BOULDER VALLEY COMPREHENSIVE PLAN

2015 Major Update
Adopted 2017

OUR LEGACY.
OUR FUTURE.
BOULDER VALLEY COMPREHENSIVE PLAN

CITY OF BOULDER

Boulder County

ACKNOWLEDGMENTS

City Council

Matt Appelbaum
Aaron Brockett
Jan Burton
Suzanne Jones
Lisa Morzel
Andrew Shoemaker
Sam Weaver
Bob Yates
Mary Young
Macon Cowles (through Nov. 2015)
George Karakehian (through Nov. 2015)
Tim Plass (through Nov. 2015)

Planning Board

Bryan Bowen
David Ensign
Crystal Gray
Elizabeth Payton
John Putnam
Peter Vitale
Harmon Zuckerman
John Gerstle (through Mar. 2017)
Leonard May (through Mar. 2017)

Board of County Commissioners

Deb Gardner
Elise Jones
Cindy Domenico

Boulder County Planning Commission

Mark Bloomfield
Natalie Feinberg Lopez
Sam Fitch
Lieschen Gargano
Ann Goldfarb
Daniel Hilton
Gavin McMillan
Sean Stewart
Doug Young
Michael Baker (through Feb. 2017)
W.C. Pat Shanks (through Feb. 2017)
Leah Martinsson (through June 2017)
Ben Blaugrund (through Feb. 2017)

Thank you to the many city and county staff, members of the public and other board members who participated in the plan update!

PLAN APPROVALS

City Council (July 11, 2017)
Planning Board (July 13, 2017)
County Planning Commission (July 19, 2017)
Board of County Commissioners (July 26, 2017)

INTERGOVERNMENTAL AGREEMENT APPROVALS

Board of County Commissioners (July 26, 2017)
City Council (August 28, 2017)

TABLE OF CONTENTS

Vision & Core Values 1

Ch. I Introduction 4

Interpreting Core Values & Policies of the Plan ... 6
Boulder Planning History ... 7
Boulder Today & Tomorrow ... 9
Sustainability & Resilience Framework ... 9
Relationship of the Plan to Sustainability & Resilience ... 11
The 2015 Major Update – Focus Areas ... 12

Ch. II Plan Organization & Implementation 16

Plan Organization ... 16
Plan Implementation ... 17
Plan Time Frame & Updates ... 20

Ch. III Policies 22

Section 1 Intergovernmental Cooperation & Growth Management ... 23

Intergovernmental Cooperation ... 24
Growth Management ... 25
Framework for Annexation & Urban Service Provision ... 26
Utilities ... 30

Section 2 Built Environment ... 31

Elements That Define Boulder's City Structure ... 32
Sustainable Urban Form Definition ... 37
Community Identity & Land Use Pattern ... 38
Rural Lands Preservation ... 38
Neighborhoods ... 40
Locations for Mixed Use ... 41
Public Realm, Urban Design & Linkages ... 47
Community Conservation & Preservation ... 48
Design Quality ... 49

Section 3 Natural Environment ... 53

Protecting Native Ecosystems & Biodiversity ... 54
Enhancing Urban Environmental Quality ... 57
Protecting Geologic Resources & Reducing Risks from Natural Hazards ... 58
Sustaining & Improving Water & Air Quality ... 60

Section 4 Energy, Climate & Waste ... 63

Climate Action & Greenhouse Gas Emissions ... 64
Energy Conservation & Renewable Energy ... 65
Energy-Efficient Land Use & Building Design ... 65
Waste Minimization, Recycling, & Sustainable Purchasing ... 66

TABLE OF CONTENTS (CONTINUED)

Section 5 Economy 67
Strategic Redevelopment & Sustainable Employment 68
Diverse Economic Base 69
Quality of Life 70
Sustainable & Resilient Business Practices 71
Job Opportunities, Education & Training 71

Section 6 Transportation 73
Complete Transportation System 74
Regional Travel 76
Funding & Investment 76
Integration of Land Use & Transportation with Sustainability Initiatives 76
Other Transportation Policies 78

Section 7 Housing 79
Support Community Housing Needs 80
Preserve & Enhance Housing Choices 81
Integrate Growth & Community Housing Goals 84

Section 8 Community Well-Being & Safety 85
Human Services 86
Social Equity 86
Safety & Community Health 87
Community Infrastructure & Facilities 88

Section 9 Agriculture & Food 93

Section 10 Local Governance & Community Engagement 97

Ch. IV Land Use Map Descriptions 102
Land Use Designations 103

Ch. V Subcommunity & Area Planning 110
Subcommunity Planning 111
Area Planning 111
Adopted Subcommunity & Area Plans 112
CU South Guiding Principles 119

Ch. VI Master Plan Summaries & Trails Map 126
Master Plan Summaries 127
Trails Map 134

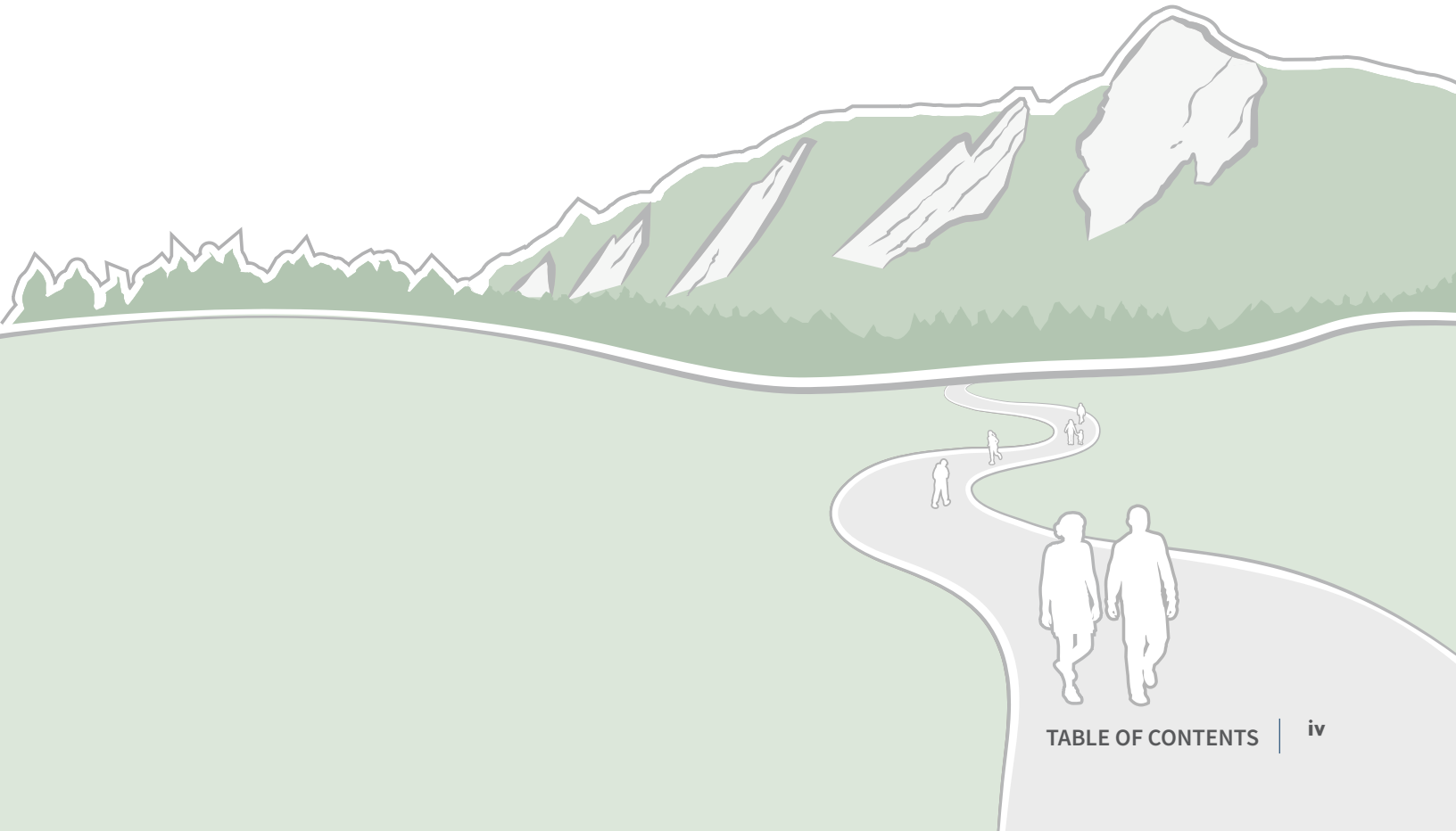
Ch. VII Urban Service Criteria & Standards 138
Purposes of Urban Service Standards 138
Urban Service Criteria 139
Urban Service Standards 140

FIGURES & MAPS

Figure 1-1: Planning Areas I, II, III 5
Figure 2-1: Relationship Between BVCP, Sustainability Framework & Implementation 18
Figure 2-2: Planning Time Frame 19
Figure 3-1: Boulder's Natural Setting 32
Figure 3-2: Public Realm 34
Figure 3-3: City Structure 36
Figure 3-4: Boulder Valley Regional Center & 28th Street Corridor 42
Figure 3-5: Central Broadway Corridor Design Framework Diagram 45
Figure 5-1: Adopted Subcommunity & Area Plans 113
Figure 5-2: Central Area 116
Figure 5-3: CU South Land Use Designations 120
Figure 5-4: CU South Conceptual Flood Mapping 120
Figure 6-1: Designated & Identified Potentially Eligible Historic Districts 132
Map A-1: Planning Areas I, II, III Map 147
Map A-2: Land Use Designation Map 148
Map A-3: Natural Ecosystem Map 149
Map A-4: Trails Map 150

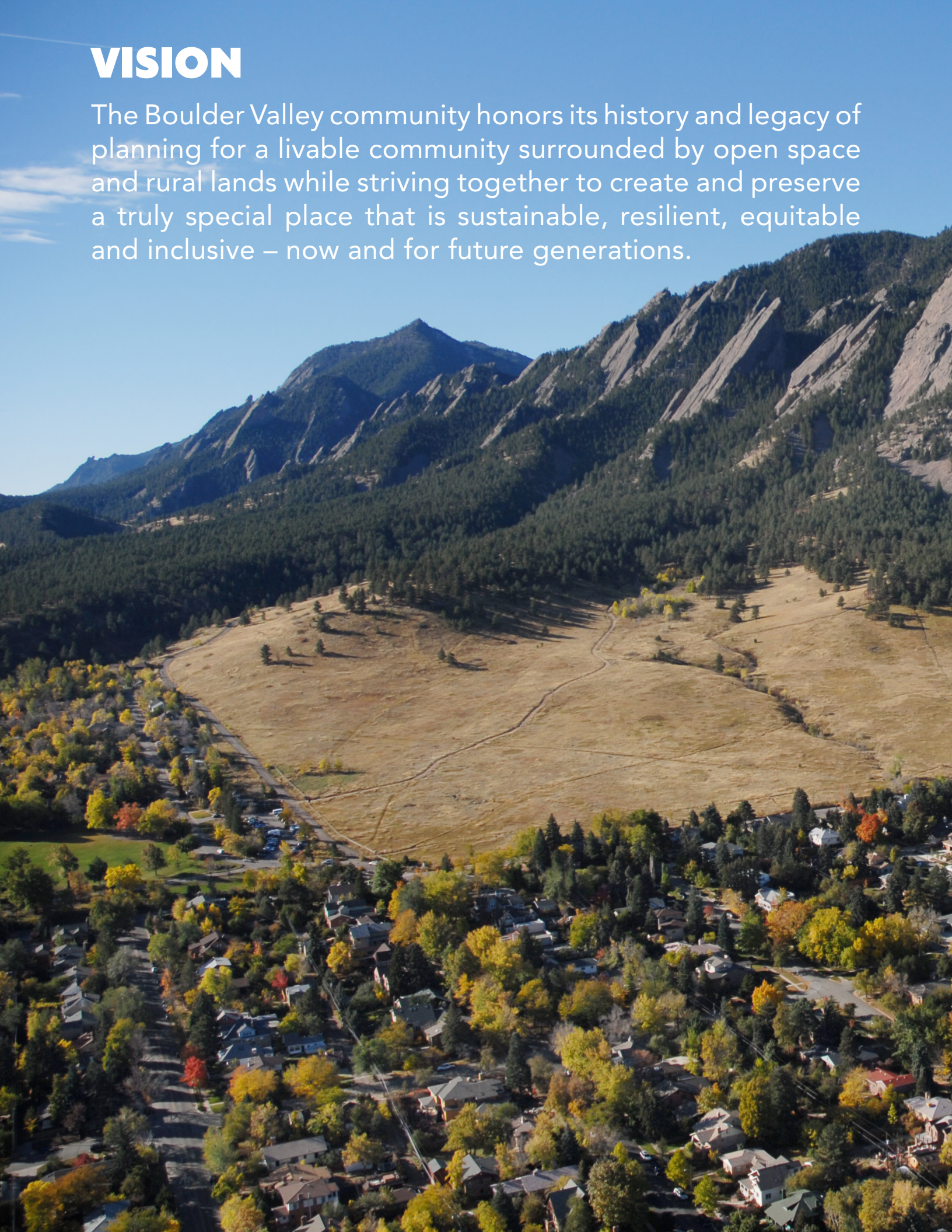
APPENDICES

Appendix A: Maps 147
Appendix B: Boulder Valley Comprehensive Development Plan Intergovernmental Agreement with Amendment Procedures (Exhibit B) 151



VISION

The Boulder Valley community honors its history and legacy of planning for a livable community surrounded by open space and rural lands while striving together to create and preserve a truly special place that is sustainable, resilient, equitable and inclusive – now and for future generations.



CORE VALUES

Many of the key policies in the Boulder Valley Comprehensive Plan stem from long-standing community values and represent a clear vision of our community and our commitment to:

- **Sustainability** as a unifying framework to meet environmental, economic and social goals;
- A welcoming, **inclusive and diverse** community;
- Culture of creativity and **innovation**;
- Strong **city and county** cooperation;
- Our unique community **identity and sense of place**;
- **Compact, contiguous** development and infill that supports evolution to a more **sustainable urban form**;
- **Open space** preservation;
- Great **neighborhoods** and **public spaces**;
- **Environmental** stewardship and **climate** action;
- A vibrant **economy** based on Boulder's quality of life and economic strengths;
- A diversity of **housing** types and price ranges;
- An all-mode **transportation** system to make getting around without a car easy and accessible to everyone; and
- Physical **health, safety and well-being**.

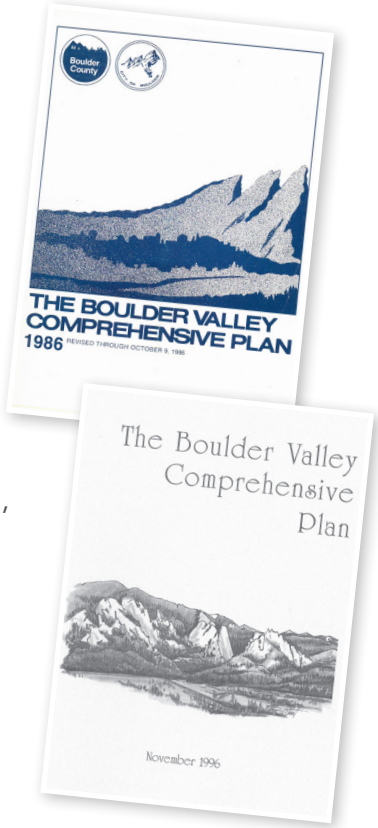
ILLEGAL
PRO
ILLEGAL
PRO

1

CHAPTER I

INTRODUCTION

Since 1970, the City of Boulder and Boulder County have jointly adopted a comprehensive plan that guides land use decisions in the Boulder Valley. The Boulder Valley Comprehensive Plan seeks to protect the natural environment of the Boulder Valley while fostering a livable, vibrant and sustainable community. The plan was first adopted in 1977. Since then, seven major updates have been completed: 1982, 1990, 1995, 2000, 2005, 2010 and 2015.



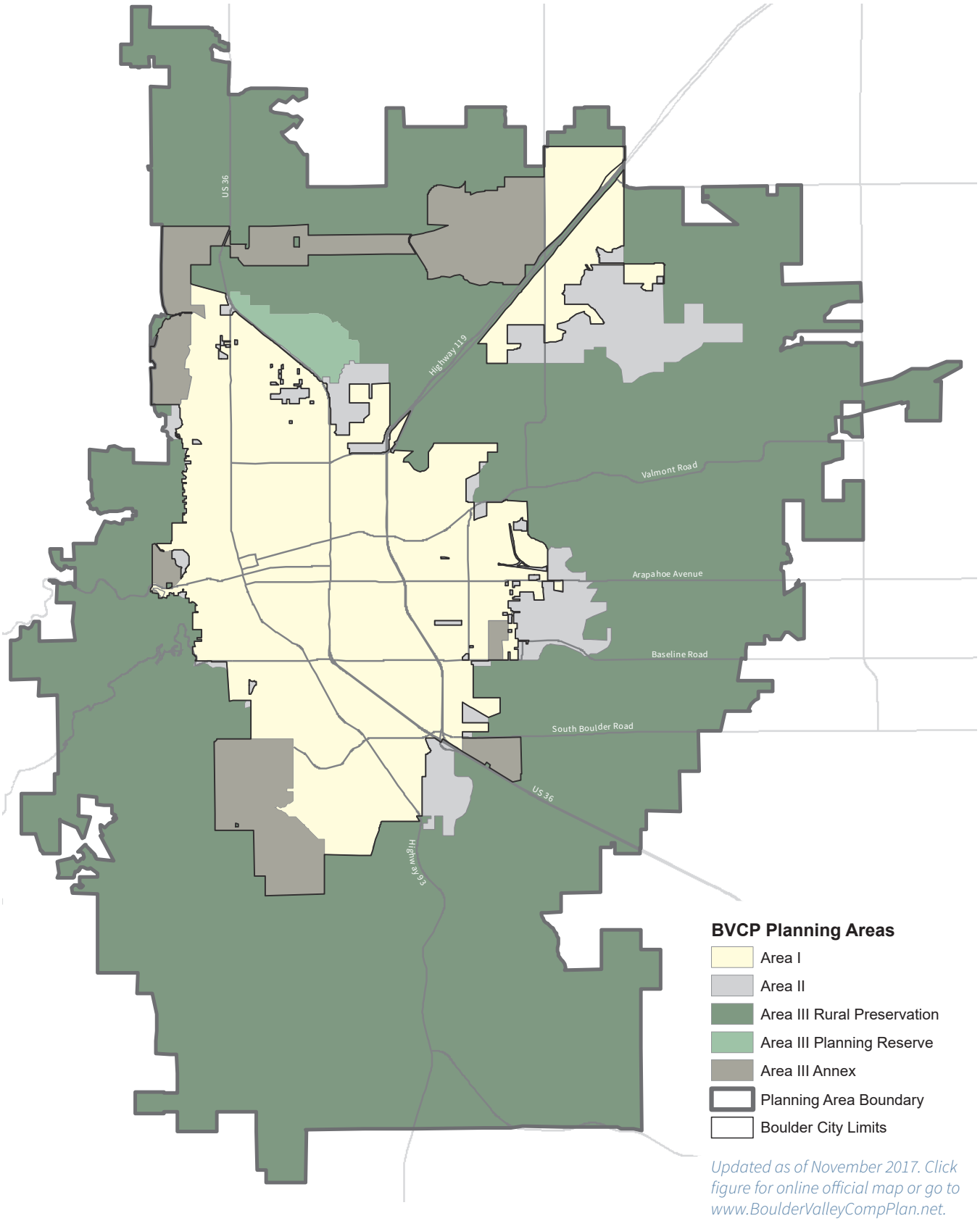
The comprehensive plan provides a general statement of the community's desires for future development and preservation of the Boulder Valley. The principles of sustainability and resilience are part of the framework of the comprehensive plan.

Its core components are:

- The Boulder Valley Comprehensive Plan policies guide decisions about growth, development, preservation, environmental protection, economic development, affordable housing, culture and arts, urban design, neighborhood character and transportation. The policies also inform decisions about the manner in which urban services are provided, such as police, fire, emergency medical services, water utilities, flood control and human services.
- The Boulder Valley Comprehensive Plan Land Use and Planning Areas I, II, III Maps define the desired land use pattern for the Boulder Valley regarding location, type and intensity of development.

The planning area encompasses the Boulder Valley, which is generally defined as those areas bounded by the mountain backdrop on the west, 95th Street on the east, Davidson Mesa and the Coal Creek drainage on the southeast, the south county line on the south, Mineral Road on the northeast and Neva Road and Niwot Road on the north, as delineated on the approved Planning Areas I, II, III Map.

Figure 1-1: Planning Areas I, II, III



Updated as of November 2017. Click figure for online official map or go to www.BoulderValleyCompPlan.net.

Interpreting Core Values & Policies of the Plan

The city and county strive to balance the values noted in the previous section, recognizing that achieving all the values may not be possible under any particular circumstance. Moreover, the policies of the comprehensive plan contained in the subsequent sections define and expand upon the vision and values and provide guidance and direction for achieving the plan's vision.

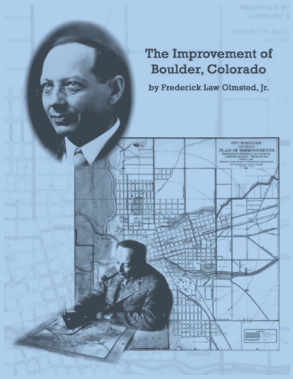
The policies are not prioritized and no one policy or set of policies must be satisfied by any action, ordinance, regulation, development review or program. Careful consideration of tradeoffs among the plan's policies is necessary when implementing the plan.

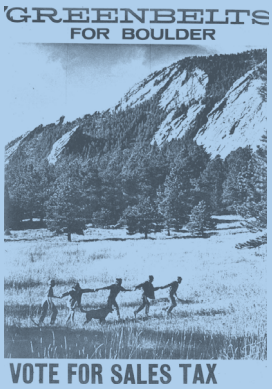
Multi-Use Path

Boulder Planning History

Native Americans occupied the Boulder Valley long before Boulder became a city. The Arapaho Indians lived on the plains of Colorado beginning in the 1790s. Chief Niwot and his people spent the winters in the Boulder Valley up until the Boulder City Town Company was established on February 10, 1859. Since that time, Boulder has enjoyed a long history of community planning. Some key planning milestones include:

1910
Fredrick Law Olmstead, Jr. developed plans for parks and street improvements.





1967
Boulder was the first city in the nation to institute a dedicated sales tax to purchase open space lands.

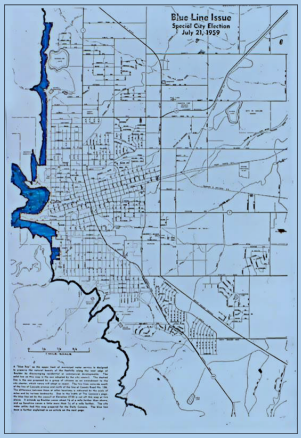
1977
The city and county approved an intergovernmental agreement and the Boulder Valley Comprehensive Plan to concentrate urban development in the city and preserve the rural character of the lands outside of the city Service Area.

1982
The city adopted the Solar Access Ordinance to ensure residential buildings have access to sunlight.

1986
The Downtown Plan and Downtown Design Guidelines were adopted.

1900 → 1950 → 1960 → 1970 → 1980 → 1990

1959
Boulder voters approved a 'blue line' charter amendment that limited water extensions above an elevation of 5,750 feet to preserve the mountain backdrops.



1971
Voters approved a 55-foot building height limit.

1974
The city adopted the Historic Preservation Ordinance, which has been instrumental in encouraging rehabilitation of historic buildings and districts.

1976
City voters instituted one of the nation's more restrictive residential growth management ordinances.

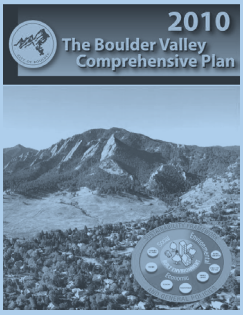
1992
The Wetlands Protection Ordinance was adopted, regulating development within the buffer area of streams and wetlands in the city.

1995
The city adopted the North Boulder Subcommunity Plan, its first subcommunity plan.

1997
The city reduced projected job growth through a combination of land purchases, rezoning, and floor area limitations in industrial zones.

1999
An inclusionary zoning ordinance was adopted, requiring 20 percent of new residential development in the city to be permanently affordable for low- and moderate-income households.

2000
The major plan update resulted in policy and land use changes to promote additional housing and mixed-use development in appropriate locations. Also, the size of the Planning Reserve was reduced by 200 acres and some properties on the eastern edge of Boulder were moved from Area II to Area III- Rural Preservation Area.



2009
The Compatible Development Ordinance revised regulations on house form and mass to protect the character of established single-family home neighborhoods.

2010
The major plan update resulted in new policies and sections related to sustainable urban form and community design, as well as sustainability policies encompassing social equity, environmental health and economic vitality. New sections were added for energy and climate, local food and agriculture and community well-being.

2000

2010

2020

1993
With the amount of vacant land in the city diminishing, a community visioning exercise called the Integrated Planning Project focused on "what's best for what's left" and resulted in a set of goals and action items that included reducing the non-residential development potential within the city.

Also in 1993, after an analysis of the development potential of Area III, the Planning Area III-Rural Preservation Area and Area III-Planning Reserve designations were created.

2004
Implementation of the 2000 major plan update and the city's Jobs: Housing Project included land use regulation changes to allow residential uses in industrial zones, a new higher density residential zone district and rezonings in certain areas to higher residential densities and mixed use.

2007
The city adopted the Transit Village Area Plan, a 160-acre area envisioned as a new mixed-use, transit oriented neighborhood. Also the community approved the Climate Action Plan (CAP) tax- the nation's first voter-approved tax dedication to addressing climate change.

2013
Boulder was one of the first 32 cities chosen to participate in the 100 Resilient Cities initiative.

2016
The city adopted a resilience strategy and Climate Commitment goal of achieving 80 percent community greenhouse gas (GHG) emissions reduction by 2050 (below a 2005 baseline) and an 80 percent emissions reduction goal for the city organization by 2030. Council also adopted the goal of achieving a 100 percent renewable electricity supply for the community by 2030.

Boulder Today & Tomorrow

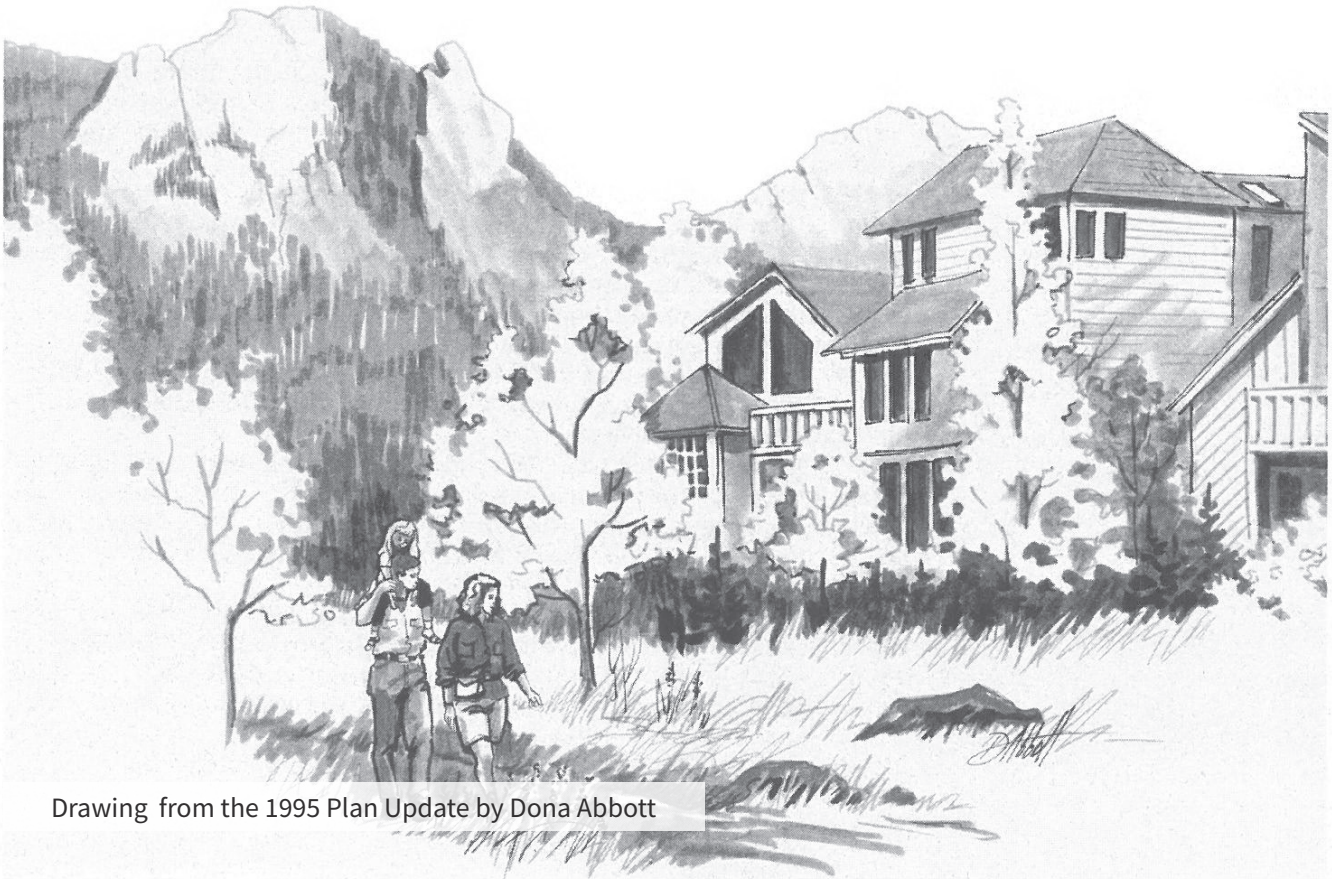
As of January 2015, the City of Boulder (Area I) had approximately 44,725 housing units, 104,800 residents and 98,500 jobs. The remainder of the Service Area (Area II) had approximately 5,700 housing units, 12,000 residents and 3,000 jobs. About 30,000 students attend the University of Colorado.

Over the next 25 years, Area I is projected to add about 6,500 housing units, 19,000 residents and 19,000 jobs. CU student enrollment could increase by a range of 5,000 to 15,000 additional students by 2030. Most of the growth that will occur in Area II will be preceded by annexation to the city; therefore, it is included in the projection numbers for Area I. Since there is little vacant land left in the city's Service Area, most of this growth will occur through redevelopment.

Sustainability & Resilience Framework

Sustainability and resilience are complementary concepts, and in fact, use many of the same basic frameworks for implementing policies and programs. Applying a sustainability framework to decision-making in the Boulder Valley means considering the issues of environment, economy and social equity together. An action or decision in any one of these areas will have consequences on the others. The policies in the plan outline the future vision of the community, focusing on the built environment and its relationship to environmental, economic and social well-being and overall community livability. At the intersection of all these areas is the community's ability to sustainably meet its needs now and in the future.

Resilience seeks to assess and address current and future risks toward achieving the same ends as sustainability. The notion of resilience, or being ready to bounce back in times of emergency or disruption and to adapt over time to chronic



Drawing from the 1995 Plan Update by Dona Abbott

stresses, has increasingly become important in the community. Principles and policies are intended to help mitigate factors that put our community at risk, and prepare for both chronic stresses and disruptive events or periods in ways that enable the community to more rapidly recover, learn, adapt and hopefully evolve in ways that better position the community to regain stability and thrive under future conditions.

The city and county are committed to institutionalizing resilience alongside sustainability and striving to create a culture of vigilance and preparedness within the community, as policies throughout the plan convey.

Sustainability Principles

The city and county recognize that:

a. There are critical interrelationships among economic, social and environmental health;

b. The way we produce, trade and consume impacts our ability to sustain natural resources;

c. Social, cultural, racial and ethnic equity and diversity creates valuable human capital that contributes to economic and environmental sustainability;

d. The built environment has an impact on social, economic and environmental conditions; and

e. The quality of our environmental, economic and social health is built upon the full engagement and involvement of our community.

Therefore, the city and county seek to maintain and enhance the livability, health and vitality of the Boulder Valley and the natural systems of which it is a part, without compromising the ability of future generations to meet their needs, while anticipating and adapting to changes in community needs and external influences.

The city and county will act as leaders and role models for others in striving to create a sustainable community and consider social, economic and environmental impacts in decision-making for all city services, processes and facilities and in development review. Through their master plans, regulations, policies and programs, the city and county will strive to create a healthy, vibrant and sustainable community for future generations.

Principles of Environmental Sustainability

The city and county will strive to preserve and protect the natural resource base and environmental quality on which life depends by:

a. Maintaining and enhancing the biodiversity and productivity of ecological systems;

b. Ensuring the efficient use of natural resources in a manner that does not deplete them over time; and

c. Reducing and minimizing the use of non-renewable resources.

Principles of Economic Sustainability

The city and county will strive to develop and maintain a healthy, adaptable economy that is vital to the community's quality of life and high level of services and amenities by:

a. Promoting a diverse economy that supports the needs of all community members;

b. Promoting a qualified and diversified work force that meets employers' needs and supports a range of jobs; and

c. Providing for and investing in a quality of life, unique amenities and infrastructure that attracts, sustains and retains businesses and entrepreneurs.

Principles of Social Sustainability

The city and county will strive to promote a healthy community and address social, cultural, racial and ethnic inequities by:

a. Respecting and valuing cultural, social, racial and ethnic diversity;

b. Ensuring the basic health and safety needs of all residents are met; and

c. Providing infrastructure and services that will encourage all diverse communities to both prosper within and connect to the larger community.

Comprehensive Plan Indicators

The city and county will use indicators specific to the Boulder Valley to measure overall health and well-being of the community, environment and economy in addition to progress relative to the vision and values of the plan and community sustainability and resilience.

Relationship of the Plan to Sustainability & Resilience

The sustainability framework helps provide a common language for the Boulder Valley, community and City Council goals and priorities. It assists in the alignment of the comprehensive plan, master plans, decision-making and budgeting process. The sections within the policy chapter of the comprehensive plan generally coincide with the seven broad categories and outcomes of the sustainability framework, as noted below.

The thread of resilience is now woven throughout the plan, including in newer policies relating to "safety and preparedness" and a new section for "governance and engagement," as noted in the focus areas of the major update on the following pages.

Seed Collection for Post-Flood Restoration

BVCP Policy Section	Relationship to Boulder's Sustainability Framework
Sec. 1 – Intergovernmental Cooperation & Growth Management	Livable Community; Good Governance
Sec. 2 - Built Environment	Livable Community; Environmentally Sustainable Community
Sec. 3 - Natural Environment	Environmentally Sustainable Community
Sec. 4 – Energy, Climate & Waste	Environmentally Sustainable Community
Sec. 5 - Economy	Economically Vital Community
Sec. 6 - Transportation	Accessible & Connected Community
Sec. 7 - Housing	Livable Community
Sec. 8 - Community Well-Being & Safety	Healthy & Socially Thriving Community; Safe Community
Sec. 9 - Agriculture & Food	Environmentally Sustainable Community
Sec.10 - Local Governance & Community Engagement	Good Governance

The 2015 Major Update – Focus Areas

Each major update to the comprehensive plan identifies current trends and issues that need to be addressed. Since the last update, the following key trends and changing conditions in the community have provided the context for this major update. The focus areas include:

Housing Affordability & Diversity

Boulder's increasing housing affordability challenge, particularly for middle income households as well as for low and moderate incomes, made housing a major focus of this update. Additionally, the plan's guidance about housing and neighborhoods defines the kind of community Boulder is and will become. The plan includes several land use related policies to support additional housing and new types of housing (e.g., townhomes, live-work) in certain locations such as the Boulder Valley Regional Center and light industrial areas. The Housing section also contains new policies addressing affordability. A new enhanced community benefit policy is also located in Sec. 1. The accompanying action plan identifies regulatory changes and programmatic next steps to accomplish these housing aims.

Section 1 addresses community benefit. Sections 2 and 7 and Chapter IV address housing affordability and diversity. The action plan is available at www.bouldervalleycompplan.net.

Growth—Balance of Future Jobs & Housing

For several decades, the plan has recognized Boulder's role as a regional job center and includes policies regarding jobs and housing balance. Boulder's potential for non-residential growth continues to outweigh housing and could lead to higher rates of in-commuting. Therefore, land use related policy changes in this plan aim to reduce future imbalances by recommending additional housing in commercial and industrial areas (and corresponding regulatory changes) and reductions of non-residential land use potential in the Boulder Valley Regional Center. The plan further emphasizes the importance of working toward regional solutions for transportation and housing through its policies for a Renewed Vision for Transit, regional travel coordination and transit facilities, and regional housing cooperation.

Section 1 addresses community benefit. Sections 1, 2, 6 and 7 and Chapter IV address regional planning, managed growth and future jobs and housing.

Red Oak Park Development with Sustainable and Affordable Housing
Credit: www.coburnpartners.com

Jewish Community Center
Credit: www.rbbarchitects.com

Design Quality & Placemaking

Boulder's outward expansion is limited, and the inward redevelopment and infill that occurs make high-quality public places and building design critical. Community input and surveys substantiate support for mixed-use places that are walkable and well-designed. The plan carries forward the sustainable urban form definitions from the 2010 plan and adds more guidance and principles for different types of centers and the Central Area. It also includes enhanced policies about design excellence, activity centers, height, mixed use, the public realm and pedestrian-oriented ("15-minute") neighborhoods.

Section 1 addresses community benefit. Section 2 and Chapter IV address urban design and placemaking.

Resilience & Climate Commitment

Climate change and risks associated with other uncertain social and economic forces outside the city's control are addressed in the city's Resilience Strategy and woven through the plan to provide guidance regarding how to become a more resilient community. Resilience is addressed in the revamped vision/values. It is also in new policies about community work to transform its energy system and achieve energy system resilience. Policies also aim to improve community capacity and self-reliance, address preparedness, response, and recovery to disruptions such as floods, fires, or economic downturns, and improve community connectivity and communication about such disruptions. Several sections of the plan further acknowledge the community's commitment to and actions toward emissions reduction, reducing burning fossil fuels, and supporting climate stabilization, such as through soil carbon sequestration.

