of the Strategy development process, staff is exploring with partners and stakeholders how to maximize outcomes of collective impact and identify barriers and gaps for implementation of the model. Identified barriers include shared data and data collection mechanisms or platforms to integrate and share data, measuring outcomes which matter, infrastructure and resources and technical assistance to pilot and launch opportunities for greater integration and coordination.

### *Pathways*

The Pathways Initiative is the American Public Human Services Association's (APHSA) vision for designing and delivering effective human services systems. Although the Pathways model was designed primarily for state and county human services systems, elements are useful to city planning and coordinating efforts with the county and are consistent with the Collective Impact model. Pathways focuses on a service delivery system which fosters greater long-term self-sufficiency of clients by addressing social welfare needs in a holistic manner. Characteristics of the model include:

- Focus on client outcomes;
- Prioritize prevention services;
- Eliminate duplicate administration of related programs; and
- Create seamless integration of government and community programs.

Both approaches require a major paradigm shift in the way most organizations provide human services. These shifts have been taking place over the past several years and experience has indicated that change will not happen quickly - it is a multi-year and staged process, and technical support and resources are needed from key institutions with capacity to guide and foster change. For example, it requires an extensive data and system re-design to integrate diverse government and community services around clients, as opposed to clients accessing multiple services at different locations with redundant systems. Providing technical assistance and resources for building this infrastructure across services will be needed. Staff continues to identify barriers and effective strategies to implement these frameworks. Potential steps to accomplishing this are included in later sections.



Existing Efforts Supporting the Framework

Consistent with these models and themes, staff are assessing the feasibility of and success of several initiatives to inform strategies, engagement and implementation:

- **Pay for Success (Social Impact Bonds)** – directs public dollars to interventions with demonstrated success in delivering social and economic outcomes. In this model, an intermediary organization raises capital from private investors to fund multi-year delivery of human service programs traditionally funded by government agencies on an annual basis. If human service providers are

successful in achieving contractually agreed upon targets for performance metrics, the government authority pays the investors a return on their investment. This return on investment is funded from the savings produced through multiple funding streams to fund the successful interventions. Staff is exploring this model as a potential funding mechanism, particularly for housing for the homeless, which has been piloted in Denver. The city is partnering with Boulder County in exploring the feasibility of the Pay for Success model for human services or homeless programs. Other innovative financing structures, such as crowd-funding, are being explored to identify promising approaches in addition to Pay for Success.

- **Impact Genome Project** – Mission Measurement, a social impact consulting firm, and the city are exploring the feasibility of developing valid metrics for outcomes tied to community indicators that are meaningful in the social services sector and reduce or eliminate data collection which does not inform the most important community outcomes we are seeking. Mission Measurement uses data as a key tool to help design more effective strategies that move the needle on intended outcomes.
- **Homeless Emergency Services System** – Human Services has partnered with local homeless service providers and other stakeholders to form a task force to evaluate the emergency sheltering system, including day and night sheltering, day resources center space needs, most effective use of assets, maximizing use of resources, and recommendations on how to implement best practices (integrated services, data and outcome tracking for system improvement and coordinated entry). The task force will help guide the city in development of a Request for Proposal (RFP) for this work and implementation of recommendations. This is a follow up of an initial report authored by the Burnes Institute and commissioned by three services providers. One goal of the project is to assess next steps for implementation of best practices identified in the Collective Impact model.
- **DREAM BIG** – is a collective impact initiative aimed at improving educational outcomes for children in the city and county. Partners include, I Have a Dream Foundation, Boulder Valley School District, Boulder Housing Partners, the City of Boulder and other community agencies. With seed funding from the city's Education Excise Tax Fund, DREAM BIG will enroll the first class of second graders in April 2015 and support them over the next 15 years. DREAM BIG supports children and youth from elementary school to career with a focus on overcoming cultural and language obstacles and breaking the cycle of poverty by achieving high educational, personal and career goals. The program provides each Dreamer with academic support and tutoring, family and parental support, summer enrichment and service learning opportunities, and expanded pre-collegiate and career planning. This is an example of multiple community partners launching a bold community vision and working cooperatively to leverage efforts and resources to impact the achievement and success gap.

## City Roles in Human Services

In delivering and supporting Human Services, the city plays three primary roles:

As Service Provider, the city:

- Provides direct services to support critical community services across the life stage continuum;
- Limits its role as a service provider to those situations where:
  - There is an expressed desire of city council or the community;
  - There is a demonstrated need that cannot be met through other service providers; and/or
  - The nature of the service requires a broad community collaborative effort or institutional capacity to administer or launch.

As Funder, the city:

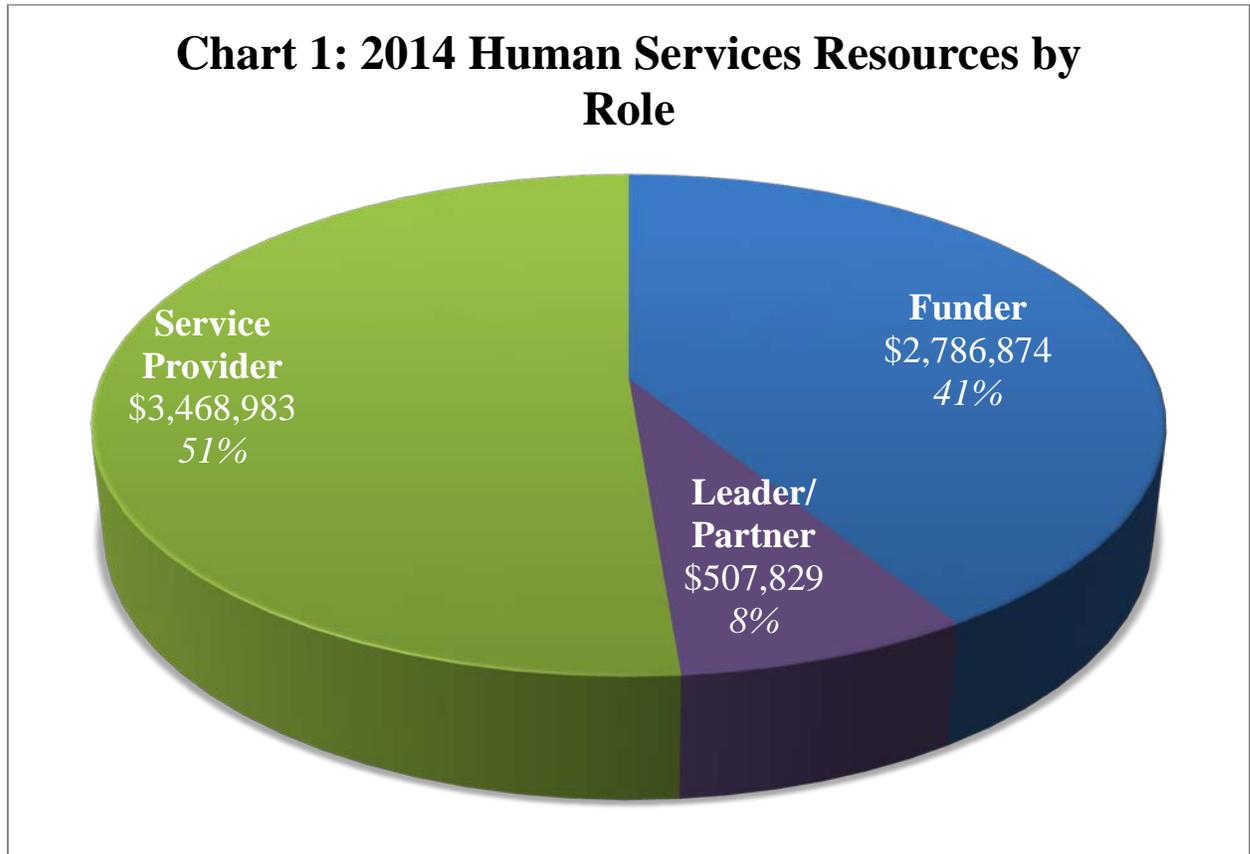
- Funds the most efficient, effective services, minimizing duplication;
- Makes funding decisions based on competitive RPF processes within funding priority areas identified in the current Human Services Master Plan;
- Involves residents in developing funding recommendations through an advisory committee appointed by the city manager; and
- Funds agencies based on specific, achievable goals and outcomes which benefit Boulder residents.

As Leader and Partner, the city:

- Makes strategic investments in the community that maximize long-term positive outcomes;
- Evaluates social problems and conditions and responds to identified concerns;
- Works toward addressing social issues and improving social conditions through regional coordination and partnerships;
- Pursues partnerships to ensure services are coordinated and effectively delivered;
- Develops and implements programs to address identified human services issues;
- Focuses on regional planning to increase efficiency, reduce duplication and more readily identify emerging gaps and needs; and
- Shares responsibility for human services with the county and other local municipal governments. The county provides human services with a focus on state and federal entitlement programs.

These roles are still current and consistent with the planning frameworks and guiding documents identified and will be incorporated in the new Strategy with simplified and updated language.

**Chart 1** below identifies the budget share of Human Services investment, by role, in 2014:



As Chart 1 indicates, 51 percent of Human Services resources go to direct services provided by the city. This is consistent historically.

*Service Provider*

The balance of resources and efforts in these three areas are being evaluated. Over time, staff time and effort have increasingly been devoted to community planning and partnership building. Direct services, where appropriate, have transitioned to other community agencies where capacity exists or changes in program operations have allowed. More recent examples are the administrative oversight of the Prevention and Intervention Program transitioned to Mental Health Partners and the Early Childhood Council as a stand-alone nonprofit. A list of current direct services provided by Human Services can be found [here](#).

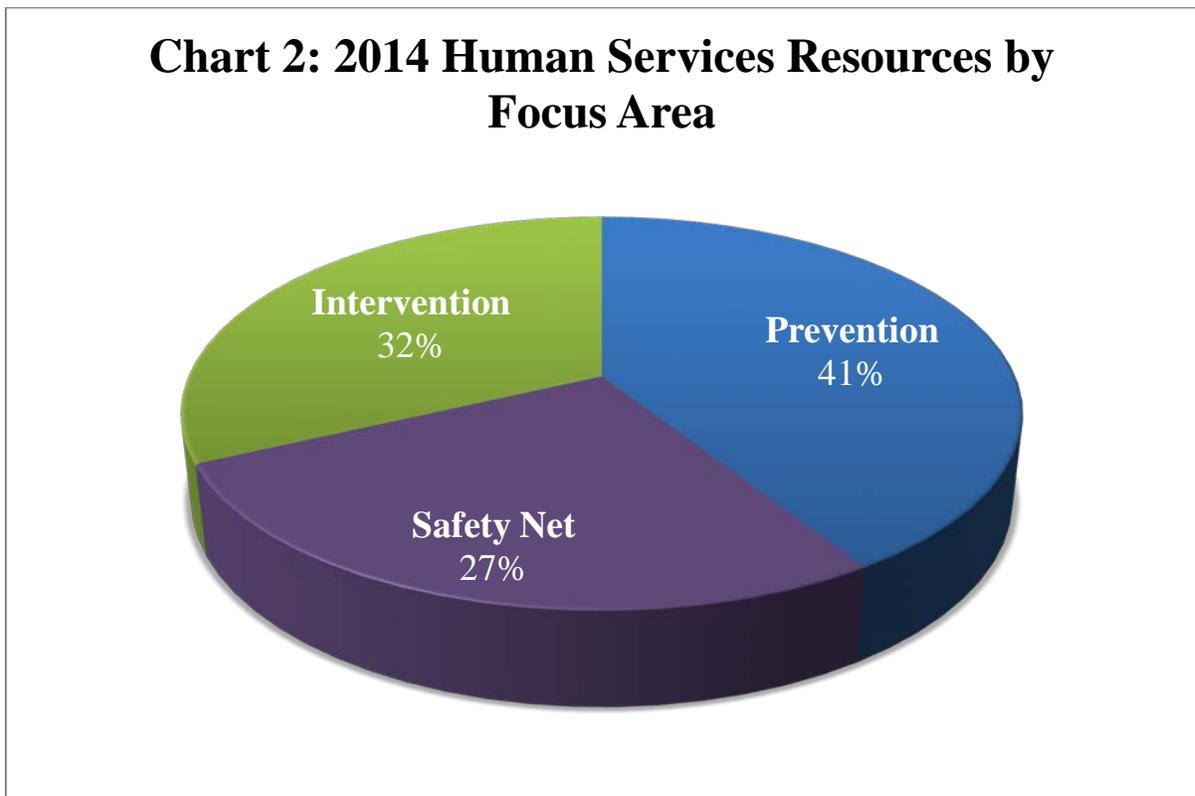
Consistent with evaluating city/county partnerships and roles, the following service areas are currently being evaluated with the county Departments of Housing and Human Services and Community Services, regarding how we partner and support similar direct service efforts:

1. Early Childhood Programs

2. Family Support Programs
3. Senior Programs
4. Data collection and integration
5. Innovative financing and funding

*Social Safety Net*

Chart 2 below indicates that human services resources are somewhat evenly spread across focus areas with more resources being devoted to prevention followed by intervention and basic needs. This balance is being evaluated against the current identified frameworks and direction to focus effort and resources upstream to prevent more costly social interventions. What that balance and percentage for each area should be, to still meet the goal of balancing prevention with safety net, will need to be determined.



The city funds a variety of community human services agencies, including nonprofit and governmental entities. Currently, agencies requesting Human Services Fund (HSF) funding must align with one of four broad countywide community impact areas, consistent among the Cities of Boulder and Longmont, Boulder County and Foothills United Way.

Significant state and federal budget cuts in human services over the past decade have reduced resources available for local programs. This has inspired new partnerships and local sources of funding. In 2010, the county passed ballot initiative 1A, the Temporary Human Services Safety Net (TSN) to help fill the gaps in safety net services created by

the downturn in the economy. This tax generates about \$5 million per year. Originally scheduled to expire in 2015, voters in 2014 approved an extension through 2030. The name has been updated from the TSN to the Human Services Safety Net (HSSN) to reflect this change. HSSN funds are administered by Boulder County Housing and Human Services, in addition to most of the county's state and federal public assistance entitlement programs. The additional support for safety net services has had a significant impact. However, not all residents are eligible for state and federal programs because of residency status or other eligibility barriers. There is a need for less restricted funding to support the basic needs of residents not eligible for federal and state programs, pointing to a need for municipal government and other sources to fill the safety net gap.

### *Funder*

Also being evaluated is how existing funding impact areas are consistent with the seven key-issue and trend areas identified in Phase I.

- Poverty and economic mobility
- Seniors and aging
- School readiness and educational achievement
- Homelessness
- Inclusiveness, diversity and human rights
- Health and wellness, including food security and nutrition
- Mental health and well-being, including substance abuse education and reduction

All of these impact areas fall within the four general impact areas currently being funded in the Human Services Fund. However, shifts in focus of funding within these impact areas are being assessed for any impacts to the current service delivery system.

### *Potential Funding Strategies*

The following are examples of potential ways to advance the framework principles and support change being considered or implemented for the 2016 Human Service Fund round.

- Innovation Fund – set aside a relatively small but impactful amount of HSF funds to be allocated based on criteria that support innovation and integration applications from collaborative programs and the key system change goals (integrated, coordinated services, data driven)
- Tiered funding – set aside some funding to implement a tiered system that incentivizes outcome measurement and systems integration from individual and collaborative agencies.
- Stage any potential substantive funding changes and criteria over several years to support system change.
- Fund technical assistance to implement key system change goals, such as data collection and outcome measurement, anticipated in Collective Impact. The City is partnering with Foothills United Way and Boulder County to focus efforts of the Non-Profit Cultivation Center, which provides technical assistance to nonprofit agencies, toward assisting agencies with systems change.

## **IV. KEY ISSUES**

### Options and Decision Points

1. The guiding frameworks and Phase I data analysis point the focus on “upstream” interventions. Evidence shows that these approaches to social problems offer much more cost-effective solutions in the long run. The extent to which Prevention, Intervention and Basic Needs resource allocation is shifted will be informed by the public engagement strategy.
2. Evaluate how existing funding impact areas are consistent with the seven key issues and trends:
  1. Poverty and economic mobility
  2. Seniors and aging
  3. School readiness and educational achievement
  4. Homelessness
  5. Inclusiveness, diversity and human rights
  6. Health and wellness, including food security and nutrition
  7. Mental health and well being, including substance education and reduction

### Civic Area Plan and West Senior Center

The West Senior Center is located within the Civic Area planning boundaries. The future of the site will be determined through that planning process in conjunction with the Human Services Strategy update.

The vision of Human Services and best practice for community services is co-located community services, for ease of administration and for accessible and convenient services to the public. Co-locating the city’s human services to the public provides one-stop access to variety of family and community services. This includes colocating Family Services, Community Relations and the Office of Human Rights, currently located at 2160 Spruce Street, and the West Senior Center. Services and programs currently located at East Boulder Community Center would remain.

The Strategy will include an assessment of the future programming and services for senior services which are important to the community, within the identified role of the city, and other community and city partnerships. This will include the facilities and space needed to provide services and where those services are located. In the summer of 2015, it is anticipated that an assessment of services and programs along with a joint facilities study with Parks and Recreation will be completed. Expanding “points of contact” for residents for information or access to city and community human services at other city facilities will be explored.

It is anticipated that assessment information and options will be brought back to council in the fourth quarter 2015.

### Stakeholder and Public Engagement

Stakeholder and public engagement is the next step in Phase II and will refine and identify options related to the policy direction identified above:

- Balance of roles – service provider, funder, leader/partner
- Balance of focus - resources and efforts among prevention, intervention and basic needs
- Priorities among the seven-key issue areas identified above

### **Public and customers**

- Individual community members
- Services clients
- Neighborhood groups (both formal and informal)
- Private sector, business and faith communities

### **Non-profit agencies**

- Community nonprofit organizations and service providers

### **Community Partners**

- Regional planning and policy boards, including the Ten-Year Board to Address Homelessness, the Metro Denver Homeless Initiative (MDHI)
- Boulder Housing Partners (BHP)
- Boulder Valley School District (BVSD), the University of Colorado (CU) and Naropa University
- Other community funders and partners including Foothills United Way and the Community Foundation, Boulder County, City of Longmont
- Chamber of Commerce/Latino Chamber of Commerce
- Latino Task Force

### **Key City Departments and Boards and Commissions**

- Departments: Parks and Recreation, Community Planning and Sustainability, Transportation, Police, Fire and Municipal Court
- Human Relations Commission (HRC), Immigrant Advisory Committee (IAC), Senior Community Advisory Committee (SCAC), the Youth Opportunities Advisory Board (YOAB)

Staff will engage stakeholders and the public through a variety of strategies, tailored to topic areas and constituent interest, with a focus on outreach to under-represented communities. Tools to be used include:

- Surveys
- Community focus groups
- Informational meetings
- On-line tools such as Mind Mixer
- Social media
- Web based communication

Questions and process will be targeted to better understand partners' and the public's expectations and aspirations for the role of the city in delivering and supporting human services and for priorities of human services investments. Outreach strategies will include

a variety of times during day, and evening hours, along with interpreters and child care. Policy options, the city's role in human services delivery, and funding and service priorities will be key discussion points.

#### Homelessness Update

City Council was provided with a summary of progress on homelessness planning and projects through the [April 7, 2015 Update on Homelessness Issues information packet](#). Progress on key initiatives is summarized in the memo.

Staff will be returning to council in the third quarter and fourth quarters on the Homeless Strategy and Action Plan.

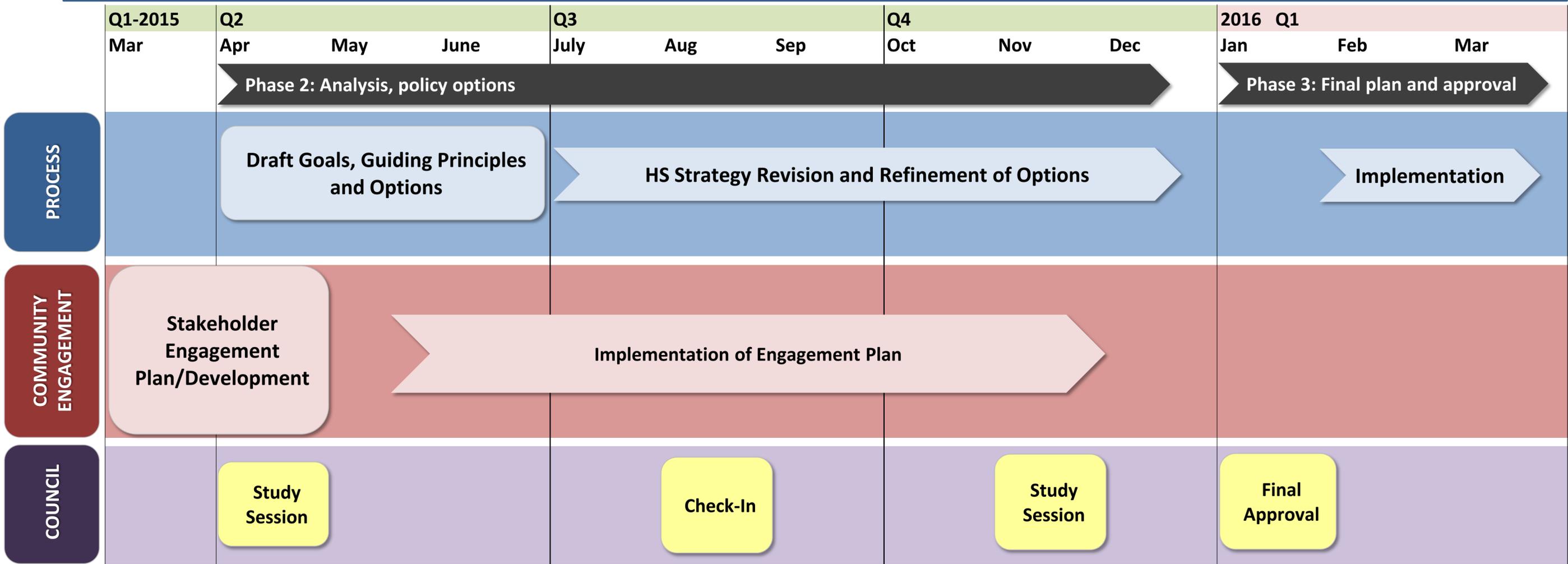
#### **V. NEXT STEPS**

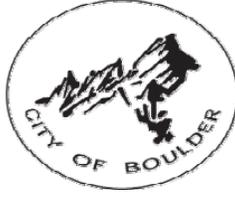
- May 2015 Implementation of Phase II - Stakeholder and community engagement process
- Council check in – August 2015 – Program and Policy preliminary recommendations; West Senior Center Facility update; Community Engagement Update; Draft Strategy
- November 2015 – Funding and financing models; Facility Update; updated draft Strategy
- Plan approval – First Quarter 2016

#### **VI. ATTACHMENT**

Attachment A: Strategy Update Timeline and Benchmarks

City of Boulder Human Services Strategy Timeline & Benchmarks





## STUDY SESSION MEMORANDUM

**TO:** Members of City Council

**FROM:** Jane S. Brautigam, City Manager  
David Driskell, Executive Director, Community Planning & Sustainability (CP&S)/Interim Housing Director  
Molly Winter, Director, Downtown University Hill Management Division/Parking Services (DUHMD/PS)  
Sandra Llanes, Assistant City Attorney  
Commander Jack Walker, Boulder Police Department  
Commander Thomas Trujillo, Boulder Police Department  
Matt Chasansky, Arts & Culture Manager  
Kurt Matthews, Parking Manager, DUHMD/PS  
Jeff Yegian, Housing Division Manager, CP&S  
Jennifer Riley, Code Enforcement Supervisor, Boulder Police Department  
Karl Guiler, Senior Planner/Code Specialist, CP&S  
James Hewat, Senior Historic Preservation Planner  
Karl Eckinger, Zoning Code Compliance Specialist, Building Division  
Ashlee Herring, Communication & Special Events Coordinator, DUHMD/PS  
Jen Korbelik, AACT Coordinator, Municipal Court  
Lane Landrith, Business Coordinator, DUHMD/PS  
Sarah Wiebenson, Hill Community Development Coordinator, DUHMD/PS

**DATE:** April 17, 2015

**SUBJECT:** Study Session – April 28, 2015 – University Hill Reinvestment Strategy Update

### I. PURPOSE

Staff will provide an update on the Hill Reinvestment Strategy (HRS) and seek Council input on:

- Existing programs and performance evaluation process;
- Additional programs for consideration; and,
- Next steps.

Staff has the following questions for Council:

*Does Council generally support the direction of the current HRS Work Plan, the proposed performance evaluation process and creation of a stakeholder working group?*

*Would Council like staff to pursue the feasibility of including the following programs in the HRS Work Plan, including determination of potential impacts to the budget and the timeline for consideration as part of the 2016 budget process?*

- *Pilot EcoPass Program for Hill Employees;*
- *National Register Historic District Designation and a Related Commercial Building Façade Improvement Program;*
- *Financing Options to Achieve Public Benefits on the UHGID ‘Catalyst Sites’*

Details on the current Work Plan elements and performance evaluation measures are provided in **Section III**. Each proposed additional program or initiative is described in **Section IV**, including its relationship to the goals of the HRS and its projected financial impacts.

## **II. BACKGROUND**

For its 2014-15 term, the City Council made it a priority to improve quality of life on University Hill for both its residents and businesses. The University Hill neighborhood and commercial area represent one of the earliest established parts of Boulder, and yet the district has struggled for decades with its identity and economic vitality. In September 2014, the City hired its first Hill Community Development Coordinator to draft and implement a Hill Reinvestment Strategy Work Plan. The Work Plan is a living document that is periodically updated in consultation with the interdepartmental Hill Staff Planning Group. The elements of the Work Plan are based on the Council’s Hill Reinvestment Strategy framework (see, **ATTACHMENT A**), which includes six key focus areas:

- Stakeholder Partnerships
- Health and Safety
- Code Enforcement
- Multi-modal Access
- Business/Residential Diversity
- The Arts

## **EXISTING HRS PROGRAMS AND PERFORMANCE EVALUATION**

The HRS Work Plan (**ATTACHMENT B**) represents the efforts of a broad range of city staff and Hill stakeholder groups, reinforcing the importance of stakeholder partnerships. **Table 1** and **Table 2** identify the three types of programs of the HRS Work Plan: (i) those that were in place prior to the start of the HRS; (ii) those implemented in year one of the HRS; and (iii) those that are proposed for year two to sustain the goals of the HRS after the initial two-year timeframe.

Information is also provided below on the proposed evaluation process: a combination of tracking data provided by members of the interdepartmental Hill Staff Planning Group, and measuring public perception using a survey and focus groups of Hill stakeholders.

Additional details are provided on programs still in the planning stages or very recently initiated: Residential Service District (RSD); 2A-funded projects; summer 2015 events series; potential public-private redevelopment projects on the 14<sup>th</sup>/College and 12<sup>th</sup>/Pleasant UHGID surface lots; proposed CU conference center; and exploring long-term funding and governance options for the Hill.

**Hill Residential Area Programs**

Many collaborative programs among Hill stakeholders existed at the start of the HRS to promote the goals of health and safety and code enforcement in the Hill residential areas. These programs are being implemented in partnership with the University of Colorado, CU Student Government, the Interfraternity Council, the Panhellenic Society, the University Hill Neighborhood Association, the Boulder Area Rental Housing Association, Grace Lutheran Church and the Municipal Courts.

**Table 1. Residential Area Components of the HRS Work Plan**

	<u>Health &amp; Safety</u>	<u>Code Enforcement-BPD</u>	<u>Code Enforcement-CP&amp;S</u>
<u>Ongoing:</u>	Addressing Alcohol Concerns Together (AACT)  Party Registration Program  Move-in Orientation Program	Neighborhood Impact Team (NIT) Coordination	International Building Code (IBC), Rental Licensing and Zoning Code Compliance
<u>2014-15:</u>	'Walk this Way' Program  Pilot Residential Service District (RSD) & Ready-to-Work  'Squeaky Wheel' Transients Policy (also in HCA)	RSD Coordination  Bear-Proof Cans (in HCA June 2015)  Graffiti 'Paint Out' Efforts and Sticker Removal from City Sign (also in HCA)	Additional Inspectors
<u>Planned:</u>	2A: Pedestrian Lighting		Smart Regs Coordination

**Hill Commercial Area Programs**

Fewer programs existed at the start of the HRS to promote improvements to the Hill Commercial Area. Partnership opportunities with the newly created Hill Boulder business association, however, have led to a significantly increased activity level in the Hill Commercial Area. Programs and initiatives are being implemented in partnership with The Hill Boulder business association, the University of Colorado, CU Student Government, Grace Lutheran Church and HCA property owners. The budget for programs and evaluation is \$40,000 per year.

**Table 2. Commercial Area Components of the HRS Work Plan**

	<u>Multi-Modal Access</u>	<u>The Arts/Streetscape</u>	<u>Business Diversity</u>
<u>Ongoing:</u>	AMPS (citywide) eGo Car Sharing Station	Support for CU Homecoming Parade, Hill Flea  Alley Mural at 7/11	

<u>2014-15:</u>	B-Cycle Bike Sharing Station	Alley Mural at The Fox Pilot Parklet on Penn Ave	Residential Use Moratorium & Related Zoning Changes
	Hill Transit Access Intercept Survey	String Cheese Concert 2015 Event Series & Branding	Hill Resident Retail Preference Survey
	Hill Employee EcoPass Feasibility Study	2A: Event Street Design & Planning Process	
<u>Planned/ Proposed:</u>	Pilot Hill Employee EcoPass Program	2A: Tree Irrigation/Streetscape Repairs	Historic District Eligibility Study
		2A: Event Street Construction  Pilot Façade Improvement Program	14 <sup>th</sup> Street UGHID Lot: Office & Affordable Housing PPP  Working Group: Governance, Funding & Public Benefits on Catalyst Sites

### **Program Evaluation Process**

The HRS framework directs staff to develop benchmarks and milestones to periodically evaluate the effectiveness of the HRS Work Plan at achieving the Council’s goals for the Hill. The evaluation will take a dual approach tracking city data and a community perception survey and focus groups.

HRS performance in the residential areas of the Hill will be measured using:

- ‘Quality of life’ indicators such as nuisance violations tracked by AACT and the Boulder Police Department;
- Litter removal counts and photo documentation by the RSD Coordinator to determine the impact of the pilot RSD program and graffiti ‘paint out’ efforts;
- Building Code, Zoning Code and rental licensing violations tracked by CP&S.

HRS performance in the Hill Commercial Area will be measured using:

- Multi-modal access indicators, such as the utilization data collected by DUHMD/PS, B-Cycle and eGo car sharing;
- Business diversity indicators such as real estate, and economic data collected by the City, including sales tax collection data.

To measure progress with the less quantifiable goals of the HRS, the City has contracted with a consultant, RRC, to conduct a survey and a stakeholder focus group to establish baseline perceptions in year one of the HRS, followed by an update of the survey/focus group and an overall analysis of the HRS before the end of the initial two-year period of the HRS. The survey drafted by RRC Associates (see **ATTACHMENT C**) will be sent in mid-2015 to a broad range of Hill stakeholders, some of whom will also be invited to participate in an annual focus group to track changes in the perceptions of the Hill stakeholders.

## **Program/Initiative Updates**

Additional information is provided below on projects and initiatives that are still in the planning stages or that began implementation since the start of the HRS in 2014.

### **a. Residential Service District (RSD)**

The RSD arose from an effort of the Hill Ownership Group to establish a service to take care of litter, graffiti and other quality of life issues in the high density residential areas of the Hill. A short term pilot program funded through the city and community donations in 2011 was deemed a moderate success. The creation of a special taxing district to continue the service was met with several challenges, however, so in 2014 the city agreed to provide \$95,000 per year for temporary two-year pilot program as part of the HRS.

The RSD funding covers both a contract with the Bridgehouse Ready to Work (RTW) program and a contract with a local property management service to act as RSD Coordinator. The RTW crews pick up litter in the high density residential areas of the Hill Thursday-Sunday mornings, from 8-12. The RSD Coordinator, Prop Maintenance, assists with oversight and planning efforts. According to their documentation, RTW collects an average of 10 bags of trash per day. RSD activity will continue to be documented for future evaluation and determination as to whether the program should be continued beyond its initial funding that ends in mid-2016.

### **b. 2A ‘Community, Arts and Culture’ Projects**

Three Hill improvements will be funded by the 2A ballot measure that passed in November 2014: \$750,000 to create an ‘event street’ on Pennsylvania Ave west of 13<sup>th</sup>; \$2,000,000 to improve pedestrian corridor lighting in the residential areas of the Hill; and \$520,000 to install an irrigation system that will support enhanced landscaping in the Hill Commercial Area.



**Image 1. Concept Sketch for the Future Hill Event Street**

All three projects are moving into the planning phase, and will require coordination as the project timelines overlap. The tree irrigation project is most likely to get started first. The City will soon seek a design firm to draft irrigation plans prior to the plans going out

to bid. Design and outreach for both the Event Street and lighting improvements will begin in 2015, with construction anticipated to begin in 2016. Also supporting the HRS goal of the arts, the 2A funding for public art will include new installations on the Hill.

**c. Summer 2015 Events Series**

Staff is working closely with the business members of The Hill Boulder to plan a ‘Heart of the Hill’ event series for summer 2015. The series includes four events on the third Saturday of the month in partnership with a variety of Boulder organizations. Hill business Grenadier Advertising is providing free branding/design services to the partnership as a presenting sponsor for the series along with The Hill Boulder and DUHMD/PS.



**Image 2. Brand Strategy Components for ‘Heart of the Hill’ Event Series**

The series kickoff is planned on May 16<sup>th</sup> with the ‘Hillanthropy’ cleanup day, a joint effort of the City, The Hill Boulder, UHNA and CU volunteer organizations. Future collaborative events include: ‘HxSW’ music event also on May 16<sup>th</sup> in partnership with the City’s Office of Arts + Culture, The Fox and Illegal Pete’s to showcase Boulder bands that attended the South by Southwest (SxSW) music festival; the June 20<sup>th</sup> ‘Sundown Cinema’ Father’s Day cookout on the future event street in partnership with Café Aion, The Sink and the Boulder International Film Festival; ‘Slide the City’ event on July 18<sup>th</sup> a three block long water slide on 13<sup>th</sup> Street; and the ‘Meet + Street’ music and art block party in partnership with the Boulder Vapor House, the City’s Office of Arts + Culture office and The Rooster in late August. Last year’s ‘Light the Hill’ holiday event will return with expanded lighting along Broadway on November 21<sup>st</sup>.

**d. Catalyst Sites**

DUHMD/PS staff has begun coordinating with other city departments and potential development partners to pursue mixed use projects on two key Hill ‘catalyst sites’ to further the Council’s effort to achieve business/residential diversity on the Hill. The recent residential use moratorium study found that additional public parking is necessary to make the district more attractive to a broader variety of commercial uses. The city’s

UHGID owns two surface parking lots at the north and south ends of the Hill Commercial Area.

- 14<sup>th</sup>/College UHGID surface lot. Del Mar Interests and city staff have been working toward a partnership to redevelop the 14<sup>th</sup> Street UHGID surface parking lot into a mixed use development to provide both affordable housing and underground parking to serve the Hill Commercial Area. The proposed project includes a site owned by the developer on 13<sup>th</sup> Street, which would improve access to the Hill's public parking and accommodate office space to retain the existing Hill business, Grenadier Advertising. The housing portion of the project requires support from the city's Affordable Housing fund, and additional funding may be necessary to support the public parking component of the project. Discussions are underway with CU to explore the feasibility of their participation in the project and how to make the housing available to eligible CU faculty and staff. Consultants are analyzing the financial pro formas provided by the developer and will report back to the city in the coming weeks. When the project negotiations are finalized, staff will return to Council for their feedback and approval.
- 12<sup>th</sup>/Pleasant Street UHGID surface lot. Preliminary conversations are underway with Ulysses Developers LLC regarding the potential of assembling three properties on the southwest corner of Broadway and University, including the UHGID Pleasant Street surface parking lot, for the development of a boutique hotel, retail space and additional public parking to serve the Hill Commercial Area. As discussions are formalized, staff will return to Council for their feedback and approval of next steps.