The Vision and Core Values and Sections 3, 4, 5, 6, 8 and 10 address resilience and climate action.

Subcommunities & Area Planning

The community has been eager to do fine-grained planning and develop targeted solutions for different community geographies, including addressing community benefits desired. The plan includes revised criteria and approaches to local area planning, including an action plan goal to prioritize area plans for neighborhood commercial centers and allowing for updates to the comprehensive plan land use plan when area plans are completed. It includes a framework for the Central Area Corridor (including the Alpine-Balsam site of the former Boulder Community Hospital). Moreover, online subcommunity fact sheets and mapping present information about local qualities and needs of individual subcommunities and will identify future needs from surveys and community engagement.

Chapter V includes the new criteria for subcommunity and area planning. The action plan identifies future area plans and is available at www.bouldervalleycompplan.net.

Arts & Culture

The city has a new Community Cultural Plan and a growing interest in arts and culture. The plan addresses the arts in a more robust way by including them as part of the community benefit policy, recognizing arts within public spaces in the built environment chapter, noting their contribution to economic and environmental vibrancy, and supporting arts and cultural experiences as essential to community well-being.

Sections 1, 2, 5 and 8 address Arts and Culture.

Small Local Business

Boulder aims to be proactive in supporting and retaining its small local businesses. The plan ramps up and includes new policies to support local businesses and to conduct analysis of market trends and policies about affordable business space and a diverse employment base.

Sections 2 and 5 and Chapter IV address small businesses, retail and service industrial.

"Areyoume" by Michael Theodore, Part of the Experiments in Public Art Program

2

CHAPTER II

PLAN ORGANIZATION & IMPLEMENTATION

Plan Organization

After this chapter, the plan is organized as follows:

Chapter III - Policies: The policies chapter includes ten sections that guide decisions about:

1. Intergovernmental cooperation and growth management;
2. The quality of the built environment and neighborhood character;
3. The natural environment;
4. Energy, climate action and waste minimization;
5. Economic vitality;
6. Transportation;
7. Housing;
8. Community well-being and safety, including culture and the arts;
9. Agriculture and food; and
10. Governance and community engagement.

The policies also inform decisions about the manner in which urban services are provided, such as police, fire, emergency medical services, water utilities, flood control and human services.

Chapter IV – Land Use Map Descriptions: The Boulder Valley Comprehensive Plan Land Use Map depicts a plan of the desired land use pattern in the Boulder Valley, and this chapter includes the land use designations that describe the characteristics, locations and uses for each category on the map.

Chapter V - Subcommunity & Area Planning: Subcommunity and area planning bridges the gap between the broad policies of the comprehensive plan and site-specific project review (development applications or city capital projects). This chapter describes the purpose, approach and criteria for subcommunity and area planning and summarizes the plans to date.

Harlow Platts Community Park

Chapter VI - Master Plan Summaries & Trails Map: City departments prepare master plans to provide a common framework for planning the delivery and funding of city services, facilities and programs. These, in turn, provide the basis for capital improvement programming and operational budgeting. This chapter summarizes the current master plans for the city and includes the Trails Map.

Chapter VII – Urban Service Criteria & Standards: A basic premise of the comprehensive plan is that "adequate urban facilities and services" are a prerequisite for new urban development and that, within the Boulder Valley, the City of Boulder is the provider of choice for urban services. This chapter describes the criteria and standards of urban services provided by the city.

Maps: The comprehensive plan includes the following maps: Land Use; Planning Areas I, II, III; Natural Ecosystems; and Trails, found at the end of the plan. Maps of Adopted Subcommunity and Area Plans as well as the Central Area are found in Chapter V. The Historic Districts map is found in Chapter VI.

Intergovernmental Agreement & Amendment Procedures: The comprehensive plan is a jointly adopted plan, created through the "Boulder Valley Comprehensive Development Plan" Intergovernmental Agreement (IGA). The IGA sets the foundation for cooperative planning between the city and county for the Boulder Valley, and includes the procedures to amend the comprehensive plan over time. The amendment procedures outline the types, timing and process for changes to the plan.

Plan Implementation

The adoption of the comprehensive plan sets the stage for more detailed planning for parts of the Boulder Valley and for implementation, as described in this chapter. More detailed planning puts the vision of this plan into practice through subsequent steps as shown in Figure 2-1. The city and county have had success in working together and wish to continue to implement the vision set forth in the 1977 Comprehensive Plan, most notably in channeling growth to the city's Service Area, preserving lands outside the

urban growth boundary, through zoning and open space acquisitions, keeping the community compact, intensifying the core area, protecting neighborhood character, providing for affordable housing and improving alternative transportation modes.

The following implementation tools translate the comprehensive plan into action:

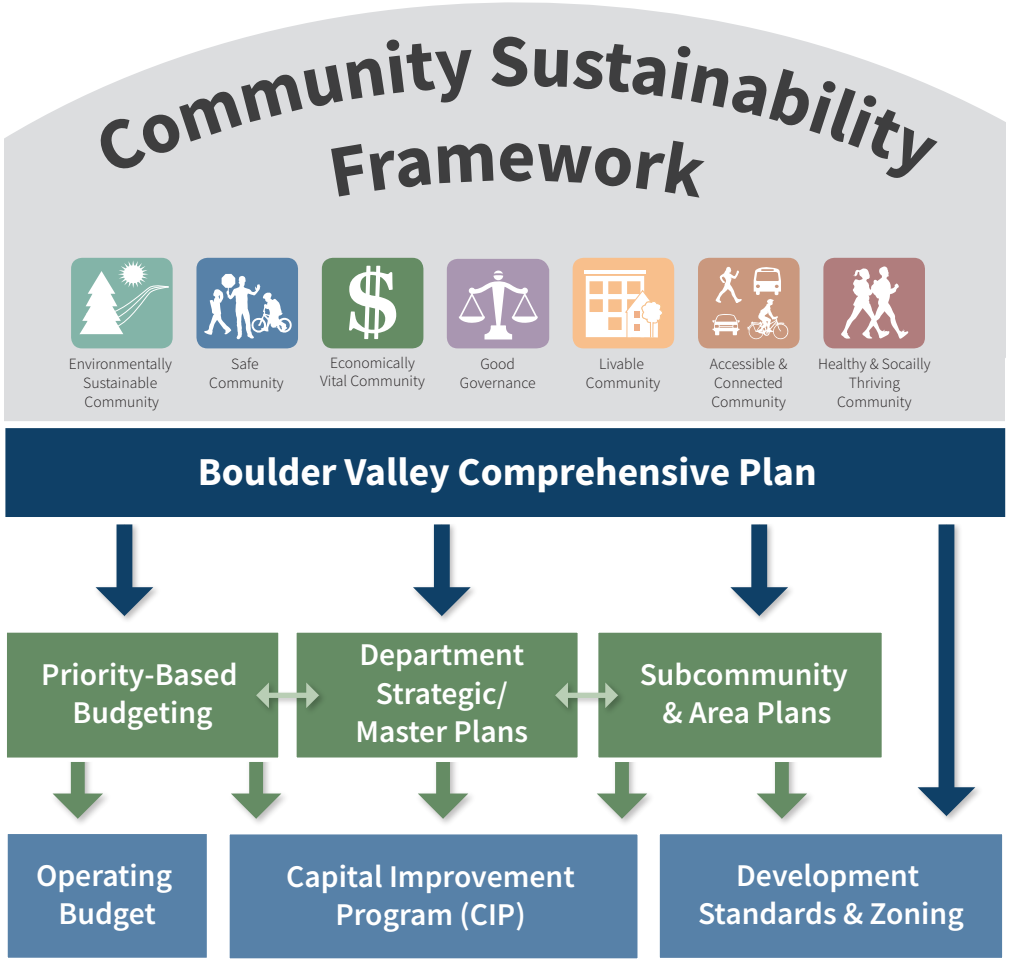
Subcommunity & Area Plans

Subcommunity plans and area plans provide direction for specific geographic areas. They provide a link between the broad policies of the comprehensive plan and more detailed zoning, development review and capital improvement programming decisions. Chapter V, Subcommunity and Area Planning, describes the criteria and approach to local area planning and includes a map of the adopted area plans and description for each one. As area plans are approved, they may automatically trigger amendments to relevant sections of this plan, including the Land Use Map.

Master Plans

City departmental master plans are developed to be consistent with the comprehensive plan. They establish detailed policies, priorities, service standards, facility and system needs and capital budgeting for the delivery of specific services and facilities provided by each city department. The plans identify three levels of funding or investment strategies: fiscally constrained, action and vision. As master plans are approved, Chapter VI Master Plan Summaries is updated to include a current summary of each master plan. It also includes a Trails Map and description.

Figure 2-1: Relationship Between BVCP, Sustainability Framework & Implementation



Land Use Code & Zoning Regulations

Whereas the comprehensive plan Land Use Map provides a generalized picture of desired future uses in the Boulder Valley, the city zoning map assigns every parcel of land in the city a zoning district and standards. The Boulder Land Use Code regulates allowable uses, density, setbacks, height, affordable housing requirements, solar access protection and more. The county's zoning code regulates parcels within the Boulder Valley not annexed to the city.

Development Review for Projects

All new development or redevelopment projects must conform to land use and zoning regulations which are developed and amended to be consistent with the goals and policies of this comprehensive plan.

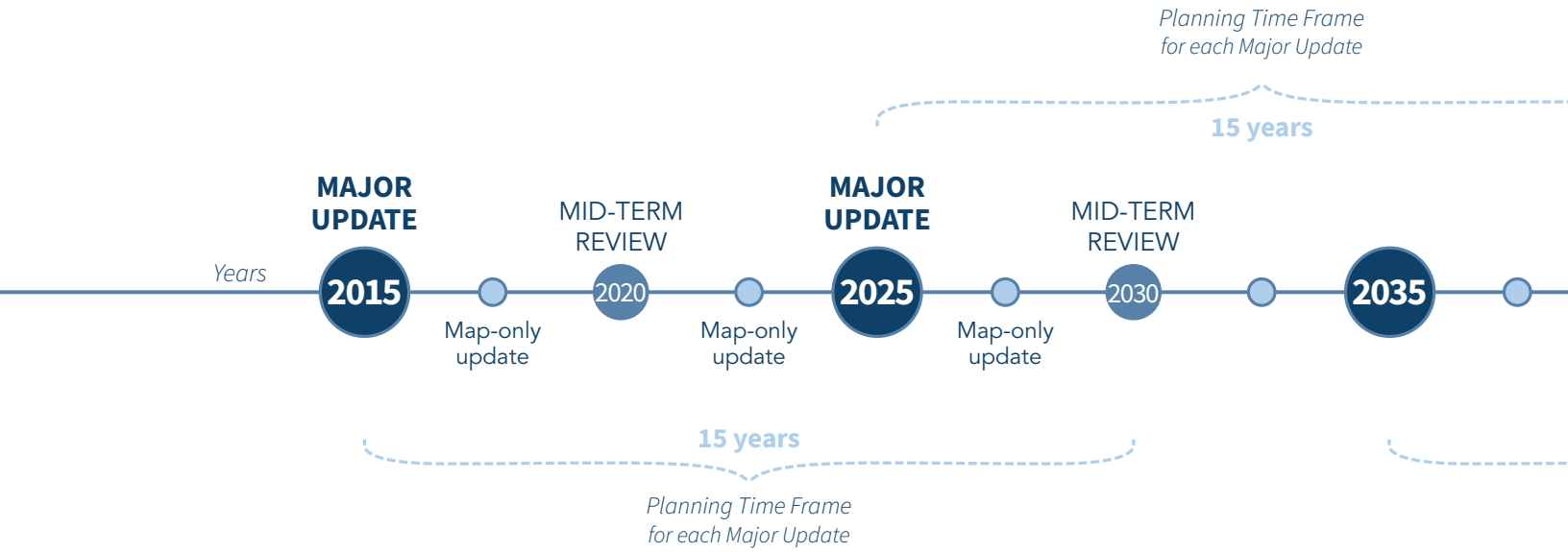
Programs & Services

Many of the comprehensive plan policies are implemented through city programs and services. Funding is allocated annually through the city budget using a model of priority-based budgeting, which reflects the core mission of the city and individual departments.

Capital Improvements

Capital improvements carry out the comprehensive plan's policies of orderly and efficient provision of urban facilities and services. Funding for capital improvements is planned on a six-year timeframe through the Capital Improvements Program (CIP). Departmental master plans, subcommunity and area plans help guide prioritization of improvement projects.

Figure 2-2: Planning Time Frame



Action Plan

The Comprehensive Plan Action Plan outlines the actions needed to implement comprehensive plan policies that are not currently addressed through other plans or programs. The action plan establishes the timing and priorities for new program initiatives, planning projects and regulatory changes; ongoing programs or projects are not included. The plan is developed to be flexible and responsive to city goals and resources.

The action plan is adopted by City Council after each major update to the comprehensive plan and revisited alongside the City Council work plan. The county is sent a referral and invited to identify those actions, projects or other activities in the action plan in which they wish to participate. The county may also propose new or additional collaborative actions to the city for its consideration as part of the major update.

See the action plan at www.bouldervalleycompplan.net.

Plan Time Frame & Updates

Planning Time Frame

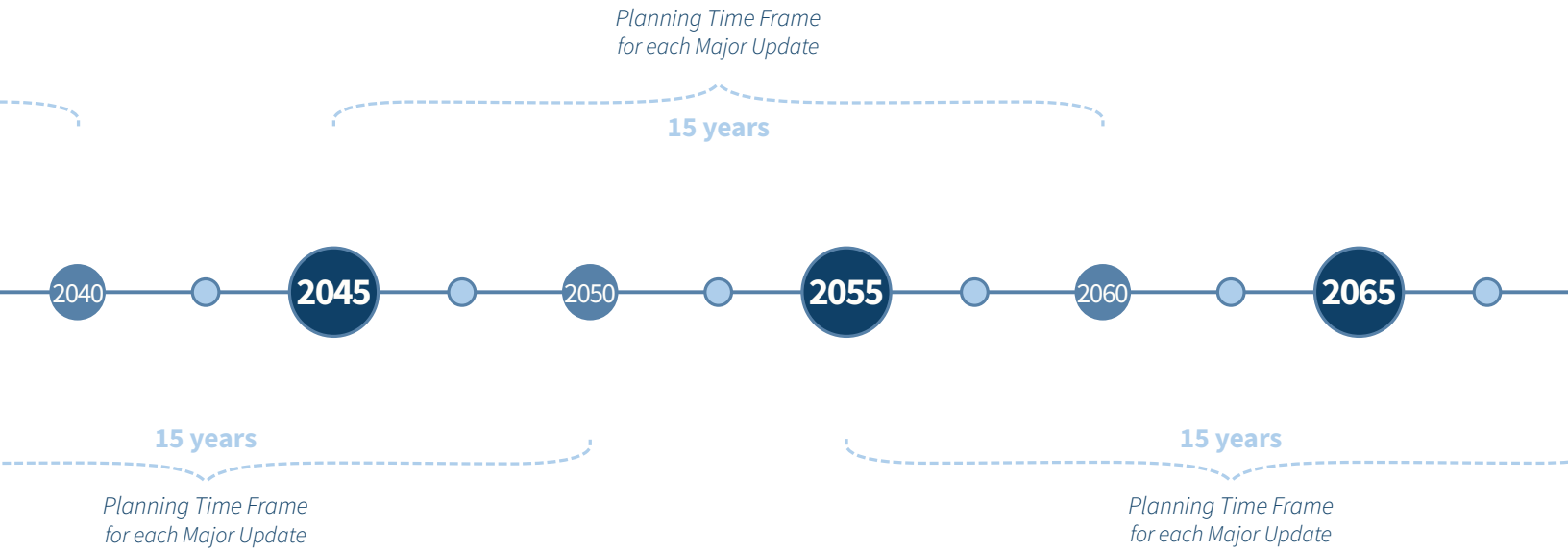
The time horizon for the plan is approximately 15 years. This has been determined to be a reasonable length of time for which to plan and was arrived at after weighing a combination of facts and policy considerations: land use and land use projections, Service Area projections, the capacity of the city to fund capital improvements, the growth rate and the desires of the community in regard to accommodating growth.

The city and county recognize that some issues require consideration of impacts over a longer time period, and when appropriate, the plan may analyze trends and impacts over longer time periods.

Plan Update

The Boulder Valley Comprehensive Plan will be reviewed at least every five years for possible amendments to reflect changes in circumstances and community desires, with major updates happening every ten years.

See Appendix B for Amendment Procedures.



BOLDER
NATIONAL STATE BANK
Herb Teas

3 CHAPTER III
POLICIES

The following sections are included in Chapter III:

Section 1
Intergovernmental Cooperation & Growth Management

Section 2
Built Environment

Section 3
Natural Environment

Section 4
Energy, Climate & Waste

Section 5
Economy

Section 6
Transportation

Section 7
Housing

Section 8
Community Well-Being & Safety

Section 9
Agriculture & Food

Section 10
Local Governance & Community Engagement

Section 1

INTERGOVERNMENTAL COOPERATION & GROWTH MANAGEMENT

The City of Boulder and Boulder County are both integral to the thoughtfully managed growth and appropriate urban development and conservation in the Boulder Valley. Successful planning must look to a joint effort and close cooperation on the part of these two governing bodies. All citizens are affected regardless of which jurisdiction makes decisions. Therefore, mutual concern and interdependence are vital to successful planning and meaningful implementation.

This interdependence is a legacy of the comprehensive plan which has resulted in the urban form that all enjoy today. The keystone to this physical form is the Boulder Valley Comprehensive Plan Planning Areas I, II, III Map which defines the city's Service Area for future growth, guiding annexation and urban service provision. This section addresses:

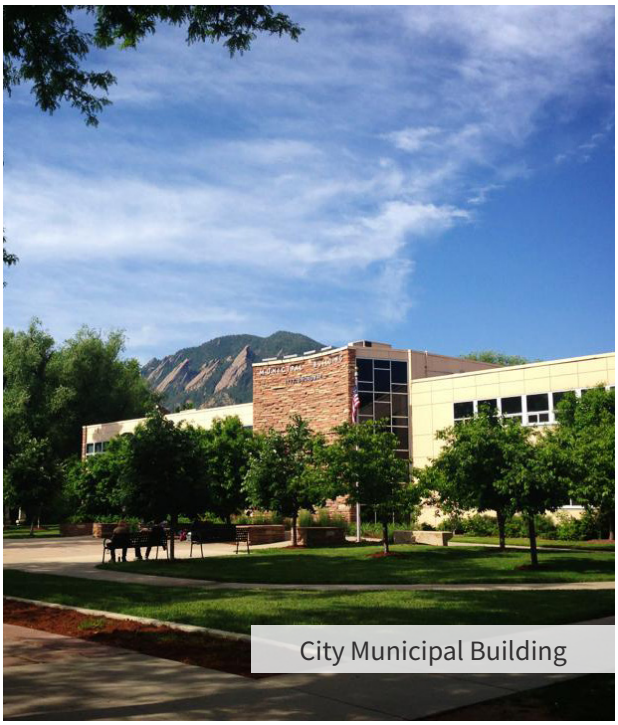
- Intergovernmental Cooperation;
- Growth Management;
- Framework for Annexation & Urban Service Provision; and
- Utilities.

Intergovernmental Cooperation

1.01 Regional & Statewide Cooperation

Many of the problems and opportunities faced by Boulder and other jurisdictions, particularly providing affordable housing, addressing the jobs-housing imbalance, creating a healthy economy, improving regional transportation, protecting the environment, managing open space, delivering human services and managing growth can only be dealt with effectively through regional or statewide cooperation and solutions.

Therefore, the city and county will actively pursue cooperative planning opportunities, intergovernmental agreements, broader information exchange and communication, collaborative initiatives and closer cooperation with each other and with other entities in the region and state. This may include other cities, counties, unincorporated communities, the University of Colorado, the school districts, regional organizations and other policymaking bodies. These entities will be encouraged to identify and address issues of shared concern for which a multi-jurisdictional perspective can best achieve mutually beneficial solutions.



City Municipal Building

County Courthouse
Credit: Wally Gobetz per Creative Commons license

1.02 Policy Assessment

The city and county will assess and be responsive to the external effects of their policies on other entities and jurisdictions. Consequences and tradeoffs will be considered before making decisions on them.

1.03 Collaboration in Service Delivery

The city and county will support consolidation and collaboration among service providers to reduce duplication of efforts, maximize economic and resource efficiencies and provide the public with reliable and equitable levels of service.

1.04 Compliance with Land Use Regulations

With regard to public facilities owned and operated in the other's jurisdiction, the city and county will respect and abide by existing land use regulations insofar as being reasonably practicable.

1.05 Coordination with University of Colorado

With three campus locations in Boulder and serving over 30,000 students, the university is integrated into the city's fabric and benefits

the community socially, economically and culturally. The city will aim to coordinate with the university and engage with the community to exchange information and plan for future uses and activities on the Main campus, East Campus, CU South and Williams Village area, especially where changes may affect surrounding areas or have regional implications. The city will address regional implications by seeking input, advice or partnerships from other governmental entities, including RTD, CDOT and Boulder County. The city aims to work with CU cooperatively to address critical needs of flood safety, student and workforce housing, and transportation and other infrastructure. Intergovernmental agreements between the agencies can provide clarity about roles and responsibilities on such issues of mutual concern, building on collaborative planning processes and guiding principles. In its negotiations of an annexation agreement for CU South, the city will use the guiding principles as shown in Ch V. Subcommunity and Area Planning, CU South Boulder Campus.

Growth Management

1.06 City's Role in Managing Growth & Development

In order to achieve community goals and policies, the city will develop and implement urban design and growth management tools that control the scale, location, type, intensity and timing of new development and redevelopment. Where appropriate, the county will work with the city in developing and implementing growth management tools.

1.07 Adapting to Limits on Physical Expansion

As the community expands to its planned physical boundaries, the city and county will increasingly emphasize preservation and enhancement of the physical, social and economic assets of the community. Cooperative efforts and resources will be focused on maintaining and improving the quality of life within defined physical boundaries, with only limited expansion of the city.

University of Colorado Hale Science Building

1.08 Growth Projections

In order to ensure that past and projected growth impacts can be better mitigated or avoided, the city will develop projections for population and employment for twenty-five years into the future. Projections will be used to evaluate long-term trends, analyze problems and opportunities that could occur during this period, project long-term infrastructure needs and coordinate Boulder Valley growth projections with regional and county-wide projections.

1.09 Growth Requirements

The overall effect of urban growth must add significant value to the community, improving quality of life. The city will require development and redevelopment to provide significant community benefits, achieve sustainability goals for urban form and maintain or improve environmental quality as a precondition for further housing and community growth.

1.10 Jobs: Housing Balance

Boulder is a major employment center, with more jobs than housing for people who work here. This has resulted in both positive and negative impacts, including economic prosperity, significant in-commuting and high demand on existing housing. The city will continue to be a major employment center and will seek opportunities to improve the balance of jobs and housing while maintaining a healthy economy. This will be accomplished by encouraging new housing and mixed-use neighborhoods in areas close to where people work, encouraging transit-oriented development in appropriate locations, preserving service commercial uses, converting commercial and industrial uses to residential uses in appropriate locations, improving regional transportation alternatives and mitigating the impacts of traffic congestion.

1.11 Enhanced Community Benefit

For land use or zoning district changes that result in increases in the density or intensity of development beyond what is permitted by the underlying zoning or for added height that increases intensity, the city will develop regulations and incentives so that the new development provides benefits to the community beyond those otherwise required by the underlying zoning. Any incentives are intended to address the community economic, social and environmental objectives of the comprehensive plan. Community objectives include without limitation affordable housing, affordable commercial space, spaces for the arts, community gathering space, public art, land for parks, open space, environmental protection or restoration, outdoor spaces and other identified social needs and services. Community objectives also may be identified through other planning or policymaking efforts of the city.

Framework for Annexation & Urban Service Provision

1.12 Definition of Comprehensive Planning Areas I, II & III

The Boulder Valley Planning Area is divided into three major areas:

- Area I is the area within the City of Boulder that has adequate urban facilities and services and is expected to continue to accommodate urban development.
- Area II is the area now under county jurisdiction where annexation to the city can be considered consistent with Policies 1.07 Adapting to Limits on Physical Expansion, 1.09 Growth Requirements and 1.16 Annexation. New urban development may only occur coincident with the availability of adequate facilities and services. Master plans project the provision of services to this area within the planning period.
- Area III is the remaining area in the Boulder Valley, generally under county jurisdiction. Area III is divided into the Area III-Rural Preservation Area, where the city and county intend to preserve existing rural land uses and character and the Area III-Planning Reserve Area, where the city and county intend to maintain the option of future Service Area expansion.

  See Planning Areas I, II, III Map (Figure 1-1) and Policy 2.07 Delineation of Rural Lands.

1.13 Preclusion of New Incorporated Places

The city and county will oppose the establishment of new incorporated communities within the Boulder Valley.

1.14 Definition of New Urban Development

It is intended that 'new urban development', including development within the city, not occur until and unless adequate urban facilities and services are available to serve the development as set out in Chapter VII Urban Service Criteria and Standards. 'New urban development' is defined to include:

a. All new residential, commercial and industrial development and redevelopment within the city; or

b. Any proposed development within Area II (subject to a county discretionary review process before the Board of County Commissioners) that the county determines exceeds the land use projections and/or is inconsistent with maps or policies of the Boulder Valley Comprehensive Plan in effect at that time.

1.15 Over-Intensive Rural Development

The Area III-Rural Preservation Area is that portion of Area III where rural land uses and character are to be maintained and preserved. A variety of land use activities are permitted by county zoning pursuant to examination through one or more of the review processes enumerated in the Boulder County Land Use Code. A preliminary analysis may conclude that an otherwise permitted land use proposal would have an impact of urban intensity and thus be considered an over-intensive rural development.

Criteria to be examined in making an over-intensive determination may include, but are not limited to, traffic, structure size, number of users, hours of operation, outside lighting, water needs and wastewater flows, impacts extending outside of the property boundaries, compatibility with surrounding land uses and the availability or lack of other more appropriate sites for the proposed activity. Any application for a land use that triggers an over-intensive rural development analysis will be referred to the City of Boulder for comment.

1.16 Annexation

The policies in regard to annexation to be pursued by the city are:

a. Annexation will be required before adequate facilities and services are furnished.

b. The city will actively pursue annexation of county enclaves, substantially developed properties along the western boundary below the Blue Line and other substantially developed Area II properties. County enclave means an unincorporated area of land entirely contained within the outer boundary of the city. Terms of annexation will be based on the amount of development potential as described in (c), (d) and (e) of this policy. Applications made to the county for development of enclaves and Area II lands in lieu of annexation will be referred to the city for review and comment. The county will attach great weight to the city's response and may require that the landowner conform to one or more of the city's development standards so that any future annexation into the city will be consistent and compatible with the city's requirements.

c. Annexation of existing substantially developed areas will be offered in a manner and on terms and conditions that respect existing lifestyles and densities. The city will expect these areas to be brought to city standards only where necessary to protect the health and safety of the residents of the subject area or of the city. The city, in developing annexation plans of reasonable cost, may phase new facilities and services. The county, which now has jurisdiction over these areas, will be a supportive partner with the city in annexation efforts to the extent the county supports the terms and conditions being proposed.

d. In order to reduce the negative impacts of new development in the Boulder Valley, the city will annex Area II land with significant development or redevelopment potential only if the annexation provides a special

opportunity or benefit to the city. For annexation consideration, emphasis will be given to the benefits achieved from the creation of permanently affordable housing. Provision of the following may also be considered a special opportunity or benefit: receiving sites for transferable development rights (TDRs), reduction of future employment projections, land and/or facilities for public purposes over and above that required by the city's land use regulations, environmental preservation or other amenities determined by the city to be a special opportunity or benefit. Parcels that are proposed for annexation that are already developed and which are seeking no greater density or building size would not be required to assume and provide that same level of community benefit as vacant parcels unless and until such time as an application for greater development is submitted.

e. Annexation of substantially developed properties that allow for some additional residential units or commercial square footage will be required to demonstrate community benefit commensurate with their impacts. Further, annexations that resolve an issue of public health without creating additional development impacts should be encouraged.

f. There will be no annexation of areas outside the boundaries of the Boulder Valley Planning Area, with the possible exception of annexation of acquired open space.

g. Publicly owned property located in Area III, and intended to remain in Area III, may be annexed to the city if the property requires less than a full range of urban services or requires inclusion under city jurisdiction for health, welfare and safety reasons.

h. The Gunbarrel Subcommunity is unique because the majority of residents live in the unincorporated area and because of the shared jurisdiction for planning and service provision among the county, city, Gunbarrel Public Improvement District and other special districts. Although interest in voluntary annexation has been limited, the city and county continue to support the eventual annexation of Gunbarrel. If resident interest in annexation does occur in the future, the city and county will negotiate new terms of annexation with the residents.

1.17 Assimilation of Special District Facilities & Services

Where the provider(s) of the facilities and services is (are) other than the city, the county and the city will take all reasonable and legal steps to facilitate assimilation of facilities and services by the city upon annexation.

1.18 Provision of Urban Services in the Boulder Valley

The city is an adequate provider of facilities and services. These facilities and services will continue to be supplied to Area I. The city will make them available to Area II within the planning period pursuant to the city's annexation policies and Capital Improvements Program. The city and county intend that new urban development not occur until adequate urban facilities and services are available to serve the development. The county's experience indicates that the provision of the full range of urban facilities and services by a municipality is preferable to provision of urban facilities and services by special districts and private groups in part because municipalities have politically accountable leadership, general police power and the ability to coordinate provision of adequate urban facilities and services. Therefore, it is hereby presumed that adequate facilities and services can be provided only by the City of Boulder. The city will extend, furnish or provide such services at such time as it can provide them all as provided under paragraph 1.19(a) on the following page and the Urban Service Criteria and Standards in Chapter VII of this plan. However, it is not the intent to preclude the development and use of alternative facilities and service systems for new urban development so long as they are adequate as provided under paragraph 1.19(b) and the Urban Service Criteria and Standards section of this plan.

1.19 Definition of Adequate Urban Facilities & Services

a. The city provides adequate facilities and services for new urban residential, commercial and industrial development within the planning area. Adequate facilities and services for:

   i. All developments include: public water, public sewer, stormwater and flood management, urban fire protection and emergency medical care, urban police protection and urban transportation (e.g., streets, sidewalks, multiuse paths); and

   ii. Residential development also includes developed urban parks and schools.

b. The availability and adequacy of urban facilities and services as set forth in subparagraph a) above will be determined based upon the Urban Service Criteria and Standards section of this plan.

c. In order to make efficient use of existing infrastructure and investment, new development and redevelopment will be located in areas where adequate public services and facilities presently exist or are planned to be provided under the city's Capital Improvements Program (CIP).

d. Due to size, location and other unique requirements, some city facilities that do not require the full range of urban services will be located in Areas II and III. Extending a limited range of urban services to such city facilities is appropriate when extension is consistent with the Boulder Valley Comprehensive Plan or otherwise necessary for the city to provide another urban facility and service to Area I.

1.20 Phased Extension of Urban Services/ Capital Improvements Program

a. The city and county agree that extensions, furnishing, or provision of less than adequate facilities and services for new urban development would be injurious to public health, safety and welfare because it would seriously impair the county's efforts to implement the Boulder Valley Comprehensive Plan through reasonable land use and development regulations in the unincorporated areas of the county.

b. The county requests that the city accompany any extension of facilities and services to urban development outside the boundaries of the city with concurrent annexation to the city of the land served. The city agrees not to extend or furnish facilities and services to new urban development outside the boundaries of the city without annexing to the city the land to be served, except as indicated in Policy 1.28 Out-of-City Utility Service.

c. The city and county recognize that certain properties within the Boulder Valley have filed for subdivision approval with Boulder County prior to June 13, 1977, the date on which the county approved amendments to its subdivision regulations that require compatibility of applicants for subdivision approval with the Boulder Valley Comprehensive Plan and have previously been granted water and sewer by the city. The development of these particular properties may be permitted to occur without a full range of urban facilities and services, provided that such development is otherwise in accordance with the comprehensive plan and existing Boulder County land use regulations at the time of submission of the application.

d. The city will use the Capital Improvements Program (CIP) process, within the framework of a responsible budget of balanced revenues and expenditures, to plan for the funding of an adequate range of urban services and facilities within Area I and Area II as annexation occurs during the planning period. The CIP is a tool to direct the location and timing of growth by coordinating and targeting public capital expenditures.

1.21 Channeling Development to Areas with Adequate Infrastructure

In order to protect and use past investments in capital improvements, new development and redevelopment will be located in areas where adequate public services and facilities presently exist or are planned to be provided under the city's CIP.

1.22 Growth to Pay Fair Share of New Facility Costs

Since the public cost of annexation and developing several areas concurrently could prove excessive, the city will limit said cost to those which can reasonably be accommodated within the CIP and are compatible with anticipated revenue. When permitting additional development or redevelopment, the city will consider whether public facilities and services are adequate to reasonably maintain current levels of service or service standards given the impacts of such additional development or committed funding sources for such adequate facilities are sufficient to ensure their provision in a timely fashion. Growth will be expected to pay its own way with the requirement that new development pay the cost of providing needed facilities and an equitable share of services, including affordable housing, and mitigate negative impacts such as those to the transportation system.

1.23 Adjacency of Open Space/Utility Impacts

The city and county will consider the impacts of open space management and utility installation on abutting property.

1.24 Multi-Purpose Use of Public Lands

Multi-purpose use of public lands, facilities and personnel services will be emphasized. However, in consideration of potential use of parks and open space lands, only activities consistent with the original intent of acquisition will be considered.

Utilities

1.25 Consistency of Utility Extensions with Comprehensive Plan

The installation and extension of all utilities will be consistent with the provisions of the Boulder Valley Comprehensive Plan and with the responsibilities of the respective utility providers.

1.26 Efficient Extension of Utilities

Nothing within the Boulder Valley Comprehensive Plan will prohibit the city from denying the provision of utility services to any property within the Boulder Valley for utility-related reasons.

1.27 Utility Provision to Implement Community Goals

The city will consider the importance of the other objectives of the Boulder Valley Comprehensive Plan in the planning and operation of the water, wastewater, stormwater and flood management utilities. These other objectives include resilience, in-stream flow maintenance, floodplain preservation and flood management, enhancement of recreational opportunities, water quality management, preservation of natural ecosystems, open space and irrigated agricultural land and implementation of desired timing and location of growth patterns.

1.28 Out-of-City Utility Service

In furtherance of Policies 2.01, 2.02, 2.03, 1.25, 1.26, 1.27 and not withstanding Policy 1.20, the city and county agree that it is appropriate for the city to:

a. Decline support for utility provision in Area III and Area II when its provision would defeat Boulder Valley Comprehensive Plan goals;

b. Extend limited utility service in Area III and Area II in circumstances that further Boulder Valley Comprehensive Plan goals; and

c. Evaluate opportunities for cooperation with other utility service providers, in concert with the county, to further comprehensive plan goals.

Section 2

BUILT ENVIRONMENT

Boulder's compact, interconnected urban form helps ensure the community's environmental health, social equity and economic vitality. It also supports cost-effective infrastructure and facility investments, a high level of multimodal mobility and easy access to employment, recreation, shopping and other amenities, as well as a strong image of Boulder as a distinct community. The Built Environment policies help shape the form and quality of future growth in addition to protecting historic and environmental resources and preserving established neighborhood character. This chapter includes:

- Elements That Define Boulder's City Structure;
- Sustainable Urban Form Definition;
- Community Identity & Land Use Pattern;
- Rural Lands Preservation;
- Neighborhoods;
- Locations for Mixed Use;
- Public Realm, Urban Design & Linkages;
- Community Conservation & Preservation; and
- Design Quality.

Elements That Define Boulder's City Structure

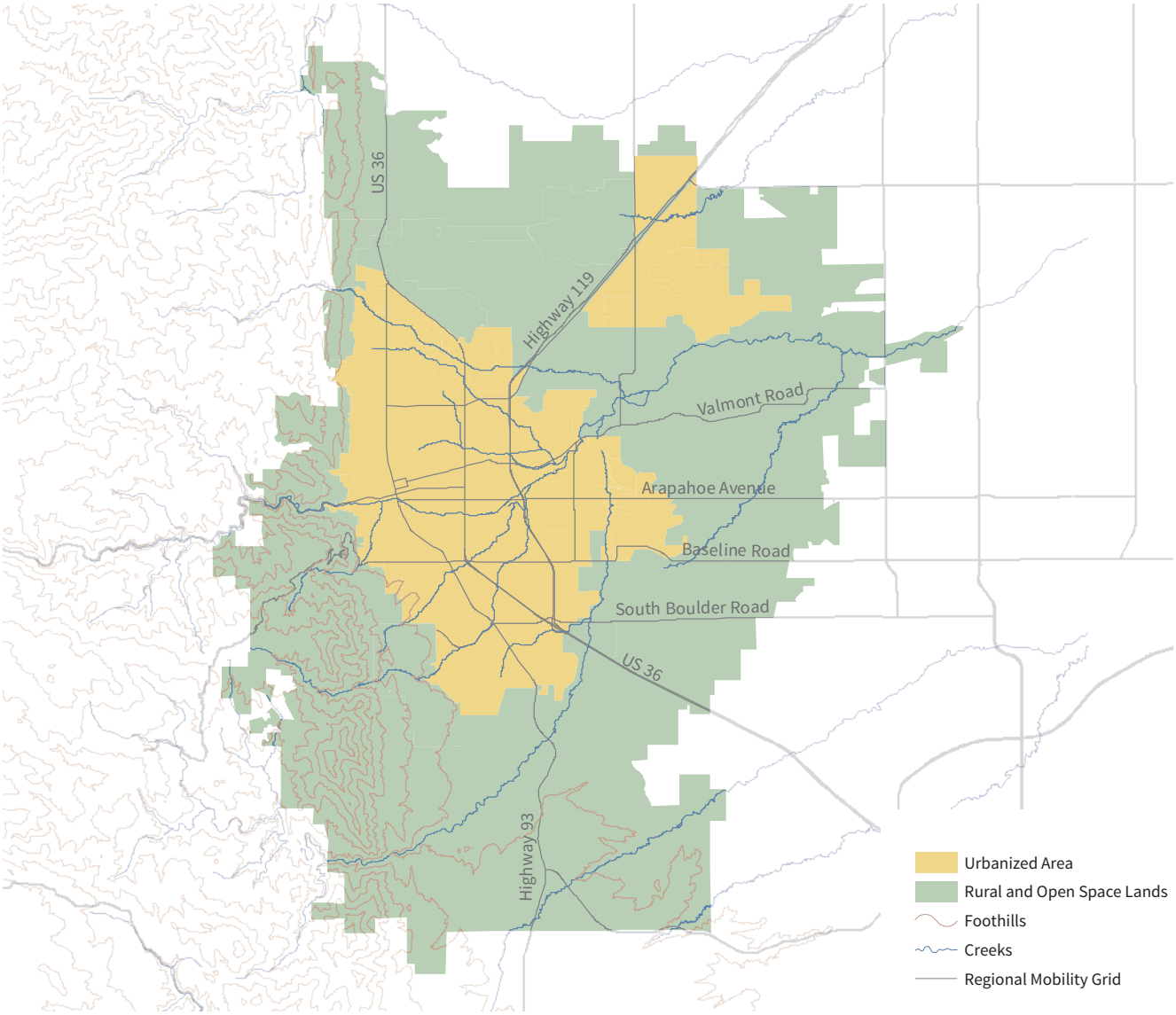
Boulder's distinctive 'sense of place' and compact size did not happen by accident. It has taken creative public policies and pragmatic planning decisions over many years to produce and preserve Boulder's unique character and physical beauty. Elements that define Boulder's city structure and support its continuing evolution to a more sustainable urban form are described as follows:

1 Natural Setting

Boulder's natural setting defines its size and shape.