**e. CU Conference Center**

At the Study Session on January 27, 2014, Council provided feedback on the collaborative efforts between CU and the city to analyze two sites for a potential CU hotel/conference center: either at Folsom/Arapahoe or at the northwest corner of Broadway/University. Work continues between the city and CU to finalize the comparative site analysis, including further work on quantifying comparative costs for off-site improvements required to make each site viable and to leverage potential community benefits, and to evaluate the historic church on the Grandview site and options related to its potential preservation if that site becomes CU's preferred location. However, it is important to note that the church is CU property, and was identified for potential removal in a previous city-CU MOU. The current work effort is to explore options and inform the comparative site analysis.

Selection of the Broadway/University site has been formally endorsed by the UHCAMC, UHNA and The Hill Boulder for its potential to bring positive impacts to the Hill reinvestment efforts.

## **f. Long-Term Governance and Funding**

The Council framework for the HRS directed staff to explore long-term organizational structures and sustainable funding sources for ongoing Hill reinvestment efforts. Funding has been set aside in 2015 to hire a consultant to examine the most suitable approach to Hill governance beyond the HRS. Sustainable funding/governance models for Hill activities present a challenge, however. For example, the Downtown Business Improvement District (BID) has significant revenue generating potential based on its size and property values, a property tax increment in the much smaller Hill Commercial Area would not be sufficient to totally fund the operations of a governing entity. It is anticipated that a variety of governance and funding options will be needed to ensure sustainability. Several other options to be explored include Community Development Corporation, Downtown Development Authority and public infrastructure fee.

Another option staff will consider for ongoing funding that promotes the HRS goal of the arts is a 'signage district' that creates a specific area allowing flexibility in the City Code to allow internally lit signage on buildings with a combination of public service announcements, public art and advertising. The signage design and content would be strictly governed and reviewed by a board appointed by the City. A portion of the revenues from the ad sales would be channeled to fund a public benefit: in this case, a Hill governing entity and its programming. Current estimates are that a Hill Signage District could generate \$90,000 a year in revenue for the hill depending upon the potential number of location of signs. The organization that has submitted the proposal currently operates a similar program for the Denver Arts District.

In order to fully analyze these options and as well as others for long term hill governance and funding models, staff is proposing forming a hill stakeholder working group to work with staff on recommendations for City Council. The working group would also build on the theme of partnerships which would carry the hill revitalization efforts onward after the city pilot program. Stakeholder members could include representatives from the city, CU administration, CU Student Government, UHNA, commercial and residential property owners and businesses. Based on Council feedback, staff will flesh out the roles, responsibilities and composition of the working group. Also, as described below, this group could also consider options for financing public benefits associated with the catalyst site redevelopments

*Does Council generally support the direction of the current HRS Work Plan, the proposed performance evaluation process and creation of a stakeholder working group?*

## **ADDITIONAL HRS PROGRAMS FOR CONSIDERATION**

The HRS was planned as a two-year initiative that began in October 2014. Six months into the effort, there is now greater clarity as to the programs and analysis needed to create and sustain the Council's vision for the Hill. Staff is seeking Council input on priority items that could be added to the HRS work plan resulting from recent efforts: a transportation study and the Hill Moratorium.

Through the recent Hill Moratorium process a number of related strategies emerged to pursue the HRS goal of business/residential diversity that Council supported for further consideration and requested additional information. Staff is hereby returning with recommendations for additional programs that both build on and expand the existing HRS Work Plan. The proposed additional initiatives are: a pilot EcoPass program for Hill employees; a National Register eligibility study for the Hill Commercial Area and related commercial building façade improvement program; and analysis to explore financing options to achieve public benefits in the redevelopment of the UHGID surface lots in the Hill Commercial Area. Based on Council’s feedback, staff will provide detailed budget and scheduling information at a future date.

**Pilot EcoPass Program for Hill Employees**

In early 2014, the City conducted an intercept survey of visitors to the Hill to determine how they were accessing the district. It was assumed that a majority of Hill employees were part-time CU students who had access to the Buffs RTD pass. The intercept study findings indicated, however, that CU students make up a much smaller portion of the Hill employees than previously assumed. In support of the HRS goal of multi-modal access, the UHCAMC made it a 2015 priority to determine whether there were sufficient full-time, non-student employees on the Hill to justify pursuing a master contract for an EcoPass for Hill employees. Further support for pursuing such a program came from the residential use moratorium finding in March 2015 that a barrier to attracting new commercial uses to the Hill Commercial Area to pursue the HRS goal of business/residential diversity was insufficient parking to support the new uses.

With the assistance of a consultant, staff conducted extensive outreach (88% response rate) in January-February 2015 to the 92 Hill Commercial Area businesses to determine the number of full-time and part-time employees and how they commute to the Hill. The results of the study are summarized in the University Hill EcoPass Feasibility Study Results document prepared by Fox, Tuttle, Hernandez (see **ATTACHMENT D**). The study determined there is a sufficient number of full-time employees (approximately 400) to satisfy the \$10,000 minimum contract requirements for a master contract with RTD. The study also found that the drive alone ridership of full-time employees was considerably higher than that of part-time employees.

**Table 5. Mode Share of Full-Time v. Part-Time Hill Employees**

	Drive Alone	Bus	Walk	Bike	Carpool	Other
Full-time	68%	14%	11%	4%	2%	1%
Part-time	37%	19%	18%	23%	2%	1%

Based on surveys that track the impact of the Downtown Boulder EcoPass program, it is projected that an EcoPass program for Hill employees could increase transit ridership at the low end by 3.8% or at the high end by 16%, for a reduction of 15 to 65 drive alone commutes to the Hill each day.

A pilot program could receive support from both DUHMD/PS and GO Boulder. A recommendation regarding a Community-Wide Eco Pass is anticipated sometime in 2016; Hill pilot program could inform this effort.

### **National Register Historic District Eligibility Study and Related Commercial Building Façade Improvement Program**

In support of the HRS goal of business/residential diversity on the Hill, the Council recently adopted a zoning change to prohibit new residential uses in the Hill Commercial Area in March 2015. The staff recommendation included related strategies to make the Hill Commercial Area more attractive to new commercial uses and year-round customers. Two surveys recently conducted among year-round customer groups confirmed the need to promote private property investment in the Hill Commercial Area. A survey of members of the City’s Youth Outreach Advisory Board – high school students learning about civic engagement– was collected during a tour of the Hill Commercial Area in March 2015 (see **ATTACHMENT E**). Responses relative to the appearance of the district included:

- “Some buildings are very unattractive and need better lighting and maintenance.”
- “Building overhangs are a negative because they drip water during snow melt off and rain.”
- “The west side of 13<sup>th</sup> was much more open and inviting than the East side.”

A second survey aimed at year-round Hill residents was drafted by staff at the request of UHCAMC and distributed by the University Hill Neighborhood Association (UHNA) in March 2015. This survey of adult residents of the Hill elicited similar comments (see **ATTACHMENT F**). When asked “If you do not currently patronize Hill Commercial Area businesses, why not?” responses included the following relative to district appearance:

- “Too grubby.”
- “Too much trash, street people, yucky atmosphere, not a welcoming place.”
- “Most are pretty grotty.”

Another question asked “Other than new businesses, what else would encourage you to visit the Hill Commercial Area more often?” Responses included:

- “Clean it up... Frankly kind of depressing with all the vacant spaces and moving businesses.”
- “We would be more included to go if it wasn’t so dirty. It feels dirty and full of empty retail spaces.”
- “Cleaner and more attractive.”
- “Higher standards of maintenance for the buildings.”

Two strategies recommended at the conclusion of the moratorium included pursuing a National Register historic district designation to encourage commercial property owners to invest in building improvements by providing them with state and federal tax credits.

A district designation would also bring with it the Secretary of Interior standards that could inform a façade improvement program with additional potential incentives provided by the City, such as free design assistance or a revolving loan fund for façade improvements to further advance the goal of year-round economic vitality. The initiative could begin by hiring a consultant to explore options for a comprehensive commercial building façade improvement program. Staff could begin outreach to inform and educate property owners on the implications of a National Register designation for the Hill Commercial Area including state and federal preservation tax credits and other incentives that would assist in the cost of rehabilitating historic properties.

If it is determined that there is sufficient property owner interest, the next step toward seeking National Register designation would be to request an official determination of eligibility from the Colorado Office of Archaeology & Historic Preservation. Subsequent to this, a National Register Historic District Nomination would need to be prepared, which would require funding for a consultant. The target date for submission to the state review board could be June of 2016.

At their meeting on April 15, 2015, the UHCAMC unanimously voted their support for pursuing National Register designation for the Hill Commercial Area.

### **Explore Financing Options to Achieve Public Benefits on the ‘Catalyst Sites’**

At Council’s consideration of the moratorium recommendations in March 2015, it expressed a preference that any financing options or tax policies to facilitate the redevelopment of the UHGID surface lot ‘catalyst sites’ should be aimed at achieving a public benefit, e.g. structured parking, community gathering spaces or anchor uses to make the district more attractive to new commercial uses in pursuit of the HRS goal of business/residential diversity.



**Image 3. Location of UHGID Surface Lots**

Staff is proposing additional analysis of what those options could be based on the specific catalyst projects described in **Section III.d** above. A consultant could help identify what public benefits are most appropriate to seek on each catalyst site, and provide Council

with a recommendation for tax policy options that could help fund the projects to achieve those benefits. The working group proposed for the long term governance and financing options could also assist staff with these considerations and recommendations.

Participants would represent a balanced mix of Hill stakeholders who are actively supporting the HRS and its goals. Participation in the group would begin to establish the good working relationships and trust that will be necessary to form a successful, sustainable governing entity.

*Would Council like staff to pursue the feasibility of including the following programs in the HRS Work Plan, including determination of potential impacts to the budget and the timeline for consideration as part of the 2016 budget process?*

- *Pilot EcoPass Program for Hill Employees;*
- *National Register Historic District Designation and a Related Commercial Building Façade Improvement Program;*
- *Financing Options to Achieve Public Benefits on the UHGID ‘Catalyst Sites’*

### **III. CONCLUSION/NEXT STEPS**

The questions above relate to existing programs and initiatives that reflect the current status of the HRS and additional programs toward achieving the Council’s goals for the Hill within the HRS framework. As progress is made on these fundamental improvements, future programs and initiatives may be proposed to reflect the long-term vision for the Hill. One such initiative that has been suggested is converting the alley connecting 13<sup>th</sup> Street to both Broadway and College Ave into a pedestrian-friendly space. Another anticipated question is whether it is reasonable to extend the initial two-year timeframe of the HRS to reflect the implementation of the HRS programs and achievement of the Council goals. Staff anticipates providing Council with the HRS performance evaluation measurements and project updates in Q3 2015. Depending on Council feedback and direction on the proposed additional programs and initiatives, staff will return also with more details on their budget implications and a schedule for their implementation.

### **IV. ATTACHMENTS**

- Attachment A: HRS Framework (April 2014)
- Attachment B: HRS Workplan (to be provided at the study session)
- Attachment C: HRS Baseline Conditions Perception Survey (March 2015)
- Attachment D: Hill Employee EcoPass Feasibility Study (March 2015)
- Attachment E: YOAB Survey Results (March 2015)
- Attachment F: Hill Resident Survey Results (March 2015)

# Hill Reinvestment Strategy Framework

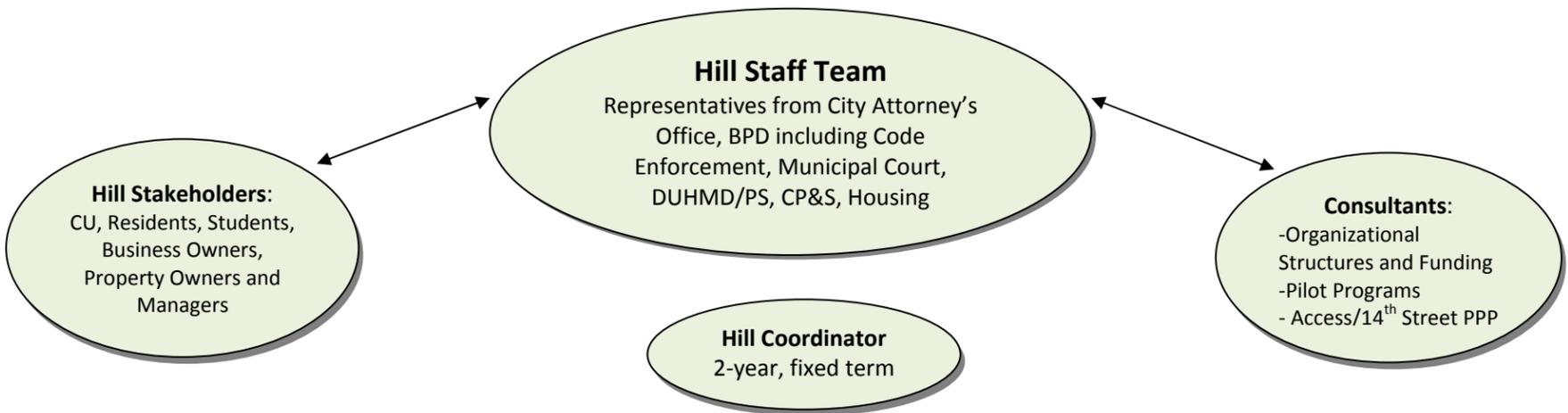
**City Council Vision for the Hill:**

Business/Residential Diversity  
 The Arts  
 Multi-Modal Access  
 Health and Safety  
 Stakeholder Partnerships  
 Code Enforcement

The who.....

**Recommendation:**

- Increase resources devoted to the hill to achieve visible results:
  - Build on the existing staff team by expanding participation to include representatives from Code Enforcement, CP&S and Housing and develop an integrated and coordinated work plan addressing Council vision and goals
  - Hire a hill coordinator to focus on internal coordination and commercial area revitalization
  - Build on past planning efforts and existing work by staff and the community by engaging professional consultants to assist with exploring organizational structures and implementation of pilot projects including program funding
- Maximize input from stakeholders by exploring an ongoing advisory group
- Explore long term, sustainable strategies to create organizational structures for the hill including funding options



## Program Elements

**Quality of Life**

*Code Enforcement:*

Safety	Noise
Occupancy	Litter
House Parties	Bear/Trash

*Beautification:*

Pilot Parklet  
 Hill Commercial Area Murals  
 Proposed Capital projects:

- Event street
- Gateways
- Ped Lighting
- Street tree irrigation

**Org Structure & Funding**

Explore District Concepts with sustainable funding and Stakeholder involvement:

- Arts/Innovation District
- Signage District
- Business Improvement District (BID)
- Downtown Development Authority (DDA)
- Community Development District (CDD)
- Future Residential Service District

**Catalyst Sites**

Explore redevelopment opportunities:

- UHGID 14<sup>th</sup> Street Lot PPP
- Opportunity Sites
- Commercial building enhancements
- Commercial area interface zoning
- Commercial area marketing, programs and events

**Pilot Program: RSD**

Part time coordinator to implement RSD, supervise staff and outreach to the community for a two to three year pilot.

**Next Steps:**

- Hire Coordinator position
- Develop coordinated work program based on Council goals
- Develop benchmarks and milestones
- Convene expanded Hill Team
- Develop scope for consultants
- Outreach to stakeholders

**Role of the Hill coordinator:**

- Organize and coordinate the Hill Staff Team
- Develop, coordinate, and monitor Hill work program
- Connect with Sustainability Framework and other plans
- Focus on the hill commercial area revitalization options and opportunities
- Provide outreach and coordination with the hill

ATTACHMENT B: HRS Workplan  
(to be provided at the Study Session)

# Uni Hill Perception Survey Feb 2015

(untitled)

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**University Hill is one of the City Council's priorities for the 2014-15 term. Progress with the Hill Reinvestment Strategy will be tracked periodically using performance measurements, including the public perception of the Hill and quality of life for its residents.**

**This survey is an effort to periodically obtain a snapshot of public opinion about the Hill. It will be sent to a select group of Hill stakeholders, representing the residents of the Hill, the businesses of the Hill, the rental and commercial property owners of the Hill, CU students and staff, City employees and representatives of Boulder civic organizations.**

**We appreciate your candid feedback and encourage you to participate in a more in-depth focus group discussion at a later date.**

1. Which best describes your relationship with the Hill? (Check all that apply to you)

- I'm a student resident of the Hill
- I'm a non-student resident of the Hill
- I'm a business owner/manager in the Hill Commercial Area
- I'm an employee in the Hill Commercial Area
- I'm a property owner in the Hill Commercial Area
- I'm a rental property owner in the Hill residential areas
- I'm a broker who represents properties on the Hill
- I work for the City of Boulder
- I work for the University of Colorado
- Other:

(untitled)

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2. What is your age range?

- 20-30
- 31-45
- 46-65
- 66+

3. How many times in the past two months have you visited the Hill area for shopping, eating, errands, hanging out, etc.? (enter 0 if none)

times

4. Is there a time of year in which you visit the Hill Commercial Area more frequently?

- Spring**
- Summer**
- Fall**
- Winter**
- Visit the Hill Commercial Area in all seasons**
- None, don't visit the Hill Commercial Area**

5. The last time you visited the Hill Commercial Area, how much did you spend on the following?

<b>Restaurants/Bars/Eating and Drinking:</b>	<input type="text"/>
<b>Retail Stores/Shopping:</b>	<input type="text"/>
<b>Services:</b>	<input type="text"/>
<b>Other:</b>	<input type="text"/>

**(untitled)**

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6. If you entered an amount for 'Other' in the previous question, please specify what that spending was for:

7. How many people were accounted for in the above spending amounts? (Enter total party size; 1 for just yourself)

8. What is the primary reason you come to the Hill Commercial Area? (*Check all that apply*)

- Live on the Hill**
- Work**
- Shop**
- Services**
- Pick up food to go**
- Eat at a restaurant**
- Date night/Bar/Entertainment**
- Other:**

**(untitled)**

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9. Agree/Disagree (1 to 5).

Please rate your level of agreement or disagreement with the following statements, using a scale from 1 to 5, where 1 means, "Strongly Disagree" and 5 means, "Strongly Agree."