The two most important factors that shape the City of Boulder are its mountain backdrop and surrounding open space and rural lands. These natural features form a clearly defined edge that separates the urban area from the open countryside. Creeks and constructed irrigation ditches have also shaped the layout of the city. Irrigation ditches are an important link between natural features and Boulder's rural and agricultural areas.

Figure 3-1: Boulder's Natural Setting



2 The Public Realm

The public realm provides key functions and strongly influences character and aesthetics.

It includes the city's streets, greenways, sidewalks and paths, parks, plazas and other urban outdoor spaces that comprise a large portion of Boulder's land and represents a substantial public investment. The design of the public realm plays a major role in defining the character, identity and aesthetic quality of the city overall and individual neighborhoods. It also serves a variety of important functions contributing to transportation mobility, passive and active recreation, community resilience, gathering places, opportunities to connect to nature and each other, opportunity to express culture, creativity and arts, enhancement of air and water quality and mitigation of urban heat island effects.

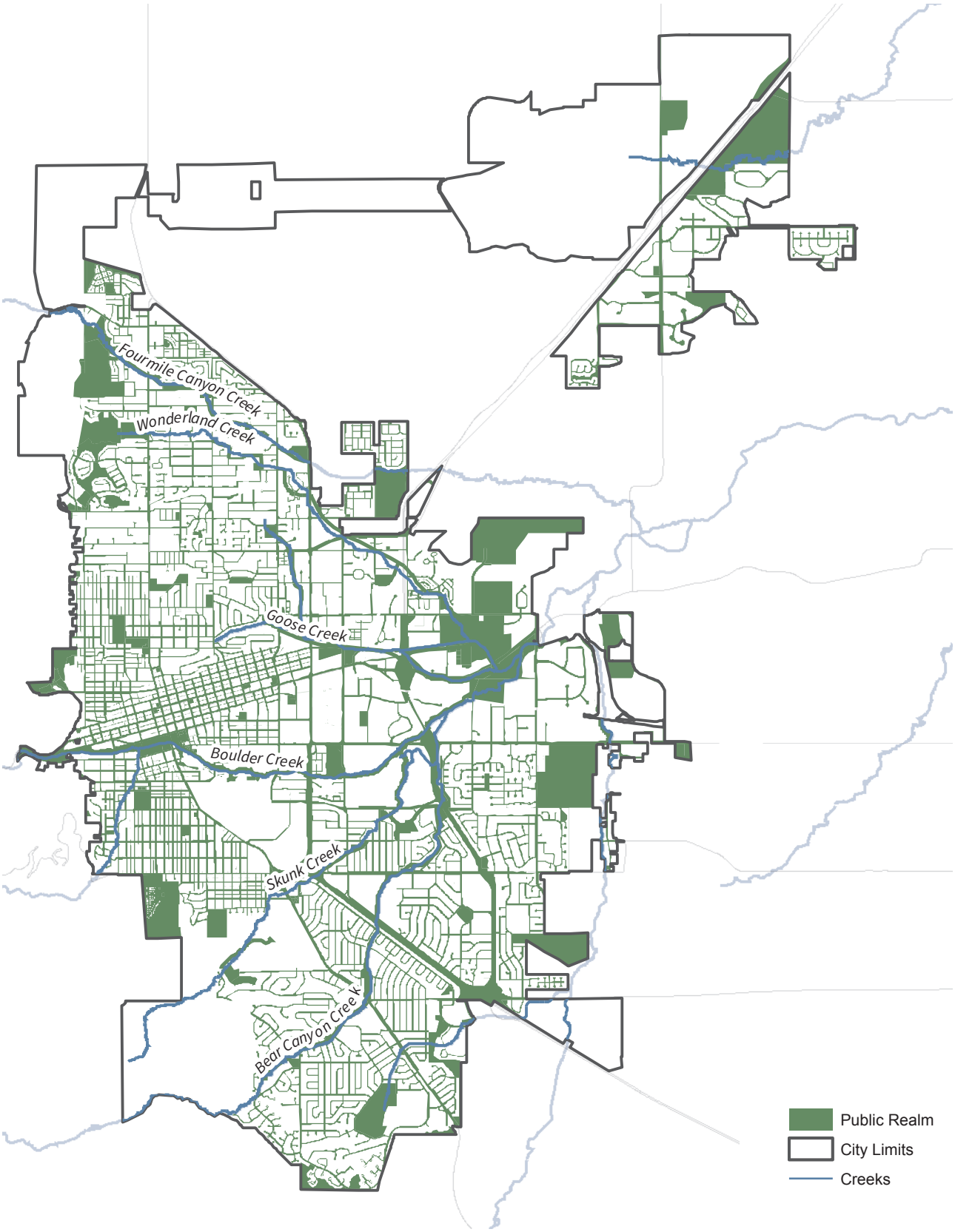
3 Individual Character Areas

Different parts of Boulder are distinguished by their individual character.

Boulder's city structure is also defined by the individual character and distinctive qualities of its built environment in different areas, drawing on each area's unique history, development pattern, land uses, amenities and other factors. Some of the more distinctive character areas within the city are: the downtown historic core and surrounding pre-World War II residential neighborhoods, the 28th/30th Street regional retail corridor, the University and federal lab campuses, the industrial areas in East Boulder and Gunbarrel, the post-World War II residential neighborhoods and the North Boulder neo-traditional/New-Urbanist neighborhoods.

Pearl Street Mall

Figure 3-2: Public Realm



Conceptual Illustration of a Neighborhood Center near a Major Corridor
See Policy 2.19 Neighborhood Centers

4 Centers

Centers are places where a mix of land use and commercial activities are concentrated.

They are generally places with potential for infill and redevelopment and are higher-intensity compared to established residential neighborhoods. Boulder's commercial, entertainment, educational, civic, neighborhood and regional centers are distributed throughout the community as shown in the City Structure Map in Figure 3-3.

Regional Centers

The city's three regional centers constitute the highest level of intensity. They form a triangle at Boulder's geographic center: Historic Downtown, Boulder Valley Regional Center (BVRC) and the University of Colorado (CU) with the University Hill business district, which also serves as a neighborhood center for the surrounding area. Each regional center provides a distinct function and character, provides a wide range of activities and draws from the entire city as well as the region.

Neighborhood Centers

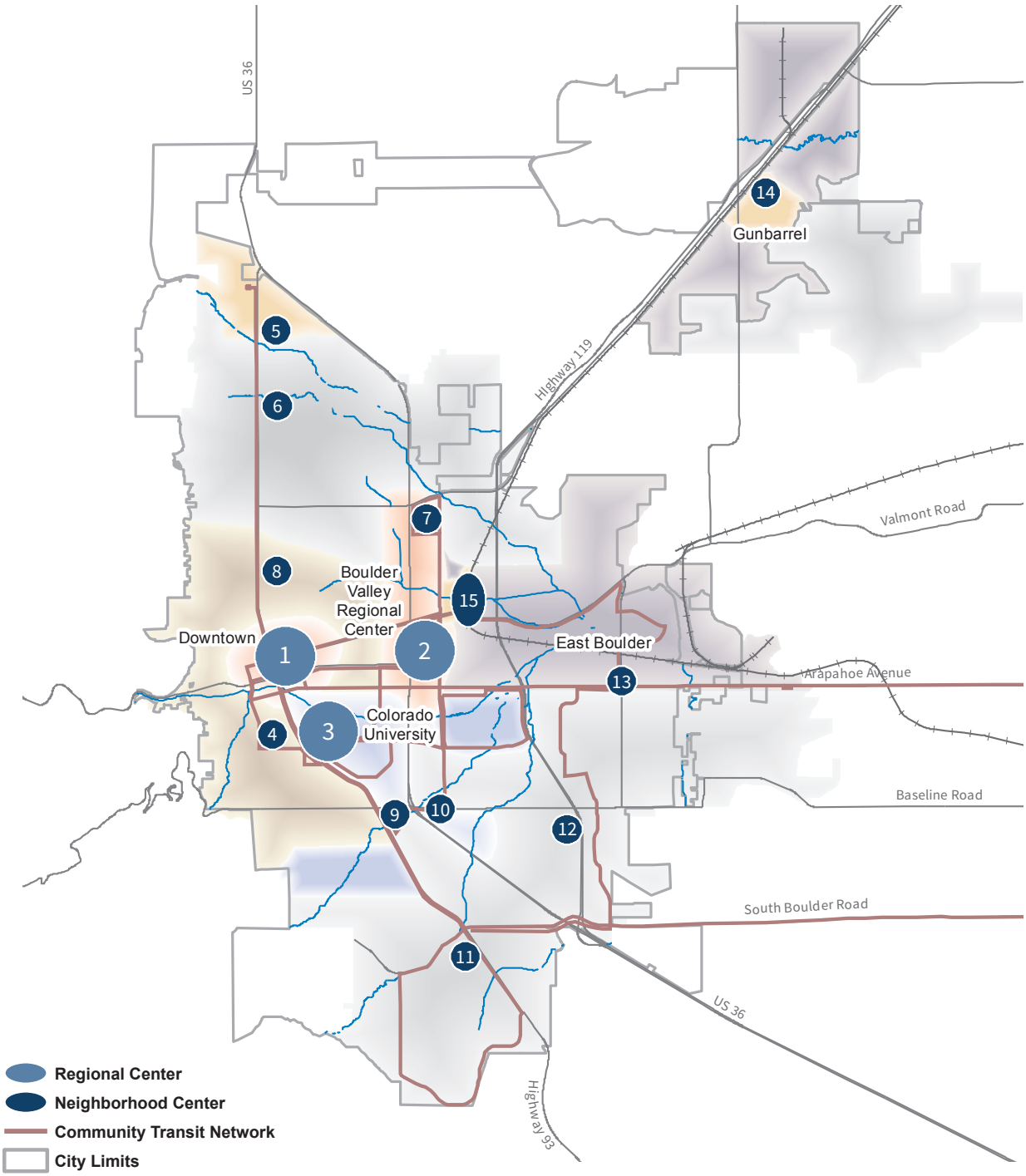
The next tier of intensity is neighborhood centers. In addition to serving as neighborhood gathering places, these centers also provide goods and services for the day-to-day needs of nearby residents, workers and students and are easily accessible from surrounding areas by foot, bike and transit. Neighborhood centers contribute to a sense of place and the achievement of walkable (15-minute) places with a mix of uses and range of services.

5 Mobility & Multimodal Transportation Network

Boulder's 'mobility network' interconnects the city.

Boulder's multimodal network of major corridors, streets, alleys, its community transit network and multi-use and greenway paths serve to overlay the city and interconnect movement within and between regional centers, neighborhood centers and residential and employment areas, as shown in Figure 3-3. In general, the western historic neighborhoods of the city offer a fine-grained, walkable and bikeable street grid, whereas other parts of the city (e.g., East Boulder) feature larger blocks and a more auto-oriented system. Over time, the city seeks to extend complete and connected streets to all parts of the community.

Figure 3-3: City Structure



Regional Center
Neighborhood Center
Community Transit Network
City Limits

Individual Character Areas

- Downtown Historic Core
- Industrial Areas
- Neo-traditional/New Urbanist
- Post World War II Housing
- Pre World War II Housing
- Regional Retail Corridor
- University of Colorado and Federal Labs

1) Downtown Boulder
2) Boulder Valley Regional Center
3) Colorado University
4) University Hill commercial area
5) North Boulder/North Broadway
6) North Broadway & Quince Center
7) Diagonal Plaza
8) Ideal Market & Community Plaza
9) Basemar
10) Williams Village Center
11) Table Mesa Center
12) Meadows Community Center
13) 55th & Arapahoe
14) Gunbarrel Town Center
15) Boulder Junction

Sustainable Urban Form Definition

The city's urban form is shaped by the location and design of streets, paths and open spaces, the mix of uses and intensity of development that are allowed in each area of the city and the design of privately owned buildings and public improvements. The city's goal is to evolve toward an urban form that supports sustainability. This "sustainable urban form" is defined by the following characteristics:

Compact, Connected, Coherent and Complete

- A compact development pattern with density in locations guided by the structure map and diagrams and Land Use Map to create and support a variety of housing types, viable commercial opportunities and high frequency public transit
- A coherent and recognizable structure of paths, edges, landmarks, nodes and centers
- An integrated multimodal transportation system with affordable, accessible and pleasant ways to get around on foot, by bike and by local and regional transit service
- Opportunities for people to connect to nature and each other
- Daily needs met within easy access from home, work, school, services or recreation without driving a car
- A quality of life that attracts, sustains and retains diverse businesses, creative entrepreneurs and investment in the local economy

Green, Attractive and Distinct

- Comfortable, safe and attractive places to live, work, learn and recreate that have a distinct, memorable character and high-quality design and that promote healthy, active living
- Human-scaled building and spaces and street-level design oriented toward the pedestrian
- A public realm that is beautiful, inviting and enriched with art, trees and landscaping
- Buildings, streets, utilities and other infrastructure that protect natural systems, minimize environmental impacts, and support clean energy generation
- Preservation of agriculturally significant lands, environmentally sensitive areas and historic resources that are integrated into the urban fabric

Diverse and Inclusive

- Buildings that express design excellence in form and visual character for places of employment, housing, educational and cultural institutions, and other uses to meet the needs of a diverse community
- Welcoming, accessible public gathering spaces for interaction among people of all ages, walks of life and levels of ability

Community Identity & Land Use Pattern

2.01 Unique Community Identity

The unique community identity and sense of place that is enjoyed by residents of the Boulder Valley and characterized by the community's setting and history will be respected by policy decision-makers.

2.02 Physical Separation of Communities

The city and county will strive to maintain and enhance an open land buffer that separates development in the Boulder Valley from surrounding communities and contributes to distinct community identities.

2.03 Compact Development Pattern

The city and county will, by implementing the comprehensive plan (as guided by the Land Use Designation Map and Planning Areas I, II, III Map), ensure that development will take place in an orderly fashion, take advantage of existing urban services, and avoid, insofar as possible, patterns of leapfrog, noncontiguous, scattered development within the Boulder Valley. The city prefers redevelopment and infill as compared to development in an expanded Service Area to prevent urban sprawl and create a compact community.

2.04 Open Space Preservation

The city and county will permanently preserve lands with open space values by purchasing or accepting donations of fee simple interests, conservation easements or development rights and other measures as appropriate and financially feasible. Open space values include use of land for urban shaping and preservation of natural areas, environmental and cultural resources, critical ecosystems, water resources, agricultural land, scenic vistas and land for passive recreational use.

2.05 Design of Community Edges & Entryways

Well-defined edges and entryways for the city are important because they support an understanding and appreciation of the city's image, emphasize and preserve its natural setting and create a clear sense of arrival and departure. Natural features are most effective as edges, but public open land, major roadways, gathering spaces, public art or heavy tree planting can also function as community edges. As new areas are developed, a defined community edge will be a design priority. Major entryways into the Boulder Valley will be identified, protected and enhanced.

Rural Lands Preservation

2.06 Preservation of Rural Areas & Amenities

The city and county will attempt to preserve existing rural land use and character in and adjacent to the Boulder Valley where environmentally sensitive areas, hazard areas, agriculturally significant lands, vistas, significant historic resources and established rural residential areas exist. A clear boundary between urban and rural areas at the periphery of the city will be maintained, where possible. Existing tools and programs for rural preservation will be strengthened and new tools and programs will be put in place.

2.07 Delineation of Rural Lands

Area III consists of the rural lands in the Boulder Valley outside of the Boulder Service Area. The Boulder Service Area includes urban lands in the city and lands planned for future annexation and urban service provision. Within Area III, land is placed within one of two classifications: the Area III-Rural Preservation Area or the Area III-Planning Reserve Area. The boundaries of these two areas are shown on the Area III-Rural Preservation Area and Planning Area I, II, III Map. The more specific Area III land use designations on the Boulder Valley Comprehensive Plan map indicate the type of non-urban land use that is desired as well as recognize those county developments that have or can still develop at other than rural densities and uses. The Area III-Rural Preservation Area is intended to show the desired long-term rural land use. The Area III-Planning Reserve Area is an interim classification until it is decided whether or not this land should be placed in the Area III-Rural Preservation Area or in the Service Area.

House in the Mapleton Hill Neighborhood

a) Area III-Rural Preservation Area

The Area III-Rural Preservation Area is that portion of Area III where rural land uses and character will be preserved through existing and new rural land use preservation techniques, and no new urban development will be allowed during the planning period. Rural land uses to be preserved to the greatest possible extent include: rural town sites (Eldorado Springs, Marshall and Valmont); existing county rural residential subdivisions (primarily along Eldorado Springs Drive, on Davidson Mesa west of Louisville, adjacent to Gunbarrel, and in proximity to Boulder Reservoir); city and county acquired open space and parkland; sensitive environmental areas and hazard areas that are unsuitable for urban development; significant agricultural lands; and lands that are unsuitable for urban development because of a high cost of extending urban services or scattered locations, which are not conducive to maintaining a compact community.

b) Area III-Planning Reserve Area

The Area III-Planning Reserve Area is that portion of Area III with rural land uses where the city intends to maintain the option of limited Service Area expansion. The location and characteristics of this land make it potentially suitable for new urban development based on the apparent lack of sensitive environmental areas, hazard areas, significant agricultural lands, the feasibility of efficient urban service extension and contiguity to the existing Service Area which maintains a compact community.

2.08 Rural Density Transfer

The city and county will jointly determine criteria and areas for Transfer of Development Rights (TDRs) within or in proximity to the Boulder Valley, in order to secure conservation easements on valuable rural lands from which density may be transferred and shift those rural residential densities to appropriate urban settings where the negative impacts of growth can be better mitigated or avoided.

Neighborhoods

2.09 Neighborhoods as Building Blocks

The city and county will foster the role of neighborhoods to establish community character, provide services needed on a day-to-day basis, foster community interaction and plan for urban design and amenities. All neighborhoods in the city, whether residential areas, business districts, or mixed land use areas, should offer unique physical elements of neighborhood character and identity, such as distinctive development patterns or architecture; historic or cultural resources; amenities such as views, open space, creeks, irrigation ditches and varied topography; and distinctive community facilities and commercial centers that have a range of services and that are nearby and walkable.

2.10 Preservation & Support for Residential Neighborhoods

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

2.11 Accessory Units

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

2.12 Preservation of Existing Residential Uses

The city will encourage the preservation or replacement in-kind of existing, legally established residential uses in non-residential zones. Non-residential conversions in residential zoning districts will be discouraged, except where there is a clear benefit or service to the neighborhood.

2.13 Protection of Residential Neighborhoods Adjacent to Non-Residential Zones

The city and county will take appropriate actions to ensure that the character and livability of established residential neighborhoods will not be undermined by spill-over impacts from adjacent regional or community business zones or by incremental expansion of business activities into residential areas. The city and county will protect residential neighborhoods from intrusion of non-residential uses by protecting edges and regulating the impacts of these uses on neighborhoods.

2.14 Mix of Complementary Land Uses

The city and county will strongly encourage, consistent with other land use policies, a variety of land uses in new developments. In existing neighborhoods, a mix of land use types, housing sizes and lot sizes may be possible if properly mitigated and respectful of neighborhood character. Wherever land uses are mixed, careful design will be required to ensure compatibility, accessibility and appropriate transitions between land uses that vary in intensity and scale.

2.15 Compatibility of Adjacent Land Uses

To avoid or minimize noise and visual conflicts between adjacent land uses that vary widely in use, intensity or other characteristics, the city will use tools such as interface zones, transitional areas, site and building design and cascading gradients of density in the design of subareas and zoning districts. With redevelopment, the transitional area should be within the zone of more intense use.

Locations for Mixed Use

2.16 Mixed Use & Higher-Density Development

The city will encourage well-designed mixed-use and higher-density development that incorporates a substantial amount of affordable housing in appropriate locations, including in some commercial centers and industrial areas and in proximity to multimodal corridors and transit centers. The city will provide incentives and remove regulatory barriers to encourage mixed-use development where and when appropriate. This could include public-private partnerships for planning, design or development, new zoning districts, and the review and revision of floor area ratio, open space and parking requirements.

2.17 Variety of Centers

The city and county support a variety of regional and neighborhood centers where people congregate for a variety of activities such as working, shopping, going to school or day care, accessing human services and recreating. Some centers should be located within walking distance of neighborhoods and business areas and designed to be compatible with surrounding land uses and intensity and the context and character of neighborhoods and business areas. Regional centers should serve a larger role and be located near transit. Good multimodal connections to and from centers and accessibility for people of all ages and abilities will be encouraged.

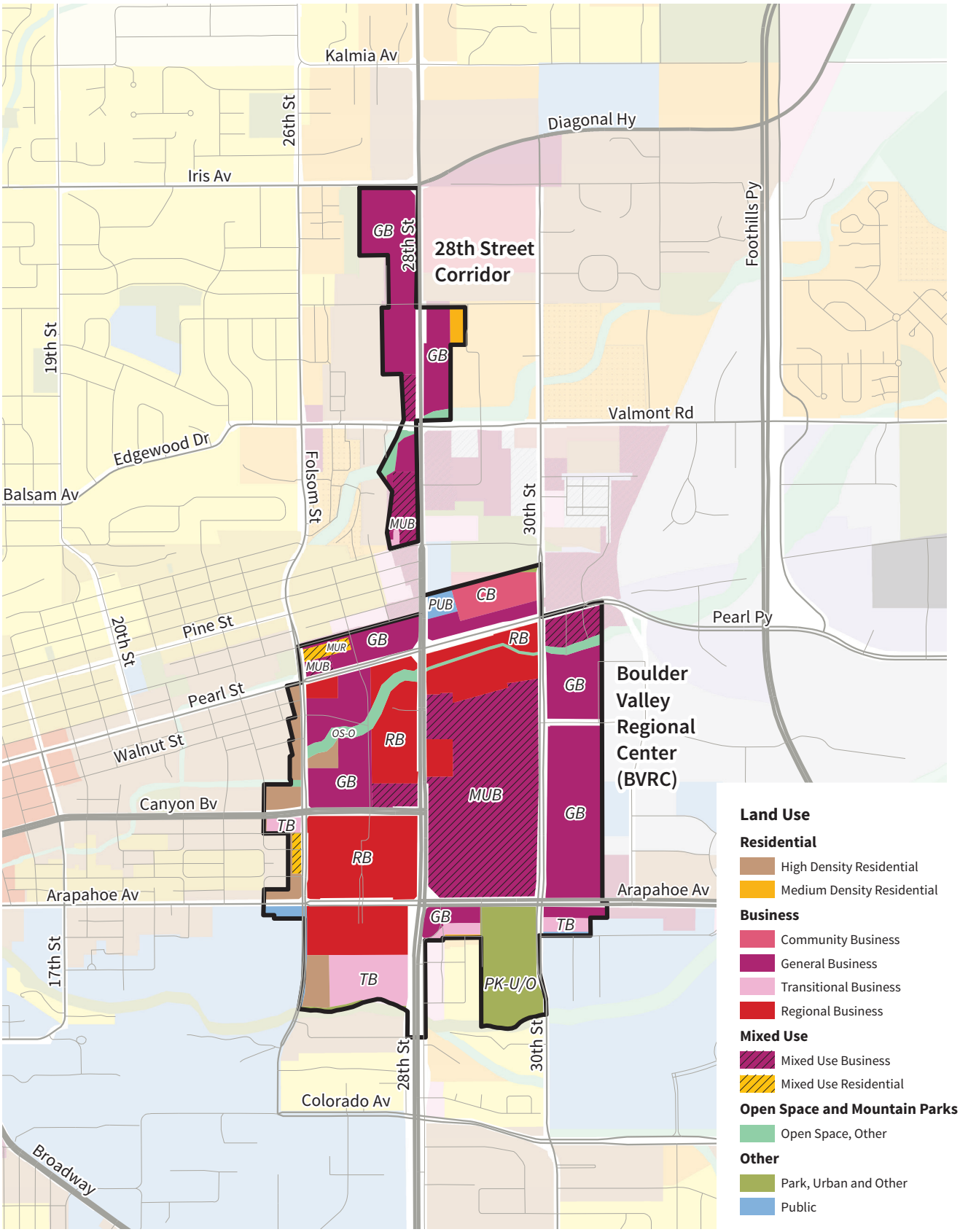
2.18 Boulder Valley Regional Center & 28th Street

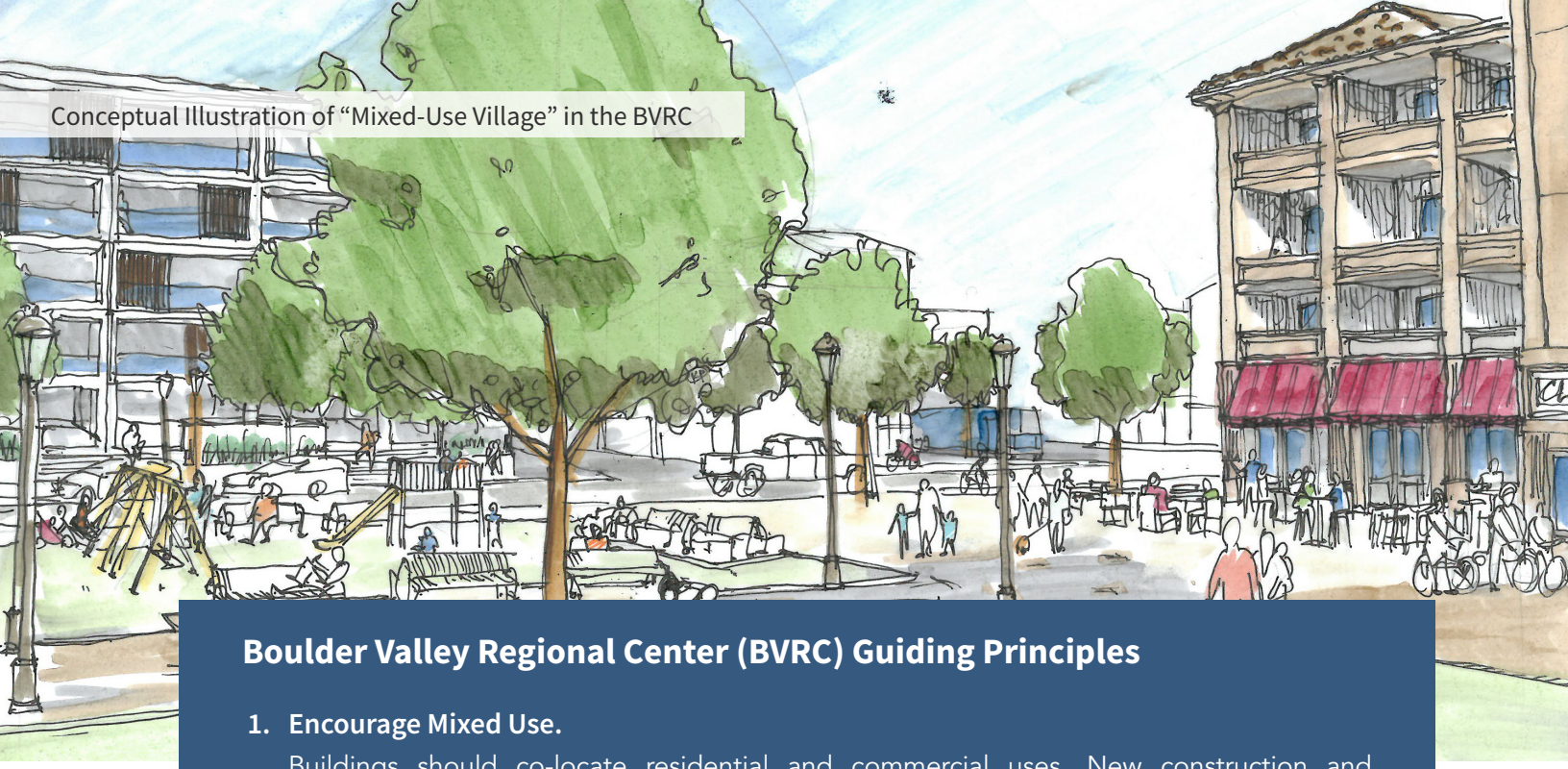
The city will preserve and enhance the BVRC as a high-intensity regional commercial center while encouraging the addition of a variety of housing types. With its co-location of retail, daily amenities, transportation amenities and housing, the BVRC should provide the opportunity for exemplary walkable neighborhoods. Mixed-use development should exemplify the components of the sustainable urban form definition and include a mix of amenities and activities, including cultural and recreational. The city will pursue regulatory changes to increase housing capacity and reduce the current non-residential capacity in the BVRC while maintaining retail potential. This will be accomplished through analysis to balance the needs of redevelopment in certain areas with strategies that minimize business displacement and with ongoing community outreach. The guiding principles noted after Figure 3-4 will apply to development in the BVRC and along 28th Street north of BVRC (from Spruce Street to Iris Avenue) on properties with a Regional or General Business land use designation. The city will study adjacent areas during the Land Use Code update.

Note: Refer to Regional Business (RB) and General (GB) land use categories in Chapter IV-Land Use Map Descriptions.

Conceptual Illustration of a Mixed-Use Corner along 28th Street

Figure 3-4: Boulder Valley Regional Center & 28th Street Corridor





Conceptual Illustration of "Mixed-Use Village" in the BVRC

Boulder Valley Regional Center (BVRC) Guiding Principles

1. **Encourage Mixed Use.**

   Buildings should co-locate residential and commercial uses. New construction and redevelopment of parcels in this area should include both vertical and horizontal mixed-use, including first floor retail with residential above as flats and live-work units.

2. **Ensure appropriate scale and transitions to neighboring residential uses.**

   The BVRC should become a place of mixed-use villages. The intensity and heights may be higher than neighborhood centers, with buildings potentially up to four or five stories, provided that housing and usable public spaces are included. 28th Street from Spruce Street to Iris Avenue is intended as a more modest intensity area than the BVRC, with buildings up to three or four stories unless additional area or corridor planning takes place. Building footprints should allow for a fine-grained connected street pattern, not superblocks. Transition zones from the higher-density BVRC to medium-density neighboring uses should encourage residential uses that appropriately transition between differing densities, such as townhomes.

3. **Encourage infill in appropriate places.**

   Where possible, infill should be encouraged, such as on underutilized surface parking lots.

4. **Function as a regional multimodal hub.**

   Capitalize on the existing and planned transportation connections. Address ways to get around for users of all transportation modes by including sheltered seating, shared bicycles, bike cages and repair stations. Access improved connections to and from the regional mobility hub.

5. **Encourage parking management strategies.**

   Encourage parking management strategies, such as shared parking, in neighborhood centers.

6. **Ensure comfort and safety.**

   Include human-scaled lighting, furnishings, signs and way-finding that feel welcoming, safe and comfortable for users of all ages and abilities. Provide unimpeded connections within the center between parking, transit, retail and residential uses.

See also Enhanced Design Policy 2.41 and the Sustainable Urban Form Definition.

2.19 Neighborhood Centers

Neighborhood centers often contain the economic, social and cultural opportunities that allow neighborhoods to thrive and for people to come together. The city will encourage neighborhood centers to provide pedestrian-friendly and welcoming environments with a mix of land uses. The city acknowledges and respects the diversity of character and needs of its neighborhood centers and will pursue area planning efforts to support evolution of these centers to become mixed-use places and strive to accomplish the guiding principles noted below.

Note: Refer to Community Business (CB) land use category in Chapter IV-Land Use Map Descriptions.

Neighborhood Centers Guiding Principles

1. **Meet every day needs of neighboring communities.**

   Include a mix of locally serving retail (e.g., retail anchors, such as grocery stores and personal services such as hair salons or small local markets) and other activities, such as smaller-scale office uses to meet every day needs.

2. **Ensure appropriate scale transitions to neighboring residential uses.**

   Be at a scale and intensity lower than downtown and the regional centers, ensuring compatibility of buildings with adjacent residential uses decreasing intensity of activity around edges or "transition zones" near neighborhoods. These transition zones should encourage a diversity of low- and medium-density residential uses, such as attached single- family housing, row homes and a variety of flats.

3. **Encourage a richness of transportation amenities.**

   Neighborhood centers should include attractive pedestrian routes and conveniences such as sheltered seating, shared bicycles, bike cages and repair stations, among others, and have access to greenways, when practical.

4. **Encourage parking management strategies.**

   Encourage parking management strategies, such as shared parking, in neighborhood centers.

5. **Ensure comfort and safety.**

   Include human-scaled lighting, furnishings, signs and way-finding that feel welcoming, safe and comfortable for users of all ages and abilities. Provide unimpeded connections within neighborhood centers between parking, transit, retail and residential uses.

See also Enhanced Design Policy 2.41 and the Sustainable Urban Form Definition.

Conceptual Illustration of a Neighborhood Center near a Major Corridor

2.20 Role of the Central Area

Boulder's Central Area will continue as the regional service center of the Boulder Valley for office, retail, financial, governmental, civic, cultural and university activities. As such, it will remain the primary activity center and focal point of the Boulder Valley. The Central Area includes distinct, interrelated centers such as the Downtown Business District, Civic Area, University Hill and Boulder Valley Regional Center. It also includes the University of Colorado Main Campus and Canyon Boulevard Cultural Corridor. A variety of land uses surround the centers and complete streets and multimodal transportation alternatives provide direct connections between them.

The Central Broadway Corridor Design Framework ("Framework") focuses on the five key activity centers along the central stretch of Broadway (University Hill/CU, the Civic Area, Downtown, the Alpine-Balsam site and Boulder County's Broadway and Iris site). With a focus on physical form and character, systems, community experiences and services and some housing, the Framework identifies opportunities to strengthen existing assets and opportunities to fill gaps and address challenges along the corridor and in the centers.

Legend

- Pearl Street Pedestrian Mall
- Creeks
- Ownership parcels
- Building Footprints
- Existing Parks & Openspace
- Existing Agriculture
- Opportunity Sites
- Increase North-South Mobility, Connection & Pedestrian Experience
- Transit & Mobility Enhancements
- Flood Mitigation & Green Infrastructure
- Improve Bicyclist Experience
- Improve East-West Connections

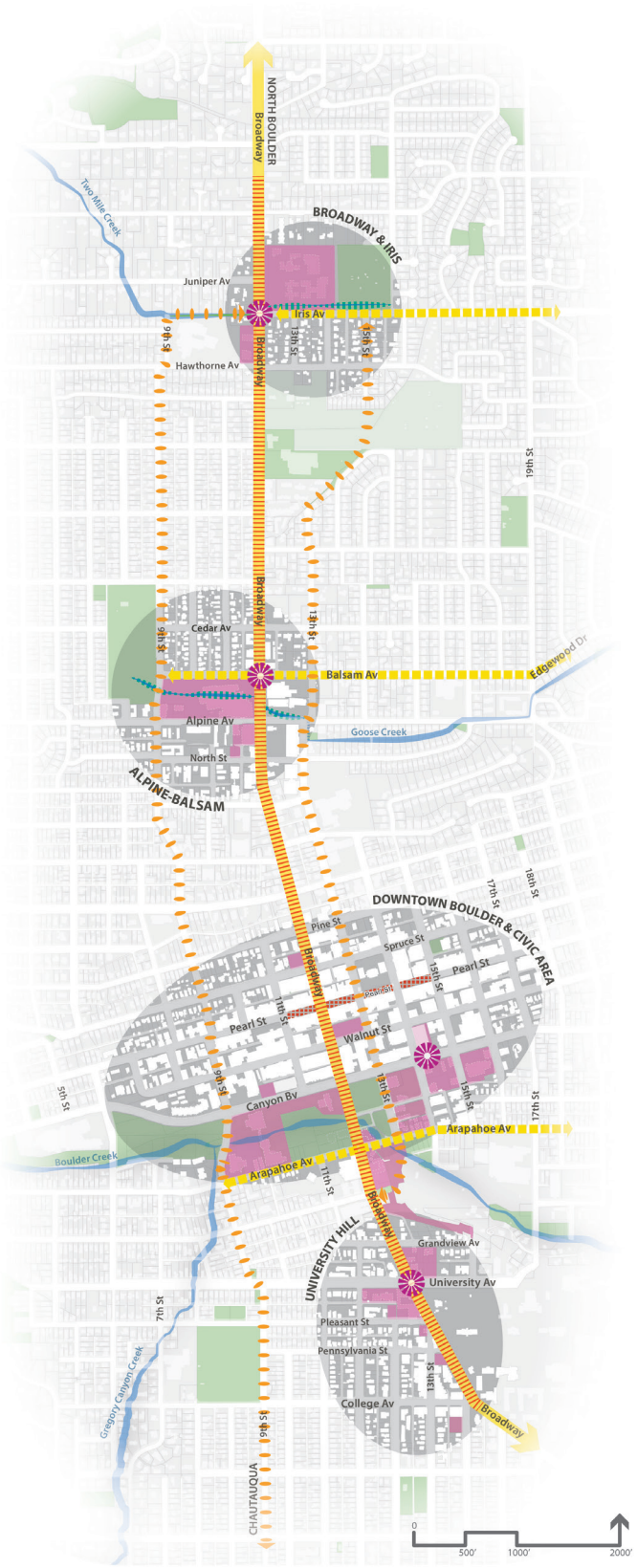


Figure 3-5: Central Broadway Corridor Design Framework Diagram

2.21 Light Industrial Areas

The city supports its light industrial areas, which contain a variety of uses, including technical offices, research and light manufacturing. The city will preserve existing industrial areas as places for industry and innovation and will pursue regulatory changes to better allow for housing and retail infill. The city will encourage redevelopment and infill to contribute to placemaking and better achieve sustainable urban form as defined in this chapter. Housing should occur in a logical pattern and in proximity to existing and planned amenities, including retail services and transit. Analysis will guide appropriate places for housing infill within areas zoned Industrial General (IG) (not those zoned for manufacturing or service uses) that minimize the potential mutual impacts of residential and industrial uses in proximity to one another.

Note: Refer to Light Industrial (LI) land use category in Chapter IV-Land Use Map Descriptions.

Light Industrial Area Guiding Principles

1. **Preserve established businesses and the opportunity for industrial businesses.**
   The primary role of the industrial areas for research and light manufacturing should be maintained through existing standards. Housing infill should play a subordinate role and not displace established businesses or the opportunity for industrial businesses.

2. **Encourage housing infill in appropriate places.**
   Housing infill should be encouraged in appropriate places (e.g., at the intersection of collector/arterial streets, near transit and on underutilized surface parking lots) and along open space and/or greenway or trail connections. Housing should be located near other residential uses or retail services.

3. **Offer a mix of uses.**
   Encourage the development of a mix of uses that is compatible with housing (e.g., coffee shops, restaurants) to serve the daily needs of employees and residents, in particular at the intersection of collector/arterial streets.

4. **Encourage a richness of transportation amenities.**
   The multimodal system in industrial areas should be improved with convenient and pleasant ways to get around on foot, by bike and with local connections to regional transit.

5. **Pursue parking management strategies.**
   Encourage parking management strategies, such as shared parking.

See also Enhanced Design Policy 2.41 and the Sustainable Urban Form Definition.

Conceptual Illustration of Live/Work and Retail at the Intersection of a Collector/Arterial with an Existing Industrial Use

Conceptual illustration of infill housing on an underutilized surface parking lot with an existing industrial use

Public Realm, Urban Design & Linkages

2.22 Urban Open Lands

Open lands within the fabric of the city are an important part of Boulder's public realm and provide recreational opportunities, transportation linkages, gathering places and density relief from the confines of the city as well as protection of the environmental quality of the urban environment. The city will promote and maintain an urban open lands system to serve the following functions: active and passive recreation, environmental protection, flood management, multimodal transportation, enhancement of community character and aesthetics.

2.23 Boulder Creek, Tributaries & Ditches as Important Urban Design Features

Boulder Creek, its tributaries and irrigation ditches will serve as unifying urban design features for the community with multiple co-benefits for a resilient community. The city and county will support the preservation or reclamation of the creek corridors for natural ecosystems, wildlife habitat and cultural resources; for recreation and bicycle and pedestrian transportation; to provide flood management; to improve air and water quality; and to provide a relief from urban development. Path and trail design and development in these greenways will be sensitive to the ecology, terrain, existing easements, privacy of adjacent residents and surroundings. The city and county will support agriculture by recognizing and accommodating irrigation ditch maintenance practices and operations.

2.24 Commitment to a Walkable & Accessible City

The city will promote the development of a walkable and accessible city by designing neighborhoods and mixed-use business areas to provide easy and safe access by foot, bike and transit to places such as neighborhood centers, community facilities, transit stops or centers and shared public spaces and amenities (i.e., 15-minute neighborhoods). The city will consider additional neighborhood centers or small mixed-use retail areas where appropriate and supported by the neighbors they would serve. In some cases, the definition of mixed use and scale and character will be achieved through area planning.

2.25 Improve Mobility Grid & Connections

The walkability, bikeability and transit access should be improved in parts of the city that need better connectivity and mobility, for example, in East Boulder. This should be achieved by coordinating and integrating land use and transportation planning and will occur through both public investment and private development.

2.26 Trail Corridors/Linkages

In the process of considering development proposals, the city and county will encourage the development of paths and trails where appropriate for recreation and transportation, such as walking, hiking, bicycling or horseback riding. Implementation will be achieved through the coordinated efforts of the private and public sectors.

Community Conservation & Preservation

2.27 Preservation of Historic & Cultural Resources

The city and county will identify, evaluate and protect buildings, structures, objects, districts, sites and natural features of historic, architectural, archaeological or cultural significance with input from the community. The city and county will seek protection of significant historic and cultural resources through local designation when a proposal by the private sector is subject to discretionary development review.

2.28 Leadership in Preservation: City- & County-Owned Resources

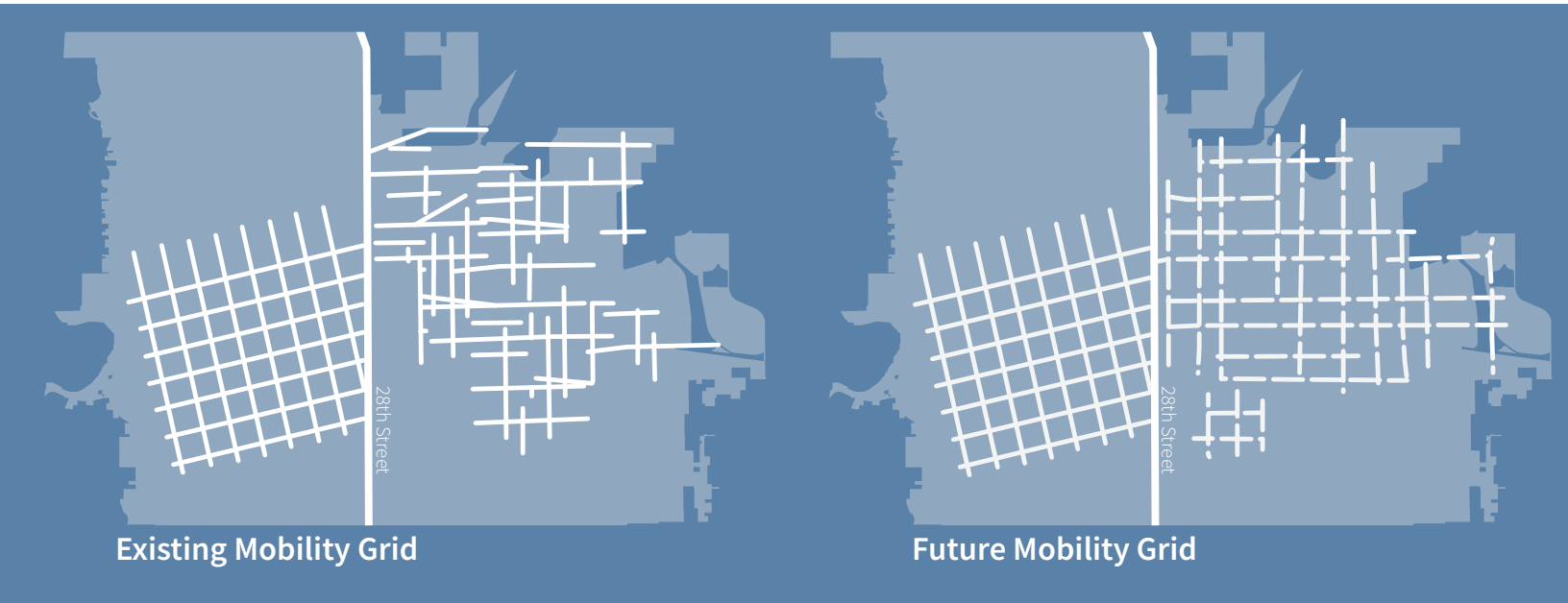
The city and county will evaluate their publicly owned properties to determine their historic, architectural, archaeological or cultural significance. Eligible resources will be protected through local designation, including secondary buildings or elements that are part of and convey the cultural significance of a site, such as a farm complex and alley buildings.

2.29 Historic & Cultural Preservation Plan

The city and county will develop and regularly update a Boulder Valley-wide preservation plan to integrate historic preservation issues into the comprehensive plan; ensure coordination between preservation goals and zoning, land use, growth management, transportation and housing goals; and ensure consistency among governmental policies that affect the community's historic, archeological and cultural resources. Preservation plans will be developed with public and landowner participation. The city will continue to implement and update the Plan for Boulder's Historic Preservation Program.

2.30 Eligible Historic Districts & Landmarks

The city has identified areas that may have the potential to be designated as historic districts. The Designated and Identified Potentially Eligible Historic Districts map shows areas with designation potential as well as areas that are already designated as historic districts *(see Figure 6-1 on page 132)*. These potential historic areas and historic survey information will continue to be assessed and updated. There are also many individual resources of landmark quality both within and outside of these eligible areas. Additional historic district and landmark designations will be encouraged in accordance with the Plan for Boulder's Historic Preservation Program. Such resources may contribute to cultural and heritage tourism values.



Existing Mobility Grid

Future Mobility Grid

Hotel Boulderado, National Register of Historic Places (1994)

2.31 Historic Preservation / Conservation Tools

As guided by the Plan for Boulder's Historic Preservation Program, the city will develop a variety of tools that address preservation and conservation objectives within the community. Specific tools that address historic preservation and conservation objectives will be matched to the unique needs of specific areas. Preservation tools may include financial and other incentives for owners of designated landmark properties and properties located in designated districts. Conservation districts, easements and other tools may be applied in areas that do not qualify as local historic districts but contain features that contribute to the quality of the neighborhood or community. These could include historic resources that have lost integrity, neighborhoods with significant character but that are not historically significant, and scattered sites that share a common historic or architectural theme.

2.32 Preservation of Archaeological Sites & Cultural Landscapes

The city will develop a plan and processes for identification, designation and protection of archaeological and cultural landscape resources, such as open ditches (where practicable and in coordination with the irrigation ditch company), street and alley-scapes, railroad rights-of-way and designed landscapes.

Design Quality

2.33 Sensitive Infill & Redevelopment

With little vacant land remaining in the city, most new development will occur through redevelopment in mixed-use centers that tend to be the areas of greatest change. The city will gear subcommunity and area planning and other efforts toward defining the acceptable amount of infill and redevelopment and standards and performance measures for design quality to avoid or adequately mitigate negative impacts and enhance the benefits of infill and redevelopment to the community and individual neighborhoods. The city will also develop tools, such as neighborhood design guidelines, to promote sensitive infill and redevelopment.

2.34 Design of Newly Developing Areas

The city will encourage a neighborhood concept for new development that includes a variety of residential densities, housing types, sizes and

The Boulder Theater, Local Landmark

prices, opportunities for shopping, nearby support services and conveniently sited public facilities, including roads and pedestrian connections, parks, libraries and schools.

2.35 Building Height

The city will review and update site review regulations to provide clear guidance on height and intensity of land uses and to address relationship of building height to aesthetics and view protection. The city will consider additional height (up to the City Charter 55-foot height limit) as an incentive in exchange for community benefits that further other community objectives such as the provision of permanently affordable housing (as described in Policy 1.11).

2.36 Physical Design for People

The city and county will take all reasonable steps to ensure that public and private development and redevelopment be designed in a manner that is sensitive to social, health and psychological needs. Broadly defined, this will include factors such as accessibility to those with limited mobility; provision of coordinated facilities for pedestrians, bicyclists and bus-riders; provision of functional landscaping and open space; and the appropriate scale and massing of buildings related to neighborhood context.

2.37 Environmentally Sensitive Urban Design

For capital improvements and private development, the city and county will strive to ensure that buildings, streets, utilities and other infrastructure are located and designed to protect natural systems, minimize energy use, reduce urban heat island effects and air and water pollution and support clean energy generation.

2.38 Importance of Urban Canopy, Street Trees & Streetscapes

The city and county will develop regulations and programs to encourage the planting and maintenance of attractive, healthy street trees and streetscapes, which act as the primary connection between the private and public realm and provide aesthetics, comfort, cleaner air and other environmental benefits for the public realm.

Urban Tree Canopy in Central Park

Connections Improvements along Pearl Parkway

2.39 Outdoor Lighting/Light Pollution

The city and county will encourage the efficient use of outdoor lighting to reduce light pollution and conserve energy while providing for public safety. The city will seek to provide a nighttime environment that includes the ability to view the stars against a dark sky so that people can see the Milky Way Galaxy from residential and other appropriate viewing areas. Measures such as using more energy-efficient lights, ensuring that the level of outdoor lighting is appropriate to the application, minimizing glare and using shielding techniques to direct light downward will be required.

2.40 Design Excellence for Public Projects

Public projects bear a special responsibility to exhibit design excellence. The city and county will work to ensure that new capital projects and transportation facilities are visually attractive and contribute positively to the desired community character.

2.41 Enhanced Design for All Projects

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

a. **Area planning.** Where there is a desire to improve the character of the surroundings, a new character and positive identity as established through area planning or a community involvement process should be created for the area as the city work plan and resources allow.

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

c. **Relationship to the public realm.** Projects should relate positively to public streets, plazas, sidewalks, paths and natural features.

Buildings and landscaped areas—not parking lots—should present a well-designed face to the public realm, should not block access to sunlight and should be sensitive to important public view corridors. Future strip commercial development will be discouraged.

d. **Ditches.** Project sponsors should collaborate with irrigation ditch companies on design and construction. Where possible, project elements should educate and inform about the connection between irrigation ditches and agricultural lands.

e. **Transportation connections.** Projects should provide a complete network of vehicular, bicycle and pedestrian connections both internal to the project and connecting to adjacent properties, streets and paths, including dedication of public rights-of-way and easements where required.

f. **Parking.** The primary focus of any site should be quality site design. Parking should play a subordinate role to site and building design and not jeopardize open space or other opportunities on the property. Parking should be integrated between or within buildings and be compact and dense. The placement of parking should be behind and to the sides of buildings or in structures rather than in large street-facing lots. Surface parking will be discouraged, and versatile parking structures that are designed with the flexibility to allow for different uses in the future will be encouraged.

g. **Human scale and art in public spaces.** Projects should provide pedestrian interest along streets, paths and thoughtfully designed public spaces that support a mix of events, destinations and art. Projects should model investment in public art in the city, and the city should encourage individuals, businesses, organizations and developers to invest in improvements to public spaces through the addition of meaningful, innovative and quality works of art.

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

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

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

"Constellatory" by Rebecca DiDomenico, Experiments in Public Art Program

Section 3
NATURAL ENVIRONMENT

In this section, the "natural environment" includes the city- and county-owned open space lands as well as environmental components (like air, water, geological features) and remnants of the natural environment within the urban area. Preservation and protection of the natural environment that characterizes the Boulder Valley is a core community value that has defined Boulder since the end of 19th century. Within the Boulder Valley's complex ecological system, there are inextricable links among the natural environment, the built environment, economy and community livability. Changes to the natural ecosystems within the Boulder Valley can have a profound effect on ecosystem viability and the quality of life desired by Boulder Valley residents.

A mixture of wildlands and urban lands exist throughout the Boulder Valley, often referred to as the wildland-urban interface and within a continuum or gradient. High-quality ecosystems containing primarily native plants and animals occupy one end of the natural environment gradient. Land that is not dominated by native species but that is in a natural condition without buildings or development is found further along the gradient. On the other end of the gradient are lands that contain mostly non-native plants and animals and are used primarily for developed recreation, transportation or other purposes (e.g., parks, greenways) in an urban environment. These lands are managed differently for different purposes.

Over many decades, with the initiative and financial support of local citizens, the city and county have actively protected and managed open space around the urban area. Existing city and county open space plans and policies apply to those public lands acquired and managed as habitat conservation areas, natural areas, recreational areas and agricultural areas.

As in the rest of the world, the Boulder Valley climate is experiencing local and regional climate change within the larger global climate regimes. Anticipated further changes and intensified weather events and warming heighten the need for the city and county to proactively reduce risk and protect resources.

Boulder has been a leader in environmental protection and preservation for many years. Sixty-three percent of the Boulder Valley has been protected by the city and county as open space for habitat for native plants and animals and agricultural productivity. This open space contributes to the high quality of life for residents for recreation, relaxation and connection with nature. The community's historic and on-going emphasis on clean air and water and preservation of natural habitats has resulted in significant progress toward a sustainable, resilient and healthy urban environment.

The city and county will continue to identify and implement state-of-the-art environmental policies community-wide to further natural environment sustainability goals.

The policies in this section support the following city and county goals related to the conservation and preservation of land, water, air resources and pollution prevention and climate change and resilience:

- Protecting Native Ecosystems & Biodiversity;
- Enhancing Urban Environmental Quality;
- Protecting Geologic Resources & Reducing Risks from Natural Hazards; and
- Sustaining & Improving Water & Air Quality.

Reaching these goals requires an overall planning and management strategy that incorporates an understanding of ecological systems and implements adaptive management principles. Plans listed at the end of this section provide important guidance and strategies for ecosystem protection and restoration and dealing with potential impacts of climate change.

3.01 Incorporating Ecological Systems into Planning

The city and county will approach planning and policy decisions in the Boulder Valley through an ecosystem framework in which natural regions like bioregions, airsheds and watersheds are considered and incorporated into planning.

3.02 Adaptive Management Approach

The city and county will employ an adaptive management approach to resource protection and enhancement. An adaptive management approach involves establishing objectives, conducting ongoing monitoring of resource conditions, assessing the effectiveness of management actions, revising management actions based on new information from research, and learning from experience what works and what does not.

Protecting Native Ecosystems & Biodiversity

3.03 Native Ecosystems

The city and county will protect and restore significant native ecosystems on public and private lands through land use planning, development review, conservation easements, acquisitions and public land management practices. The protection and enhancement of biological diversity and habitat for state and federal endangered and threatened species, as well as critical wildlife habitats, migration corridors, environmental conservation areas, high biodiversity areas, rare plant areas, significant natural communities and county and local species of concern (i.e., resources identified in the Boulder County Comprehensive Plan) will be emphasized. Degraded habitat may be restored and selected extirpated species may be reintroduced as a means of enhancing native flora and fauna in the Boulder Valley.

Chautauqua Park

Emerald Ash Borer

3.04 Ecosystem Connections & Buffers

The city and county recognize the importance of preserving large habitat areas, especially of unfragmented habitat, in support of the biodiversity of their natural lands and viable habitat for native species. The city and county will work together to preserve, enhance, restore and maintain land identified as critical and having significant ecological value for providing ecosystem connections (e.g., wildlife corridors) and buffers to support the natural movement of native organisms between ecosystems. Connected corridors of habitat may extend through or along the edges of the urban environment and often serve as vital links between natural areas for both wildlife and humans. Connected corridors are often at the greatest risk of degradation and development, and those deemed to have high ecological value should be identified for planning and, where appropriate, for acquisition, preservation, restoration and/or management while balancing existing land uses and other needs of the community.

3.05 Maintain & Restore Natural Ecological Processes & Natural Disturbances

Recognizing that natural ecological processes, such as wildfire and flooding, are integral to the productivity and health of natural ecosystems, the city and county will work to ensure that, when appropriate precautions have been taken for human safety and welfare, ecological processes are maintained or replicated in the management of natural lands.

3.06 Wetland & Riparian Protection

Natural and human-made wetlands and riparian areas are valuable for their ecological and, where appropriate, recreational functions, including their ability to enhance water and air quality and reduce the impacts of flooding. Wetlands and riparian areas also function as important wildlife habitat, especially for rare, threatened and endangered plants, fish and wildlife. Because they have historically been so scarce in the Front Range and because of continued degradation, the city and county will continue to develop and support programs to protect, enhance and educate the public about the value of wetlands and riparian areas in the Boulder Valley. The city will strive for no net loss of wetlands and riparian areas by discouraging their destruction, or requiring the creation and restoration of wetland and riparian areas in the rare cases when development is permitted and the filling of wetlands or destruction of riparian areas cannot be avoided. Management of wetland and riparian areas on city open space lands is described in the OSMP Grasslands Ecosystem Management Plan.

3.07 Invasive Species Management

The city and county will cooperate and promote efforts, both public and private, to prevent the introduction and spread of invasive and non-native plant and animal species. High priority will be given to managing invasive species that have, or potentially could have, a substantial impact on city and county resources or ecosystem function. City and county resource management plans will provide direction and guidance for identifying priorities for management and control of invasive non-native species.

3.08 Public Access to Public Lands

Certain city- and county-owned or -managed lands provide a means for educating users on the importance of the natural environment. These public lands may include areas for recreation and preservation of agricultural use, unique natural features and wildlife and plant habitat. Public access to natural lands will be provided for, except where closure is necessary to protect areas from unacceptable degradation or impacts to agriculture, habitat or wildlife, for public safety or limits on access necessary to preserve the quality of the visitor experience.

3.09 Integrated Pest Management

The approaches by the city and county to this policy differ in their management strategies. The city aims to reduce and eliminate, where possible, the use of pesticides and synthetic fertilizers on public properties and provide outreach and education to encourage the public to use a similar approach on private property. The city's practices carefully consider when pest management actions are necessary and focus on creating healthy and thriving ecosystems to lower pest pressure by natural processes. When pest management is necessary, the city commits to the use of ecologically based integrated pest management principles, which emphasize the selection of the most environmentally sound approach to pest management and the overall goal of using non-chemical pest-control strategies. The county's approach stresses control of invasive species and pests using the full suite of tools available in integrated pest management, including chemical methods when necessary. When public or environmental health risks are identified, the city and county will balance the impacts and risks to the residents and the environment when choosing management measures. The county will strive to reduce the use of pesticides and synthetic, inorganic fertilizers where use does occur.

3.10 Climate Change Mitigation & Adaptation & Resilience

The city and county are working to help mitigate climate change globally and recognize that climate change adaptation is an important area for consideration. Preserving large ecological reserves enhances the resilience of native ecosystems and reduces the loss of native biodiversity, ecological processes and ecosystems as the climate changes. Additionally, the city and county will use an adaptive management approach to assess potential impacts from changes in the local climate. Open space management plans guide other strategies related to climate change, such as changes to visitation rates or visitor experiences (e.g., heat exposure or scenic quality) on open space. Overall strategies may include:

1. Actively improve our understanding of the effect of climate change on local ecosystems and of actions that may help maintain or restore the ecological functions of natural systems under a changing climate;
2. Actively identify and monitor ecosystems most vulnerable to climate change using biological indicators of sensitivity and response;
3. Protect large reserves of open space land to support the long-term viability of native plants and animals;
4. Conduct restoration of degraded environments and management of natural ecosystems to enhance their resilience in the presence of climate change, using existing management plans and the best available science. In some cases, this may involve ecosystem transition to alternate states or novel ecosystems (e.g., to ecosystems now found at different elevations, to variations of current ecosystems, or ecosystems changing in other ways that cannot be forecast with certainty today);
5. On-going attention to the wildland-urban interface environments to improve management of both natural resources and human-wildlife conflicts and to reduce the potential for catastrophic wildfire; and
6. Including specific management guidance and direction regarding climate change mitigation, adaptation and resilience when city and county agencies prepare master plans.

Enhancing Urban Environmental Quality

3.11 Urban Environmental Quality

To the extent possible, the city and county will seek to protect the environmental quality of areas under significant human and urban influence and will balance human needs and public safety with environmental protection. The city will develop and apply community-wide programs and standards for new development and redevelopment so that negative environmental impacts will be mitigated and overall environmental quality of the urban environment will be maintained and improved.

3.12 Urban Forests

The city will support, promote and, in some cases, regulate the protection of healthy existing trees and the long-term health and vitality of the urban forest in the planning and design of public improvements and private development. Urban canopy plays an important role in ameliorating the effects of climate change; therefore, the city will guide short- and long-term urban forest management that encourages overall species diversity and low water demand tree species.

3.13 Water Conservation

The city and county will promote the conservation of water resources through water quality protection, public education, monitoring and policies that promote efficient water usage such as water-conserving landscaping. The city will endeavor to minimize water waste and reduce water use during peak demand periods. New development and redevelopment designs to conserve water will be encouraged.

3.14 Management of Wildlife-Human Conflicts

The Boulder Valley sits within a wildland-urban interface, and the city and county recognize the intrinsic value of wildlife in both their urban and rural areas. The city and county will promote wildlife and land use management practices to minimize conflicts with residents and urban land uses while identifying, preserving and restoring appropriate habitat for wildlife species in the urban area. When a wildlife species is determined to be a nuisance or a public health hazard, a full range of alternative wildlife and land use management techniques will be considered by the city and county to mitigate the problem in a manner that is humane, effective, economical and ecologically responsible.

Urban Tree Canopy

3.15 Soil Carbon Sequestration

The city and county recognize that soil carbon sequestration may have a range of potential benefits, including water retention, climate change mitigation, soil health and soil stabilization. Soil health is especially important for both the natural environment and agricultural lands. Section 9 (Food and Agriculture) includes a description of soil carbon sequestration policy for tilled agricultural lands.

For the natural environment, the capacity of native grasslands and forests to sequester carbon will be important in city and county soil carbon sequestration efforts. Native grasslands and forests will be maintained and protected following resource management plans. Opportunities to manage soil carbon levels in such areas, when appropriate, need to be consistent with adopted plans and policies.

Protecting Geologic Resources & Reducing Risks from Natural Hazards

3.16 Unique Geological Features

Due to its location at the interface of the Great Plains and the Rocky Mountains, the Boulder Valley has a number of significant or unique geological and paleontological features. The city and county will attempt to protect these features from alteration or destruction through a variety of means, such as public acquisition, public land management, land use planning and regulation and density transfer within a particular site.

3.17 Mineral Deposits

Deposits of sand, gravel, coal and similar finite resource areas will be delineated and managed according to state and federal laws and local government regulations. The impacts of extraction or uses of such resources will be balanced against other community values and priorities, including environmental and cultural resource protection, health concerns and carbon emission reduction. The city and county will work together to acquire mineral rights as appropriate.

Bear Cub at Chautauqua
Credit: Tevis Morrow

3.18 Hazardous Areas

Hazardous areas that present a danger to life and property from flood, forest fire, steep slopes, erosion, unstable soil, subsidence or similar geological development constraints will be delineated, and development in such areas will be carefully controlled or prohibited.

3.19 Erosive Slopes & Hillside Protection

Hillside and ridgeline development will be carried out in a manner that, to the extent possible, avoids both negative environmental consequences to the immediate and surrounding area and the degradation of views and vistas from and of public areas. Regulations should address the risk of earth movement and/or mudslides to guide planning, design and construction of any development on, adjacent to or at the base of hillsides.

3.20 Wildfire Protection & Management

As Boulder County's climate changes, the intensity and frequency of wildfires is likely to increase. The city and county will require on-site and off-site measures to guard against the danger of fire in developments adjacent to natural lands and consistent with forest and grassland ecosystem management principles and practices. Recognizing that fire is a widely accepted means of managing ecosystems and wildfire risk, the city and county will integrate ecosystem management principles with wildfire hazard mitigation planning and urban design.

3.21 Preservation of Floodplains

Undeveloped floodplains will be preserved or restored where possible through public land acquisition of high hazard properties, private land dedication and multiple program coordination. Comprehensive planning and management of floodplain lands will promote the preservation of natural and beneficial functions of floodplains whenever possible.

The Fourmile Fire in 2010
Credit: Galen Brown

3.22 Floodplain Management

The city and county will protect the public and property from the impacts of flooding in a timely and cost-effective manner while balancing community interests with public safety needs. Recognizing that the impact of climate change on the magnitude and frequency of significant flood events is not yet known, the city and county will continue to monitor the effects of climate change on floodplain delineation and management and amend regulation and management practices as needed for the purpose of protecting life and property.

The city and county will manage the potential for floods by implementing the following guiding principles:

a. Preserve floodplains;

b. Preparation for floods;

c. Help people protect themselves from flood hazards;

d. Prevent unwise uses and adverse impacts in the floodplain; and

e. Seek to accommodate floods, not control them.

In addition, the city and county will prepare for, respond to and manage flood recovery by implementing multi-hazard mitigation programs and projects, preparing flood response and recovery plans and regulating the siting and protection of critical facilities in floodplains.

The city seeks to manage flood recovery by protecting critical facilities in the 500-year floodplain and implementing multi-hazard mitigation and flood response and recovery plans. The county's approach to flood management also includes:

a. Efforts to preserve currently undeveloped areas in existing floodplains; and

b. Developing public awareness of flood risks and encouraging the public to proactively implement protective measures that reduce the risk to themselves and their property.

The Broadway Underpass in the 2013 Flood

3.23 Non-Structural Approach to Flood Management

The city and county will seek to preserve the natural and beneficial functions of floodplains by emphasizing and balancing the use of non-structural measures with structural mitigation. Where drainageway improvements are proposed, a non-structural approach should be applied wherever possible to preserve the natural values of local waterways while balancing private property interests and associated cost to the city.

3.24 Protection of High Hazard Areas

High hazard areas are the areas of the floodplain with the greatest risk to loss of life due to floodwater velocity. The city will prevent redevelopment of significantly flood-damaged properties in high hazard areas. The city will prepare a plan for property acquisition and other forms of mitigation for flood-damaged and undeveloped land in high-hazard flood areas. Undeveloped high hazard flood areas will be retained in their natural state whenever possible. To reduce risk and loss, riparian corridors, natural ecosystems, wildlife habitat and wetlands will be protected in these areas. Trails or other open recreational facilities may be feasible in certain areas.

3.25 Larger Flooding Events

The city and county recognize that floods larger than the 100-year event will occur, resulting in greater risks and flood damage that will affect even improvements beyond those constructed to current flood protection standards. The city and county will seek to better understand the impact of larger flood events and evaluate context-appropriate, cost-effective policies and floodplain management strategies to address these risks.

Sustaining & Improving Water & Air Quality

3.26 Protection of Water Quality

Water quality is a critical health, economic and aesthetic concern. The city and county have been protecting, maintaining and improving water quality and overall health within the Boulder Valley watersheds as a necessary component of existing ecosystems and as a critical resource for the human community. The city and county will continue to reduce point and nonpoint sources of pollutants, protect and restore natural water systems and conserve water resources. Special emphasis will be placed on regional efforts, such as watershed planning, and priority will be placed on pollution prevention over treatment.

Cyclist along Boulder Creek

3.27 Water Resource Planning & Acquisition

Water resource planning efforts will be regional in nature, consider climate change and incorporate the goals of water quality protection as well as surface and groundwater conservation. The city will use a variety of strategies, such as water conservation, demand management, reuse and acquisition of additional water supplies to meet the adopted municipal water supply reliability goals while balancing in-stream flow maintenance and preservation of sustainable agriculture. The city will seek to minimize or mitigate the environmental, agricultural and economic impacts to other jurisdictions and seek to prevent the permanent removal of land from agricultural production elsewhere in the state in its acquisition of additional municipal water rights. The city and county may continue to acquire water rights for Open Space purposes.

3.28 Drinking Water

The city and county will continually seek to improve the quality of drinking water and work with other water and land use interests as needed to assure the integrity and quality of its drinking water supplies. The city and county will employ a system-wide approach to protect drinking water quality from source waters to the water treatment plant and throughout the water distribution system.

3.29 In-Stream Flow Program

The city will pursue expansion of the existing in-stream flow program consistent with applicable law and manage stream flows to protect riparian and aquatic ecosystems within the Boulder Creek watershed.

3.30 Surface & Groundwater

Surface and groundwater are part of an integrated environmental system that will be protected as a resource and managed to prevent their degradation and to protect and enhance aquatic, wetland and riparian ecosystems. Land use and development planning and public land management practices will consider the interdependency of surface and groundwater and potential impacts to these resources from pollutant sources, changes in hydrology, drilling, mining and dewatering activities. The city will consider additional regulation of activities impacting groundwater that may create nuisances to other properties. Such regulations should be balanced with other comprehensive plan policies and address how to minimize subsurface construction requiring ongoing dewatering to limit environmental impacts and mitigate impacts of dewatering on surface water quantity and quality, groundwater recharge, wells, ecosystems and associated energy use. Dewatering systems should be designed to protect life, safety, property and the environment.

3.31 Wastewater

The city will pursue sustainable wastewater treatment processes to achieve water quality improvements with greater energy efficiency and minimal chemical use. Pollution prevention and proactive maintenance strategies will be incorporated in wastewater collection system management. The county will discourage the installation of private on-site wastewater systems where municipal collection systems are available or where a potential pollution or health hazard would be created.

3.32 Protection of Air Quality

Air quality is a critical health, economic and aesthetic concern. The city and county will seek to reduce stationary and mobile source emissions of pollutants. Special emphasis will be placed on local and regional efforts to reduce pollutants, which cause adverse health effects, impair visibility and contribute to climate change.

Relevant Plans & Policies

- Grasslands Ecosystem Management Plan (Open Space and Mountain Parks, City of Boulder)
- Forest Ecosystem Management Plan (Open Space and Mountain Parks, City of Boulder)
- Environmental Resources Element (Boulder County Comprehensive Plan)
- Visitor Master Plan (or new name of Master Plan once approved) (Open Space and Mountain Parks, City of Boulder)
- Water Utility Master Plan (City of Boulder)
- Water Efficiency Plan (City of Boulder)
- City of Boulder Resilience Strategy
- Greenways Master Plan (City of Boulder)
- Integrated Pest Management Policy (City of Boulder)

Sombrero Ranch Horses Grazing on Flatirons Vista Property

Section 4

ENERGY, CLIMATE & WASTE

Boulder's efforts to promote energy efficiency and renewable energy are essential to reducing greenhouse gas (GHG) emissions and helping to reduce the severity of future climate change. Promoting transportation options and a compact city form also support climate stabilization. The objective is to help address energy and climate goals and integrate them with other planning activities, such as decisions regarding development patterns, infrastructure, transportation, economic development, building and site design and natural resources. The city and county will continue to prioritize emissions reduction programs that address climate stabilization, create local economic opportunities, enhance community well-being and resilience and inspire other communities.

Changes in the dynamics of energy markets as well as the threat of climate change may profoundly affect our community both economically and physically. A number of factors are increasing uncertainty about future energy issues, but rapidly evolving technology and the economic benefits of energy efficiency and renewable energy are providing the city and county with new opportunities to take charge of our energy future and make greater use of local and regional energy resources. Changes and solutions related to energy and climate are occurring at a rapid rate and necessitate an agile, predictive and responsive approach. Recognizing the need for a comprehensive strategy, Boulder's Climate Commitment focuses on the areas of energy, resources and ecosystems. Energy use (in buildings, for mobility, clean energy sources and energy resilience) is the primary near-term area of focus due to the critical importance of reducing fossil fuel use. Simultaneously, the city and county continue to explore ways to use natural resources more wisely to reduce waste and to understand how ecosystem management can help sustain our community and play a key role in climate stability. This section addresses:

- Climate Action & GHG Emissions;
- Energy Conservation & Renewable Energy;
- Energy-Efficient Land Use & Building Design; and
- Waste Minimization, Recycling & Sustainable Purchasing.

Climate Action & Greenhouse Gas Emissions

4.01 Climate Action: Reduce Greenhouse Gas Emissions

To mitigate climate change, the city and county will continue to take action to reduce the burning of fossil fuels for energy and encourage such change throughout the Boulder Valley. The city and county will identify and implement innovative as well as cost-effective actions to dramatically reduce the entire community's (e.g., government, private business, individual residents) and visitor's contributions to total global GHG emissions and power a vibrant future. The city's goals are to reduce its energy-related emissions 80 percent or more below 2005 levels by 2050 through a rapid transition to a renewable energy-based economy and achieve 100 percent renewable electricity by 2030. The county has strategies in place aimed at reducing emissions 40 percent below 2005 levels by the year 2020 and is working to achieve carbon neutrality and become more resilient to the effects of climate change.

4.02 Climate Adaptation Planning

The city and county will cooperatively develop and implement a climate change adaptation plan to identify current vulnerabilities, address economics of recovery and determine strategies to protect the community against the potential negative impacts associated with climate change. These challenges include droughts, flash flooding, communicable diseases, heat waves, wildfires and increased road maintenance, among others. The city and county seek to improve the community's ability to effectively and quickly respond to and recover from adversity, disruptions and climate change related shocks and stresses.

South Boulder Recreation Center Electric Vehicle Charging Station

Energy Conservation & Renewable Energy

4.03 Energy Conservation & Renewable Energy

Boulder's transition to clean energy through innovative strategies, products and services aims to dramatically reduce GHG emissions, enhance community resilience, enhance local environmental health and diversity, promote creative solutions to energy conservation and support a vital and equitable economy. The city and county will plan for and implement innovative programs and opportunities for individuals, businesses and organizations to maximize the efficient use of energy and reduce the carbon footprint from development. The city and county will set goals to ensure that the community has access to reliable, competitively priced and increasingly clean energy. The city and county will support both public and private adoption and use of renewable energy and preserve options for developing renewable energy in the future.

4.04 Local Energy Generation Opportunities

The city and county support programs and opportunities for individuals, businesses and organizations to develop, use and share local energy generation. The city will review and consider revisions to regulations to support on-site energy generation, including solar and wind.

4.05 Clean Mobility

To reduce GHG emissions, the city and county will support the retirement of fossil-fuel based transportation. The city and county will continue to develop policies, incentives and programs that reduce vehicle miles traveled, replace fossil fuel-based transportation with clean energy- fueled transportation (e.g., with electric vehicles) and continue to plan a built environment and mix of land uses that reduce the need for people to drive.