	1=Strongly Disagree	2	3	4	5=Strongly Agree	X=Don't know
Overall conditions on the Hill have improved in the past year	<input type="radio"/>					
I feel safe in the Hill residential areas	<input type="radio"/>					
I feel safe in the Hill Commercial Area	<input type="radio"/>					
The Hill Commercial Area is an attractive place to visit	<input type="radio"/>					
It is easy to access the Hill Commercial Area	<input type="radio"/>					
It is easy to access the Hill residential areas	<input type="radio"/>					
I would bring my family to the Hill Commercial Area	<input type="radio"/>					
It is easy to find the public parking lots on the Hill	<input type="radio"/>					
I would like to work on the Hill	<input type="radio"/>					
I would like to live on the Hill	<input type="radio"/>					

10. Satisfaction (1 to 5)

Please rate your level of satisfaction with the following attributes of The Hill, using a scale from 1 to 5, where 1 means, "Poor" and 5 means, "Excellent."

	1=Poor	2	3	4	5=Excellent	X=Don't know
<b>Overall cleanliness of the Hill Commercial Area</b>	<input type="radio"/>					
<b>Overall cleanliness of the Hill residential areas</b>	<input type="radio"/>					
<b>Variety/Mix of retail stores</b>	<input type="radio"/>					
<b>Variety/Mix of restaurants</b>	<input type="radio"/>					
<b>Variety/Mix of services</b>	<input type="radio"/>					

(untitled)

11. What words would you use to describe the character of The Hill?

12. What are the greatest strengths of The Hill?

13. What is the single most needed improvement to The Hill?

14. Do you have any further suggestions or feedback about the Hill that wasn't covered earlier in the survey?

**Thank You!**

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**Your feedback is very important to us.**

Date: April 13, 2015

To: Sarah Wiebenson – City of Boulder  
Molly Winter – City of Boulder

From: Bill Fox – Fox Tuttle Hernandez Transportation Group  
Jessica Hernandez – Fox Tuttle Hernandez Transportation Group

RE: University Hill EcoPass Feasibility Study Results

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In the spring of 2015, the City of Boulder asked Fox Tuttle Hernandez Transportation Group (FTH) to study the feasibility of implementing an EcoPass program for University Hill employees. The study addresses the City Council’s vision of improving the quality of life for residents, businesses, and visitors on the Hill. An EcoPass program would work toward realizing the goal of improved multimodal access for the Hill, one of the six components of the Council’s University Hill Reinvestment Strategy. An EcoPass program on the Hill would also be consistent with the goals of the City’s Transportation Master Plan and the ongoing efforts of the AMPS program.

The implementation of the multimodal access component of the Reinvestment Strategy began in early 2014 with a transportation survey of Hill employees. The common belief was that the majority of employees on the Hill were students and provided with an EcoPass through the university. Therefore an EcoPass program on the Hill would have little impact. In fact, the survey found that less than half of the Hill employees were students and that the majority of employees were driving alone to work.

Noting that the transit ridership among participants in the Downtown Boulder EcoPass program was much higher than that of Hill employees, and coupled with concerns about insufficient employee parking on the Hill, the City initiated the University Hill EcoPass Feasibility Study to gather more details about the employees on the Hill and what it would take to move forward with a pilot EcoPass program. The study kicked off with a comprehensive survey of University Hill businesses to determine the total number and type of employees, including details about where employees commute from and their travel mode preferences. Using the employee numbers, the estimated cost of an EcoPass program, administrative requirements, possible funding sources, and the potential for the program to result in an increase in multimodal access to the Hill were evaluated.

Based on the results of this analysis, FTH recommends that the City implement a pilot EcoPass program for all full time employees within the UHGID area. The remainder of this memo outlines the data and results compiled as part of the EcoPass feasibility study.

## **1. Key Findings**

### **There are approximately 390 full time employees on the Hill.**

- In the peak season, there are about 865 employees in UGHID, employed by 101 businesses<sup>1</sup>.
- About 390 of the employees are full time and about 475 are part time employees.

### **An EcoPass program for full time employees only is likely to have the most cost benefit.**

- Almost 70% of the full time employees drive alone as compared to 37% of part time employees.
- Over 60% of the part time employees are students and have an RTD bus pass supplied through the University of Colorado or Naropa programs.

### **An EcoPass program is likely to increase multimodal access to the Hill.**

- The transit mode share for Downtown employees participating in the EcoPass program is almost 10% higher than the Hill employee transit mode share.
- The Hill is served by frequent local and regional bus transit service.
- Almost 80% of full time UGHID employees live in a geographic area that is well-served by RTD transit.

### **An EcoPass program is likely to reduce employee parking demand on the Hill.**

- Parking options for full time Hill employees include: Pleasant Street lot permits, employer-provided spaces, and commuter permits in the University Hill Neighborhood Parking Permit (NPP) zone.
- There has been a waiting list for the Pleasant lot permits for over 5 years.
- An increase in transit ridership of 8% could eliminate the Pleasant Street waiting list.

### **An EcoPass program for full time Hill employees would cost approximately \$71,000 annually.**

- A pilot program for the second half of 2015 would cost about \$27,000 and about \$69,500 for 2016.
- GO Boulder is able to provide a subsidy to help launch a 2015-16 pilot program.
- It is anticipated that the Hill EcoPass program could be administered in coordination with the Downtown EcoPass program through DUHMD/Parking Services.

## **2. University Hill Employee EcoPass Survey Results**

The University Hill General Improvement District (UGHID) was established in 1970 and spans three blocks just west of University of Colorado in Boulder (see Figure 1). There are currently 92 businesses operating in UGHID and 9 vacancies.

<sup>1</sup> The number of employees is estimated assuming all businesses on the Hill are occupied (no vacancies). There were 9 vacancies when businesses were surveyed in February 2015, but this number has historically fluctuated.

In February 2015 a survey was administered by email to the 92 businesses in UHGID in an effort to gain a better understanding of the number and type of employees on the Hill. Businesses that did not respond to the email were contacted by phone and in person. The survey had an 88% response rate, with 81 of the 92 businesses responding.

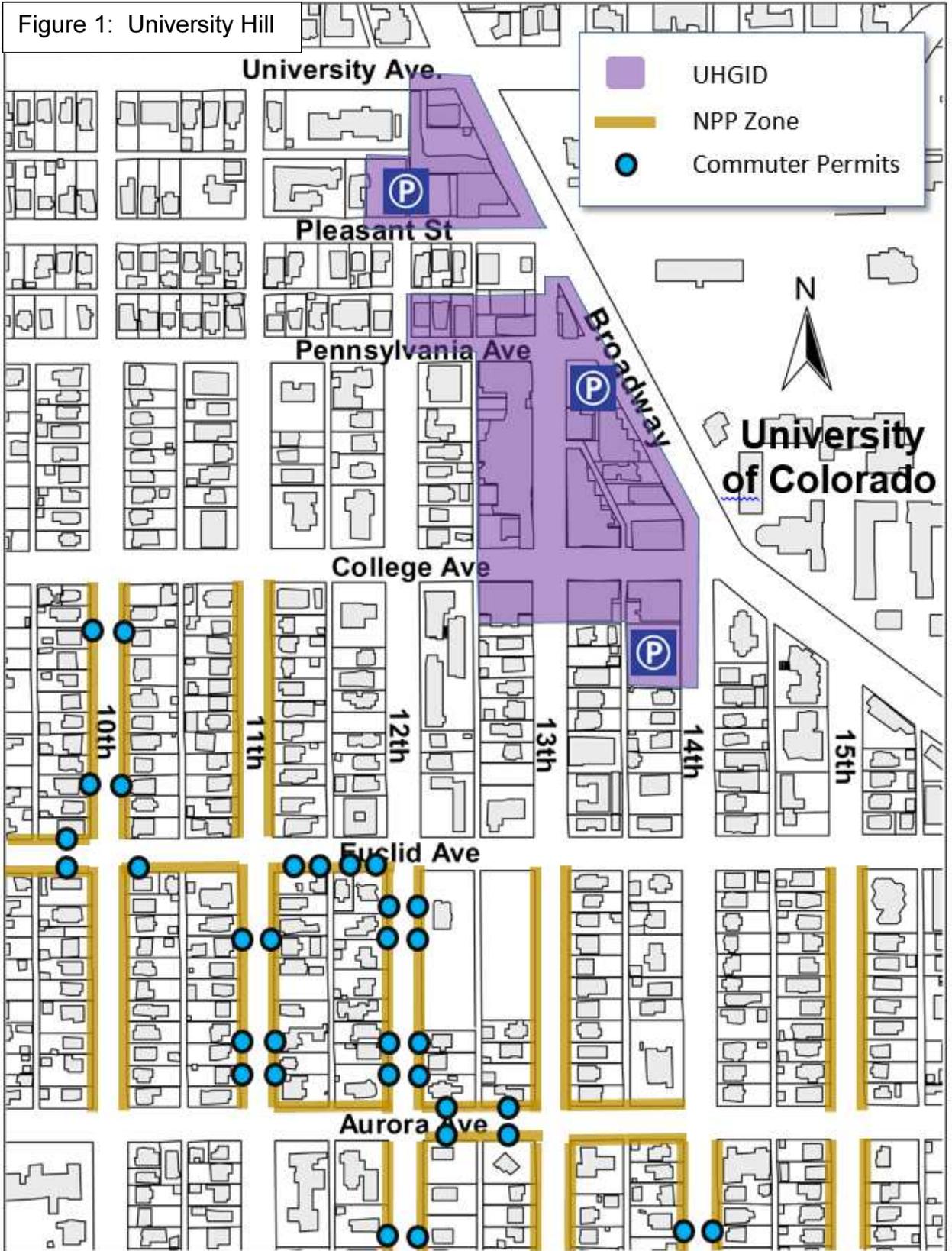
**Assuming no vacancies, there are a total of about 865 employees in UHGID, 390 full time and 475 part time.**<sup>2</sup> Table 1 summarizes the total number of surveyed and estimated employees.

Table 1: Total Employees in UHGID by Type of Employee

Businesses	Number	Total Employees	Full Time Employees	Part Time Employees
Responded to Survey	81	744	351	393
Did Not Respond	11	66	22	44
Vacant <sup>3</sup>	9	54	18	36
<b>TOTAL</b>	<b>106</b>	<b>864</b>	<b>391</b>	<b>473</b>

<sup>2</sup> In order to determine the total number of UHGID employees that could be eligible for an EcoPass program, the number of persons employed by the 11 businesses that did not respond to the survey and potential employment for the 9 vacant businesses were estimated at a rate of 2 full time and 4 part time employees per business. There is an average of 4 full time and 7 part time employees per Hill business based on the survey results.

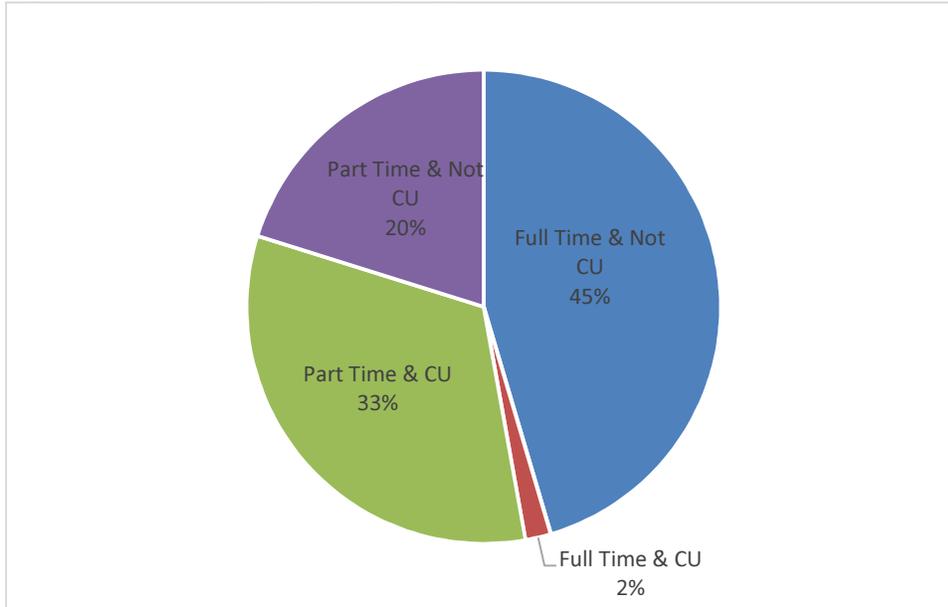
<sup>3</sup> As of February, 2015.



Number of Student Employees

The survey results found that about **34% of all employees are university students**. Almost all (95%) of the students are part time employees. Of the part time employees, 60% are also students. **Only 4% of the full time employees are also CU students.**

Figure 2: UHGID Employees by Type and CU Student



Employee Residence Location

**About 80% of full time UHGID employees live in a geographic area that is well-served by RTD transit.** About 60% of full time Hill employees live in Boulder and 20% live in the Denver area (Denver or U.S. 36 corridor including Broomfield, Arvada, Westminster, etc.). The following chart shows the place of residence by employee type.

Figure 3: UHGID Employee Place of Residence



Employee Work Commute Mode of Transportation

**Almost 70% of full time employees drive alone to work.** About 14% of full time employees ride a bus or busses to work. In comparison, about 37% of part time employees drive to work and 19% take public transit. The following charts show the work commute mode of travel by employee type.

Figure 4: Work Commute Mode of Transportation – All UHGID Employees

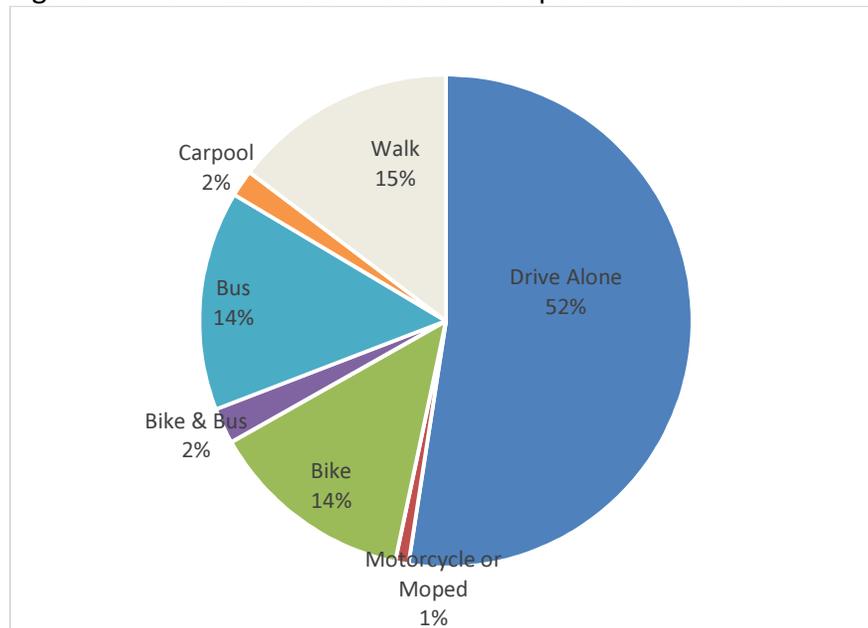


Figure 5: Work Commute Mode of Transportation – Full Time UHGID Employees

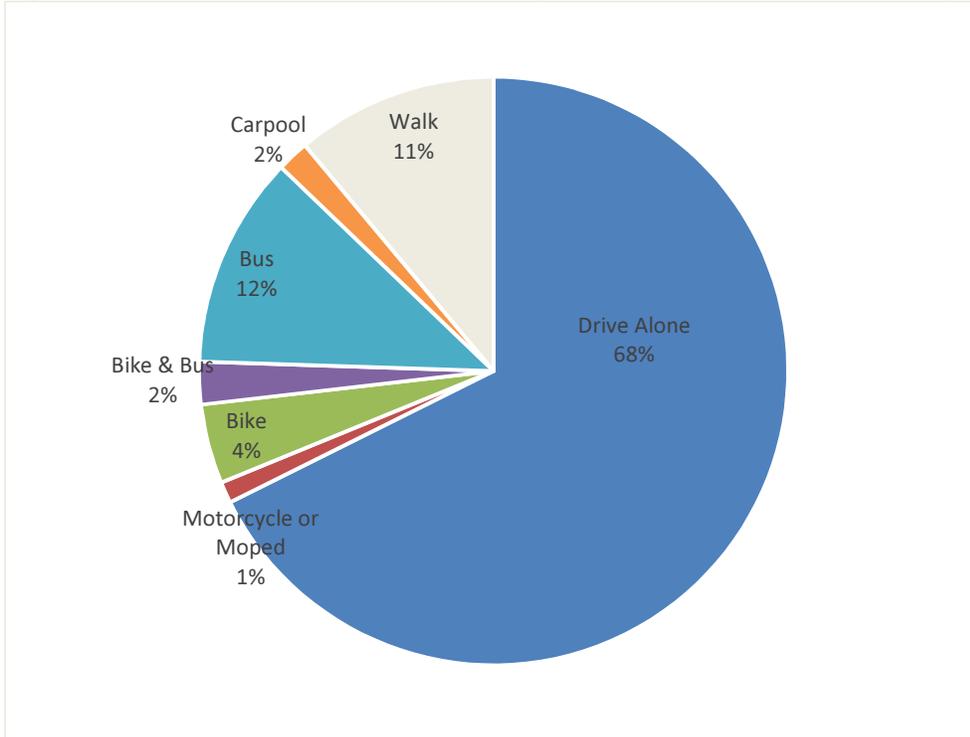
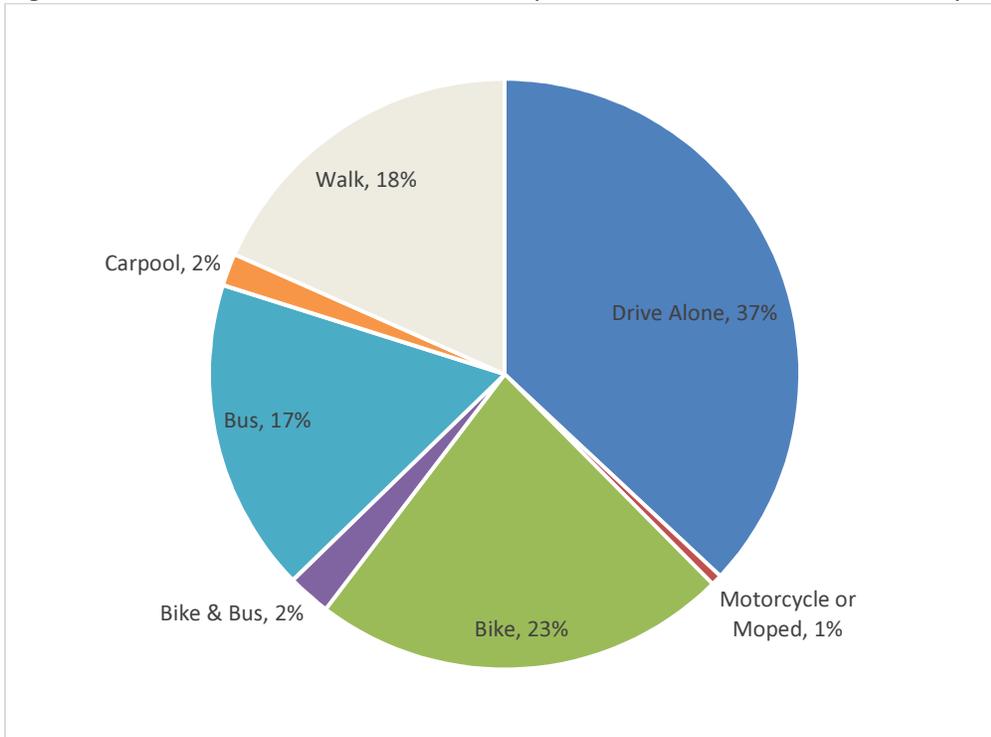