4.06 Energy System Resilience

The city and county recognize that energy resilience is necessary for properly functioning emergency infrastructure and community resilience. The city supports a community-wide electricity network that can deliver basic services in case of a grid disruption. The city will pursue energy resilience strategies such as grid modernization, microgrid development, active islanding, on-site generation, storage technologies and reduced demand to reduce emissions and reliance on fossil fuels.

Energy-Efficient Land Use & Building Design

4.07 Energy-Efficient Land Use

The city and county will encourage energy efficiency and conservation through land use policies and regulations governing placement and orientation of land uses to minimize energy use, including an increase in mixed-use development and compact, contiguous development surrounded by open space.

4.08 Energy-Efficient Building Design

The city and county will pursue efforts to improve the energy- and resource-efficiency of new and existing buildings. The city and county will consider the energy consumption associated with the building process (i.e., from the raw materials through construction), improve regulations ensuring energy and resource efficiency in new construction, remodels and renovation projects and will establish energy efficiency requirements for existing buildings. Energy conservation programs will be sensitive to the unique situations that involve historic preservation and low-income homeowners and renters and will ensure that programs assisting these groups continue.

Waste Minimization, Recycling, & Sustainable Purchasing

4.09 Building Construction Waste Minimization

To minimize construction waste, the city and county will encourage renovation of existing buildings over demolition. The city and county will adopt policies and programs that promote the reuse of materials salvaged after deconstruction as a resource.

4.10 Waste Minimization & Recycling

The city and county will pursue and support programs, partnerships and activities that promote a reduction in consumer consumption of products and materials, encourage local reuse markets, reduce the amount of waste that must be landfilled and pursue Zero Waste with the intent to get as close to zero as possible as a long-term goal. Policies, programs and regulations will emphasize waste prevention, reuse, composting, recycling and the use of materials with recycled content.

4.11 Environmental Purchasing Policy

The city and county will maintain robust Environmental Purchasing Policies for the city and county organizations. The policies will promote the purchase of local, recycled and compostable products and encourage consideration of materials, length of use, re-use and disposal options as well as cost when procuring materials, products or services.

Relevant Plans & Policies

- All-Hazards Recovery Plan (Office of Emergency Management)
- Climate Commitment (City of Boulder)
- Disaster Debris Management Guide (State of Colorado)
- Emergency Operations Plan (Office of Emergency Management)
- Environmental Sustainability Plan (Boulder County)
- Solid Waste Element (Boulder County Comprehensive Plan)
- Sustainable Materials Management Element (Boulder County Comprehensive Plan)
- Zero Waste Strategic Plan (City of Boulder)
- Zero Waste Action Plan (Boulder County)

Boulder County Recycling Center

Section 5
ECONOMY

Boulder's highly educated and diverse workforce, quality of life, natural environment, synergies with the University of Colorado and federally funded research labs and diverse mix of businesses, including a high concentration of companies in advanced industries and rich base of small, local and independent businesses, are the foundation of its economic vitality. The city fosters and retains high-caliber employees and visionary entrepreneurs focused on innovation and has earned recognition as one of the nation's best places for startups.

A balanced approach to a healthy economy maintains the outstanding quality of life enjoyed by existing residents and businesses while supporting Boulder's diverse mix of small and mid-sized businesses, non-profits and several large employers. Boulder recognizes that economic strength can bring many benefits to the community, including greater tax revenues, local job opportunities, increased diversity and a variety of services and business types.

While the city enjoys economic success, Boulder also faces challenges. Cyclical global economic downturns and potential disruptions can affect the local economic climate and the livelihood of the community. The rising costs of commercial space and housing can affect businesses and their ability to recruit and retain new employees. Additionally, redevelopment or growth may lead to displacement of existing businesses, increased demands for services and infrastructure and put a strain on regional transportation systems and local housing affordability throughout the Boulder Valley.

Through its Resilience Strategy, the city is adopting strategies to foster preparedness for uncertainties and potential disruptions to economic prosperity. Boulder is also following a sustainable path to economic development through the implementation of an Economic Sustainability Strategy that focuses on business formation, retention and growth. The policies in this section support the following goals related to maintaining a sustainable and resilient economy:

- Strategic Redevelopment & Sustainable Employment;
- Diverse Economic Base;
- Quality of Life;
- Sustainable & Resilient Business Practices; and
- Job Opportunities, Education & Training.

Strategic Redevelopment & Sustainable Employment

5.01 Revitalizing Commercial & Industrial Areas

The city supports strategies unique to specific places for the redevelopment of commercial and industrial areas. Revitalization should support and enhance these areas, conserve their strengths, minimize displacement of users and reflect their unique characteristics and amenities and those of nearby neighborhoods. Examples of commercial and industrial areas for revitalization identified in previous planning efforts are Diagonal Plaza, University Hill commercial district, Gunbarrel and the East Boulder industrial area.

The city will use a variety of tools and strategies in area planning and in the creation of public/private partnerships that lead to successful redevelopment and minimize displacement and loss of service and retail uses. These tools may include, but are not limited to, area planning with community input, infrastructure improvements, shared parking strategies, transit options and hubs and changes to zoning or development standards and incentives (e.g., financial incentives, development potential or urban renewal authority).

5.02 Regional Job Center

The city supports strategies that recognize Boulder's continued role as a regional job center, consistent with economic sustainability goals and projected employment growth. The city and county recognize the importance of regional planning and partnerships for housing and transportation and will continue to address impacts on housing affordability and transportation related to their role as a regional job center.

University Hill Commercial District

Diverse Economic Base

5.03 Diverse Mix of Uses & Business Types

The city and county will support a diversified employment base within the Boulder Valley, reflecting labor force capabilities and recognizing the community's quality of life and strengths in a number of industries. The city values its industrial, service and office uses and will continue to identify and protect them. The city will evaluate areas with non-residential zoning to ensure the existing and future economic vitality of Boulder while responding to the needs of regional trends and a changing global economy.

5.04 Vital & Productive Retail Base

The city recognizes the importance of its retail base, including restaurants, and maintaining affordable retail space. The city will develop and implement a retail strategy that takes into account emerging trends, such as shifting demographics and changing consumer behavior, addresses the market opportunities and shopping needs of the community, ensures an appropriate mix of retail and identifies opportunities to improve the retail base and the city's sales tax revenues.

5.05 Support for Local Business & Business Retention

The city and county value the diverse mix of existing businesses, including primary and secondary employers of different sizes, in the local economy. Nurturing, supporting and maintaining a positive climate for the retention of existing businesses and jobs is a priority. The city recognizes the vital role of small, local and independent businesses and non-profits that serve the community and will balance needs of redevelopment in certain areas with strategies that minimize displacement of existing businesses and create opportunities for startups and growing businesses. The city will continue to proactively analyze trends in market forces to shape its activities, plans and policies regarding local business and business retention. The city and county will consider the projected needs of businesses and their respective employees, such as commercial and office space, when planning for transportation infrastructure, programs and housing.

EnergySmart Business Assistance

5.06 Affordable Business Space & Diverse Employment Base

The city and county will further explore and identify methods to better support businesses and non-profits that provide direct services to residents and local businesses by addressing rising costs of doing business in the city, including the cost of commercial space. The city will consider strategies, regulations, policies or new programs to maintain a range of options to support a diverse workforce and employment base and take into account innovations and the changing nature of the workplace.

5.07 Industry Clusters

The city will support an industry cluster approach to business development. This approach involves a focus on supporting multiple businesses in an industry and considering special financial and technical assistance programs and other tools to retain, expand and attract businesses in those clusters. Boulder's key industry clusters include aerospace, bioscience, clean tech, data storage, digital media, natural and organic products, recreation, software, tourism and the creative sector. The city acknowledges that these clusters and their needs will evolve and change over time.

Quality of Life

5.08 Funding City Services & Urban Infrastructure

The city will encourage a strong sustainable economy to generate revenue to fund quality city services and recognizes that urban infrastructure, facilities, services and amenities are important to the quality of life of residents, employees and visitors to the community. A strong and complete local and regional multimodal transportation system and transportation demand management programs are essential to a thriving economy, as they offer options for commuters, help attract and retain key businesses, employers and visitors and provide regional access to global markets. The city will continue to plan for and invest in urban amenities and infrastructure (e.g., bike paths, parks, shared and managed parking, public spaces, quality gathering places, cultural destinations and public art) as well as community services (e.g., open space and mountain parks, high speed internet, fire-rescue, public safety and senior services).

5.09 Role of Tourism in the Economy

The city recognizes the importance of tourism (e.g., heritage, cultural, sports and open space) to the Boulder economy and will continue to work with various partners, including the Boulder Convention and Visitors Bureau, to study the existing and future role of different types of tourism in the community, track the benefits and impact of tourism on the economy and invest in opportunities to support and enhance the sector.

5.10 Role of Arts, Cultural, Historic & Parks & Recreation Amenities

The city and county recognize arts and culture, historic, and parks and recreation amenities as important contributors to the city's economic vitality and quality of life. The city and county will work to support and, as appropriate, enhance the resiliency, sustainability and innovation of arts, cultural, historic, and parks and recreation amenities so they continue to contribute to the economic vitality of the community, provide unique offerings and foster meaningful connections to Boulder among its residents, workforce and visitors.

5.11 Communications Infrastructure

The city will promote opportunities to enable Boulder residents, businesses, visitors and public or private institutions to connect affordably, easily and securely. The city and county will support and facilitate the development of technologically advanced communications infrastructure (e.g., broadband) and other improvements that serve the community, help businesses thrive and grow, foster the growth of emerging telecommunications industries and support emergency systems.

Sustainable & Resilient Business Practices

5.12 Sustainable Business Practices

The city and county will support sustainable and energy-efficient business practices and establish and maintain programs to assist businesses in exploring solutions to sustainable practices. Potential solutions for exploration include reducing waste and GHG emissions, increasing building energy efficiency (in existing or renovated structures), conserving water, reducing transportation impacts, and procuring local, recycled and compostable materials, products and services.

5.13 Home Occupations

The city and county will evaluate regulations for home-based occupations to balance potential impacts to residential neighborhoods and reflect the goal of allowing more flexibility to have home-based businesses, neighborhood services and employment opportunities. The city and county support the innovative, creative and entrepreneurial activities of residents, including those who are in the very early stages of creating startup companies or providing neighborhood services. The city and county will continue to develop policies that result in reducing the number and length of trips through working from home and revise regulations to be responsive to new uses and types of businesses and neighborhood services that may be compatible with residential areas.

5.14 Responsive to Changes in the Marketplace

The city recognizes that development regulations and processes have an impact on the ability of businesses to respond to changes in the marketplace. The city will work with the local business community and residents to make sure the city's regulations and development review processes provide a level of flexibility to allow for creative solutions while meeting broader community goals. This could involve modifying regulations to address specific issues and make them more responsive to emerging technologies and evolving industry sectors.

5.15 Economic Resilience

To better buffer against disruptions, the city and county will identify potential threats through an economic resilience assessment and continue fiscally conservative accounting policies that reduce the exposure of the community to unexpected economic downturns. The city and county will work to restore operations as quickly as possible following local and regional disasters and other disruptive events. Additionally, the city and county will work with local businesses to assist them in the plans for preparedness and continuity of operations and, post disaster, in the facilitation of rapid damage assessments, return to operations and access to recovery funds.

Job Opportunities, Education & Training

5.16 Employment Opportunities

The city and county will encourage local employers to provide employment opportunities for all persons, including the local unemployed and underemployed work force, and to implement equal opportunity and workplace inclusivity and diversity programs. The city and county will engage in these efforts in cooperation with various agencies providing employment assistance programs.

5.17 Partnerships to Support Economic Vitality Goals

The efforts of the city, county and the private sector to enhance the economic prosperity of the community are directly and indirectly supported by many organizations and entities. The city and county work in partnership with a number of organizations, including but not limited to the Boulder Chamber, Boulder Convention and Visitors Bureau, Boulder Economic Council, the Boulder Independent Business Alliance, Boulder Small Business Development Center, Boulder Valley School District, CO-LABS, Downtown Boulder Partnership, Innosphere, Latino Chamber of Boulder County, the University of Colorado and other diverse and emerging groups to support economic vitality goals. The city and county acknowledge that although each of these

organizations and entities has an independent focus, their work contributes to the overall quality of life enjoyed within the community.

5.18 Support for the University of Colorado & Federal Labs

The city and county understand the important role that federally funded labs and the University of Colorado play in the economy and will continue to work with state and federal elected officials to foster their important economic contribution. The city will take an active role in efforts to preserve the state and federal funding for these entities to ensure they remain in Boulder and will pursue mutually beneficial partnerships. The city recognizes the importance of having strong and thriving institutions for higher education and programs for continuing education and workforce training. The city supports the seminal role of the University of Colorado, a world-class research university, and the federal labs in business support technology transfer and tech startups. The city will work with the University of Colorado to further the community's goals for sustainable urban form as university-owned land is developed or redeveloped.

5.19 Diverse Workforce, Education & Training

The city and county will encourage and support the Boulder Valley School District and post-secondary educational institutions to offer quality continuing education and technical training. The city will work with employers, educators and partners to support programs designed to help develop and attract workers in multiple fields with specialized skills and experience and foster a well-educated, highly skilled and creative workforce.

5.20 Support for Living Wage

In support of economic vitality and opportunities for all residents, the city and county will encourage all employers in the city and county to provide access to living wage, health care and transit passes to all workers.

Relevant Plans & Policies:

- City of Boulder Resilience Strategy
- Community Cultural Plan (City of Boulder)
- Economic Sustainability Strategy (City of Boulder)

National Center for Atmospheric Research (NCAR)

Section 6
TRANSPORTATION

The vision is to create and maintain a safe and efficient transportation system that meets city and county sustainability goals. The system should accommodate increased person trips by providing travel choices and by reducing single-occupant automobile trips and vehicle miles traveled (VMT). Plans should also prepare the community for future technology changes, such as autonomous vehicles, and demographic and social shifts, such as an aging community, and increasing bicycle and car sharing.

A mature community like Boulder has little opportunity or ability to add road capacity, as widening streets and building new roads would have significant negative environmental, community character and financial impacts. Consequently, the strategies of the city's Transportation Master Plan (TMP) center on maintaining a safe and efficient system.

The policies in this section generally reflect the focus areas of the city's TMP and the adopted Boulder County TMP, including:

- Complete Transportation System;
- Regional Travel;
- Funding & Investments;
- Integration of Land Use & Transportation with Sustainability Initiatives; and
- Other Transportation Policies.

Complete Transportation System

6.01 All-Mode Transportation System & Complete Streets

The Boulder Valley will be served by an integrated all-mode transportation system, developed cooperatively by the city and county. The city's transportation system will be based on complete streets in the urban area, including completed networks for each mode, making safe and convenient connections between modes, providing seamless connections between the city and county systems and promoting access and placemaking for the adjacent land uses and activities. Improvements to urban travel corridors will recognize pedestrian travel as the primary mode of transportation and preserve or improve the safety and efficiency of all modes of transportation. For rural parts of the Boulder Valley, the transportation system is focused on sustainable mobility through development of a multimodal system, creating the complete trip and investing in key transportation corridors.

6.02 Renewed Vision for Transit

The city and county will integrate transit investments and improvements to address service, capital infrastructure, policies, programs and implementation. These will expand the Community Transit Network (CTN) and improve regional transit service and connections outside the city, such as bus rapid transit (BRT) along state highways and regional bus services.

6.03 Reduction of Single Occupancy Auto Trips

The city and county will support and promote the greater use of alternatives to reduce vehicle miles traveled (VMT) and single-occupancy automobile travel. The city will continue progress toward its specific objective to reduce vehicle miles of travel (VMT) 20 percent from 1994 levels through the year 2035 within the Boulder Valley to achieve transportation and GHG reduction goals. The city and county will include other communities and entities (especially origin communities such as Longmont, Lafayette, Louisville and Erie) in developing and implementing integrated travel demand management (TDM) programs, new mobility services and improved local and

Hop Bus, Part of the Community Transit Network

regional transit service. The city will require TDM plans for applicable residential and commercial developments within the city to reduce the vehicle miles traveled and single-occupant vehicle trips generated by the development.

6.04 Transportation System Optimization

The transportation system is used by all modes, and maintaining its efficient and safe operation benefits all users. The city and county will monitor the performance of all modes as a basis for informed and systematic trade-offs supporting mobility, safety, GHG reduction and other related goals.

6.05 Integrated Transportation Demand Management (TDM) Programs

The city and county will cooperate in developing comprehensive Transportation Demand Management (TDM) programs for residents and employees, which include incentives, such as developing a universal community transit pass program; promoting shared-use mobility, ridesharing, bikesharing, carsharing, vanpools and teleworking; and supporting programs for walking and biking, such as secured long-term bike parking. The city will employ strategies such as shared, unbundled, managed and paid parking (i.e., "Shared Unbundled, Managed, and Paid" – "SUMP" principles) to reflect the real cost of Single Occupancy Vehicle (SOV) travel. The city will require TDM plans for applicable residential and commercial developments.

6.06 Accessibility and Mobility for All

The city and county will continue development of a complete all-mode transportation system accommodating all users, including people with mobility impairments, youth, older adults, non-English speakers and low-income persons. This will include increased support for mobility services for older adults and people with disabilities, reflecting the expected increases in these populations. Efforts should focus on giving people options to live well without a car and may include prioritizing affordable public transportation and transit passes, new technologies such as electric bikes, mobility services and prioritizing connections between multimodal transportation and affordable housing to facilitate affordable living.

6.07 Transportation Safety

The city and county recognize safety for people of all ages using any mode within the transportation system (i.e., walking, bicycling, transit riding and driving) as a fundamental goal. The city's policy "Toward Vision Zero" aims to reduce serious injury and fatal collisions involving people using all modes of travel, focusing on crash trends and mitigation strategies identified in the Safe Streets Boulder Report and on-going local, regional and statewide safety assessments.

Rush Hour at 29th Street and Arapahoe Avenue

Regional Travel

6.08 Regional Travel Coordination

Local transportation and land use decisions have regional transportation impacts. The city and county will work to develop regional consensus for multimodal improvements to regional corridors through working with the Colorado Department of Transportation, the Regional Transportation District (RTD), US 36 Mayors and Commissioners Coalition and other providers to develop high-quality, high-frequency regional transportation options, including improvements identified in the Northwest Area Mobility Study (NAMS), FasTracks arterial bus rapid transit (BRT) service and commuter bikeways between communities. The city and county will continue development of first- and last-mile connections to local systems and longer-term transit planning.

6.09 Regional Transit Facilities

The city will develop and enhance the regional transit anchors that serve the primary attractors of Downtown Boulder, the University of Colorado and Boulder Junction adjacent to the Boulder Valley Regional Center. Developing "Mobility Hubs" and first and last mile connections to these facilities is a priority to support employees commuting into and throughout Boulder and to reduce single-occupancy auto travel and congestion on regional roads.

Funding & Investment

6.10 Investment Priorities

To protect previous investments and ensure efficient use of existing travel corridors, the city and county will prioritize investments for improvements to safety and maintenance for all modes of the existing transportation system. The city and county will give second priority to capacity additions for non-automotive modes and efficiency improvements for existing road facilities that increase person carrying capacity without adding general purpose lanes. The city and county will manage and price any additional significant regional single-occupancy vehicle road capacity to provide reliable and rapid travel times for transit, high-occupancy vehicle lanes and other carsharing options.

Integration of Land Use & Transportation with Sustainability Initiatives

6.11 Access Management & Parking

The city considers vehicular and bicycle parking as a component of a total access system for all modes of transportation (bicycle, pedestrian, transit and vehicular). Such parking will be consistent with the desire to reduce single-occupant vehicle travel, balance the use of public spaces, consider the needs of residential and commercial areas and address neighborhood parking impacts. The city will accommodate parking demands in the most efficient way possible with the minimal necessary number of new spaces and promote parking reductions through a variety of tools, including parking maximums, shared parking, unbundled parking, parking districts and transportation demand management programs. The city will expand and manage parking districts based on SUMP principles (shared, unbundled, managed and paid) to support transportation and GHG reduction goals as well as broader sustainability goals, including economic vitality and neighborhood livability.

6.12 Transportation Impacts Mitigated

Transportation or traffic impacts from a proposed development that cause unacceptable transportation or environmental impacts, or parking impacts, to surrounding areas will be mitigated. All development will be designed and built to be multimodal and pedestrian-oriented and include TDM strategies to reduce the vehicle miles traveled generated by the development. Supporting these efforts, new development will provide continuous multimodal networks through the development and connect these systems to those surrounding the development. The city and county will provide tools and resources to help businesses manage employee access and mobility and support public-private partnerships, such as transportation management organizations, to facilitate these efforts.

6.13 Concurrent Land Use & Transportation Planning

Overall citywide transportation and land use planning will continue to be coordinated. Future major changes to the Land Use Map and policies of this plan and the TMP should, to the extent practicable, be coordinated, modeled and evaluated concurrently.

6.14 Integrated Planning for Regional Centers & Corridors

Land use in and surrounding the three intermodal regional centers (i.e., Downtown Boulder, the University of Colorado and the Boulder Valley Regional Center, including at Boulder Junction) will support their function as anchors to regional transit connections and Mobility Hubs for connecting a variety of local travel options to local and regional transit services.

The land along multimodal corridors, the major transportation facilities that provide intra-city access and connect to the regional transportation system, will be designated as multimodal transportation zones where transit service is provided on that corridor. In and along these corridors and centers, the city will plan for a highly connected and continuous transportation system for all modes, identify locations for mixed-use and higher-density development integrated with transportation functions, emphasize high-quality urban design and pedestrian experience, develop parking maximums and encourage parking reductions.

6.15 Complete Missing Links

The city's and county's goal is to complete missing links in trails, paths and sidewalks, including connections to all transit stops. The city and county will work to complete missing links throughout the transportation grid through the use of connection plans and at the time of parcel redevelopment, as appropriate. Of particular interest are missing bicycle facilities and sidewalk links that connect to transit stops, recognizing that for some members of the community and workforce, transit is the primary travel option.

6.16 Transportation Facilities in Neighborhoods

The city will strive to protect and improve the quality of life within city neighborhoods while developing a balanced multimodal transportation system. The city will prioritize improvements to access by all modes and safety within neighborhoods by controlling vehicle speeds and providing multimodal connections over vehicle mobility. The city and county will design and construct new transportation facilities to minimize noise levels to the extent practicable. Neighborhood needs and goals will be balanced against the community necessity or benefit of a transportation improvement. Additionally, the city will continue its neighborhood parking permit (NPP) programs to seek to balance access and parking demands of neighborhoods and adjacent traffic generators.

6.17 Transportation Infrastructure to Support Walkable 15-Minute Neighborhoods

The city will continue to build improvements to transportation facilities in neighborhoods that create a variety of neighborhood supporting activities and infrastructure within approximately a one-quarter-mile walk radius where residents and employees can fulfill more of their daily needs through safe, healthy and convenient walking and biking. Such infrastructure also has health and fuel consumption-reducing benefits.

6.18 Neighborhood Streets & Alleys Connectivity

The city recognizes neighborhood streets and alleys as part of the public realm and will plan a well-connected and fine-grained pattern to facilitate public access, promote safe and convenient travel for all, disperse and distribute vehicle traffic and maintain character and community cohesion. The city recognizes alleys in historic districts as particularly important for maintaining character and providing travel routes for pedestrians and bicycles.

6.19 Mobility Hubs

As guided by the TMP, the city will establish Mobility Hubs that provide seamless integration between transit and pedestrian and bicycle facilities, car/ridesharing and a context-appropriate parking supply for people of all physical abilities. The city will encourage Mobility Hubs to emphasize excellent pedestrian infrastructure within a quarter- to half-mile walk shed, connections to the bicycle network and high-quality urban design of structures and public spaces.

Other Transportation Policies

6.20 Improving Air Quality & Reducing Greenhouse Gas Emissions

Both the city and county are committed to reductions in GHG emissions, with the city committing to an 80 percent reduction from 2005 levels by 2050. The city and county will design the transportation system to minimize air pollution and reduce GHG emissions by promoting the use of active transportation (e.g., walking and bicycling) and low-emission transportation modes and infrastructure to support them, reducing auto traffic, encouraging the use of fuel-efficient and clean-fueled vehicles that demonstrate air pollution reductions and maintaining acceptable traffic flow.

6.21 Municipal Airport

Boulder Municipal Airport is a general aviation airport that has been in existence since 1928. The airport will continue to ensure it meets the needs of the community by providing a safe environment for aviation business and business-related travel, scientific and research flights, recreation and tourism, flight training and vocational education, aerial fire-fighting, emergency medical flights as well as flood and other disaster-related support for the city and county. The city will seek to mitigate noise, safety and other impacts of airport operation while assuring that new development in proximity will be compatible with existing and planned use of the airport. At the time of the next Airport Master Plan, the city will work with the community to reassess the potential for developing a portion of the airport for housing and neighborhood-serving uses.

6.22 Emergency Response Access

The city and county will continue to assess and develop solutions to coordinate transportation policies, infrastructure planning and response plans in the event of a disruption or emergency.

Relevant Plans & Policies

- Boulder County Transportation Master Plan
- Boulder County Multimodal Transportation Standards
- Transportation Master Plan (City of Boulder)
- City Climate Commitment Strategy (City of Boulder)
- Airport Master Plan (City of Boulder)
- Northwest Area Mobility Study (NAMS)

Downtown B-Cycle Station

Section 7
HOUSING

Boulder aspires to be a complete community with a diverse and integrated population. Supporting that aspiration, the range of available housing opportunities helps to define a community. The social, economic and environmental well-being of the community is enhanced when individuals and families are retained, workforce housing is available and residents with changing or special housing needs are served. The comprehensive plan identifies desired locations, densities and types of housing planned for Boulder as an integral link in the community's housing strategy to provide a diversity of housing types and price ranges. Through a variety of policies, programs and regulations, the type, number and affordability of new and existing housing units can be influenced and programs and assistance made available to those who have limited resources or special needs.

The high cost of local housing results in many households paying a disproportionate amount of their income for housing or finding it necessary to move farther from their work to find affordable housing (often out of Boulder County). Households that find housing costs burdensome, or by the combined costs of housing and transportation have less money available for other necessities, may find it difficult to actively participate in the community. This leads to a more transient and less stable workforce, a less culturally and socioeconomically diverse community, additional demands on supportive human services, and to an exclusion of key community members from civic affairs.

Housing trends facing the community include:

- Continued escalation of housing costs that disproportionately impact low and moderate income households;
- The "shed rate," the rate at which homes are lost from the affordable range, outpacing the current replacement rate;
- An aging population;
- Loss of middle-income households in the community;
- Diminishing diversity of housing types and price ranges;
- The University of Colorado's anticipated continued student growth;
- The growing difficulty of providing affordable housing attractive to families with children in a land-constrained community; and
- The need to evaluate regulations that creatively accommodate an expanding variety of household types, including multi-generational households.

Therefore, the policies in this section support the following city and county goals related to housing:

- Support Community Housing Needs;
- Preserve & Enhance Housing Choices; and
- Integrate Growth & Community Housing Goals.

Support Community Housing Needs

7.01 Local Solutions to Affordable Housing

The city and county will employ local regulations, policies and programs to meet the housing needs of low, moderate and middle-income households. Appropriate federal, state and local programs and resources will be used locally and in collaboration with other jurisdictions. The city and county recognize that affordable housing provides a significant community benefit and will continually monitor and evaluate policies, processes, programs and regulations to further the region's affordable housing goals. The city and county will work to integrate effective community engagement with funding and development requirements and other processes to achieve effective local solutions.

7.02 Affordable Housing Goals

The city will study and consider substantially increasing the proportion of housing units permanently affordable to low-, moderate- and middle-income households beyond our current goal of at least ten percent of the housing stock for low and moderate incomes. The city will also increase the proportion of market-rate middle-income housing, as described in the Middle Income Housing Strategy. These goals are achievable through regulations, financial subsidies and other means. City resources will also be directed toward maintaining existing permanently affordable housing units and increasing the stock of permanent affordable housing through preservation of existing housing.

7.03 Populations with Special Needs

The city and county will encourage development of housing for populations with special needs, including residences for people with disabilities, populations requiring group homes or other specialized facilities and other vulnerable populations, to be dispersed throughout the community. The city will serve these populations by providing additional city subsidies that are achievable through the city's inclusionary housing program and specifically through the cash-in-lieu component. The location of such housing should be in proximity to services and transportation options appropriate for the population housed. Efforts will be made to avoid concentration of these homes in one area.

Courtyard Housing in North Boulder

7.04 Strengthening Community Housing Partnerships

The city and county will create and preserve non-profit and private sector partnerships dedicated to community housing needs by supporting nonprofit agencies and private entities that create and maintain permanently affordable housing in the community. The city and county recognize the role of the university in the housing market and encourage the University of Colorado and other post-secondary institutions in their efforts to increase the amount of on-campus housing.

7.05 Strengthening Regional Housing Cooperation

Affordable housing is a regional issue that requires the city and county to work with neighborhoods and other public and private partners to develop and innovate regional housing solutions. The city and the county will work to enhance regional cooperation on housing issues to address regional housing needs and encourage the creation of housing in proximity to regional transit routes. Such efforts include the Regional HOME Consortium, the Boulder County Consortium of Cities and the Ten Year Plan to Address Homelessness.

Preserve & Enhance Housing Choices

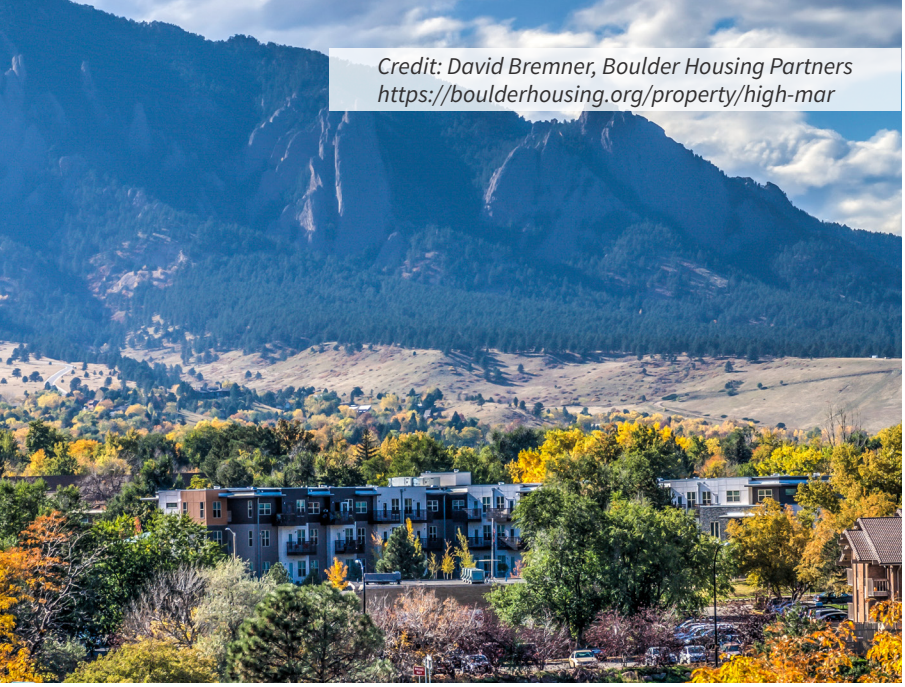
7.06 Mixture of Housing Types

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

7.07 Preserve Existing Housing Stock

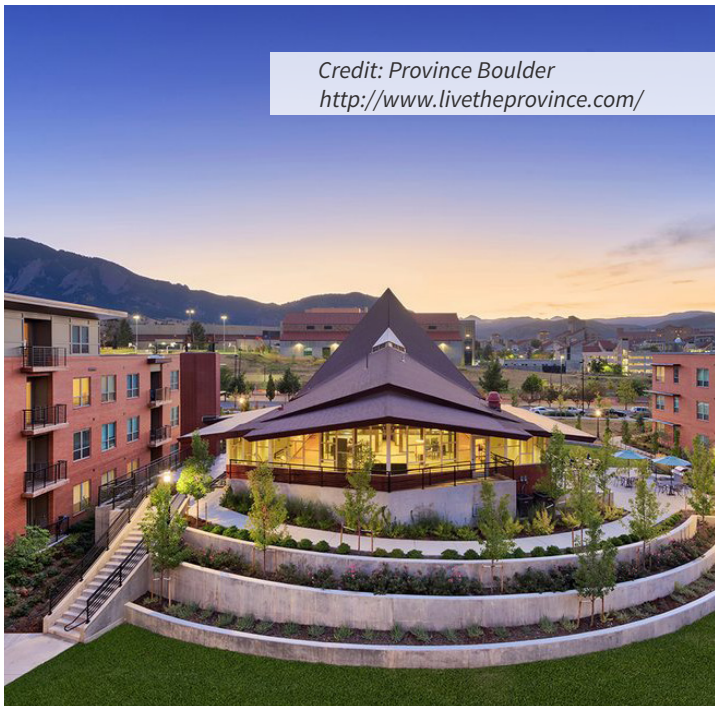
The city and county, recognizing the value of their existing housing stock, will encourage its preservation and rehabilitation through land use policies and regulations. Special efforts will be made to preserve and rehabilitate existing housing serving low-, moderate- and middle-income households. Special efforts will also be made to preserve and rehabilitate existing housing serving low-, moderate- and middle-income households and to promote a net gain in affordable and middle-income housing.

Neighborhood near Wonderland Lake



Credit: David Bremner, Boulder Housing Partners
https://boulderhousing.org/property/high-mar

Credit: Shaw Construction
www.shawconstruction.net



Credit: Province Boulder
http://www.livetheprovince.com/

Examples of Manufactured Housing in the Community

7.08 Preservation & Development of Manufactured Housing

Recognizing the importance of manufactured housing as an option for many households, the city and county will encourage the preservation of existing mobile home parks and the development of new manufactured home parks, including increasing opportunities for resident-owned parks. If an existing mobile home park is found to have health or safety issues, every reasonable effort will be made to reduce or eliminate the issues, when feasible, or to help mitigate for the loss of housing through re-housing of affected households.

7.09 Housing for a Full Range of Households

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

7.10 Balancing Housing Supply with Employment Base

The Boulder Valley housing supply should reflect, to the extent possible, employer workforce housing needs, locations and salary ranges. Key considerations include housing type, mix and affordability. The city will explore policies and programs to increase housing for Boulder workers and their families by fostering mixed-use and multi-family development in proximity to transit, employment or services and by considering the conversion of commercial- and industrial-zoned or -designated land to allow future residential use.

7.11 Permanently Affordable Housing for Additional Intensity

The city will develop regulations and policies to ensure that when additional intensity is provided through changes to zoning, a larger proportion of the additional development potential for the residential use will be permanently affordable housing for low-, moderate- and middle-income households.

Integrate Growth & Community Housing Goals

7.12 Incorporating Mix of Housing in Future Service Area

In considering future expansion of the Service Area, the city will identify possible sites for housing that serve low-, moderate- and middle-income households. Designation of land uses in new growth areas will provide for a mixture of housing types, sizes and densities to meet the diversity of housing needs.

7.13 Conversion of Residential Uses in the Community

The city will evaluate and revise regulations to reduce the opportunities for the conversion of residential uses to non-residential uses or to require mitigation for residential units lost through the redevelopment of existing housing or the conversion of a residential use to non-residential uses.

7.14 Integration of Permanently Affordable Housing

Permanently affordable housing, whether publicly, privately or jointly developed and financed will be dispersed throughout the community. Where appropriate, the city will encourage new and affordable units provided on the site of and integrated into new housing developments.

7.15 Minimizing Displacement

The city will evaluate its policies and regulations in order to minimize the negative effects of displacement on low-income persons when housing sites are redeveloped by the private sector. Available relocation assistance options in the community will continue to be offered to displaced, low-income persons.

7.16 Market Affordability

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

Relevant Plans & Policies:

- Comprehensive Housing Strategy (City of Boulder)
- Analysis of Impediments to Fair Housing Choice (US Department of Housing and Urban Development)
- Boulder Broomfield HOME Consortium Consolidated Plan
- Boulder County 10-year Plan to Address Homelessness
- Middle Income Housing Strategy (City of Boulder)

Silver Sage Village Senior Cohousing Community
Credit: www.cohousing.org

Section 8

COMMUNITY WELL-BEING & SAFETY

Like all communities, the Boulder Valley is much more than its physical form. It is composed of people as well as the places where they live and work; it is as much a social environment as it is a physical one. The Boulder Valley is a center of active living that attracts residents, businesses and visitors who value community and individual health. The city and county are committed to continuing to be national leaders in promoting the physical health and well-being of everyone in the community as well as promoting civil and human rights and supporting community non-profits that contribute to these aims. The city and county strive to foster mental and social health and well-being with health equity through the cultivation of a wide range of recreational, cultural, educational and social opportunities.

Boulder is a fluid and growing community with changing demographics. The city and county proactively anticipate and plan for emerging social trends and issues and consider challenges faced by different demographic and socio-economic groups, including:

- Supporting the ability of a growing older population to age well in our community;
- Ensuring healthy starts for children and youth development with encouragement and opportunities to be contributing members of the community;
- Supporting the inclusion of immigrants, refugees, religious, racial, and ethnic minorities, and other culturally diverse people into the community;
- Addressing the impacts of a large university population on housing and other infrastructure; and
- Addressing the full range of impacts from the community's lack of affordable housing, need for affordable childcare and the increasing cost of living.

The policies in this section support the city and county's goals related to:

- Human Services;
- Social Equity;
- Safety & Community Health; and
- Community Infrastructure & Facilities.

Human Services

The city and county partner in providing human services. The city and county partner to comprehensively create and support a safety net of services and opportunities to support individual and family economic mobility and self-sufficiency through coordinated regional planning, service delivery and integrated partnerships. Generally, Boulder County provides many of the critical state- and federally supported programs, entitlement programs and countywide services, while the city complements and augments these services and those identified as important to the Boulder community, including a range of services from safety net services to prevention services.

8.01 Providing for a Broad Spectrum of Human Needs

The city and county will develop and maintain human services programs that provide for the broad spectrum of human needs. An emphasis will be placed on supporting best practices and evidence-based programs that build upon community resilience through increased self-reliance and self-sufficiency. Using a resilience framework will help individuals avoid crisis and recover more quickly following emergencies, which will in turn reduce the community's long-term costs of providing services. Planning for services will balance meeting emergency and short-term needs with long-term solutions and support for critical social issues.

8.02 Regional Approach to Human Services

The city and county will continue their collaborative roles in human services planning and funding through partnerships with other agencies and local governments as well as shared data and reporting that offers easy access for community residents and facilitates data-driven decision-making. The city and county will use a regional approach to policy and program development. The city and county will seek to build partnerships with surrounding communities and the region, which will help address the often-disproportionate service burden placed on Boulder as a key regional center.

Social Equity

8.03 Equitable Distribution of Resources

The city and county will work to ensure that human services are accessible, available and affordable to those most in need. The city and county will consider the impacts of policies and planning efforts on low- and moderate- income and special needs populations regardless of immigration status and ensure impacts and costs of sustainable decision-making do not unfairly burden any one geographic or socioeconomic group in the city. The city and county will consider ways to reduce the transportation burden for low-income, older adult and disabled populations regardless of

Neighborhood Block Party

Neighborhood Policing Areas Program

immigration status and enable equal access to community infrastructure. The city recognizes that equitable access to employment opportunities is an important element to economic mobility.

8.04 Addressing Community Deficiencies

The city and county will use community feedback in conjunction with robust data resources to identify barriers to development and provision of important basic human services and will work closely with community partners and non-profits to find solutions to critical deficiencies.

8.05 Diversity

The community values diversity as a source of strength and opportunity. The city and county will support inclusion of racial, ethnic, socioeconomic, and cultural diversity into physical, social, cultural and economic environments. Furthermore, the city and county will promote opportunities for community engagement and formal and informal representation of diverse community members in civic affairs. The city and county value, embrace and promote diversity in all of their hiring and employment practices.

8.06 Mutual Respect

The city and county value all residents and visitors and promote mutual respect. The city and county strive to ensure community members are safe from discrimination and physical violence.

Safety & Community Health

8.07 Safety

The city and county promote safety by fostering positive neighborhood and community relations, building a sense of community pride and involvement and promoting safe and attractive neighborhoods. The city and county will provide police and fire protection, emergency management services and preparedness education to ensure a safe community. The city and county will adjust public safety service delivery to respond to changing community needs, including those resulting from demographic changes and redeveloping and urbanizing areas, to support safe, livable neighborhoods and vibrant business districts.

8.08 Health & Well-Being

The city and county strive to ensure that the community continues to be a leader in promoting physical, mental and social well-being of community members, and will support recreational, cultural, educational and social opportunities. The city and county recognize that healthy diet and physical activity are essential to individual and community well-being. Neighborhood and community design will encourage physical activity and healthy eating by establishing easy access to parks and trails, opportunities to purchase healthy foods and locating activity centers close to where people live, work and attend school.

8.09 Resilience in Public Safety & Risk Prevention

The city and county will provide focused efforts around public safety, risk prevention and early intervention. Working with the community, the city and county will strive to prepare all segments of the community for uncertainty and disruptions by encouraging community and individual preparedness and creating a culture of risk awareness. The city and county will prepare for, respond to and manage wildfire hazards by implementing wildland-urban interface regulations and developing, updating and implementing multi-hazard mitigation programs and plans.

8.10 Community Connectivity & Preparedness

The city and county will foster social and community connectivity and communications that promote well-being, deepen a sense of community and encourage civic participation and empowerment. The city and county recognize that supporting connections in the community also enhances preparedness and improves the ability to respond and recover when emergencies happen.

Community Infrastructure & Facilities

Boulder is known for its high-quality recreation and outdoor active-living facilities as well as its community resources. Core community amenities and assets in the form of facilities and infrastructure play an essential part in community and individual well-being. The quality of parks, libraries, trails and other community resources directly shape Boulder's vibrancy, functionality and livability and contribute to important parts of the city's community identity.

Future planning for several key facilities and services will occur after the 2015 update to the comprehensive plan, namely the Library Master Plan Update, the Open Space and Mountain Parks Master Plan and City Facilities Assessment. Each of these planning efforts will further clarify and deepen the city's policies that shape the future visions of these services, amenities and facilities.[1]

Elementary & Secondary Schools

8.11 Planning for School Sites & Facilities

The city and county will assist the Boulder Valley School District in its planning efforts to assure that the number, size and location of school lands and facilities is adequate to serve the population for the near future. The city and county will consider current and projected school enrollment and available school capacities when approving the type, scale and timing of residential development. The city and county will work with the school district to consider transportation impacts when planning for school sites and facilities.

[1] As Master Plans are accepted and result in new policy direction or clarification, changes to comprehensive plan policies will be made at the next mid-term or major update.

Boulder Fire Rescue Citizen's Academy

Aquatics Fitness Class at North Boulder Recreation Center

8.12 Accessibility to Schools

The city and county will work with the Boulder Valley School District to develop safe and convenient pedestrian, bicycle and transit access for students to existing and new schools. New school facilities will be located so that school-age children have the opportunity to arrive safely on their own.

Community Facility Needs

8.13 Support for Community Facilities

The city and county recognize the importance of educational, health, cultural and non-profit community agencies that provide vital services to the residents of the Boulder Valley and will work collaboratively with these agencies to reasonably accommodate their facility needs and consider location based on transportation accessibility or other needs.

Parks & Trails

8.14 City Parks & Recreation

Parks and recreation facilities provide one of the most effective ways to build a person's sense of community and quality of life, especially in redeveloping areas and in the revitalization of neighborhoods in the city. Parks and recreation programs and facilities will continue to provide for a well-balanced and healthy community by providing a range of activities that support mental and physical health through high-quality programs and services that meet the needs of the community. Such facilities and services will be designed in a manner that responds to the needs of the intended users.

8.15 City Parks as Gathering Spaces

The city will strive to ensure its public parks within residential areas are gathering places for neighbors and community members to build relationships and social ties that encourage safety and support within neighborhoods. These spaces will be planned and managed to remain clean, open, safe and accessible to neighbors and build strong social capital, which is the backbone of a resilient and engaged community.

8.16 Trail Functions & Locations

The city and county recognize that trails are an important part of Boulder's community identity and serve to achieve accessibility goals and connect humans and the natural environment. Trails serve a variety of functions such as exercise, recreation, transportation, education and/or environmental protection. Trails should be designed and managed to provide a safe and

enjoyable experience and to minimize conflicts among trail users. Trails should be designed for physical and environmental sustainability, well-signed, monitored and adequately maintained to encourage on-trail travel. Informal trails, the widening of trails by users and off-trail use should be discouraged and/or eliminated. Trail and trailhead locations, alignments and access requirements should be planned based on area- and trail-specific activities, experiences and environmental conditions. Trail and trailhead planning should minimize environmental impacts consistent with the comprehensive plan's Natural Environment policies and enhance recreational opportunities, non-motorized transportation and quality of life. Trailheads should be located so they are convenient and safe for those arriving by alternate modes of transportation as well as automobiles.

8.17 Trails Network

The city and county recognize regional connectivity of parks, greenways, trails, open spaces, residential areas and employment centers is important to reduce traffic congestion, reduce parking demand, enhance opportunities for long-distance transportation and recreation experiences, increase accessibility, disperse use and crowding impacts on users, neighborhoods and ecosystems and reduce generation of greenhouse gases and other air pollutants.

The city and county will coordinate with other trail providers and private landowners in trail system planning, construction, management and maintenance. Where compatible with environmental protection goals and easement

Original Drawing from the 1995 Plan Update by Dona Abbott

Children's Story Space in Boulder Public Library

agreements, trail connections will be developed to enhance local access to trails and overall functioning of the trails network. The city and county strive to connect trail systems and expand connections to adjacent trail systems to further regional connectivity.

Culture

8.18 Libraries

Library facilities and services of the Boulder Valley will be responsive to the needs of all populations, providing an adequate range of informational, educational and intellectual opportunities for all residents.

8.19 Information Resource/Community Center

The city will facilitate access to information through a variety of formats providing materials, technology and services to enhance the personal development of the community's residents. In its role as the community's public and civic information center, the library will provide venues for community group meetings and resources and services to meet the needs of the community's multicultural and special populations. Other community gathering spaces and information sources include the city and county websites, municipal buildings and recreation and senior centers.

8.20 Education Resources

The city will seek to provide educational, cultural and literacy resources and opportunities for the community. The city will develop and maintain resources to assist learners and students of all ages, including support for formal education programs, and provide public workspaces and independent learning resources. The city will develop collaborative relationships with community educational institutions and function as a research center for residents.

8.21 Arts & Cultural Facilities

The city and county recognize the ability of cultural facilities and activity to positively contribute to community members' well-being, sense of community and cultural understanding. The city and county will encourage the provision of venues and facilities for a wide range of arts and cultural expression that are available and affordable to everyone. The city supports neighborhood-serving arts and cultural amenities, including public sculptures, murals, plazas, studio space and community gathering spaces.

8.22 The Arts & Community Culture

The city and county recognize and support the arts and community members' easy access to cultural experiences. Arts and culture advance civic dialogue, awareness and participation, contribute to people's authentic expression of diversity and promote community inclusion. The city and county will encourage a rich mix of cultural offerings by supporting cultural organizations, artists, the expression of culture and creativity in the public realm and Boulder's cultural destinations.

8.23 Public Art

The city and county recognize the importance of public art and the environmental vibrancy it instills. The city and county will build a thriving public art program to encourage the installation of art in public buildings and spaces.

Relevant Plans & Policies

- Boulder County Human Services Safety Net Report
- Community Cultural Plan (City of Boulder)
- Fire-Rescue Master Plan (City of Boulder)
- Homelessness Strategy (City of Boulder)
- Human Services Strategy (City of Boulder)
- Library Master Plan (City of Boulder)
- Resilience Strategy (City of Boulder)
- Parks and Recreation Master Plan (City of Boulder)
- Police Master Plan (City of Boulder)

Valmont Bike Park After School Program

Section 9

AGRICULTURE & FOOD

Food choices and the agricultural method of food production represent one of the most significant impacts that humans have on the quality of our community life and the environment. A strong local food system can positively impact the resiliency, culture, health, economy and environment of the Boulder Valley and its surrounding areas. Sustainable rural and urban agricultural practices and efficient transport of food can help reduce the energy required to feed the local community. Access to healthy food, including locally grown food for all Boulder residents, is a top priority for our community. It is important that such food be available to individuals and families in all neighborhoods, regardless of economic situation and location.

The city and county have made significant contributions to the preservation of lands suitable for agricultural production and the water needed to use these areas for agriculture. Most agricultural production in the Boulder Valley occurs on city and county open space. Agricultural lands in the Boulder Valley include tilled cropland, irrigated fields, hay fields, grazed fields, orchards, tree farms and urban plots.

The following policies on agricultural and food systems guide public policy and decision-making in our community.

9.01 Support for Agriculture

The city and county encourage the preservation of working agricultural lands and sustainable production of food on them to the degree they provide cultural, environmental, economic and resilience benefits to the community. These uses are important for preserving the rural character and agriculture in Area III. The city and county will demonstrate and encourage the protection of significant agricultural areas and related water supplies and facilities, including the historic and existing ditch systems, through a variety of means, which may include public acquisition, land use planning and sale or lease of water for agricultural use. The city and county will emphasize the importance of sustainable water use. The city and county will support farmers and ranchers in this area as they negotiate the challenges of operating in a semi-arid environment that is often near residential areas.

9.02 Urban Gardening & Food Production

The city encourages integration of community and private gardens in the city. City incentives include allowing flexibility and/or helping to remove restrictions for food production and sales on private lands and in shared open spaces and public areas. City incentives also include encouraging rooftop gardens and composting and planting of edible fruit and vegetable plants where appropriate.

9.03 Sustainable Food Production & Agriculture Practices

The city and county will promote sustainable food production and agricultural practices on publicly-owned lands and will encourage them on private lands. Sustainable practices include food production methods that integrate ecological conservation objectives, enhance soil health, responsibly use water and quality protection,

Ranger Checking on Cattle

Boulder Farmers Market

provide for pollinator and beneficial insect habitat, are respectful to workers, are humane to animals, provide fair wages to farmers, integrate whole farm planning and support the Boulder Valley farming community. These can include a range of production types that take into account land suitability, water availability, invasive species, energy use and labor and capital needs.

9.04 Soil Health & Soil Carbon Sequestration

The city and county will consider strategies to enhance soil health and will explore and evaluate strategies to sequester soil carbon on certain agricultural lands. The city and county recognize that there is baseline work to be done, such as conducting research and literature reviews, identifying relevant information gaps, conducting baseline soil health tests and determining if and how OSMP and county Parks and Open Space tilled lands best offer opportunities to address carbon sequestration, beginning with limited experimentation in tilled lands. The city and county also encourage the private sector to practice soil carbon sequestration.

9.05 Access to Healthy Food

The city and county will support cooperative efforts to establish locations throughout the community and region where locally grown vegetables, fruits, and meats can be sold directly to residents. Such efforts include working to identify locations or develop facilities to allow one or more year-round farmers' markets, developing policies that support existing markets and community goals, sales of produce from small community gardens and working with local

partners on food programs. The city and county support increased growth, sales, distribution and consumption of foods that are healthy, sustainably produced and locally grown for all the Boulder Valley residents with an emphasis on affordable access to and long-term availability of food. The city and county recognize the importance of the role of education in building support for urban and agricultural local food production.

9.06 Food System Resilience

The city promotes and supports a more resilient Boulder County food system. To ensure food security in the community, the local food system must be able to respond and adapt to uncertainties, including climate change impacts, degraded soil health and drought and disruptions to the larger regional and national food production, delivery and supply system. The city will explore local food system vulnerabilities, assess the local productive capacity to buffer future shocks and develop solutions to address them, particularly as they relate to ensuring the food security of the community's most vulnerable residents.

9.07 Regional Efforts to Enhance the Food System

The city and county will participate in regional agricultural efforts and implement recommendations at a local level to the extent appropriate and possible.

Relevant Plans & Policies

- Agriculture Resources Management Plan (City of Boulder)
- Water Efficiency Plan (City of Boulder)
- 2015 State of Colorado Water Plan
- Boulder County Environmental Element
- Parks and Recreation Master Plan (City of Boulder)
- Boulder County Cropland Policy
- Source Water Master Plan (City of Boulder)
- Visitor Management Plan (as renamed after next update) (City of Boulder)
- Grassland Ecosystem Management Plan (City of Boulder)

Cure Organic Farm

Section 10

LOCAL GOVERNANCE & COMMUNITY ENGAGEMENT

Boulder Valley residents take pride in being an engaged community with a long history of taking action to shape the community's vision. The policies in this section reflect the community's strong values in maintaining a high level of awareness, communication and public participation in local government and building civic and community capacity.

The City of Boulder's concept for a high-performing government is reflected in the city's organizational vision for "service excellence for an inspired future." The organizational vision includes demonstrating consistent and professional service, welcoming diverse perspectives and backgrounds and treating all with respect and dignity. The city supports creativity as stewards of the public's trust. A shared dedication to public service, community collaboration and the sum of individual contributions leads to great results.

10.01 High-Performing Government

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

10.02 Community Engagement

The city and county recognize that environmental, economic and social sustainability of the Boulder Valley are built upon full involvement of the community. The city and county support better decision-making and outcomes that are achieved by facilitating open and respectful dialogue and will actively and continually pursue innovative public participation and neighborhood involvement. Efforts will be made to:

1. Use effective technologies and techniques for public outreach and input;
2. Remove barriers to participation;
3. Involve community members potentially affected by or interested in a decision as well as those not usually engaged in civic life; and
4. Represent the views or interests of those less able to actively participate in the public engagement process, especially vulnerable and traditionally under-represented populations.

Therefore, the city and county support the right of all community members to contribute to governmental decisions through continual efforts to maintain and improve public communication and the open, transparent conduct of business. Emphasis will be placed on notification and engagement of the public in decisions involving large development proposals or major land use decisions that may have significant impacts and/or benefits to the community.

YOAB Members at the Kickoff Event for the Plan Update

10.03 Communication Capacity for Resilience

The city and county recognize that engaged communities and residents are better prepared to support themselves in the event of a disruption and encourage community engagement in conjunction with risk education and preparedness. The city and county will continue to support ongoing, robust communication and outreach to communities and vulnerable residents to educate and prepare for disruption.

10.04 Informed Community

The city and county commit to gathering and sharing information to support and encourage open, participatory government and an informed community. To encourage vibrant public discourse, the city and county strive to provide participants with the information they need to participate in a meaningful way. The city and county strive to ensure high-quality language services in order to communicate effectively with limited English-proficient residents.

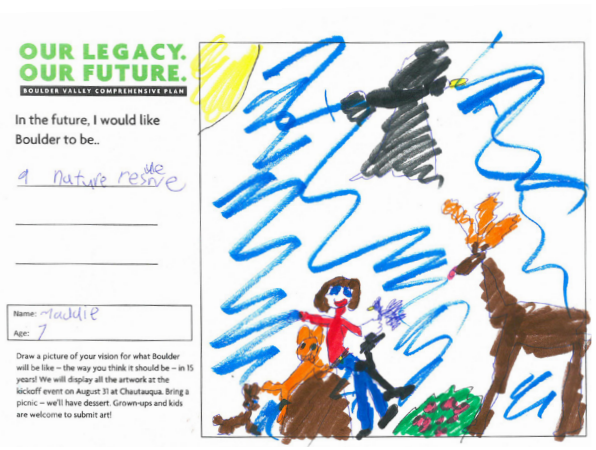
10.05 Support for Volunteerism

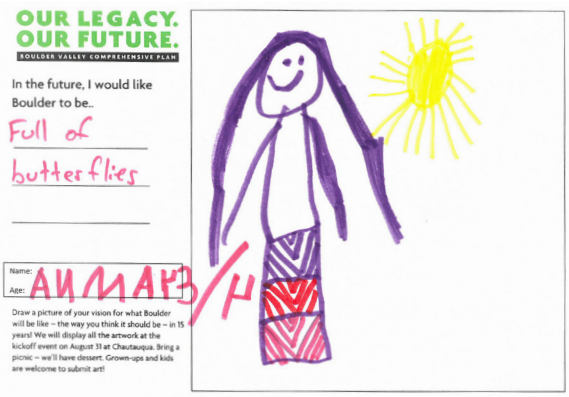
The city recognizes the value of community volunteers to help achieve the organization and community goals. The city supports volunteer programs that engage residents to improve their community and participate in addressing local issues. City volunteer programs connect residents with city staff to enhance programs and policies while improving community relations. These programs are intended to be mutually beneficial, offering skills and experience for volunteers and assisting staff with reaching community goals.

10.06 Youth Engagement

The city and county support youth engagement and partner with organizations in the community to offer opportunities to youth for civic engagement and education. This activity is intended to foster innovative thinking and leadership.

Listening Session in Central Boulder


OUR LEGACY.
OUR FUTURE.
BOULDER VALLEY COMPREHENSIVE PLAN
In the future, I would like Boulder to be..
a nature reserve
Name: Maddie
Age: 7
Draw a picture of your vision for what Boulder will be like – the way you think it should be – in 15 years! We will display all the artwork at the kickoff event on August 31 at Chautauqua. Bring a picnic – we'll have dessert. Grown-ups and kids are welcome to submit art!


OUR LEGACY.
OUR FUTURE.
BOULDER VALLEY COMPREHENSIVE PLAN
In the future, I would like Boulder to be..
Full of
butterflies
Name:
Age:
Draw a picture of your vision for what Boulder will be like – the way you think it should be – in 15 years! We will display all the artwork at the kickoff event on August 31 at Chautauqua. Bring a picnic – we'll have dessert. Grown-ups and kids are welcome to submit art!

OUR LEGACY.
OUR FUTURE.

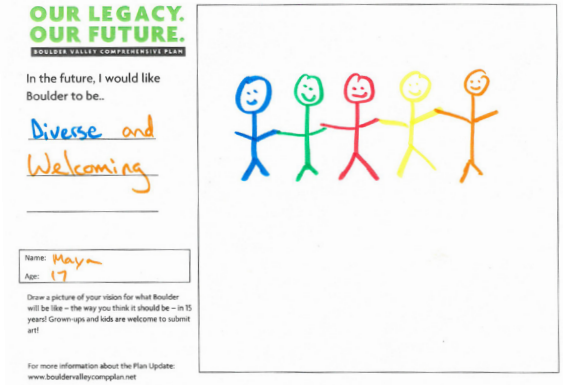

OUR LEGACY.
OUR FUTURE.
BOULDER VALLEY COMPREHENSIVE PLAN
In the future, I would like Boulder to be..
Diverse and
Welcoming
Name: Maya
Age: 17
Draw a picture of your vision for what Boulder will be like – the way you think it should be – in 15 years! Grown-ups and kids are welcome to submit art!
For more information about the Plan Update:
www.bouldervalleycompplan.net

Photo Courtesy of Jesse Varner

4

CHAPTER IV

LAND USE MAP DESCRIPTIONS

The Boulder Valley Comprehensive Plan (BVCP) Land Use Map depicts a plan of the desired land use pattern in the Boulder Valley, and this chapter includes the land use designations that describe the characteristics, locations and uses for each category on the map. The map also shows the location and functional classification of roads. The following is included to assist in map interpretation:

a. The land use designations are meant to accompany and interpret the Land Use Map, which sets forth a basic framework and guide for future land use and transportation decisions and should be used in conjunction with the policies, figures and principles shown in the Built Environment section.

b. The land use designations should be used to guide future zoning decisions. Specific zoning dictates the development standards for specific properties, and there may be changes as part of a general rezoning of the city or through the adopted rezoning process in the Land Use Code.

c. Amendments to the map and these designations will be in accordance with the Amendment Procedures in Appendix B.

d. Subcommunity and local area planning may help to tailor the citywide maps and descriptions to the more focused areas of the community.

Land Use Designations

Land Use Category	Characteristics, Uses & BVCP Density/Intensity
Residential Categories	Residential land uses on the BVCP Land Use Designation Map, for the most part, reflect the existing land use pattern or current zoning for an area. Many residential areas developed in the city and the county over the last 40 years are characterized by a mixture of housing types ranging from single-family detached to townhouses and apartments. A variety of housing types will continue to be encouraged in developing areas. Residential densities range from very low to high density. It is assumed that variations of the densities on a small area basis within any particular designation may occur, but an average density will be maintained for the designation. In certain residential areas, there is also the potential for limited small neighborhood shopping facilities, offices or services through special review.
Very Low Density Residential (VLR)	**Characteristics and Locations:** VLR tends to have larger lots and more rural characteristics. Many of these areas are located in unincorporated Boulder County in the Area III–Rural Preservation Area or Area II and may not have urban services. There are several areas in North Boulder and East Boulder within the city limits designated VLR. **Uses:** Consists predominantly of single-family detached units and related agricultural uses. **BVCP Density/Intensity:** 2 dwelling units per acre or less
Low Density Residential (LR)	**Characteristics and Locations:** LR is the most prevalent land use designation in the city, covering the primarily single-family home neighborhoods, including the historic neighborhoods and Post-WWII neighborhoods. **Uses:** Consists predominantly of single-family detached units. **BVCP Density/Intensity:** 2 to 6 dwelling units per acre
Manufactured Housing (MH)	**Characteristics and Locations:** This designation applies to existing MH parks. The intent is to preserve the affordable housing provided by the existing MH parks and allow for future affordable housing. **Uses:** Consists of manufactured housing units. **BVCP Density/Intensity:** Varies
Medium Density Residential (MR)	**Characteristics and Locations:** MR is characterized by a variety of housing types. Medium-density areas are generally situated near neighborhood and community shopping areas or along some of the major arterials of the city. **Uses:** Consists of a variety of housing types ranging from single-family detached to attached residential units such as townhomes, multiplexes and some small lot detached units (e.g., patio homes), not necessarily all on one site. **BVCP Density/Intensity:** 6 to 14 dwelling units per acre

Land Use Category	Characteristics, Uses & BVCP Density/Intensity
Mixed Density Residential (MXR)	**Characteristics and Locations:** MXR areas surround downtown in the Pre-World War II older neighborhoods and are located in some areas planned for new development. Additionally, in older downtown neighborhoods that were developed with single-family homes but for a time were zoned for higher densities, a variety of housing types and densities are found within a single block. The city's goal is to preserve the current neighborhood character and mix of housing types and not exacerbate traffic and parking problems in those older areas. Some new housing units may be added. For areas designated for new development (outside of the Pre-WWII neighborhoods), the goal is to provide a substantial amount of affordable housing in mixed-density neighborhoods that have a variety of housing types and densities. **Uses:** Consists of single-family and multi-family residential units. May include some complementary uses implemented through zoning. **BVCP Density/Intensity:** 6 to 20 dwelling units per acre
High Density Residential (HR)	**Characteristics and Locations:** The HR areas are generally located close to the University of Colorado, in areas planned for transit-oriented redevelopment and near major corridors and services. **Uses:** Consists of attached residential units and apartments. May include some complementary uses implemented through zoning. **BVCP Density/Intensity:** More than 14 dwelling units per acre
Mixed Use Residential (MUR)	**Characteristics and Locations:** MUR developments will be encouraged in those areas identified as appropriate for a mix of uses and where residential character will predominate. Specific zoning and other standards and regulations will be adopted which define the desired form, intensity, mix, location and design characteristics of these uses. **Uses:** Consists predominantly of residential uses. Neighborhood-scale retail and personal service uses will be allowed.

Residential Uses in North Boulder

Land Use Category	Characteristics, Uses & BVCP Density/Intensity
Industrial Categories The land use plan includes four types of industrial use within the Boulder Valley: **General, Community, Light** and **Mixed Use Industrial.**	
General Industrial (GI)	**Characteristics and Locations:** The GI designation is shown where industries are located or planned. **Uses:** Consists of more intensive manufacturing and may include outdoor storage and warehouses.
Community Industrial (CI)	**Characteristics and Locations:** This designation is shown for those areas where CI uses provide a direct service to the planning area and are essential to the life of the Boulder community. **Uses:** Consists of smaller scale community serving industries (such as auto-related uses, small printing operations, building contractors, building supply warehouses and small manufacturing operations). May include some ancillary commercial activity.
Light Industrial (LI)	**Characteristics and Locations:** LI uses are concentrated primarily in 'industrial parks' located within the Gunbarrel area along the Longmont Diagonal and north of Arapahoe Avenue between 33rd and 63rd streets. **Uses:** Consists primarily of research and development, light manufacturing and assembly, media and storage or other intensive employment uses. Residential and other complementary uses will be encouraged in appropriate locations. *See Policy 2.21.*
Mixed-Use Industrial (MUI)	**Characteristics and Locations:** MUI will be encouraged in some industrial areas. Specific zoning and other standards and regulations will be adopted which define the desired form, intensity, mix, location and design characteristics of these uses. **Uses:** Light-industrial use will be predominate and neighborhood retail and service uses may be allowed. Housing compatible with and appropriate to the industrial character will be encouraged and may be required.

Pearl Street Mall - Public Land Use Designation within a Regional Business Corridor

Land Use Category	Characteristics, Uses & BVCP Density/Intensity
Business Categories Within the Boulder Valley there are six categories of business land use, based on the intensity of development and the particular needs of the residents living in each subcommunity. They are: **Regional, Mixed Use Business, General, Community, Transitional** and **Service Commercial**.	
Regional Business (RB)	**Characteristics and Locations:** The two major RB areas of the Boulder Valley are Downtown and the Boulder Valley Regional Center serving the entire Boulder Valley. These areas will remain the dominant focus for RB activity. Street activation and a mix of uses is encouraged as the areas are refurbished. **Uses:** Consists of major shopping facilities, offices, financial institutions and government and cultural facilities. Housing compatible with the surrounding business character and as a transition to other residential areas will be encouraged and may be required. **BVCP Density/Intensity:** Most intense of the business categories
Mixed Use Business (MUB)	**Characteristics and Locations:** MUB development may be appropriate and will be encouraged in some business areas. (Generally, the use applies to areas around 29th Street as well as North Boulder Village Center, the commercial areas near Williams Village and other parcels around Pearl, 28th and 30th Streets.) Specific zoning and other standards and regulations will be adopted which define the desired form, intensity, mix, location and design characteristics of these uses. **Uses:** Consists of business or residential uses. Housing and public uses supporting housing will be encouraged and may be required.
General Business (GB)	**Characteristics and Locations:** The GB areas are located, for the most part, at junctions of major arterials of the city where intensive commercial uses exist (e.g., on Pearl, 28th and 30th Streets). These areas should continue to be used without expanding the strip character already established. **Uses:** Consists of a mix of business uses. Housing compatible with the surrounding business character and as a transition to other residential areas will be encouraged and may be required.
Community Business (CB)	**Characteristics and Locations:** CB areas are the focal point for commercial activity serving a subcommunity or a collection of neighborhoods. They are designated to serve the daily convenience shopping and personal service needs of nearby residents and workers and support the goal of walkable communities. **Uses:** Consists predominantly of commercial business uses with convenience shopping and services and some offices. Where feasible, multiple uses, including housing, will be encouraged. **BVCP Density/Intensity:** Generally <150,000 to 200,000 square feet
Transitional Business (TB)	**Characteristics and Locations:** The TB designation is shown at the intersection of and along certain major streets. These are areas usually zoned for less-intensive business uses than in the GB areas. They will often provide a transition to residential areas. **Uses:** Consists of a mix of uses, including housing.
Service Commercial (SC)	**Characteristics and Locations:** SC areas generally require automotive access for customer convenience and the servicing of vehicles. **Uses:** A wide range of community retail and service uses generally not accommodated in other commercial areas.

Land Use Category	Characteristics, Uses & BVCP Density/Intensity

Open Space Categories

Open Space designations include the following three categories: **Acquired Open Space, Open Space with Development Restrictions** and **Other Open Space**. Open Space designations are not intended to limit acquisition but to be indicative of the broad goals of the open space program. Other property that meets Open Space purposes and functions should be considered and may be acquired. Open Space designations indicate that the long-term use of the land is planned to serve one or more open space functions. However, Open Space designations may not reflect the current use of the land while in private ownership.

	Open Space, Acquired (OS-A)	This applies to land already acquired by the city or Boulder County for open space purposes.
	Open Space, Development Rights (or Restrictions) (OS-DR)	This designation applies to privately owned land with existing conservation easements or other development restrictions.
	Open Space, Other (OS-O)	This designation applies to other public and private land designated prior to 1981 that the city and county would like to preserve through various preservation methods, including but not limited to intergovernmental agreements, dedications or acquisitions. By itself, this designation does not ensure open space protection. *When the mapping designation applies to some Area I linear features such as water features or ditches, the intent is to interpret the map in such a way that the designation follows the linear feature. OS-O may be applied to ditches; however, the category should not be used to interfere with the operation of private irrigation ditches without voluntary agreement by the ditch company.*

University of Colorado - Public Land Use Designation

Land Use Category	Characteristics, Uses & BVCP Density/Intensity
Other Categories	
Agricultural (AG)	**Characteristics and Uses:** An AG land use designation identifies land in the Service Area that is planned to remain in agricultural use. Given the urban nature of Boulder, the designation will rarely be used. Uses that are auxiliary to agriculture, such as a home, a barn and outbuildings and the incidental sales of farm or horticultural products are expected on land with this designation.
Park, Urban and Other (PK-U/O)	**Characteristics and Uses:** PK-U/O includes public lands used for a variety of active and passive recreational purposes or flood control purposes. Urban parks provided by the city include pocket parks, neighborhood parks, community parks and city parks, as defined in the Parks and Recreation Master Plan. The specific characteristics of each park depend on the type of park, size, topography and neighborhood preferences.
Public / Semi-Public (PUB)	**Characteristics and Location:** PUB land use designations encompass a wide range of public and private non-profit uses that provide a community service. They are dispersed throughout the city. **Uses:** This category includes municipal and public utility services (e.g., the municipal airport, water reservoirs and water and wastewater treatment plants). It also includes: educational facilities (public and private schools and the university); government offices, such as city and county buildings, libraries and the jail; government laboratories; and nonprofit facilities (e.g., cemeteries, places of worship, hospitals, retirement complexes) and may include other uses as allowed by zoning.
Environmental Preservation (EP)	The EP designation includes private lands in Areas I and II with environmental values that the city and county would like to preserve through a variety of preservation methods, including but not limited to intergovernmental agreements, dedications, development restrictions, rezonings, acquisitions and density transfers.
Natural Ecosystems Overlay	To encourage environmental preservation, a Natural Ecosystem overlay is applied over land use designations throughout the Boulder Valley. Natural ecosystems are defined as areas that support native plants and animals or possess important ecological, biological or geological values that represent the rich natural history of the valley. The overlay also identifies connections and buffers that are important for sustaining biological diversity and viable habitats for native species, protecting the ecological health of certain natural systems and buffering potential impacts from adjacent land uses. A Natural Ecosystems overlay will not necessarily preclude development or human use of a particular area or supersede any other land use designation but will serve to identify certain environmental issues in the area. The overlay will serve to guide the city and the county in decisions about public acquisition, purchase of development rights or conservation easements, promotion of private land conservation practices, density transfers, rezonings, development review, annexations and initial zonings, Service Area boundary changes and subcommunity and departmental master planning.

5

CHAPTER V

SUBCOMMUNITY & AREA PLANNING

Subcommunity and area planning bridges the gap between the broad policies of the comprehensive plan and site-specific project review (development applications or city capital projects). Area plans typically address planning issues at a more detailed level than subcommunity plans. The planning horizon is the same as that for the comprehensive plan—15 years. Such plans are prepared through a process that requires residents, neighbors, businesses and land owners and city (and sometimes county) departments to work together toward defining the vision, goals and actions for an area, as described below.

Subcommunity and area plans are intended to:

- Establish the official future vision of an area;
- Create a common understanding among the parties involved regarding the expected changes in the area;
- Determine the appropriate density, character, scale and mix of uses in an area and identify the regulatory changes needed to ensure or encourage appropriate development compatible with its surrounding area;
- Define desired characteristics of an area or neighborhood that should be preserved or enhanced;
- Define the acceptable amount of infill and redevelopment and determine standards and performance measures for design quality to avoid or adequately mitigate the negative impacts of infill and redevelopment and enhance the benefits;
- Identify the need and locations for new or enhanced pedestrian, bicycle and vehicular connections;
- Identify the need and locations for new public or private facilities, such as shopping, child care, schools, parks and recreation, transit facilities and mobile and virtual library services and facilities so that daily needs are close to where people live and work and contribute to the livability, enjoyment and sense of physical and social identity of a subcommunity or area;
- Identify and prioritize community benefits from developments that are a priority for the area; and
- Develop implementation methods for achieving the goals of the plan, which may include: neighborhood improvement, trail, park or street projects; changes to the land use regulations or zoning districts; or changes to the comprehensive plan Land Use Map.

The subcommunity and area planning process includes:

- Identifying opportunities to address comprehensive plan goals;
- Developing criteria for decision-making that balance local area interests with those of the broader community;
- Involving interested groups and individuals to identify issues and opportunities to be addressed by the plan and establish a common vision for the future;
- Identifying a range of appropriate techniques for determining the priority of and means of financing and plan elements; and
- Establishing a planning framework in which to review public projects, land use changes and development proposals to implement or ensure compliance with the plan.

Boulder County is involved in the development of plans that affect land in Area II or III.

Subcommunity and area plans are adopted by the Planning Board and City Council and amended as needed with the same legislative process as originally adopted. Land Use Map changes proposed in subcommunity and area plans may be incorporated into the comprehensive plan concurrent with the adoption of the area plan. Subcommunity, area and neighborhood planning efforts are processes in which all are given opportunities to collaborate and innovate in achieving local as well as wider community goals.

Subcommunity Planning

There are ten subcommunity planning areas within the Service Area: Central Boulder, Central Boulder - University Hill, Crossroads, the University of Colorado, East Boulder, Southeast Boulder, South Boulder, North Boulder, Palo Park and Gunbarrel.

When the subcommunity and area planning program was instituted in 1990, the idea was to develop plans for all of the subcommunities. The North Boulder Subcommunity Plan was the first because the area had the largest amount of vacant land in the city at the time, and a significant amount of change was anticipated. While much of the city planning focus in the years since has been on developing area plans rather than subcommunity plans, should resources permit and council and planning board decide, subcommunity plans which meet the criteria for selection called out below may be undertaken. It is anticipated that each subcommunity plan will be evaluated as needed and monitored annually through CIP and the Boulder Valley Comprehensive Plan Action Plan.

Area Planning

Area plans are developed for areas or corridors with special problems or opportunities that are not adequately addressed by comprehensive planning, subcommunity planning or existing land use regulations. Area planning is initiated as issues or opportunities arise. Area plans are generally of a scale that allow for developing a common understanding of the expected changes, defining desired characteristics that should be preserved or enhanced and identifying achievable implementation methods. While area plans generally focus on mixed-use areas of change, they may be developed for residential neighborhoods if such areas meet the criteria for selection below.

Criteria for Selection

The criteria for selecting the priority for the development of subcommunity and area plans are:

- Extent to which the plan implements the comprehensive plan goals;
- Imminence of change anticipated in the area;
- Magnitude of an identified problem;
- Likelihood of addressing a recurring problem;
- Cost and time effectiveness of doing the plan; and

- Extent to which the plan will improve land use regulations, the development review process and the quality of public and private improvements.

Criteria for Determining a Neighborhood Planning/Infill Pilot Project

Outcomes of a neighborhood infill or planning project may include, but are not limited to, area plans, regulations, new residential building types or other outcomes. The criteria for establishing a neighborhood planning/infill pilot include:

- A high level of interest on the part of the neighborhood residents and an organization that will work with the city and sponsor the plan or project;
- Recent trends that have created changes in the neighborhood and identified imminence of change anticipated in the future;
- Desire to address neighborhood needs and/or improvements through creative solutions;
- Agreeableness to identify solutions for community-wide goals and challenges as well as to address local needs;
- Interest in addressing risk mitigation (e.g., addressing potential hazards) and in building community capacity and the ability to be more self-sufficient and resilient; and
- Demonstrated interest on the part of the neighborhood residents and organization to test and apply innovative, contextually appropriate residential infill, including but not limited to duplex conversions, cottage courts, detached alley houses, accessory dwelling units or small mixed-use or retail projects, while considering areas of preservation.