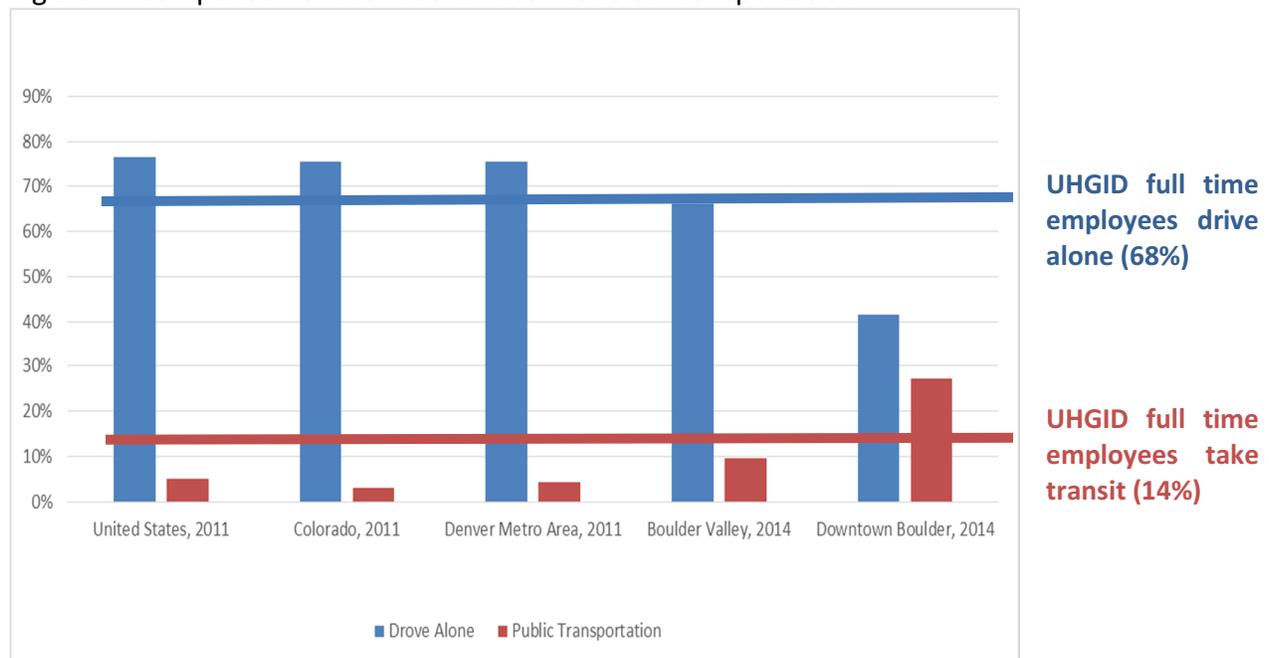
Figure 6: Work Commute Mode of Transportation – Part Time UHGID Employees



### Regional Comparison

The City and County of Boulder conducted a transportation survey of employee travel behaviors in 2014 providing data that can be compared with the travel behaviors recorded in the 2015 UHGID travel survey. On average, fewer UHGID full time employees drive alone to work than employees nationally and in the Denver area, and a higher percentage of Hill employees use public transit. About the same percentage of UHGID and Boulder County employees drive alone to work, but more UHGID employees reported taking public transit. **A much larger percentage of downtown Boulder employees take public transit and fewer drive alone to work than Hill full time employees.** The figure below details these trends.

Figure 7: Comparison of Work Commute Mode of Transportation



### 3. Existing Parking Conditions

**About 265 full time employees drive to work on the Hill on an average weekday.** Within UHGID boundaries, there are limited parking options available to full time employees. A small number of businesses (e.g., Meininger, Colorado Bookstore) provide private parking spaces for their employees and a few lease spaces from the Grace Lutheran Church. The City sells 60 permits for 49 designated permit-only spaces in the 1205 Pleasant Street lot. The permits cost \$175 per quarter (\$700 annually). **There is high demand for long term employee parking spaces within the UHGID boundaries.** There was a waiting list of 26 persons for the Pleasant Street parking lot permits as of March 2015, and the waiting list has averaged around 25 each quarter since 2012. The remaining spaces in the UHGID boundaries are short term, metered spaces with a 3-hour limit.

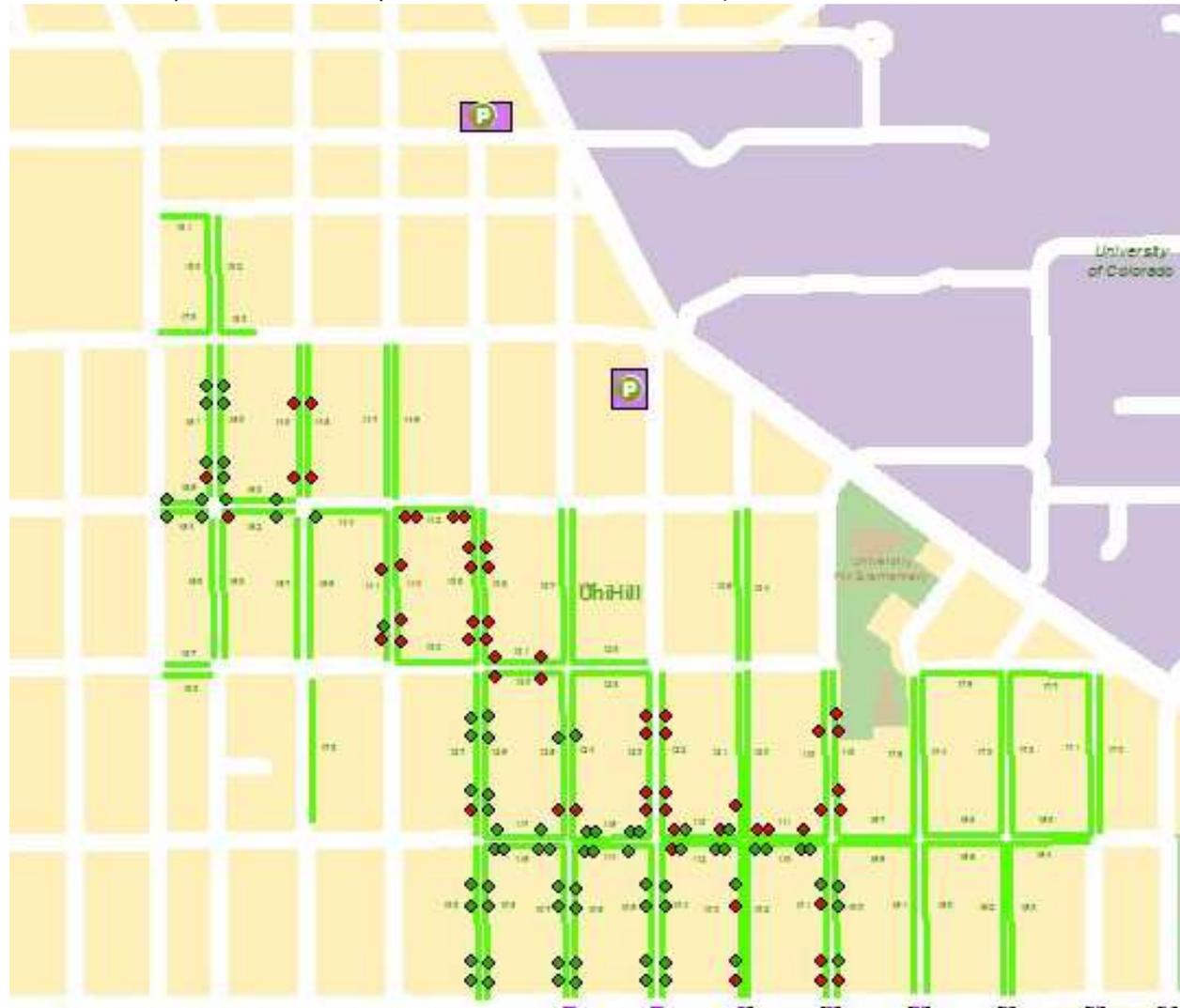
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There are a small number of street blocks just outside the UHGID boundaries with unrestricted on-street parking. These spots offer parking for full time employees, but there is high demand for the spots from the student residential housing and students parking to attend daytime classes at CU. Just past the blocks of unrestricted on-street parking is the University Hill Neighborhood Parking Permit (NPP) zone (see Figure 1). Vehicles without a NPP residential or commuter permit may park one time per day within the zone for a maximum of two hours. There are 147 commuter permit spaces available in the NPP zone. A small number of commuter permits is associated with most block faces in the zone (see Figure 8), and the permits allow the holder to park along that block face for an unrestricted number of hours. The commuter permits cost \$82 per quarter (\$328 annually) and are enforced 9 a.m. to 5 p.m. Monday through Friday.

The demand is much lower for the University Hill NPP commuter permits. As of March 2015, less than half of the commuter permits (65 out of 147) had been sold. There is no wait list for the permits and the cost is about half of the price of the Pleasant lot permits. The commuter permits have historically been purchased by CU fraternity members, student residents, and commuting students, and less frequently by Hill employees. Some Hill employees have noted that they do not purchase the NPP permits because the permit locations are too far from the Hill commercial district. The majority of the NPP commuter permits are located more than 4-5 blocks away from the Hill commercial district (see Figure 8).

Comments received from survey respondents indicate that some employees choose to park in the 253 metered short term spaces within UHGID, paying the meters and moving their vehicles every few hours. This can impact businesses that rely on short term parking availability for their customers. Some employees also indicated that they park many blocks away from UHGID, past the NPP zone. Other employees expressed concerns about parking this distance from work, citing safety concerns and the need to be available to pick up children from school or daycare at short notice.

Figure 8: University Hill Neighborhood Parking Permit Zone (green indicates permit available, red indicates permit has been purchased as of March 2015)



#### **4. Estimated Cost of EcoPass Program**

RTD’s EcoPass program is an annual employer-sponsored pass that provides employees with unlimited rides on the bus and light rail system. An EcoPass contract may be purchased by individual businesses for their employees or as part of a master contract for employees in a district. In both types of contracts, the EcoPass must be purchased for all employees, either all the employees in the business or all employees in the district, regardless of how much an employee will use the pass. This enables RTD to discount the price of the pass, subsidizing frequent users with the revenues paid for passes for infrequent users.

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The City is considering a master contract for UHGID full time employees, similar to the program that has been in place in the downtown Boulder commercial district, CAGID, since the early 1990s. A master contract ensures that all businesses would be able to participate in the program. Without a master contract, small businesses may not be able to meet the required annual minimum contract. For example, the average Hill business has 4 full time employees and the minimum contract for businesses with less than 10 employees is \$1,782. This calculates to an EcoPass cost of \$445 per employee per year. The master contract also provides an economy of scale. For businesses with 10 employees, the individual EcoPass price per employee is \$30 more than the master contract price. In addition, a master contract centralizes the administration and distribution of the passes, removing the responsibility from individual employers. And unlike an individual business contract, a master contract can be prorated. This offers the opportunity for a pilot project beginning in the second half of 2015 if desired.

An EcoPass program for full time UHGID employees is expected to cost \$143<sup>4</sup> per employee in 2015. It is anticipated that RTD will increase the master contract cost up to 12% in 2016, and the cost per employee could rise to \$160 per employee in 2016. The UHGID program would meet RTD's annual minimum requirement of \$10,000 for an EcoPass master contract.

#### Administration and Staffing

There are administrative duties associated with an EcoPass program. These include: distribution of the passes, enforcement, marketing, and monitoring of the program. The design of a pilot EcoPass program on the Hill is expected to closely model the structure of the program for downtown Boulder employees. The downtown Boulder EcoPass program currently has about 6,500 participants. DUHMD/Parking Services staff administering the downtown EcoPass program anticipate that the administrative responsibilities for an additional 390 University Hill employees could be accommodated by existing staff during a 2015-2016 pilot program. The cost of DUHMD/Parking Services administration of a University Hill EcoPass program is estimated to be about \$1,600 annually. The administration cost is not included in the estimated cost of the pilot program below, however, since it is already included in current staffing programmed for 2015 and 2016.

An employee transportation survey of the University Hill employees would be necessary in 2016 to evaluate the impact of the pilot program. The survey would be administered in conjunction with the Downtown Employee Survey for Transportation and is estimated to cost about \$7,000 in 2016.

One foreseeable concern is the availability of RTD staff to process new EcoPass cards. Currently, RTD staff take employee photos and process new cards at the downtown transit center from noon to 4 p.m. on Mondays only. It is reported that there are frequently long lines, so the addition of Hill employees could exacerbate this situation. Discussions with RTD are underway

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<sup>4</sup> The RTD 2015 master contract EcoPass is \$146 per employee for 250-999 employees. The Hill EcoPass program would not include Guaranteed Ride Home, reducing the cost by \$3 per employee to \$143.

to determine if it's feasible for the City to take over this administrative task. If this program moves forward it is likely to increase the administration costs.

**Based on an estimate of 390 full time University Hill employees, a pilot EcoPass program for the second half of 2015 is expected to cost about \$27,885. A pilot EcoPass program for the Hill in 2016 is expected to cost about \$69,400.** The cost of an EcoPass program in 2017 is estimated to cost about \$71,000. The tables following detail the anticipated annual costs of the program.

Table 2: Estimated 2015 Annual Cost of University Hill Pilot EcoPass Program

Costs	2015
Annual Cost of EcoPass per Employee	\$143
Estimated Full Time UHGID Employees	390
Estimated Total Annual Cost of EcoPass	\$55,770
<b>2015 Estimated Total Cost of EcoPass Pilot Program (Prorated 50%, July-December)</b>	<b>\$27,885</b>

Table 3: Estimated 2016 Annual Cost of University Hill Pilot EcoPass Program

Costs	2016
Annual Cost of EcoPass per Employee	\$160
Estimated Full Time UHGID Employees	390
Estimated Total Annual Cost of EcoPass	\$62,400
Estimated Annual Survey Cost	\$7,000
<b>2016 Estimated Total Cost of EcoPass Pilot Program</b>	<b>\$69,400</b>

Table 4: Estimated 2017 Annual Cost of University Hill EcoPass Program

Costs	2017
Annual Cost of EcoPass per Employee	\$160
Estimated Full Time UHGID Employees	390
Estimated Total Annual Cost of EcoPass	\$62,400
Estimated Annual Administrative Cost	\$1,600
Estimated Annual Survey Cost	\$7,000
<b>2017 Estimated Total Cost of EcoPass Pilot Program</b>	<b>\$71,000</b>

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## **5. Potential Impacts of EcoPass Program**

The implementation of an EcoPass program is expected to increase the transit mode share of employees commuting to and from work, which would in turn reduce the congestion on the Hill and associated roadways, and reduce the demand for long term parking spaces on the Hill. **An additional 15 to 62 Hill employees are expected to choose transit for their commute to work with the implementation of an EcoPass program.**

### Change in Transit Ridership

There are many factors that play into an employee's decision to choose public transit as transportation to and from work. Among these factors are the distance an employee lives from a bus stop, the number of transfers required to arrive at work, the frequency of the transit, the cost of the transit, the availability and cost of parking, and considerations such as responsibility for dropping children off at day care or school.

While it is clear that an EcoPass program that provides Hill employees with access to free public transit would increase the number of employees that choose to ride transit to work, it is not possible to predict the exact number of employees that will shift to transit as their primary mode of transportation to work. Instead this study offers a low, medium, and high estimate of the number of employees that can be expected to shift to transit if an EcoPass program was implemented. The range is estimated using historical and current downtown Boulder employee transit mode shares and regional studies. The low, medium, and high transit mode shares forecast for Hill employees after an EcoPass program is implemented are described below and summarized in Table 3.

*Low:* The 2012 Communitywide EcoPass Feasibility Study estimated an increase in employee transit ridership after the implementation of an EcoPass program to be an additional 3.8%. This estimate was based on national and international research on fare elasticity of transit systems that went from a pay to a free fare system. This is considered to be a "low" estimate for the University Hill because many work locations considered in the communitywide study are served by less frequent transit service than the bus service currently serving the Hill. A 3.8% mode shift added to the existing Hill full time transit ridership of 14% would result in an average of 17.8% ridership, or about 69 employees taking transit to work. This estimate represents an additional 15 Hill employees using transit to access their jobs.

*Medium:* According to the 2014 Downtown Employee Survey for Transportation, the percentage of Downtown employees riding transit to work has stayed consistently around 23% from 2011- 2014. Since the number of bus routes and frequency of service serving the Hill and the downtown are very close, it can be expected that the Hill transit mode share would be similar to the Downtown transit mode share if an EcoPass were implemented. A 23% transit mode share for Hill employees assumes that about 9% of employees would shift to transit for a total of about 90 Hill employees taking transit to work on a typical day. This estimate represents an additional 35 Hill employees using transit to access their jobs.