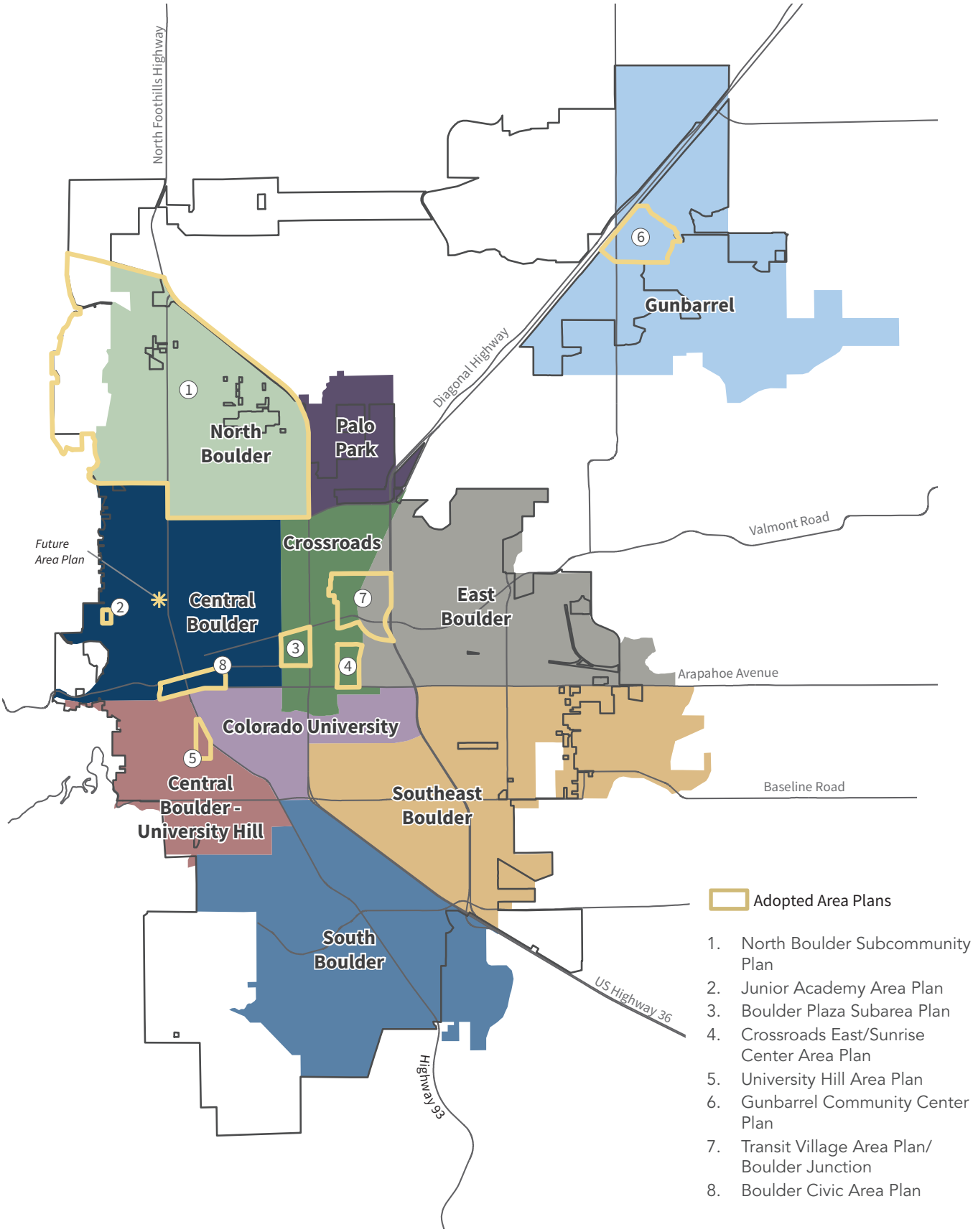
Adopted Subcommunity & Area Plans

The city has adopted the following subcommunity or area plans as shown in Figure 5-1:

- Boulder Plaza Subarea Plan, 1992;
- North Boulder Subcommunity Plan, 1995;
- University Hill Area Plan, 1996;
- Crossroads East/Sunrise Center Area Plan, 1997;
- Gunbarrel Community Center Plan, 2004;
- Transit Village Area Plan, 2007; and
- Junior Academy Area Plan, 2009.

East Boulder Community Park in the East Boulder Subcommunity

Figure 5-1: Adopted Subcommunity & Area Plans



North Boulder Subcommunity Plan

The North Boulder Subcommunity Plan was adopted in 1995 to develop a vision for an area that had considerable development potential. The plan aims to preserve the present character and livability of the existing residential neighborhoods and ensure that future changes are beneficial to both the subcommunity and the city as a whole. A new mixed-use village center along Broadway is envisioned to become the heart of subcommunity activity. New neighborhoods in the northern portion of the subcommunity are meant to create a strong edge to the city and an attractive entrance into Boulder.

Implementation of the Plan

The North Boulder Subcommunity Plan was the basis for re-zoning of a portion of the area in 1997. Five new zoning districts were created to implement the design guidelines in the plan, including: a business main street zone, patterned after historic 'Main Street' business districts; three mixed-use zones that provide a transition between the higher intensity business 'Main Street' and surrounding residential or industrial areas; and a mixed density residential zone district. The plan also established a street and pedestrian/bicycle network plan, to which developing or re-developing properties must adhere.

Gunbarrel Community Center Plan

The Gunbarrel Community Center Plan, adopted in 2004 and amended in 2006, provides a blueprint for transitioning the Gunbarrel commercial area from mostly light industrial uses to a viable and vibrant, pedestrian-oriented commercial center serving Gunbarrel subcommunity residents and workers. This will involve: expanding the amount of retail and allowing more density in the retail area; adding new residential and some offices uses in proximity to the retail core; and providing more vehicular, pedestrian and bicycle connections to and from and within the center. The new connections will improve access, break down the existing "superblocks," provide better visibility to shops and promote more pedestrian-scale architecture and outdoor spaces. Spine Road between Lookout and Gunpark roads will become the 'Main Street' for the retail area.

Implementation of the Plan

Implementation of the Gunbarrel Community Center Plan will occur over a long period of time through a combination of actions from both the public and private sectors. Business associations, such as the Gunbarrel Business Alliance, and neighborhood groups will play an important role in promoting collaboration to successfully implement the plan. Land use changes were made in the 2005 Boulder Valley Comprehensive Plan update to reflect the plan vision.

Transit Village Area Plan/ Boulder Junction

The Transit Village Area Plan guides development of an area that is within walking distance of a transit hub near 30th and Pearl Streets. The plan recommends land use changes to transform this mostly industrial, low-density, automobile-oriented area into a more urban, higher-density, pedestrian-oriented environment with a mixture of uses, including new retail and office space and new residential neighborhoods for a diversity of incomes and lifestyles. Many of the existing service, commercial and industrial uses on the north and east side of the area, respectively, will continue. The plan also focuses on developing new, high-quality public spaces and streets, creating a new home for the historic Union-Pacific train depot and protecting and enhancing Goose Creek.

Depot Square in Boulder Junction

Implementation of the Plan

After adoption of the plan, the area was renamed Boulder Junction. Implementation entails significant public investment in the transit facilities, the adjacent pocket park and civic plaza, the new north-south collector road, rehabilitation of the Depot, Goose Creek enhancements and the city-owned site at the northeast corner of the 30th and Pearl intersection. Property owners will contribute to construction of new streets, sidewalks and bicycle facilities when they develop their properties. In 2010 and 2011, land use and zoning changes were made on the west side of the area, and a general improvement district was formed to manage parking and provide Transportation Demand Management services. The Boulder Junction Form Based Code (FBC) pilot, now Appendix M of Title 9 – Land Use Code, was completed in 2016 and establishes building-specific form and design requirements for the west side of the area (Boulder Junction Phase I). Land use changes and public improvements on the east side of the area will occur later, after substantial redevelopment of the west side.

Central Area

Downtown, the University and the Boulder Valley Regional Center areas constitute the three primary activity centers within the Boulder Valley's Central Area, as shown in Figure 5-2.

See also the Central Broadway Corridor Design Framework in Section 2 Built Environment (Figure 3-5).

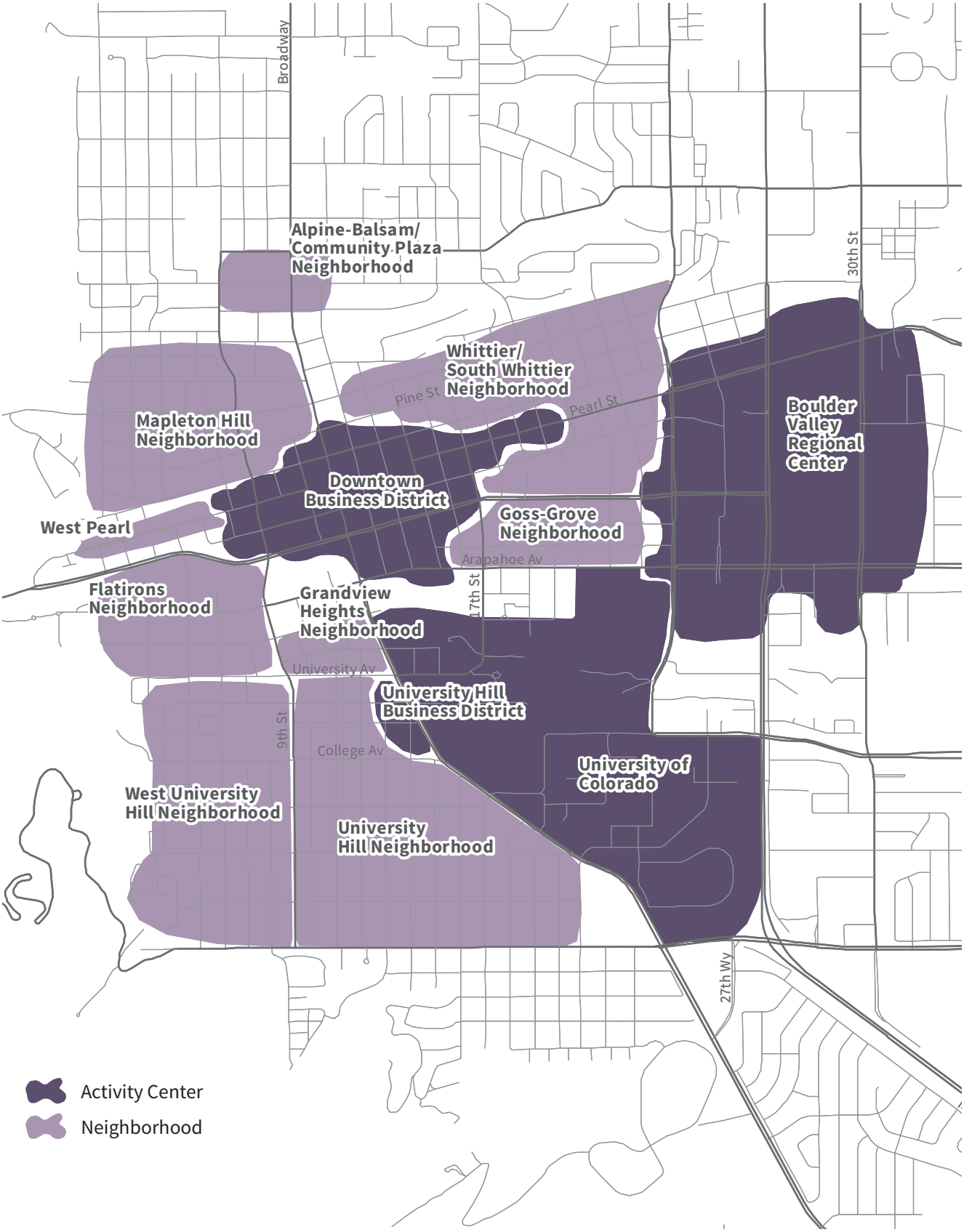
Downtown

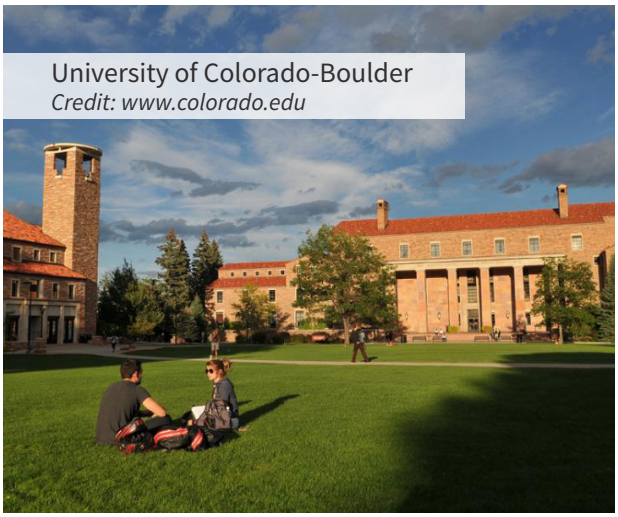
Downtown is the heart of Boulder—a hub of civic, social, cultural, entertainment, spiritual, professional and commercial activity. The Pearl Street Mall provides a unique pedestrian experience, with surrounding historic residential neighborhoods, newer commercial and mixed-use buildings, the city's civic center and Boulder Creek in close proximity. Several documents and districts work to maintain and enhance the Downtown environment:

- The Downtown Urban Design Guidelines, adopted in 1986 and revised in 2002, 2011 and 2016, guide the design quality of new construction, preservation and renovation projects located downtown.
- The Central Area General Improvement District (CAGID), formed in 1970, provides parking and related improvements and maintenance in a 35-block area encompassing Downtown.
- The Downtown Boulder Business Improvement District (BID), formed in 1999, provides enhancements and services (economic vitality, marketing and enhanced maintenance) in the roughly the same area as CAGID to supplement services provided by the city.
- The 2005 Downtown Strategic Plan recommends near-term strategies to keep Downtown Boulder vibrant and successful, for example, supporting small businesses and simplifying parking.

Pearl Street Mall Downtown

Figure 5-2: Central Area





University of Colorado-Boulder
Credit: www.colorado.edu

Boulder Valley Regional Center

The Boulder Valley Regional Center (BVRC) is a primarily commercial area, providing retail at a range of scales, restaurants, offices and hotels in the geographic center of Boulder. There is also some high-density housing, two parks and the Dairy Center for the Arts. The BVRC was established as an urban renewal district in 1979 to revitalize the area, with public improvements financed by bonds that were paid off in 2002. The following plans and guidelines continue to guide redevelopment and evolution of the area into a more attractive and pedestrian-, bicycle- and transit-friendly place:

- The Boulder Plaza Subarea Plan, 1992, and the Crossroads/Sunrise Center Area Plan, 1997, provide guidance on specific improvements to circulation, the public realm and building design in each area when redevelopment occurs.
- The BVRC Transportation Connections Plan, adopted in 1997 and updated in 1998 and 2002, shows where pedestrian, bicycle and vehicular transportation facilities should be constructed or improved through redevelopment or the Capital Improvements Program.
- The BVRC Design Guidelines, adopted in 1998, establish design goals and guidelines for development proposals in the BVRC, including site layout, circulation, buildings, landscaping and open space, streetscape and signs.

University of Colorado & University Hill

The University of Colorado-Boulder (CU-Boulder) is an important part of the Boulder Valley's intellectual, cultural, social and economic life. The University's plans for expansion are set forth primarily in these documents:

- The Flagship 2030 strategic plan seeks to position CU-Boulder for global leadership in education, research and creative works by the year 2030. It envisions an increase in the number of undergraduate, graduate and professional school students and a corresponding increase in faculty.
- The 2011 Campus Master Plan provides guiding principles for developing facilities over the next ten years in support of the Flagship 2030 vision. The plan proposes development of the East Campus (generally bounded by 30th Street, Colorado Avenue, Arapahoe Avenue and Foothills Parkway) as a full campus, with higher-density building and a broad mix of programs. The Williams Village property will also continue to be developed. Growth on the Main Campus will be limited, and the South Campus will continue to be reserved as a land bank for future generations.

The University Hill ("The Hill") business district, to the west of the Main Campus across Broadway, serves both the university population and the surrounding neighborhood, with restaurants, shopping and entertainment. Efforts to revitalize and diversify uses on The Hill to include more housing, some office, a broader range of retail offerings and increased cultural activities are guided by the following:

- The University Hill General Improvement District (UHGID), created in 1970 and expanded in 1985, provides parking, maintenance and aesthetic improvements to the business district and also has played a leadership role in facilitating revitalization and redevelopment on The Hill.
- The 1996 University Hill Area Plan initiated streetscape improvements and land use regulation amendments to enhance the appeal and safety of public spaces, encourage mixed-use development and support and strengthen The Hill's pedestrian-oriented, urban village character.

29th Street Mall in the Boulder Valley Regional Center

- Direction from City Council in 2010 to explore strategies for The Hill revitalization, including creation of a general improvement district for the surrounding high-density residential neighborhood and an "innovation district" in the commercial area.

Surrounding Neighborhoods

Goals for specific Central Area neighborhoods near the Downtown and the University are as follows:

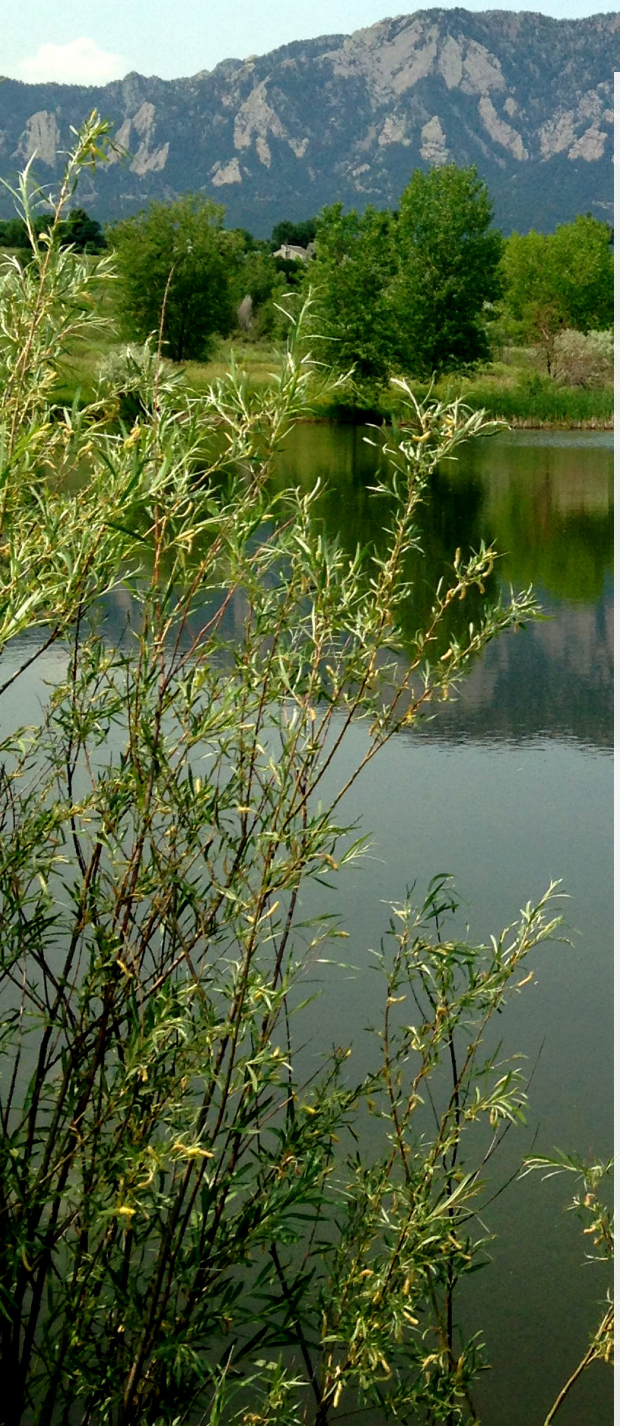
- The Pearl Street Corridor between 18th Street and Folsom links Downtown with the BVRC. The corridor is half-a-block wide along both sides of Pearl Street and is separated from established residential neighborhoods by alleys. The vision for the corridor is an interesting and varied mix of uses, combining urban-density housing with small-scale retail uses and office space. The scale of new buildings will be sensitive in use and design to adjacent residential uses. The challenge is to strengthen the pedestrian environment along the street from Downtown to the BVRC and beyond to Boulder Junction.
- The Alpine-Balsam/Community Plaza neighborhood just north of the downtown along Broadway includes the hospital, medical offices and two shopping centers. The design of commercial expansions and physical improvements in the area must incorporate special considerations to minimize impacts to adjacent residential neighborhoods. In 2015, the City of Boulder purchased the hospital campus at the corner of Broadway and Balsam Avenue. In 2017, City Council accepted the Alpine-Balsam Vision Plan. Additional planning efforts will continue to ensure that future redevelopment of the site fits the community's vision and goals and enhances the character of the neighborhood.

CU South Guiding Principles

The guiding principles are intended to guide an intergovernmental agreement or multiple agreements between the City of Boulder and University of Colorado that will specify future uses, services, utilities, and planning of the University of Colorado (CU) Boulder South Campus ("CU South") property. These principles are referenced by Policy 1.05.

Introduction

CU South is a 308-acre property located in south Boulder at the city's south entry of US 36. Its eastern and southern boundaries adjoin city-owned Open Space, including the floodplain and riparian habitat of South Boulder Creek; its western boundaries adjoin City of Boulder residential subdivisions. The CU South property provides physical and visual linkages between the city residential neighborhoods and park lands and acquired Open Space helping to define the city's urban edge.



General Principles

1. **Flood mitigation:** Protecting City of Boulder and Boulder County residents from future flooding events is a primary driver.
2. **Collaboration:** Further collaboration and joint planning between the city, CU, county and the community will continue to be emphasized.
3. **Public Participation:** The city will work with CU to include the community and public effectively throughout the planning, annexation and development process.
4. **Access:** Access will continue to be allowed on the site consistent with public access provided on other CU campuses.
5. **Agreement topics:** These guiding principles will guide next steps toward an annexation agreement between the city and university and (over the longer term) a master plan for CU South. The topics addressed (i.e., transportation, city utilities, infrastructure planning, site development standards, massing, total amount of development and protection of open space values, floodplain, wetland and other environmental topics) should lead to more specific standards and metrics and identify community benefits as part of annexation agreements.
6. **Other options:** These principles are not intended to prevent the city and CU from exploring other options or geographic areas for CU to achieve its housing, program, and facility goals in lieu of locating them at the CU South property.
7. **Land Use Designation Changes:** The Land Use Map may be amended to enable the city and CU to implement a shared vision for the site. The standard process detailed in the BVCP will guide any future land use designation changes.
8. **Annexation Timing:** Preliminary engineering design and studies pertaining to flood mitigation, the CU levee and habitat and wildlife will be completed expeditiously and will be used to inform the annexation agreement.

Principles for the Area Designated as Open Space-Other (OS-O)

See OS-O Designation in Figure 5-3.

Area within 100-year Floodplain

See 100-Year Floodplain in Figure 5-4.

1. **Protect Open Space:** Minimize disturbance to protect this area given its potential for high open space value and presence of sensitive species. Maintain and create recreation opportunities that do not significantly conflict with ecological values. Trail connections to open space trails would follow a typical city public process. Where appropriate, support open space-related educational and research opportunities. Specific real property ownership, easements, and/or agreements will be established during annexation.
2. **Resource restoration:** Seek opportunities for ecological restoration and improvement. Not all of the site is currently high-value for wetland function and floodplain connection due to past land uses, but could be enhanced to benefit the site itself as well as adjacent city natural areas. The city seeks to partner with CU to incorporate open space values and restoration values.
3. **South Boulder Creek:** Protect and when possible restore wildlife habitat, grasslands, wetlands and streams to improve the delivery of open space values except for park and recreational facilities designed to be located within the floodplain.
4. **Collaborate with city and county on open space:** The city and county will partner with CU to incorporate open space values, maximize conservation, education and recreational opportunities and leverage city and county resources.

Figure 5-3: CU South Land Use Designations

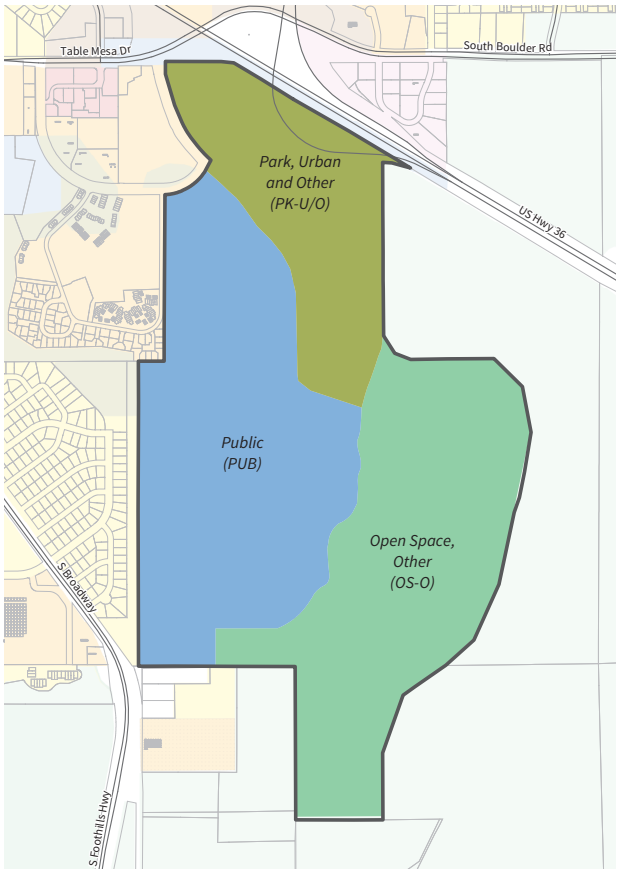
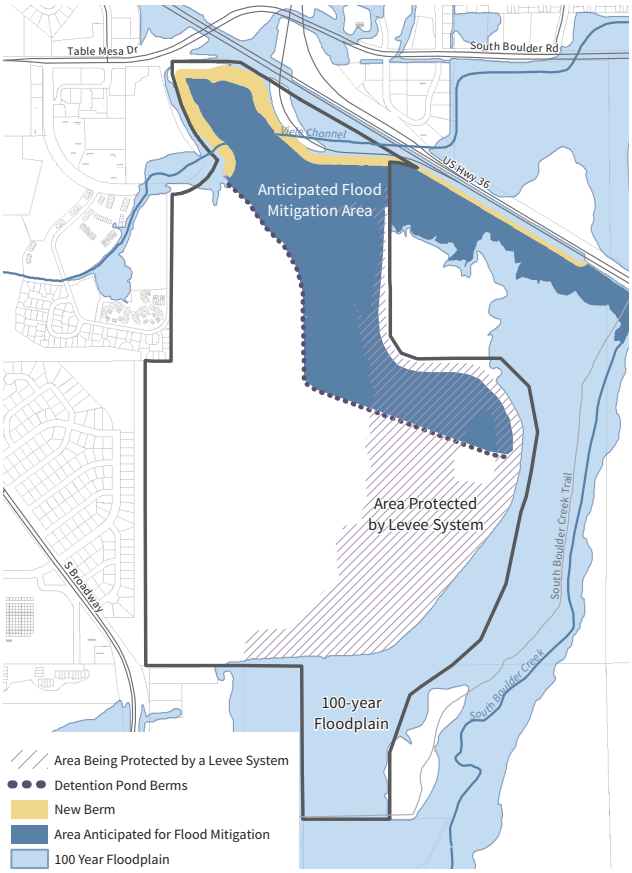


Figure 5-4: CU South Conceptual Flood Mapping



Area Protected by Levee System/Area of Greater Open Space & Ecological Value

See Area Being Protected by a Levee System in Figure 5-4.

1. **Compensatory mitigation:** Floodplain functions, including wetlands and flood mitigation, may be restored as part of compensatory mitigation for impacts elsewhere on site.

2. **Open space, restoration and recreation:** In this area, the city will conduct further analysis of the impacts of removing the levee on flood mitigation design, evaluate potential ecological values and recreation opportunities and seek to collaborate with CU to protect and improve the delivery of open space, restore high ecological value areas and/or provide areas for recreation in lower ecological value areas. The city and CU will work together to achieve greater open space acreage as part of either larger city open space conservation areas or limited-structural build, such as community gardens, recreation, solar gardens, etc.

3. **Levee system:** The city will seek to work with CU to evaluate removal of the levee, including potential improved delivery of open space values, ecological restoration or enhancement benefits. CU will remain responsible for maintaining certification of the existing flood control levee on the site through the Federal Emergency Management Agency (FEMA), including but not limited to any operation, maintenance or replacement.

4. **No enclosed academic space, offices, or residential structures in the Area Protected by Levee or FEMA 500-year floodplain:** Such buildings would be constructed outside of this area.

   See Site Design principles in following section.

Principles for the Area Designated as Public (PUB) or Park, Urban & Other (PK-U/O)

Flood Mitigation Area

See Public Designation in Figure 5-3 and Flood Mitigation in Figure 5-4.

1. **Analyze, design, and implement Flood Mitigation Phase 1:** Protect life and property by coordinating with the University of Colorado to implement the South Boulder Creek Flood Mitigation Study subject to final design (Phase 1). Consider mitigating flood risk to the highest standard practicable while balancing associated environmental, social and financial impacts.
   a. As part of the flood mitigation design process, the city will evaluate the flood storage and attenuation (water retention with slow release) value of the site, with and without the levee in place. The study will look at both flash flood and long-duration storm events.
   b. Specific real property ownership, easements, and/or agreements will be established during annexation for the area necessary for floodwater improvements and other uses (plus or minus some land area). Prior to a final agreement related to the flood mitigation land area, the city will conduct a groundwater assessment which verifies the feasibility and provides the basis for design and construction of implementing measures to convey groundwater through the dam in a manner that substantially replicates existing flow patterns.
   c. The site will provide adequate areas for construction, maintenance and operation of city flood control dams, appurtenances and associated flood storage, including freeboard to reduce flood risks.
   d. Explore opportunities for passive and active recreation activities, or other uses compatible with the floodwater mitigation system and where possible, conserve and/or restore areas within the flood mitigation facilities with high ecological value and mitigate impacts.
   e. The city recognizes that storm events larger than a 100-year event can occur and may be more probable in the future due to the impacts of a changing climate. In designing the South Boulder Creek Phase 1 flood mitigation facility, the city's goal is to mitigate to at least a 100-year flood, and the city will consider larger events, including the 500-year flood as adopted by FEMA and a probable maximum flood as determined by the State Engineer. The mitigation facility will be designed to accommodate larger events per the requirements of the State Engineer.
   f. Property interests for flood control purposes are anticipated to be provided to the city as part of the annexation agreement.

Land Use Mix

1. **Housing for university needs:** Housing on the site will meet the needs of university faculty, staff and non-freshmen students in order to address the fact that Boulder housing is currently unaffordable to faculty, staff and students. Providing workforce and non-freshmen housing will contribute positively to the community's housing affordability goals and aid the university in its recruitment and retention. Housing should be mutually beneficial to the community and university and integrated with needs of the community rather than built as isolated enclaves.
2. **Residential units and non-residential space:**
   a. Housing will be the predominant use of the site for areas not used for flood mitigation (i.e., with a target of 1,100 residential units and the final number guided by transportation performance and other site constraints), although the site may include a mix of residential and non-residential and facilities. The site will emphasize housing units over non-residential space (jobs) to help balance jobs and housing in the community.

b. Except for recreation facilities, development will be phased such that non-residential space will be phased after a significant amount of housing is built. Later phases will be dependent on demonstrating that initial phases achieve objectives of mitigating impacts.

c. The overall non-residential space footprint will be minimized and support and benefit the convenience of the residents, employees and visitors to residential and recreational uses of the property.

d. The exact amount, types and location of residential and non-residential space will be refined to minimize impacts as a long-term master plan is developed and as transportation analysis is conducted.

e. Academic facilities will include space for research and/or education pertaining to natural environment, such as ecological restoration, floodplains and related topics.

3. **Use restrictions:** The site will not include large-scale sport venues (i.e., football stadium), high rise buildings (maintaining substantial consistency with the city's height limits), large research complexes, such as those on East Campus, roadway bypass between Highway 93 and Highway 36 or first-year student housing.

Site Design

1. **Model of quality and innovation:**

   a. The site will be a model for innovation and high-quality, energy-efficient buildings and site design that minimizes environmental impacts. Innovation will span a range of areas (e.g., how food and waste processes are addressed, outdoor lighting, sustainable materials, stormwater, etc.).

   b. It will model future resilience and sustainability for design, construction, and maintenance strategies. Development will meet the equivalent of the U.S. Green Building Council's Gold or Platinum LEED standards or other applicable sustainability standards for residential development.

2. **Clustered, village design:**

   a. Residential development will be of high quality and contextually appropriate to neighboring properties.

   b. Development will be compact, clustered in a village style. Any non-residential buildings will be human-scaled.

3. **Environmental standards:**

   a. Usable open space that meets the active and passive recreational needs of the residents, employees and visitors will be maintained within developed areas.

   b. Wetlands will be maintained, preserved, protected, restored and enhanced in a manner consistent with the city's Land Use Code.

   c. Development on slopes at or exceeding 15 percent will be minimized in a manner consistent with the city's Land Use Code.

   d. All enclosed academic structures, offices, or residential uses will be constructed outside of the FEMA 500-year floodplain.

   e. Stormwater impacts of new development will be mitigated based on established criteria for minor and major storm events and applicable stormwater quality requirements. Preservation or restoration of existing undeveloped areas will be considered to attenuate peak runoff from the site and to mitigate stormwater quality impacts.

4. **Building mass, height and views:**

   a. Buildings will be designed and sited in a manner to protect views and contribute positively to the character of the city's "gateway". Building heights will maintain general consistency with the city's height limits, with buildings varying in height and visual interest. Building heights will transition gently from the open space and to neighborhoods to the west.

b. Building location, massing and height will protect and complement views of the mountain backdrop, particularly the viewsheds from the US Highway 36 bike path, the South Boulder Creek Trail, US Highway 36 and State Highway 93.

Urban Services & Utilities

1. **Urban Services:** Future agreements between the city and university will be contingent on the ability of the city to provide adequate urban facilities and services and the university's contribution to cover the cost of the necessary services and utilities on site and to address off-site impacts to systems.

Transportation

1. **Performance-based transportation to avoid impacts:** The transportation needs generated by future development at the site will not unduly impact the transportation networks that serve the property. Impacts to local and regional networks will be mitigated through implementation of performance-based standards. The city and CU will complete additional planning and transportation analysis to further develop performance-based standards, including but not limited to maximum amount of parking, trip budgets, transit use, pedestrian and trail connections and access to transit passes. Planning considerations will be addressed collaboratively by the city and CU and will include innovative and long-range technologies, including electric vehicles, autonomous vehicles, etc. as well as possible joint options with city-funded transit.

2. **Multimodal hub and connections:** Implement a multimodal mobility hub and transit connections between the CU South Boulder property and other Boulder campus locations to manage employee and resident access and mobility.

3. **Connected multimodal systems:** Incorporate connected and safe pedestrian, bike and transit systems through CU South integrated into the broader city and regional bicycle and pedestrian network, including safe street crossings, trailhead(s), soft surface recreation trails and a trail link(s) to the South Boulder Creek Trail in coordination with OSMP. When creating and maintaining recreational opportunities, such as trail connections through the property, do so with consideration for likely and potential impacts to adjacent open space, and for mitigation of those impacts, as appropriate.

4. **Protect Neighborhoods from Transportation Impacts:** The street design will minimize impacts into nearby residential neighborhoods, such as Tantra Park, Basemar, Martin Acres and High View.

5. **No bypass:** Discourage any outside traffic from cutting through the property to avoid impacts to the Table Mesa Drive/Broadway connection.

6. **Emergency connectivity:** Limited ingress and egress via local connections may be provided for emergency, life safety situations. Develop an Emergency Service and Evacuation Plan to address emergencies and use of emergency access and connections.

Photo Courtesy of Phillip Yates

6

CHAPTER VI

MASTER PLAN SUMMARIES & TRAILS MAP

City departments prepare master plans to provide a common framework for planning the delivery and funding of city services, facilities and programs. These, in turn, provide the basis for capital improvement programming and operational budgeting. Master plans are developed to be consistent with the policies, plans, and population and employment projections provided in the comprehensive plan. Accepted Master plans include:

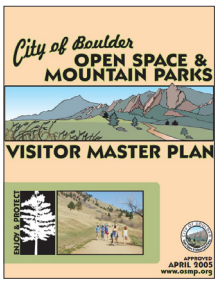
- Open Space and Mountain Parks
- Parks and Recreation
- Transportation
- Greenways
- Fire/Rescue
- Police
- Water Utility
- Wastewater
- Flood and Stormwater
- Library
- Community Cultural Plan
- Historic Preservation
- Housing and Human Services
- Facilities and Asset Management
- Airport
- Waste Reduction
- Climate Commitment

Each summary has a link to the full plans. This section does not include summaries of other city or county strategy documents referenced throughout this plan such as the city's Resilience Strategy. To view those strategies, check the webpages.

Master Plan Summaries

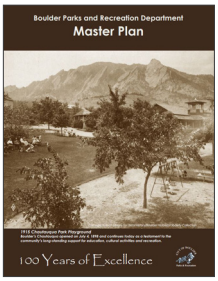
Click on the plans to view online

Open Space & Mountain Parks



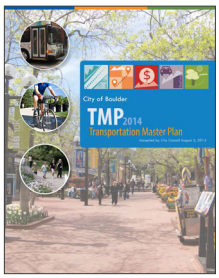
The 2005 Open Space and Mountain Parks (OSMP) Visitor Master Plan (VMP) serves as a framework for how OSMP will provide high-quality visitor experiences while protecting and preserving significant natural areas and valuable habitats for native plants and animals. The VMP contains goals, objectives, policy guidance and an overview of strategies and investment programs that the city and community intend to accomplish by the year 2015. Future planning for OSMP will combine landscape-level planning with protecting or restoring native ecosystems, maintaining viable and functional plant and animal communities and habitats and maintaining sustainable historical land uses in the Boulder Valley. Priorities will be consistent with the purposes of Open Space as specified in the City Charter.