*High:* The Downtown Employee Survey for Transportation recorded the highest percentage of downtown employees taking public transportation to work since the implementation of the EcoPass program in 2005 when 34% of employees rode transit on a typical work day. Since this rate was only seen for one year in the Downtown, this analysis assumes a slightly lower “high” estimate of 30% of Hill employees choosing to take transit after the implementation of an EcoPass program. A 30% transit mode share for Hill employees assumes that 16% of employees would shift to transit for a total of about 117 Hill employees taking transit to work on a typical day (62 additional employees utilizing transit).

Table 5: Estimated Employee Work Commute Transit Mode Share After EcoPass Program

	Low	Medium	High
2015 UHGID Full Time Employee Transit Mode Share <sup>5</sup> (without EcoPass)	14%	14%	14%
Estimated Additional Shift to Transit After EcoPass Program Implementation	3.8%	9%	16%
Estimated Percentage of Total Transit Mode Share After EcoPass Program Implementation	17.8%	23%	30%
Estimated UHGID Employees Participating in EcoPass Program	390	390	390
<b>Estimated New UGHID Daily Transit Riders</b>	<b>15</b>	<b>35</b>	<b>62</b>
Estimated Total UHGID Daily Transit Riders	69	90	117

#### Change in Parking Demand

An increase in the number of employees taking public transit to work will subsequently reduce parking demand on the Hill. By reducing the number of employees driving to work, an EcoPass program could reduce the demand for parking by 15 to 62 spaces, likely eliminating the wait list for Pleasant Street lot parking permits and reducing the demand for parking on neighborhood streets surrounding the Hill.

#### Reduction in Vehicle Miles Traveled (VMT)

An increase in the number of employees taking public transit to work would also reduce the number of vehicles traveling in and around University Hill. This in turn would reduce traffic congestion on the roadways. The congestion caused by employees “trolling” for parking spaces would also be reduced. The 2014 Downtown Employee Survey for Transportation found that nearly half of employees with an EcoPass also reported making non-work related trips using public transit, further adding to reductions in traffic throughout the day.

<sup>5</sup> The full time employee transit mode share of 14% includes 12% of employees that take public transit and 2% of employees that ride a bike and take public transit to work.

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## **6. Recommendation: Pursue Pilot EcoPass Program for Full Time Hill Employees and Monitor Results**

As outlined in the previous sections, an EcoPass program for full time Hill employees is likely to increase multimodal access to the Hill by employees and reduce parking and traffic congestion on the Hill, resulting in an improvement in the quality of life experienced by Hill employees, visitors, and residents. A pilot EcoPass program of a year and a half duration provides a framework for DUHMD/Parking Services to test administering the program to the additional employees at a separate location and to discover unforeseen issues. The time frame also allows for sufficient time for employees to transition from driving to riding transit to work before conducting a follow up transportation survey to determine any changes in employee travel behaviors.

## **7. EcoPass Program Possible Funding Sources**

The following section outlines possible funding sources for a pilot EcoPass program and the amount of additional funding that would be required should the program be pursued. The section concludes with a discussion of ongoing efforts that relate to a future long term University Hill EcoPass program and additional funding sources that were considered.

### ***June 2015 – December 2016 Pilot EcoPass Program***

The cost of a University Hill EcoPass pilot program that runs the second half of 2015 and all of 2016 is estimated to be \$27,885 in 2015 and \$69,400 in 2016. The final amount will fall slightly higher or lower depending on the number of full time employees in the district and the administrative costs.

The GO Boulder program is able to provide a subsidy to help launch a 2015-2016 pilot program. **The GO Boulder program has agreed to fund about \$15,000 of the pilot program cost in both 2015 and 2016.**

### **City General Fund**

The existing downtown employee EcoPass program is covered in the Downtown Commercial District fund through General Fund bifurcation. The downtown EcoPass 2015 program cost is \$826,625 and 74% of this cost is covered through bifurcation. On-street meter revenues are transferred to the Downtown Commercial District fund to cover general fund activities that are not related to garage parking and related improvements, including mall improvements, DBI/BID funding, events, civic plaza, meter expense, and the EcoPass. On-street parking revenue not used to fund the downtown EcoPass program is a general fund revenue and used to provide essential city services including library, police, and fire in addition to the general fund activities in CAGID fund.

GO Boulder has agreed to support the pilot program in both 2015 and 2016. **Should the decision be made to pursue the pilot program additional funding of approximately \$12,885 would be needed in 2015 and \$54,400 in 2016. Another options would be to start the program in 2016 as a one year pilot.** A survey would be conducted during 2016 to evaluate the effectiveness of the program.

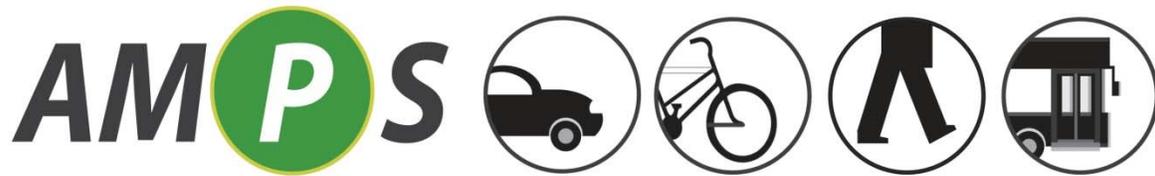
***Future University Hill EcoPass Program***

Countywide EcoPass Feasibility Study

Policy and Technical Advisory committees are evaluating the potential implementation recommendations of the 2014 Communitywide EcoPass Feasibility Study. The Communitywide EcoPass may be pursued for employees only, or for employees and residents. In 2016, the recommendations from the Communitywide EcoPass Feasibility Study will be completed and inform options for the future of the EcoPass in the region.

University Hill Commercial District Fund

The 2014 UHGID mill levy is 2.290 for taxes collected in 2015. The revenues from the mill levy are approximately \$30,000 annually. The University Hill Commercial District Fund operates at a budgetary deficit and is heavily subsidized by the General Fund meter transfer. In 2016, staff will be exploring a long term sustainability framework for the Hill. This effort will evaluate how to best structure organizational and funding options that could include the Hill EcoPass program.



## Walk Audit - University Hill

*Boulder Walks Program*

*March 6<sup>th</sup>, 2015*

### Summary

The Youth Opportunities Advisory Board (YOAB), GO Boulder, and Parking Services conducted a Walk Audit of the University Hill commercial district. The Audit was a valuable experience and helped identify areas of interest to youth on the Hill as well as places for improving connectivity, accessibility, and quality of the pedestrian environment.



### Background

The walk audit was hosted as part of the Boulder Walks program of GO Boulder and the Access Management and Parking Strategies (AMPS) community engagement process. A primary objective of the University Hill Walk Audit with YOAB members was to gather youth input and perspectives on the current walking environment and opportunities for improving multi-modal access to the Hill commercial district.

Commonplace ([Boulder.Commonplace.is](http://Boulder.Commonplace.is)), a new interactive forum to capture input, was featured during the Walk Audit. Commonplace is a geographically-based online platform that allows community members to provide feedback on how they currently get around Boulder using their



preferred method of transportation, and what they would like to see in the future. Feedback from residents, commuters and visitors will help the City identify innovative parking and transportation strategies that support the City of Boulder's commitment to sustainability and thoughtful place management.

### **Attendees**

- 12 high school students from the Youth Opportunities Advisory Board (YOAB)
- Allison Bayley - Youth Opportunities Program Coordinator with the City of Boulder
- Ashlee L Herring - Special Events Oversight Coordinator with the City of Boulder
- Erica Fine - Growing Up Boulder
- Marni Ratzel - Senior Transportation Planner with GO Boulder, City of Boulder
- Nathan Pope - Intern with GO Boulder
- Sarah Wiebenson - Hill Community Development Coordinator with the City of Boulder
- Taylor Jacobs - Intern with GO Boulder
- Vanessa Solesbee - Communications and Outreach Consultant with the Solesbee Group

### **Schedule**

The event began at SPARK Boulder with an introduction and short presentations by Marni Ratzel, Sarah Wiebenson, and Vanessa Solesbee. Then, three groups were then formed, each with a note taker, a facilitator, and 4 YOAB members. The groups were asked to go out on Hill and talk about their experience as pedestrians, as well as recording their observation on the Commonplace tool using a smartphone. Groups were free to go anywhere in the Hill Commercial District, and encouraged to find 6 murals throughout the area. After an hour of walking, the groups returned to SPARK Boulder and debriefed with all of the stakeholders. Handouts used and notes are attached to the end of this document.

### **Summary of YOAB Student Observations and Comments:**

#### **Overall Feelings**

- The Hill lacks a sense of unity and community
- Many students thought the area should be kept student-oriented and counter culture
- Students were concerned with the many conflict between cars, people, and bikes

#### **Transportation**

- Crossings
  - Crossings feel unsafe, because car traffic is very fast. Students said it is unclear who is stopping
  - Crosswalks are not well defined, corners feel unprotected from traffic

## ATTACHMENT E: YOAB Survey Results (March 2015)

- The markings are unclear, and they can't tell what they are saying. The decorative street crossings are faded and not easily recognizable as pedestrian yield zones
- Students recommend white striped crosswalks
- Underpass
  - The underpass is nice and wide, but their needs to be better clarity for marking as signs
  - Students had concerns about homeless in the underpass
- Bike
  - Students said that bike racks took up most of space on the sidewalk.
  - People park bikes along fence because the nearest rack is too far, especially in front of Fox Theatre and Five Guys.
  - They disliked bikes and pedestrian mixing on sidewalk, but agreed biking on the narrow roads is bad too
- Multi Use Path
  - Students like the multiuse path because it feels quiet and is separate
  - They recommended repainting the bike/walk symbols on the multiuse path
- Sidewalks
  - Building overhangs are a negative because they drip water during snow melt off and rain.
  - Students like to walk in groups and take up entire sidewalk
- Bus Stops
  - Stops feel too close to Broadway.
  - The current bus shelters are never used because they are too dark, dirty and not well maintained
  - Would love to see more creative designs of bus shelters
  - Perforated walls of bus shelters let rain and sun in
- Streetscape
  - Extra lighting is always a plus.
  - The streetscape currently feels dirty and old.
  - Students liked holiday lights and the hand railings.



## ATTACHMENT E: YOAB Survey Results (March 2015)

- Walkability
  - Students liked walking on Broadway on the CU side better because of its trees and separate, clear pedestrian sidewalk from road
  - Sidewalk on the West side of 13<sup>th</sup> was much more open and inviting than on the East side
- Parking
  - Students didn't know about all the public lots
  - Parking is a barrier when coming to the hill

### Land Use

- Historic Buildings
  - Some buildings are very unattractive and need better lighting and maintenance
- Murals
  - Students normally wouldn't go down the alleys to see.
  - The murals were unexpected, and students liked them.
- Stores
  - Favorite stores on the Hill included Lollicup, Beat Cycle, Fox, Santiagos, Cosmos, Illegal Pete's
  - Students mostly come just to go to one place, rather than meet and then decide.
  - They said that they would like to see more variety in store types, and that there are already lots of food options.
  - Currently they mostly come for food.
  - Students note the affordability of many businesses on the Hill vs. Pearl
- Alleys
  - Students said they would not travel at night or alone and they could only see using the alley as shortcut.
  - Some students said they saw potential, but the alley would need more color, better lighting, and better way-finding.



**CommonPlace App**

- It uses more data if you have to go online through a server, instead of being an app
- It should determine your current location when you start.
- It takes too long to make a comment and there are too many options to fill out.



# University Hill Resident Commercial District Survey

March 2015

Hill Reinvestment Strategy

City of Boulder

Downtown University Hill Management/Parking Services

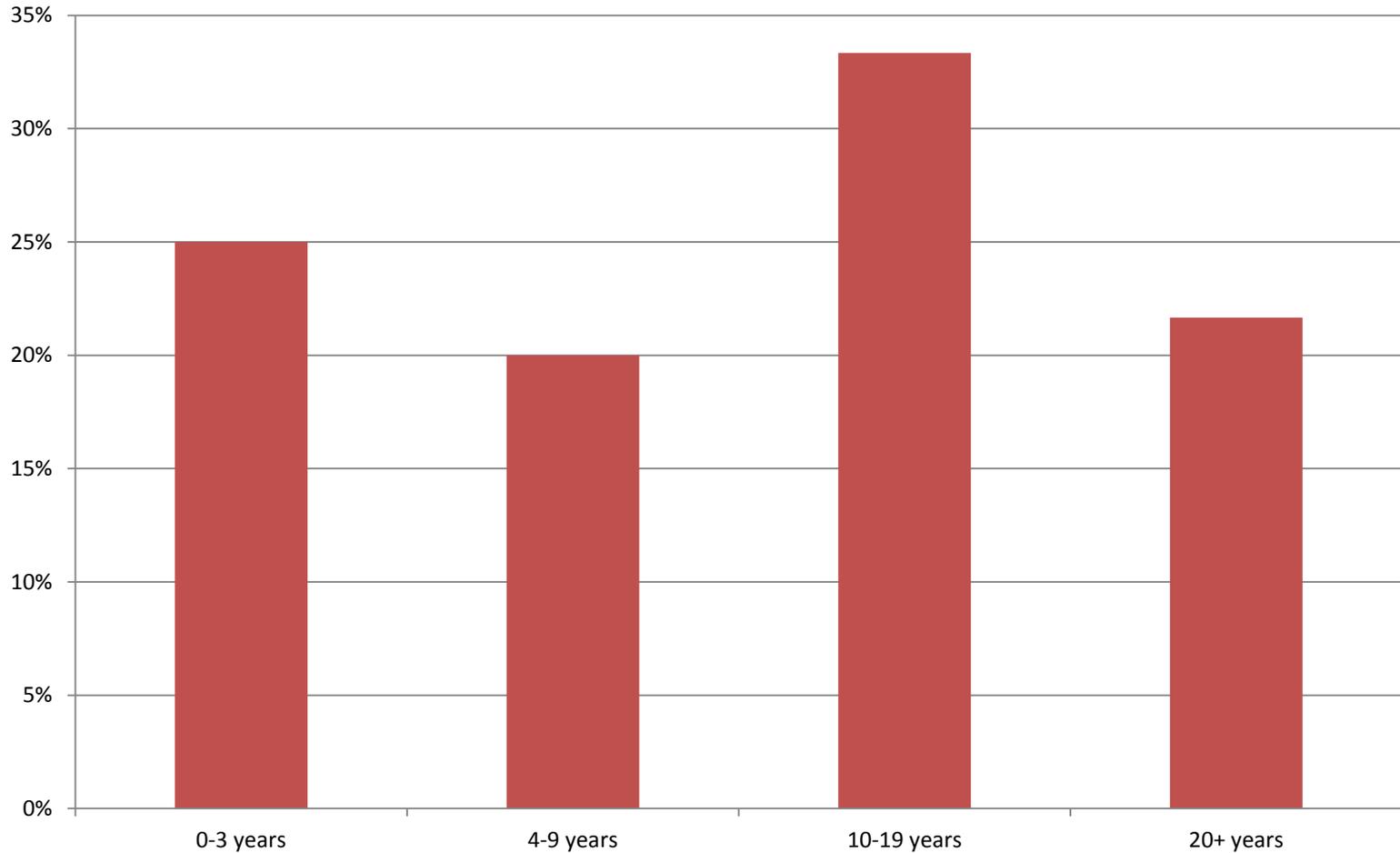
# Overview

- City Council 2014-15 goal to diversify the businesses in the Hill Commercial Area (HCA) to achieve year-round vitality
- University Hill Commercial Area Commission (UHCAMC) 2015 priority to engage year-round residents of the Hill in HCA reinvestment
- Survey sent out mid-March 2015 to year-round residents asked: what types of businesses or other improvements would encourage more frequent visits to the HCA?

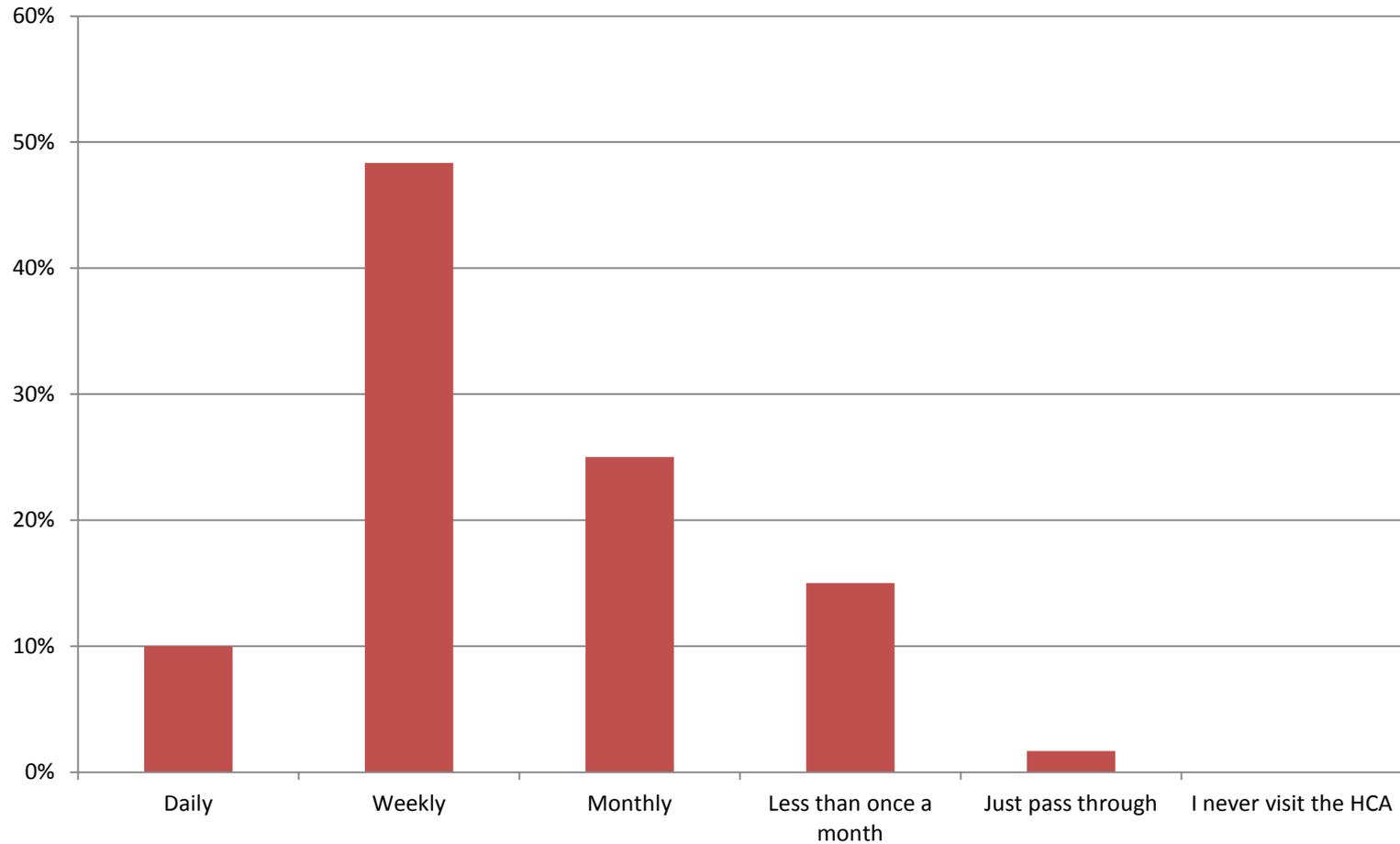
# Survey Responses

- Survey posted to the University Hill Neighborhood Association listserv March 17
- Reminder sent out March 24
- 60 responses received by March 29 end date
- Respondents tended to live within a 10-minute walk of the HCA; typically visited once a week (more frequently in the summer); and came on foot.

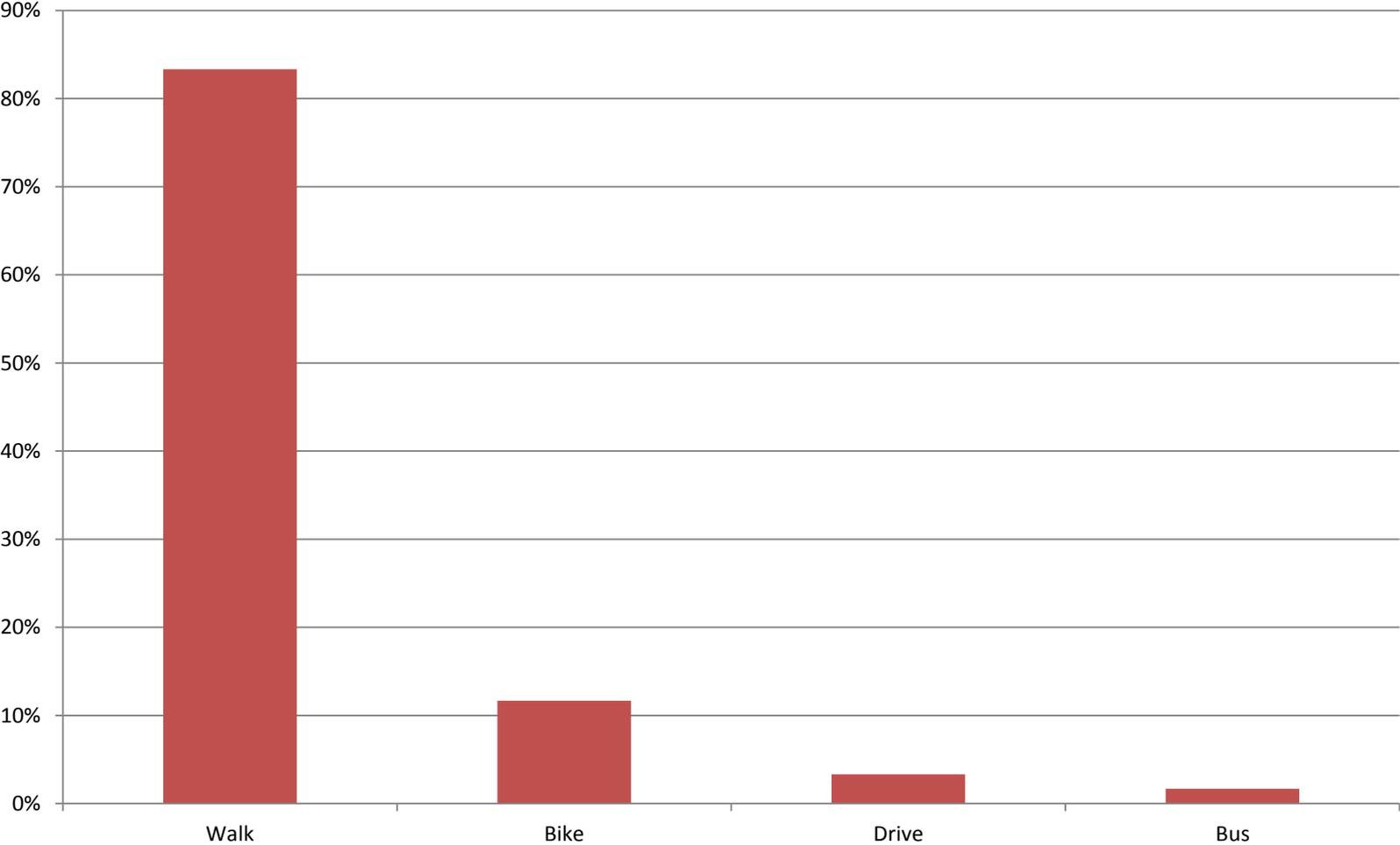
# How long have you lived on the Hill?



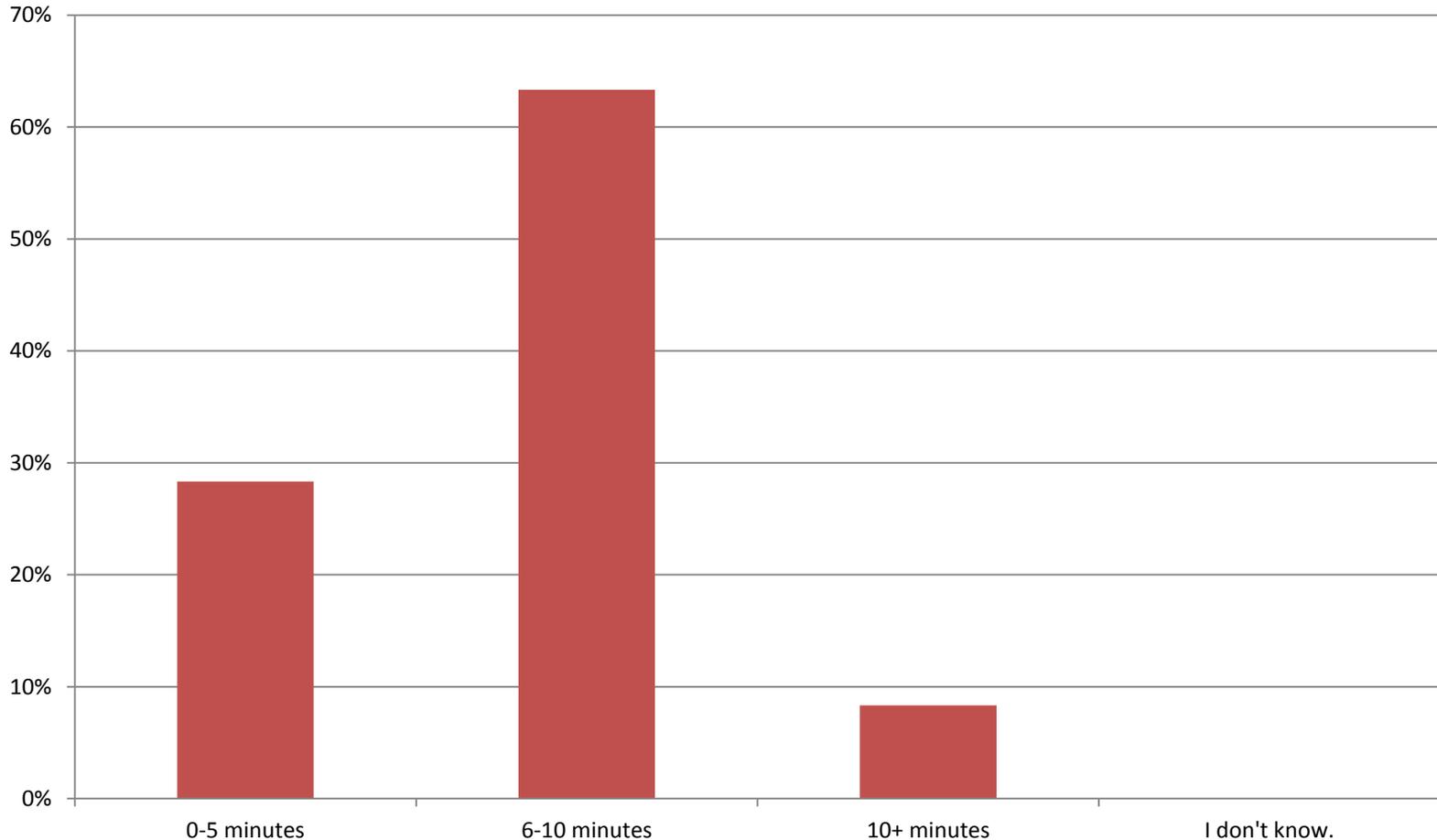
# How often do you visit the Hill Commercial Area?



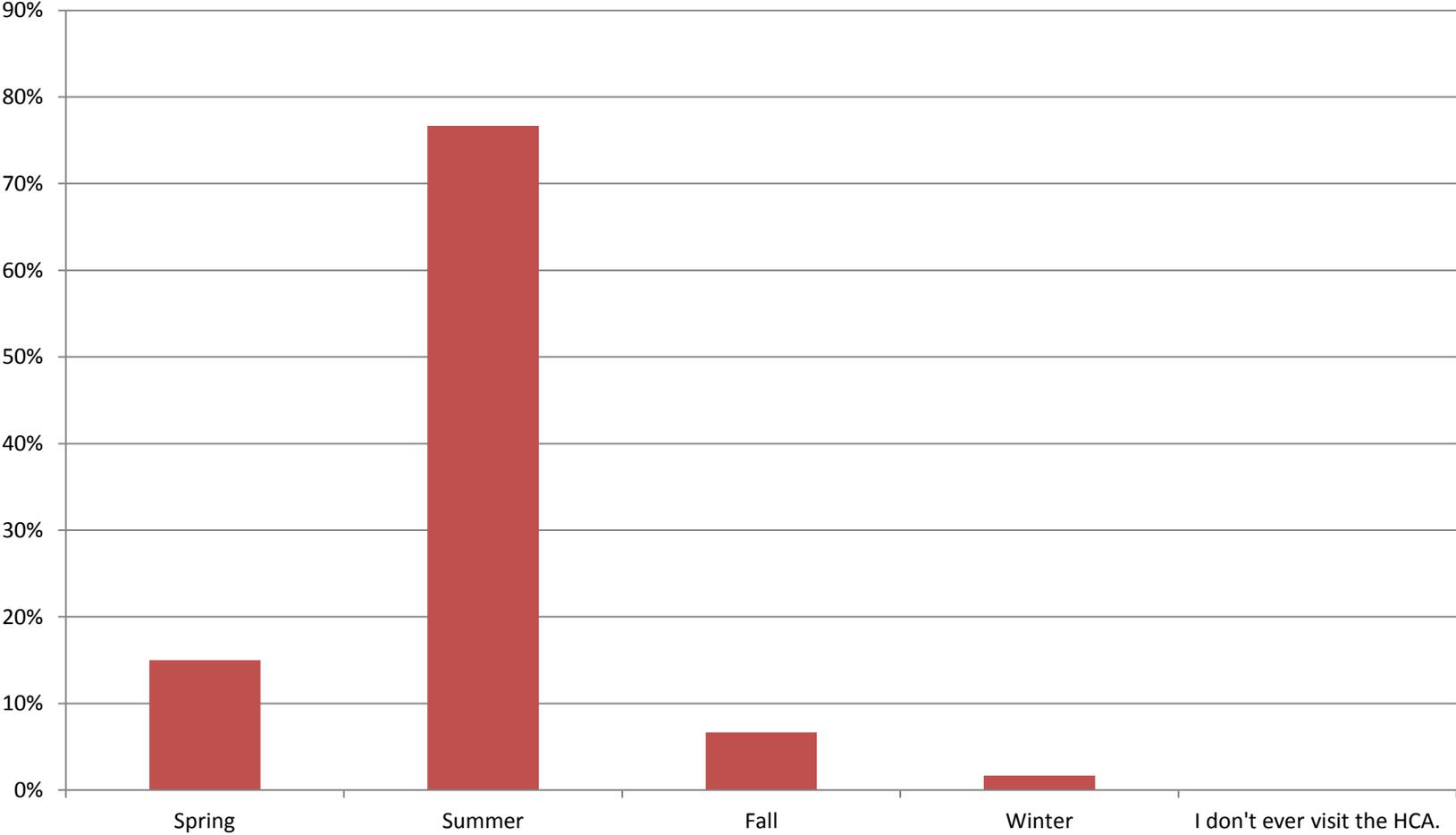
# How do you typically get to the HCA?



# How long would it take you to walk to the HCA from your home?



# Is there a season you visit the HCA more frequently?



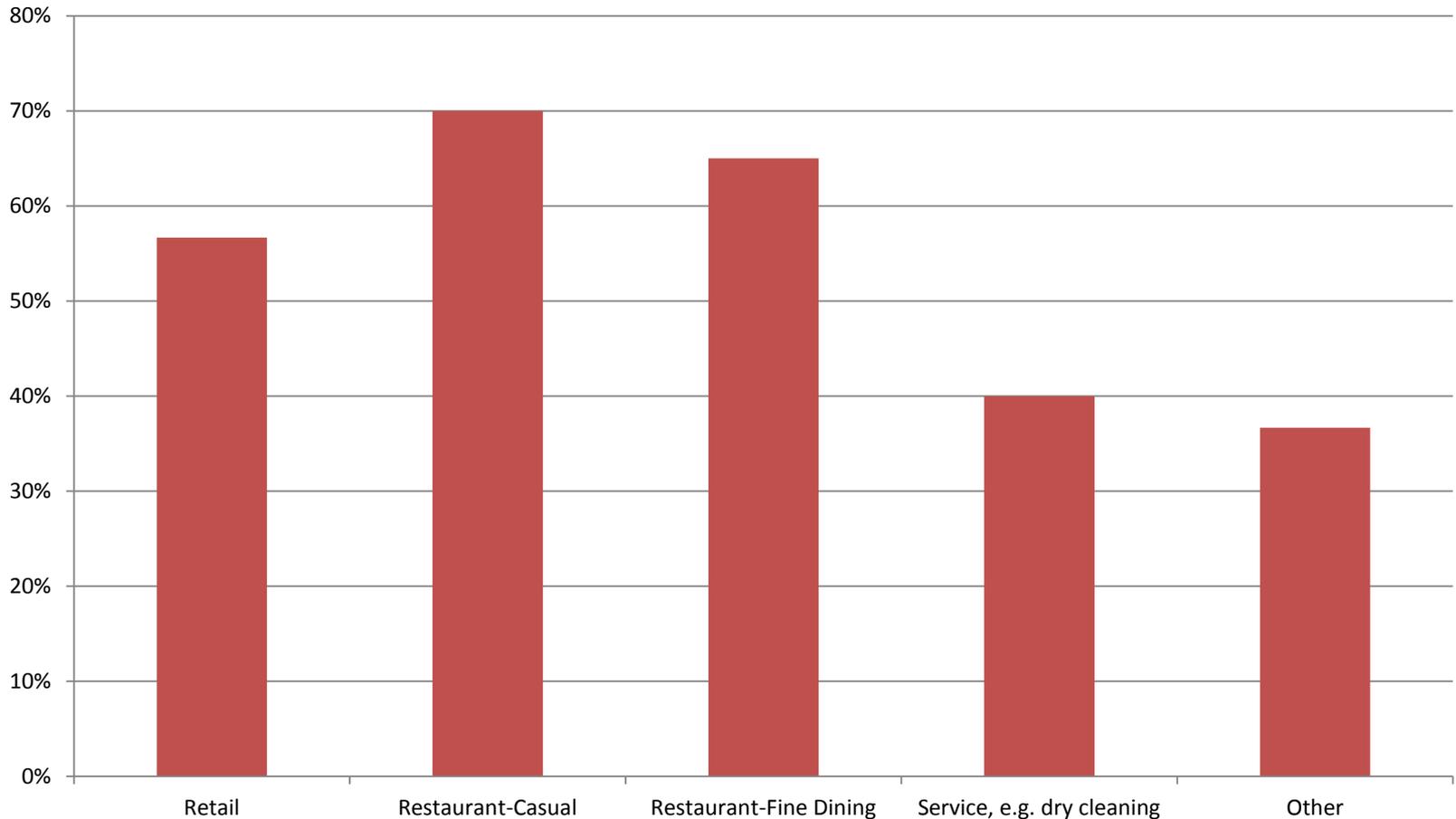
# Which businesses in the HCA do you patronize most frequently?

- Top five specific businesses: Café Aion, Innisfree Poetry Bookstore, The Corner, Illegal Pete's and Starbucks.
- Top five types of businesses: fast-casual restaurant; service business (doctor, salon, bank, etc.); retail; sit-down restaurant; coffee shop.
- Only 45 businesses named out of the 92 total businesses in the HCA.

# If you do not currently patronize HCA businesses, why not?

- “Not enough nice/healthy restaurants”
- “Current businesses do not meet my needs”
- “Not enough retail”
- “Too college-y; not my scene”
- “Too grubby; too many transients”
- “Not a good environment for kids; not welcoming to families.”
- “I don’t like the tattoo/head shops”

# What types of businesses would bring you to the HCA more frequently?



# Are there specific businesses that would bring you more often to the HCA?

- Top specific businesses named:
  1. Mountain Sun or Oskar Blues brewpub;
  2. Alfalfa's, Whole Foods or Ideal grocery with deli;
  3. Pharmaca drugstore/post office;
  4. Glacier or other ice cream store;
  5. Moe's Bagels or other bakery;
- Others named: Boulder Arts & Crafts Coop, Chipotle, KT's BBQ, Mike's Camera, Murphy's, Snarfburger, Sports Recycler, The Med, Wells Fargo.

# Other than new businesses, what would encourage more visits to the HCA?

1. “More music festivals/daytime summer concerts with blues, jazz or reggae”
2. “Open space/community gathering space”
3. “A cleaner environment/better maintained buildings”
4. “A pedestrianized 13<sup>th</sup> street, more like a European plaza with outdoor cafes”
5. “Parking garage”
6. “Arts festivals or an art walk”

# Next Steps

- Summary of responses will be forwarded to UHCAMC for their discussion on April 15<sup>th</sup>
- Will be included in the packet for the May 26<sup>th</sup> Hill Reinvestment Study Session with Council
- Will be sent to HCA property owners to inform their tenant attraction efforts
- Will inform the City's goals for the 'catalyst' redevelopment sites at 14<sup>th</sup>/College and 12<sup>th</sup>/Pleasant

### Q6 Which businesses in the Hill Commercial Area do you patronize most frequently?

Answered: 57 Skipped: 3

#	Responses	Date
1	Illegal Petes, The Corner, Buchanan's, Half Fast	3/29/2015 2:43 PM
2	corepower yoga	3/27/2015 8:22 AM
3	innesfree	3/26/2015 4:44 PM
4	Cafe Aion and The Sink	3/26/2015 1:26 PM
5	7-11, Sink, Salvaggio's, Aion, Buchanan's, Pete's	3/26/2015 12:09 PM
6	The Corner	3/26/2015 7:13 AM
7	Cafe Aion, Sink, Illegal Pete's, Five Guys	3/25/2015 7:04 PM
8	restaurants art store used to use PO a lot Inisfree	3/25/2015 3:06 PM
9	Aion	3/25/2015 1:42 PM
10	Café Aion post office in bookstore	3/25/2015 11:44 AM
11	bicycle shop	3/25/2015 11:28 AM
12	Aion, Starbucks, Illegal Pete's	3/25/2015 9:48 AM
13	Aion Cafe, No Name Bar, Starbucks, Buchanan's, Innesfree	3/25/2015 9:08 AM
14	Cafe Aeion, The Sink	3/25/2015 7:52 AM
15	Aion Meow Meow The optical center, the cafe onCollege and 13 the poetry bookstore	3/25/2015 4:48 AM
16	Innisfree, Brazil on the Hill, Taco Junky, Meinengers	3/25/2015 12:16 AM
17	Starbucks, the corner	3/24/2015 11:53 PM
18	Full Cycle, 7-11, Half-Fast Subs, Illegal Petes, The Corner, Hilltop Food Court	3/24/2015 10:36 PM
19	Aion, Corner, InnisFree, Sink	3/24/2015 10:06 PM
20	The Corner, Starbucks, Rose Hill, Cafe Aion, The sink, No name bar, Big Boss lady	3/24/2015 9:44 PM
21	The Fox and Innisfree Cafe	3/24/2015 2:54 PM
22	No name bar	3/24/2015 2:49 PM
23	Innisfree	3/24/2015 1:50 PM
24	innisfree	3/24/2015 1:33 PM
25	College Optical, Illegal Pete's, Rose Hill Liquor, Innisfree, Buchanan's, Full Cycle, Mac Shack, No-name bar, Dot's Diner	3/24/2015 1:03 PM
26	Corner, Silver and Gold, liquor store, Abos, Five Guys, Meow Meow	3/22/2015 10:51 AM
27	The Sink Meow Meow Starbucks Used to patronize Colorado Book Store and several other now closed businesses.	3/18/2015 12:27 PM
28	Meow meow, the sink	3/18/2015 10:53 AM
29	Innisfree Poetry Bookshop and Cafe	3/18/2015 10:23 AM
30	Cafe Aion, Sink, The Corner, Beat Cycle, The Fox	3/18/2015 8:59 AM

31	The Corner, Starbuck's, Cafe Aion, Illegal Pete's, The Fox, Dr. Holland (the optometrist), 7-11, Mee Too Noodle House...	3/18/2015 7:34 AM
32	The corner, Hana sushi, al's barber shop, starbucks	3/18/2015 7:08 AM
33	Used to go to Mamacita's and Sink	3/18/2015 4:19 AM
34	Coffee shops, Chase bank, cost cutters	3/17/2015 10:52 PM
35	Illegal petes	3/17/2015 10:14 PM
36	Five Guys, Illegal Petes, Cafe Aion, Sink	3/17/2015 9:50 PM
37	Starbucks 7-11 The Corner Project Pie Santiagos	3/17/2015 8:18 PM
38	Starbucks	3/17/2015 5:53 PM
39	The gas station, the bicycle shop and the post office.	3/17/2015 5:44 PM
40	Innisfree, Buchanans, Spark Boulder, Thai Avenue, Ghurkas, Starbucks, Cheba Hut, Illegal Petes, The Sink, Half Fast, Rush Bowls, The Corner, Cafe Aion, College Optical	3/17/2015 4:49 PM
41	Aion USPS	3/17/2015 4:35 PM
42	7-11, Starbucks, Menningers, cafe aion	3/17/2015 4:05 PM
43	Sink, project pie, the corner, 7-11, rush, starbucks, santiagos, taco junky, jimmy johns	3/17/2015 3:38 PM
44	optician, Aion, The point cafe, Miao, Chase	3/17/2015 3:29 PM
45	Illegal Pete's, Jimmy John's, Salvaggio's, 7-11	3/17/2015 3:21 PM
46	Starbucks	3/17/2015 3:03 PM
47	Cafe Aion, Innisfree, The Corner, Buchannans, Chase Bank	3/17/2015 2:40 PM
48	Innisfree	3/17/2015 2:34 PM
49	Boulder Bowls, The Corner, Al's Barber Shop, Boss Lady Pizza	3/17/2015 2:18 PM
50	Starbucks	3/17/2015 1:56 PM
51	Corner, Silver and Gold, College Optical, Abos, Illegal Petes, Cafe Aion, Liquor Store, No Name Bar, Meinigers	3/17/2015 1:56 PM
52	Cafe Aion, Innisfree, Boss Lady Pizza	3/17/2015 1:43 PM
53	Sushi restaurant, Starbucks, wine shop, Illegal Petes	3/17/2015 1:38 PM
54	Aion, Innisfree, Corner Restaurant	3/17/2015 1:38 PM
55	Full Cycle	3/17/2015 1:29 PM
56	Full Cycle, The Sink, Fox Theater, Rose Hill Wine, Cafe Aeon, Boss Lady Pizza	3/17/2015 1:26 PM
57	Cafe Aion, Innisfree, illegal Petes, the Corner, Ghurkas, Rush	3/17/2015 12:36 PM

### Q7 If you do NOT currently patronize Hill Commercial Area businesses, why not?

Answered: 11 Skipped: 49

#	Responses	Date
1	way too college-y - aren't enough nice or even good, healthy restaurants.	3/26/2015 4:44 PM
2	Not enough retail or other restaurants that are not fast food types.	3/26/2015 1:26 PM
3	not much there except restaurants	3/25/2015 3:06 PM
4	In general, most of current businesses do not meet my needs.	3/25/2015 11:44 AM
5	Not my scene	3/24/2015 1:50 PM
6	I definitely avoid the area on Thursday through Saturday in the evenings. Because bros.	3/24/2015 1:03 PM
7	It provides few services that are of interest to me.	3/18/2015 10:23 AM
8	Too grubby. Poor choices of restaurants. We have young kids. Environment not welcoming to families.	3/18/2015 4:19 AM
9	too much trash, street people, yucky atmosphere, not a welcoming place.	3/17/2015 5:44 PM
10	Most are pretty grotty.	3/17/2015 3:03 PM
11	Tattoo Shops	3/17/2015 1:56 PM

**Q9 Are there specific businesses that would bring you to the Hill Commercial Area more frequently? (if yes, provide names of businesses you would like to see locate here)**

Answered: 37 Skipped: 23

#	Responses	Date
1	One of the Mountain/Southern/Under the Sun line of brew pubs, probably also go more if the Fox didn't attract people who look like they might rob you.	3/29/2015 2:43 PM
2	wells fargo healthy food restaurants - paleo, etc nice restaurants (high-end)	3/26/2015 4:44 PM
3	ice cream shoppe; healthy food sandwich shop;	3/26/2015 1:26 PM
4	Bring back Glacier Ice Cream. We use to walk to Glacier several times a week in summer.	3/26/2015 7:13 AM
5	I would be thrilled if there was another family friendly sit down restaurant. I also would love to see some sort of a market that had things you can pick up for dinner, pharmacy items, fresh flowers. I also would like there to be a good ice cream shop. We used to frequent Glacier.	3/25/2015 7:04 PM
6	PO Moes Bagel local ice-cream shop	3/25/2015 3:06 PM
7	Murphy's restaurant Ideal Market	3/25/2015 1:42 PM
8	post office, florist, drug store, better restaurant, clothing store	3/25/2015 11:44 AM
9	Snarfs, Fly Shop, a Dave Query restaurant, Pizzeria Locale, Drug Store/Pharmacy	3/25/2015 9:48 AM
10	The Mountain Sun/Southern Sun group--the Hill could have a Western Sun or Setting Sun . An artists' co-op like the Boulder Arts and Crafts Cooperative--maybe one that also offers some art classes or participates in creating street art to bring Hill residents together. Also small, innovative businesses that could capitalize on proximity to the University--e.g. offer student internships.	3/25/2015 9:08 AM
11	Mostly would patronze restaurants. A nice market would be a dream	3/25/2015 7:52 AM
12	Lundis, alfalfa The Med art cleaners a small drugstore Wells	3/25/2015 4:48 AM
13	Grocery Store/Market	3/24/2015 10:06 PM
14	Not sure we can be this picky...general categories listed in 8.	3/24/2015 9:44 PM
15	Clothing Store	3/24/2015 2:54 PM
16	No	3/24/2015 1:50 PM
17	A cost effective co-working space, reasonably priced groceries, a chill brew-pub like Mountain Sun, used outdoors gear like the Sports Recycler. A small urban hardware store would be great.	3/24/2015 1:03 PM
18	Brew pub, family-friendly restaurant, restaurant/bar with live music	3/22/2015 10:51 AM
19	Any of the upper scale retail I see on Pearl, a higher end resturant rather than fast food	3/18/2015 8:59 AM
20	Generally, and I rather detest using the word, more "upscale" type venues... at the moment the Hill is good for us more mature adults to go "slumming"...	3/18/2015 7:34 AM
21	Glacier ice cream Food that isn't burritos or pizza	3/18/2015 7:08 AM
22	Oskar Blues brew pub, mountain sun, chipotle,	3/18/2015 4:19 AM
23	Drug store, book store, hardware, arts and crafts workshop	3/17/2015 10:52 PM
24	family friendly businesses	3/17/2015 9:50 PM
25	Pharmacy	3/17/2015 8:18 PM

26	moderate dining, neither fast food or fine arts, gifts	3/17/2015 5:53 PM
27	A grocery store of any reasonable size. CU themed clothing store. A more upscale pub like the Tavern.	3/17/2015 4:49 PM
28	USPS,bookstore	3/17/2015 4:35 PM
29	Brunch place	3/17/2015 3:38 PM
30	A Fine Art Gallery. Wild Oats or whole Foods or Lundi's, Art Cleaners, A movie house,Norstrand.	3/17/2015 3:29 PM
31	Full service restaurants outlawed by the Ken Wilson rules, brew pubs. The Hill will continue to wither on the vine until this horribly wrongheaded prohibition is reversed.	3/17/2015 3:21 PM
32	Bakery or bagel store (we miss Moe's).	3/17/2015 3:03 PM
33	Pharmaca, Mikes Camera (annex)	3/17/2015 2:40 PM
34	Nicer restaurants with liquor license and rooftop dining	3/17/2015 1:59 PM
35	Family-friendly restaurants, video game arcade	3/17/2015 1:56 PM
36	Drug store, a nice atmospheric neighborhood pub like Conor O'Neills	3/17/2015 1:38 PM
37	Mountain Sun or another micro brewery; KTs BbQ, Moes, another higher end restaurant with eclectic vibe like Cfe Aion (not Mexocan)	3/17/2015 12:36 PM

**Q10 Other than new businesses, what else would encourage you to visit the Hill Commercial Area more often? (name types of amenities, activities, etc.)**

Answered: 42 Skipped: 18

#	Responses	Date
1	The area is small enough that a "square" layout might be best, with a kind of park in the middle. That would require a massive redesign but if there's space for it an open space (collaborate with the university?) would be ideal. There's a park nearby on 13th... maybe redevelop 13th to that park?	3/29/2015 2:43 PM
2	clean it up - not college kids smoking on corners and walking slowly across the streets as if they own them. if the retail spaces were full - frankly kind of depressing with all the vacant spaces and moving businesses	3/26/2015 4:44 PM
3	music festivals	3/26/2015 1:26 PM
4	Concerts, farmers market	3/26/2015 7:13 AM
5	We would be more inclined to go if it wasn't so dirty. It feels gritty and full of empty retail spaces.	3/25/2015 7:04 PM
6	green, pleasant places to stop for coffee or ice-cream or baked goods - think N Broadway, small kids' playspace ala Pearl St	3/25/2015 3:06 PM
7	Grocery specializing in locally grown vegetables and meats	3/25/2015 1:42 PM
8	cleaner and more attractive area, fewer sandwich shops and piercing/tattoo shops.	3/25/2015 11:44 AM
9	Arts festival, music festival.	3/25/2015 9:48 AM
10	I would love to see the Hill become a center for art and music activities. Art and music can bring people of all ages together. I would like the Hill to retain its quirky character but at present that quiriness is skewed to appeal to younger University students--we need to draw older undergraduates, graduate students, faculty members and permanent Hill residents into the commercial district. I would like to see the Hill become a more intellectually stimulating environment.	3/25/2015 9:08 AM
11	Art Shows, good music (classical or jazz)	3/25/2015 4:48 AM
12	1) enforce snow removal more strictly for residences around neighborhood and/or higher fines for failing to shovel walks. It's very difficult to push a stroller over ice/snow and many times I've turned back home halfway to the Hill. 2) clean up broken glass, graffiti, trash, throw up off of sidewalk. Again, make the walk to The Hill more pleasant and I'll go there more often. 3) encourage restaurants to have high chairs. Currently I'm not aware of any restaurants on the hill that have any so it's not kid friendly for families to dine there. 4) enforce smoking ban. People are constantly smoking in front of businesses on the Hill. 5) Clean up the Hill neighborhoods! If you want us to walk down to the hill rather than jumping in the car and going to Pearl st for dinner, then make the walk pleasant. have code enforcement walk the blocks surrounding the hill and make sure the sidewalks aren't overgrown with shrubs, covered in ice, glass, or graffiti. And If that's too much policing for them then raise the fines on landlords for these offenses so they'll be more proactive about keeping the neighborhood nice. This is the only way you'll attract diversity to the neighborhood and to businesses.	3/24/2015 11:53 PM
13	Galleries, Businesses, Places for work meetings	3/24/2015 10:06 PM
14	I liked the holiday lighting event. I think the concerts were interesting last summer might pick a more blues and jazz, bluegrass or reggae type band that might appeal to all ages and families.	3/24/2015 9:44 PM
15	Loud outdoor concerts and festivals. Less police. Less complaining old folks.	3/24/2015 2:54 PM
16	Less greek life during the weekends and more young professionals living in the area	3/24/2015 2:49 PM
17	No cars. More cafes. More like the style of plazas in Europe and less sandwich shops. More community and less partying.	3/24/2015 1:50 PM
18	community gathering spaces, pedestrian mall like pearl street, crafting and homeopathic stores, small produce/grocery market.	3/24/2015 1:33 PM

19	We need a Community Center, like the Dairy Center on the Hill.	3/24/2015 1:30 PM
20	Pedestrianized 13th St., and more quiet, car-free public space generally, maybe with weekly programming (outdoor music on a pedestrianized 13th St? With beer, god forbid?) Better bike parking. Student (or other) housing co-ops to replace some of the Greek houses! Way more engaged and responsible and fun.	3/24/2015 1:03 PM
21	A parking facility will probably be essential to attracting the types of businesses that are friendly to adults and to families.	3/18/2015 10:23 AM
22	more parkin	3/18/2015 8:59 AM
23	Less glass on the sidewalks leading to the business district and more vigilance at night from the police with regard to public intoxication that leads to obnoxious behaviour-not generally from students, I might add.	3/18/2015 7:34 AM
24	Movie theater Anything child friendly Inexpensive nail salon	3/18/2015 7:08 AM
25	Keep more tidy. Clean up trash. Smoking ban similar to Pearl Street. More asthedically pleasing	3/18/2015 4:19 AM
26	No smoking policy, fewer panhandlers	3/17/2015 10:52 PM
27	less panhandling, less homelessness	3/17/2015 9:50 PM
28	Better parking.	3/17/2015 8:18 PM
29	I almost always come out for street events and concerts. String Cheese Incident was fantastic. More stuff like Creekfest and other holiday/street events. An Art walk?	3/17/2015 4:49 PM
30	Fewer Vape/head shops. I have young children and the Hill commercial district is not a child/family friendly environment with the mix of retail and behavior and language heard form and behavior of many of the CU students that hang out there.	3/17/2015 4:05 PM
31	Movies, theaters. We go to all concerts at CU. A French Group.	3/17/2015 3:29 PM
32	Cleanliness, less loitering homeless kids in summer smoking pot.	3/17/2015 3:03 PM
33	Sunny Outdoor plaza/gathering space.	3/17/2015 2:40 PM
34	higher standards of maintenance for the buildings	3/17/2015 2:34 PM
35	A pedestrian mall like on Pearl Street.	3/17/2015 2:18 PM
36	Summer daytime weekend concerts	3/17/2015 1:59 PM
37	Safe hangouts for teens	3/17/2015 1:56 PM
38	I have a toddler, so I am always looking for kid-friendly activities.	3/17/2015 1:43 PM
39	Dog tie ups outside businesses, like they have everywhere at Telluride - if Telluride can do this, I don't see why Boulder can't - it's nice not to have to leave your dog at home	3/17/2015 1:38 PM
40	parks, ie. Beach Park	3/17/2015 1:29 PM
41	13th should be a pedestrian mall from College to Pennsylvania. A parking garage at the current CU lot location would be nice too. Enter / Exit via Pennsylvania.	3/17/2015 1:26 PM
42	Good hair salon	3/17/2015 12:36 PM