Parks & Recreation



The 2013 Parks and Recreation Master Plan guides the Boulder Parks and Recreation Department's (BPRD) investments and strategies through 2018, shaping the delivery of services in a manner that is consistent with city sustainability goals and level of service standards. The master plan includes the department's mission, vision and guiding principles and incorporates initiatives that provide the framework for the department's annual action plan and are structured around six key themes: community health and wellness, taking care of what we have, financial sustainability, building community and relationships, youth engagement and activity and organizational readiness. This framework will help the department ensure that available resources are focused on the community's park and recreation priorities.

Transportation



Since 1989, the TMP has placed transportation plans and programs within the context of the broader community goals to protect the natural environment, increase sustainability and resiliency, and enhance Boulder's quality of life. The TMP recognizes that Boulder is unlikely to build significant additional road capacity due to environmental, financial and community constraints. The plan maintains the following goals:

- A transportation system supportive of community goals;
- An integrated, multimodal transportation system emphasizing the role of the pedestrian mode as the primary mode of travel;
- Sufficient, timely and equitable financing mechanisms for transportation;
- Public participation and regional coordination in transportation planning; and
- A transportation system supportive of desired land use patterns and functional, attractive urban design.

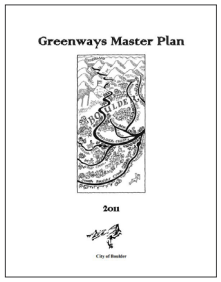
These goals are measured according to nine objectives. The six existing objectives are enhanced and the three new objectives are added to the plan. These objectives are:

- Reduce vehicle miles of travel (VMT) in the Boulder Valley 20 percent by 2035;
- Reduce single-occupant vehicle travel to 20 percent of all trips for residents and to 60 percent of work trips for non-residents;
- Achieve a 16 percent reduction in GHG emissions and continued reduction in mobile source emissions of other air pollutants;
- No more than 20 percent of roadways congested (at Level of Service - LOS F);
- Expand fiscally viable transportation alternatives for all Boulder residents and employees, including the elderly and those with disabilities;

- Increase transportation alternatives commensurate with the rate of employee growth;
- Continuous improvement in safety for all modes of travel;
- Increase the share of residents living in complete neighborhoods to 80%; and
- Reduce daily resident VMT to 7.3 miles per capita and non-resident one-way commute VMT to 11.4 miles per capita.

The 2014 update to the TMP identifies five focus areas for strategic action: multimodal corridors, regional travel, Transportation Demand Management (TDM), funding and integrating with sustainability. The 2014 update reflects the work of the Climate Commitment transportation sector GHG analysis. The resulting measurable objectives reflect the challenging expectations for additional reductions in vehicle miles of travel and single-occupant mode share. The plan provides a Renewed Vision for Transit to significantly increase transit use, commits to the development of a more inclusive bike system and reflects changing financial conditions and updates to the investment programs.

Greenways



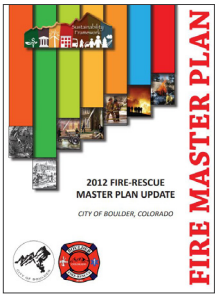
The 2011 Master Plan provides a framework to implement the Greenways Program through coordinating planning, construction, maintenance activities and funding sources of multiple city departments and outside agencies. The original Greenways Master Plan was adopted by City Council in 1989. The master plan has been updated a number of times, and this latest update includes two key components:

- The expansion of the Greenways Program to include all of the fourteen major tributaries to Boulder Creek within the City of Boulder; and
- A summary of current changes to policies and plans that affect implementation of the Greenways Program. The update also provides descriptions of current conditions based on changes that have occurred within the system since the last plan update in 2001.

The Greenways Master Plan integrates multiple city objectives for Boulder's riparian corridors:

- Protect and restore riparian, floodplain and wetland habitat;
- Enhance water quality;
- Mitigate storm drainage and floods;
- Provide alternative modes of transportation routes or trails for pedestrians and bicyclists;
- Provide recreation opportunities; and
- Protect cultural resources.

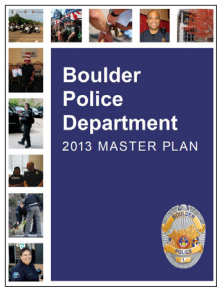
Fire/Rescue



The Boulder Fire-Rescue Department (BFRD) provides emergency response to fires, medical emergencies, rescues and hazardous material releases in Boulder. BFRD responds to all hazards and provides the following services:

- Fighting structural and wildland fires;
- Responding to medical emergencies, rescue situations, hazardous material releases as well as natural disasters;
- Providing fire-safety education for the public, from children and youth (preschool through college age) to seniors;
- Working with local businesses and organizations by inspecting buildings and reviewing construction plans for fire prevention;
- Acting as the designated emergency response authority (DERA) for the city for hazardous materials;
- Protecting over $21 billion dollars' worth of property within Boulder, which encompasses 25.8 square miles of land;
- Assisting in the protection of 70.8 square miles of city OSMP outside the City of Boulder; and
- Coordinating city efforts in the joint city/county Office of Emergency Management (OEM).

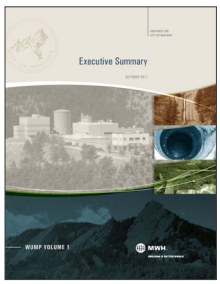
Police



The City of Boulder Police Department provides both service and safety and has adopted a philosophical shift from a traditional 911-driven, purely reactive approach, to an emphasis on community-based, prevention-oriented police services. The department defines its fundamental responsibilities as the following:

- Enforcing laws and preserving public safety and order;
- Reducing crime and disorder through prevention and intervention;
- Responding to community needs through partnerships and joint problem-solving;
- Investigating and reporting serious and non-serious crimes for prosecution;
- Providing information and service referrals; and
- Managing and administering departmental operations.

Water Utility



The Water Utility Master Plan (WUMP) is a comprehensive analysis and plan for the city's water source, storage, treatment and delivery systems and is intended to guide future water utility decisions. It includes the Source Water Master Plan, the Treated Water Master Plan, the Water Quality Strategic Plan, General Planning Information and a Consolidated Capital Improvements Plan. The two master plans incorporated into the WUMP are summarized as follows:

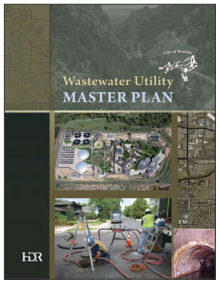
Source Water

The 2009 Source Water Master Plan (SWMP) takes a broad watershed perspective to guide source water management. The SWMP presents facility improvements to Boulder's water supply system, including storage, conveyance, hydroelectric and treatment, for the next 20 years. The plan also includes reliability standards for the water provided by the city based on the type of uses, ranging from those that require an assured supply, such as drinking water and firefighting, to those that can tolerate occasional restrictions, such as lawn irrigation and car washing. The plan anticipates that the city will maintain a diversity of water supply sources (both East and West Slope sources) to increase supply reliability and hedge against droughts. Extensive modeling shows that the city has sufficient supply holdings to meet the ultimate municipal water needs of expected development levels within the city's water service boundaries. In addition to residential and commercial consumptive uses, the city's raw water supply has been used for maintaining streamflow and enhancing stream habitat in Boulder Creek and its tributaries and for leasing to downstream agricultural and recreational users.

Treated Water Facilities

The Treated Water Master Plan (TWMP) presents a plan for future treated water system development needs. The city's treated water facilities include water treatment plants, reservoirs, pump stations, hydroelectric facilities, pressure reducing station and the transmission/distribution lines (water mains). The TWMP was updated in 2011 in conjunction with creating the WUMP and included working with the city's hydraulic distribution system model, determining the hydraulic and treatment capacity of the water treatment plants, identifying deficiencies in treatment and delivery systems and estimating and ranking capital needs across the entire system.

Wastewater Utility



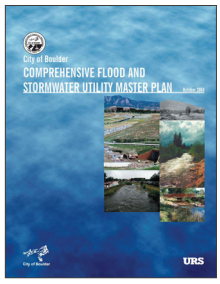
The 2009 Wastewater Utility Master Plan (WWUMP) presents key issues, programs, policies and associated budgets for the wastewater collection system, wastewater treatment plant and water quality programs. The WWUMP is supported by three primary planning documents: the Wastewater Collection System Master Plan (updated in 2016), the Wastewater Treatment Plant Master Plan (updated in 2016) and the Water Quality Strategic Plan (updated in 2009).

The three guiding principles for the WWUMP are:

- Protect public health and safety;
- Protect Boulder's natural resources and the environment; and
- Maximize the use of the Wastewater Utility Funds.

The wastewater treatment plant has recently undergone significant modifications to increase the hydraulic capacity to 25 million gallons per day and meet future ammonia-nitrogen limit requirements. The 2016 Wastewater Collection System Master Plan incorporates new data on collection system performance during wet weather events and prioritizes capital needs.

Flood & Stormwater Utility



The Comprehensive Flood and Stormwater Utility Master Plan, adopted in 2004, serves as the framework for evaluating, developing and implementing various programs and activities in the flood and stormwater utility within the scope of the available budget. The master plan outlines the following guiding principles for managing the utility:

Floodplain Management

- Preserve floodplains;
- Be prepared for floods;
- Help people protect themselves from flood hazards;
- Prevent adverse impacts and unwise uses in the floodplain; and
- Seek to accommodate floods, not control them

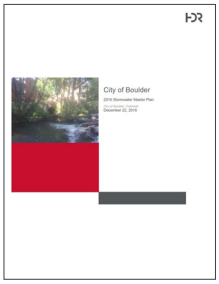
Stormwater Quality

- Preserve our streams;
- Prevent adverse impacts from stormwater; and
- Protect and enhance stream corridors.

Stormwater Drainage

- Maintain and preserve existing and natural drainage systems;
- Reduce and manage developed runoff; and
- Eliminate drainage problems and nuisances.

Comprehensive Stormwater Collection System Master Plan (2016)



Stormwater Master Plan (SMP) was updated in 2016 based on new data from the 2013 flood event. The primary goal of the SMP is to provide the City of Boulder with a guide to proactively address existing and future stormwater drainage and stormwater quality through a series of recommended improvements to the city's stormwater collection system. The 2016 SMP builds on previous planning efforts through additional analysis of where under-served or non-existent drainage systems create potential stormwater collection problems and develops improvements and associated estimates of capital costs needed to increase the level of service in these local drainage system areas.

Library

The Boulder Public Library (BPL) contributes to social sustainability goals by providing free library services that allow community members of all incomes, ages, and backgrounds to stand on equal footing with regard to information access. BPL also serves as a community center, providing spaces for a wide variety of public gatherings and cultural events. The plan goals are categorized into four areas: Programs and Services; Facilities and Technology; Building Community and Partnerships; and Organizational Readiness.

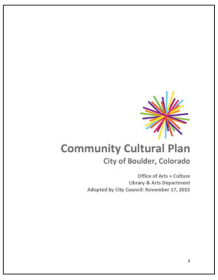
Specific priorities and goals identified in the plan include:

- Provide adequate resources for the library collections and their maintenance;
- Open a full-service branch library in North Boulder;
- Open a 'corner' library in Gunbarrel;
- Renovate the Main Library's north building to activate the Canyon Theater, expand the BLDG61 Makerspace, and create space for

community partners;

- Expand outreach to underserved community members;
- Develop a partnership strategic plan; and
- Secure long-term stable funding for the library.

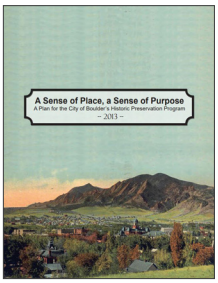
Community Cultural Plan



The 2015 Community Cultural Plan provides an updated look at Boulder's social, physical and cultural environment to include creativity as an essential ingredient for the well-being, prosperity and joy of everyone in the community. Three vision elements were developed to articulate how the plan will be implemented through municipal government strategies: Cultural Vitality, Creative Identity and Vibrant Environment. From these vision elements, eight strategies were developed to guide the plan's implementation:

- Support our cultural organizations;
- Reinvent our public art program;
- Create and enhance venues;
- Enhance the vitality of the creative economy;
- Emphasize culture in neighborhoods and communities;
- Support individual artists and creative professionals;
- Advance civic dialogue, awareness and participation; and
- Engage our youth.

Historic Preservation



Boulder has a robust preservation program and a long history of protecting historically important buildings and districts. In 2013, the city adopted the Historic Preservation Plan to establish a long-term vision for historic preservation in Boulder and to identify and prioritize specific strategies for achieving this vision. The plan establishes five goals to guide the program:

- Ensure the protection of Boulder's significant historic, architectural and environmental resources;
- Actively engage the community in historic preservation efforts;
- Make review processes clear, predictable and objective;
- Continue leadership in historic preservation and environmental sustainability; and
- Encourage preservation of historic resources.

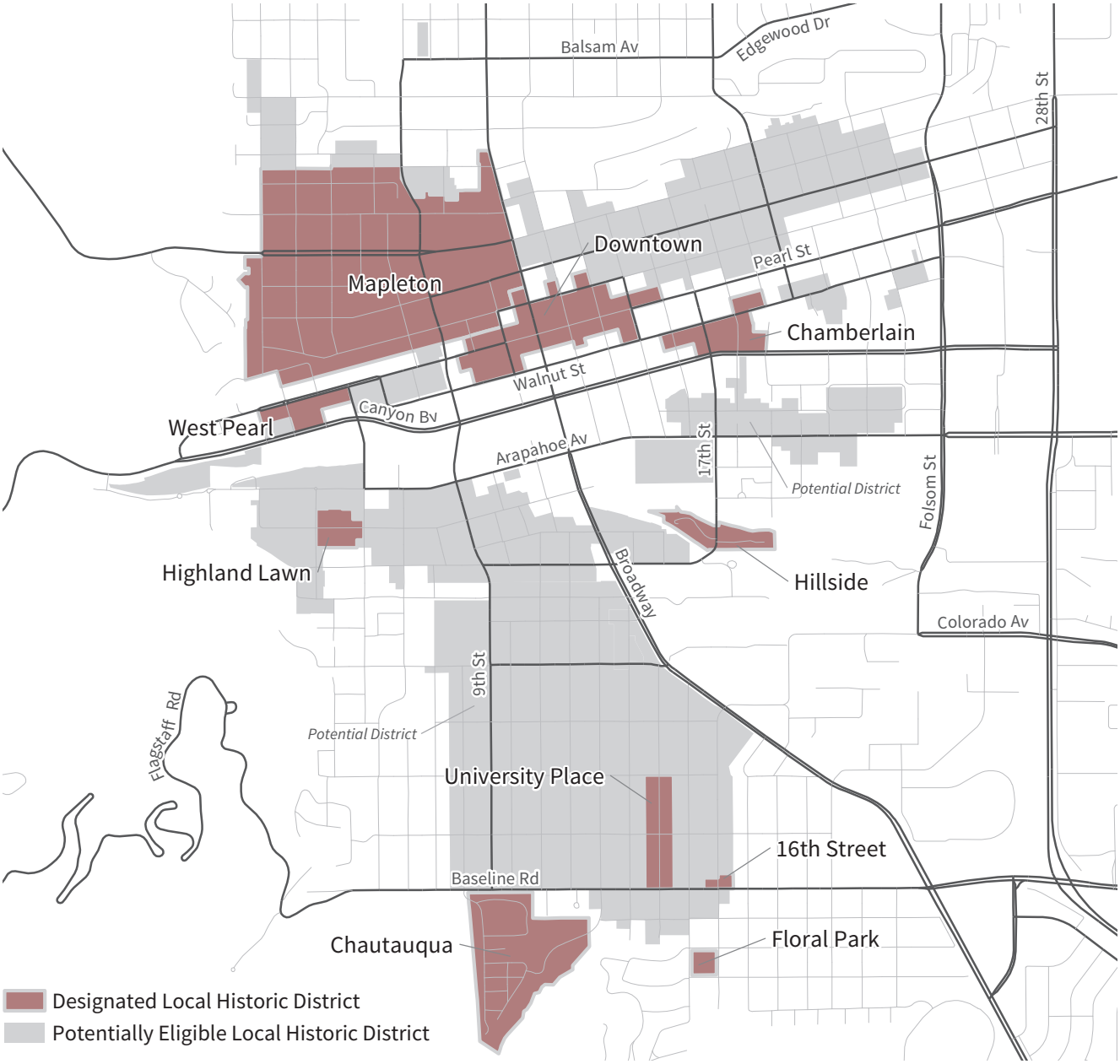
During its nearly 40-year history, the city's Historic Preservation program has designated historic districts and individual landmarks, listed structures or sites of merit and reviewed and approved alterations to historic properties, new construction in historic districts and demolitions of buildings over 50 years old. As of 2017, there were ten designated historic districts and 175 individual landmarks, totaling over 1,300 designated properties. Current historic districts include:

- Floral Park (established in 1978);
- Chautauqua Park (established in 1978);
- Mapleton Hill (established in 1986)
- West Pearl (established in 1994);
- Chamberlain (established in 1995);
- Downtown Boulder (established 1999);
- Hillside (established 2001);
- Highland Lawn (established 2005);
- University Place (established 2006);
- 16th Street (established 2006); and
- Pending Application: University Hill.

Most of the 175 properties with landmark status are located in the Central Area. Some parts of the Downtown and University Hill neighborhoods have the potential to be designated as historic districts, and each neighborhood has individual buildings of landmark quality. There are over 60 approved structures of merit that are not currently landmarked but have historic, architectural or aesthetic merit.

Exterior changes to landmarks and properties located in historic districts must meet the purposes

Figure 6-1: Designated & Identified Potentially Eligible Historic Districts



and standards outlined in the historic preservation code and adopted design guidelines. There are specific guidelines for a number of historic districts as well as general design guidelines that apply to all designated local districts and individual landmarks.

Housing & Human Services

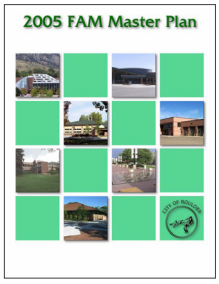
The 2006 Housing and Human Services (HHS) Master Plan is a strategic guide for decision-making and allocation of resources for the department through 2015. The plan focuses on creating a healthy community by providing and supporting diverse

housing and human services to Boulder residents in need. The plan goals focus on three key city roles:

- Leader and community partner: Works to build community capacity to provide human services and build social capital through technical assistance, program partnerships, regional planning and evaluation of and response to social issues;
- Funder: Provides funding to community nonprofits and organizations to provide basic safety net services, early intervention and prevention programs, housing programs and diversity and cultural funding to Boulder residents; and
- Service Provider: Provides services where there is a demonstrated need in the community that cannot be met by another sector or where community institutional capacity, resources or leadership to develop or implement services do not currently exist.

The Human Service Strategy was completed in the summer of 2017 to replace the current master plan. The strategy identifies the city's goals and priorities, provides a blueprint for the city's human services investments and identifies key partnership for the next five years.

Facilities & Asset Management

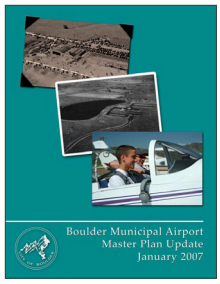


The Facilities and Asset Management (FAM) workgroup in the city Public Works Department is responsible for 135 of the city's 385 facilities and structures, comprised mostly of facilities under the General Fund. The 2005 FAM Master Plan focused around the city's business plan to establish goals, objectives and performance measures for managing FAM facilities and assets and promoted cost-effective programs that provide safe, clean and efficient environments for the public and city staff. It established the

Accessible Trail

minimum goal for LEED Silver certification for new city buildings. An update to the master plan is underway to provide facility guidance under the sustainability framework that will include meeting the city's climate and resiliency goals, along with alignment with other city master plans.

Airport

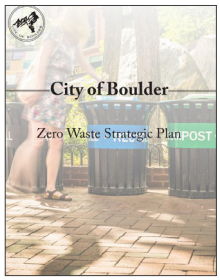


Boulder Municipal Airport (BMA) is a general aviation airport owned and operated by the city. It has served the Boulder aviation community since 1928 and focuses on recreational flying, local business-related flights, flight training, fire/rescue flights and parachuting. The airport has 190 based aircraft, one runway and one glider strip. The 2006 Airport Master Plan Update assesses the current and anticipated needs of the Airport and plans facility and management improvements for the next 20 years. It outlines the following goals:

- Operate in a safe and efficient manner;
- Continue to serve the needs of the Boulder aviation community;
- Maximize compatibility with the community in regard to aircraft noise impacts; and
- Maintain financial self-sufficiency.

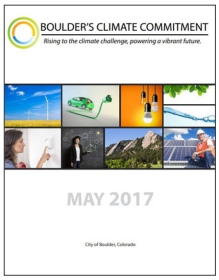
The number of aircraft operations is forecasted to remain at current levels or at levels experienced in the past 15 to 20 years. Major changes to the facility are not proposed; improvements are primarily focused on maintaining the facility and operations as well as meeting aircraft storage needs if the market demands.

Waste Reduction



Recognizing that the city does not have control of waste hauling and that Boulder relies on a strong network of nonprofit, for-profit, governmental and community partnerships to invest resources in the success of zero waste systems, the 2006 Master Plan for Waste Reduction has transitioned to the 2015 Zero Waste Strategic Plan. To achieve an 85 percent waste diversion by 2025, this new plan emphasizes the need to foster partnerships and support organizations that contribute to the economic vitality of the community. The plan guides the city's annual decisions about which investments in new or expanded programs, incentives and facilities should be made by providing a clear evaluation framework.

Climate Commitment



The 2016 Climate Commitment seeks to rapidly transition Boulder to a clean energy economy and lifestyle through innovative strategies, products and services that dramatically reduce greenhouse gas emissions, enhance our community's resilience and support a vital and equitable economy. The goal of the Climate Commitment is to power the city with 100 percent renewable electricity by 2030 and reduce GHG emissions by at least 80 percent below 2005 levels by 2050. This plan updates the city's previous climate action goal, which expired in 2012. The plan provides a road map for Boulder's emissions reduction efforts, both community-wide and for the city organization through four action areas:

- Reduce energy use;
- Responsible use of resources;
- Ecosystem enhancements; and
- Community climate action.

Trails Map

The Boulder Valley Comprehensive Plan Trails Map is a comprehensive guide for existing and proposed trails and trail connections for the entire Boulder Valley. It shows proposed trails that have been planned through departmental master planning or area planning processes as well as trail connections that are important links in the Boulder Valley and regional trails systems.

A color version of the Trails Map can be found at: www.bouldervalleycompplan.net.

Trails planning in the Boulder Valley involves balancing environmental, community and

mobility goals as well as resolving or mitigating trail impacts. The following comprehensive plan policies guide trails planning:

- Policy 2.23 Boulder Creek and its Tributaries as Important Urban Design Features;
- Policy 2.26 Trail Corridors/Linkages;
- Policy 8.16 Trail Functions and Locations; and
- Policy 8.17 Trails Network.

The Trails Map shows existing and proposed trails in the Boulder Valley that are or will be administered by the City of Boulder Planning Department, Parks and Recreation Department, OSMP Department, Transportation Division, the Greenways Program and Boulder County Parks and Open Space and Transportation Departments. This map is used by the city, the county, Boulder Valley citizens and other concerned parties to understand, maintain and advance the network of trails that the city, the county, and other public agencies now provide and hope to provide in the future and should be used as a system planning tool.

Each department generates more detailed maps to meet their own needs and those of trails users. Other maps (such as those in departmental master plans or specific area plans) are used to show complete systems.

The Trails Map includes designated unpaved off-street paths, paved off-street paths, multi-use paths that are paved and separated from but parallel to a road and short, paved off-street paths that connect to a larger trail or bike network and are part of an adopted pedestrian or bike system plan. It does not include sidewalks, on-street bike lanes or bike routes, paved road shoulders or low volume streets serving as bike lanes, routes or internal walkways.

Trails planning and implementation occur at several steps that get progressively more detailed. The first step is to identify a need or desire for a trail or trail connection, a step that usually occurs as part of departmental master plans. Interdepartmental coordination on trails and trail connections occur as part of the master planning process. Proposed trails may be further refined through other detailed planning processes, such as the Capital Improvement Program (CIP), Trail Study Area (TSA) or Community and Environmental Assessment Process (CEAP). Two kinds of trail designations are included on the Trails Map — conceptual trail alignments and proposed trails. The primary difference relates to the degree that the trail has been studied and whether or not a specific trail alignment has been worked out. Specific definitions include:

Proposed Trails

These trails are represented by dashed red lines on the Trails Map. These dashed lines show a general trail alignment accepted by the public entities involved. There may still be issues to be worked out at the project planning step, but the trail alignment is relatively certain.

Conceptual Trail Alignments

These trails are represented by circles on the Trails Map. These circles show the recommendations for the trail located as a conceptual trail corridor as determined through planning processes. The specific alignment has not yet been selected, often because there are still issues that need to be resolved. These issues may involve the need for further study or public process and usually require resolution of environmental, ownership, neighborhood or other concerns. However, the concept for the trail is supported by the signatories of the comprehensive plan.

Conceptual Connections

In some cases, a planning process has identified an intention to connect trails within the comprehensive plan area to trails or destinations outside the planning area. In such cases, the Trails Map shows an arrow pointing from an existing or proposed trail toward an area outside the Planning Area Boundary. These arrows indicate a general direction for potential connecting trails but not a specific alignment or trail corridor.

Process for Changes to the Trails Map

At each mid-term or major update to the comprehensive plan, an interdepartmental staff group will assess the need to update the Trails Map. If changes are warranted, staff will analyze the map and compile a list of recommended changes to be included in the comprehensive plan update process. Changes to the map may occur when there has been new information or

Magnification Hike

changed circumstances regarding a proposed trail or when an alternative analysis and public process have occurred at the master planning or area planning level and new trails plans have been adopted. Minor changes can be incorporated into the Trails Map at any time without board adoption. These minor map changes are limited to changes in factual information, which include map corrections and changes in designation from proposed to existing trails (i.e., built). These minor map changes will be identified for the boards during the comprehensive plan update process.

Any member of the public may propose changes to the Trails Map during a mid-term or major update to the comprehensive plan. These requests should be made in the application process established for the update. Staff will analyze these proposals, and a recommendation will be presented to the four adopting bodies along with other applications. Changes to the Trails Map will be forwarded to the following advisory boards for review and comment: OSMP Board of Trustees, Greenways Advisory Committee, Transportation Advisory Board, Parks and Recreation Advisory Board and the County Parks and Open Space Advisory Committee. Changes to the Trails Map may also be forwarded to other advisory boards depending on issues associated with a trail proposal. Recommendations and comments will be forwarded to the adopting bodies. Changes to the Trails Map must be adopted by the city Planning Board, City Council, County Planning Commission and the County Commissioners.

All recommendations for changes to the Trails Map will be evaluated by each of the departments involved. Agreement by affected departments on the suitability of the trail and trail alignment will be sought as part of the interdepartmental review.

7

CHAPTER VII

URBAN SERVICE CRITERIA & STANDARDS

Purposes of Urban Service Standards

The urban service standards set the benchmark for providing a full range of urban services in the Boulder Valley. A basic premise of the comprehensive plan is that "adequate urban facilities and services" are a prerequisite for new urban development and that, within the Boulder Valley, the City of Boulder is the provider of choice for urban services since it can meet all the service provision requirements embodied in the urban service criteria and standards.

These standards are intended to be minimum requirements or thresholds for facilities and services that must be delivered to existing urban development, new development and redevelopment to be considered adequate. These adequacy standards allow the county to determine if an urban level of service is met prior to approving new urban development in the unincorporated area, and they provide the city a basis for linking the phasing of growth to the planned provision of a full range of urban services in Area II, annexation and capital improvement decisions.

The urban service standards for defining adequacy of urban services are included in this section of the comprehensive plan. They provide a tool for implementing Policy 1.19 of the comprehensive plan. Adequacy standards are included for those urban services that are required for urban expansion in Area II. These include: public water, public sewer, stormwater and flood management, urban fire protection and emergency medical care, urban police protection, multimodal transportation and developed urban parks.

Urban Service Criteria

Five criteria are to be used in the determination of the adequacy of proposed or existing urban facilities and services consistent with Policy 1.19. The urban service standards are written within the framework of these criteria. They include:

1. Responsiveness to Public Objectives

It is desirable and necessary that all urban service systems be coordinated and integrated with other service systems; evaluated periodically for need, efficiency and cost effectiveness; and studied for possible duplication of other service systems to be responsive to local public objectives and general public need as determined by City Council.

As public funds and resources are limited, primary emphasis must be given to an effective allocation system that, to the greatest extent possible, effects a consistency of legislative intent; public policy; urban service programs funding; a periodic assessment of the type, quantity and quality of various urban services; realistic estimates of revenue sources and future income; maximization of outside funding sources (state, federal, etc.); and consistency with a capital improvements plan. The municipal budget of the City of Boulder is such an allocation system.

2. Sufficiency & Dependability of Financing

Financing for each urban service program must be based, to the greatest extent possible, on predictable annual revenues that are broad enough to support initial improvements, operations and maintenance, extensions of facilities and services in relation to, at least, minimum program requirements and unexpected contingencies. Financing from a variety of sources and spread over a broad base, along with sufficient latitude so that funding can be adjusted in the future as changing conditions occur, should be preferred over single-source revenue programs.

3. Operational Effectiveness

Each urban service program may have distinct operational needs and a wide array of operational activities should be considered.

Measures of operational effectiveness include current and long-range project forecasting, coordination with other urban service programs, maximization of economies of scale in urban service provision, and the incorporation of operational processes and organizational methods that have proven effective in similar situations.

4. Proficiency of Personnel

Conditions and factors affecting the competency of personnel include:

1. Education and experience of personnel in meeting job demands;
2. Interest and willingness of personnel to implement programs;
3. On-the-job training opportunities;
4. Working conditions and fringe benefits related to employees' effectiveness;
5. The ability of the urban service agency to pay salaries commensurate with personnel requirements; and
6. The effectiveness of recruitment programs.

In general, the measure of whether or not urban services are being provided must in part be determined by the skills of individuals carrying out such programs. For each job, a comparison should be made of qualifications of the individual employed or to be employed against personnel standards established by generally recognized public or technical agencies for similar positions.

5. Adequacy of Equipment & Facilities

This factor may be more easily measured than any other since "generally accepted standards" are involved. As an example, as residences are located in closer proximity to each other, interest in developing neighborhood parks will normally increase. As evidenced by recreation programs desired by similar population groupings, certain standards for park areas, spaces and facilities may be predicted. In a similar manner, most of the other public services and facilities described in this study have minimum locational space, equipment and building needs related to given population groupings.

Urban Service Standards

The remainder of this section contains standards for necessary urban services, according to the five primary criteria outlined under "Urban Service Criteria" on the previous page. The required urban services and facilities are as follows: public water, public sewer, stormwater and flood management, urban fire protection and emergency medical care, urban police protection, multimodal transportation and developed urban parks. Each of the preceding seven services (together with schools) are considered necessary for service to residential areas; the first six are required to serve industrial and commercial areas.

Public Water

1. Responsiveness to Public Objectives:
   a) Provide a sufficient degree of reliability for raw water, treated water and an efficient transmission/distribution system capacity to meet the demands of the population 24 hours per day.
   b) Provide full-time personnel 24 hours per day at the water treatment plant to assure water quality, monitor equipment and make emergency repairs.
   c) Have personnel on call 24 hours per day for water service emergencies.

2. Sufficiency of Financing:
   a) Have revenue sources that are guaranteed so that revenues are available for water-related materials, capital improvement projects, equipment, facilities and personnel.
   b) Use Plant Investment Fees as possible revenue for water rights acquisition, raw/treated water storage, treatment plant improvements/expansions and construction of water mains.
   c) Be organized to request and receive state, federal and Northern Colorado Water Conservancy District funds, when available, for equipment, facilities and projects.
   d) Have the ability to obtain financing through the use of revenue bonds.

3. Operational Effectiveness:
   a) Use annual budget for personnel, equipment, projects, facilities and materials.
   b) Meet standard specifications as exemplified by the American Water Works Association.
   c) Meet or surpass acceptable levels of federal and state water quality standards.
   d) City of Boulder Design and Construction Standards should be used for standards for water main design for the Boulder Valley.

4. Proficiency of Personnel:
   a) All water treatment plants will be staffed by personnel who have obtained the appropriate Water Operator Certification.
   b) All water maintenance crews will be staffed by personnel who have obtained the appropriate Water Distribution System Certification.

5. Location and Adequacy of Equipment and Facilities:
   a) Have capacity to deliver sufficient treated water to maximum day demand conditions.
   b) Have existing treatment plant capacity with planned expansion that will be capable of serving projected population of the Service Area.
   c) Plan and provide treatment capability to meet required water quality standards.
   d) On the divided highways, place hydrants on each side of highway.
   e) In single-family residential areas, fire hydrant spacing shall be no greater than 500 feet. No dwelling unit shall be over 250 feet of fire department access distance from the nearest hydrant measured along public or private roadways or fire lanes that are accessible and would be traveled by motorized fire fighting equipment.
   f) In multiple-family, industrial, business or commercial areas, fire hydrant spacing shall not be greater than 350 feet. No exterior portion of any building shall

be over 175 feet of fire department access distance from the nearest hydrant measured along public or private roadways or fire lanes that are accessible and would be traveled by motorized fire fighting equipment.

g) Provide essential equipment and vehicles for water maintenance activities and emergency use.

Public Sewer

1. Responsiveness to Public Objectives:
   a) Provide full-time personnel 24 hours per day at the wastewater treatment plant to assure treatment quality, monitor equipment and make emergency repairs on equipment and facilities.
   b) Have personnel on call 24 hours per day for sanitary sewer service emergencies.

2. Sufficiency of Financing:
   a) Have revenue sources that are guaranteed so that revenues are available for wastewater-related materials, projects, equipment, facilities and personnel.
   b) Use Plant Investment Fees as possible revenue for construction of sanitary sewer mains and wastewater treatment plant improvement or expansion.
   c) Be organized to request and receive state and federal funds, when available, for equipment and facilities.
   d) Have capability to finance through the use of revenue bonds.

3. Operational Effectiveness:
   a) Use annual budget for personnel, equipment, projects, facilities and materials.
   b) Meet standard specifications as exemplified by standards of the Water Environment Federation.
   c) Meet standards established by the Colorado Water Quality Commission and enforced by the Colorado Department of Health and the Environmental Protection Agency and as set forth in the National Pollutant Discharge Elimination System Permit.
   d) City of Boulder Design and Construction Standards should be used for standards for sanitary sewer design for the Boulder Valley.
   e) Require all new urban development to connect to the central sewer system.

4. Proficiency of Personnel:
   a) All wastewater treatment plants will be staffed by personnel who have obtained the appropriate Wastewater Operator Certification.
   b) All wastewater maintenance crews will be staffed by personnel who have obtained the appropriate Wastewater Collection System Certification.
   c) Provide a variety of equipment and vehicles for wastewater maintenance activities and emergency use.

5. Location and Adequacy of Equipment and Facilities:
   a) Have treatment plant capacity with planned expansion capable of serving projected population of the Service Area.
   b) Design central collection system for present and future growth.
   c) Provide easily accessible repair equipment and replacement equipment for emergency use.

Stormwater & Flood Management

1. Responsiveness to Public Objectives:
   a) Have personnel on call 24 hours per day for stormwater and flood emergencies.

2. Sufficiency of Financing:
   a) Have revenue sources that are guaranteed so that revenues are available for stormwater and flood management related projects, materials, equipment, facilities and personnel.
   b) Be organized to request and receive Urban Drainage and Flood Control District, state and federal funds, if available, for projects, facilities and equipment.

Wonderland Creek Greenways Improvement Project

3. Operational Effectiveness:
   a) Use annual budget for personnel, equipment, projects, facilities and materials.
   b) Meet standards as exemplified by the Urban Drainage and Flood Control District.
   c) Adopt regulations that meet or exceed the Federal Emergency Management Agency and Colorado Water Conservation Board.
   d) The following are standards for stormwater and flood management criteria for new urban development within the Boulder Valley:
      i. Runoff analysis will be based upon proposed land use and will take into consideration all contributing runoff from areas outside the study area.
      ii. Storm runoff will be determined by the Rational Method or the Colorado Urban Hydrograph Procedure.
      iii. All local collection systems shall be designed to transport the following storm frequency: Single-Family Residential - two year storm; all other areas - five year storm.
      iv. The major drainageway system will be designed to transport the 100 year event or a modified standard in an approved plan.
      v. Storm runoff quantity greater than the "historical" amount will not be discharged into irrigation ditches without the approval of the flood regulatory authority and the appropriate irrigation ditch company.
      vi. The type of pipe to be installed will be determined by the flood regulatory authority and will be based upon flows, site conditions and maintenance requirements.
      vii. All new urban development in the Boulder Service Area, which will be annexed, will be required to meet the intent of the adopted City of Boulder flood plain regulations.
      viii. Erosion and sedimentation control will be exercised.
      ix. Detention storage requirements will be reviewed by the flood regulatory authority.

4. Proficiency of Personnel:
   a) All flood control maintenance crews will be staffed by personnel trained and capable of operating the equipment necessary to maintain the stormwater and flood management system.

5. Location and Adequacy of Equipment and Facilities:
   a) Provide essential equipment and vehicles for stormwater and flood management maintenance activities.

Urban Fire Protection & Emergency Medical Care

1. Responsiveness to Public Objectives:
   a) Consistently evaluate current service delivery for fire protection, all-hazard response and emergency medical services (EMS).
   b) Evaluate current service delivery against national standards, national guidelines and customer expectations.
   c) Develop benchmarks for improvement across all areas of service delivery.

2. Sufficiency of Financing:
   a) Ensure current financing supports existing level of service delivery.
   b) Plan for future financing to support benchmark service delivery.
   c) Be organized to receive and utilize grants and state and federal funds when available.

3. Operational Effectiveness:
   a) Fire and EMS response:
      i. Provide fire and EMS response 24 hours per day, 365 days per year.
      ii. Arrive at fires and medical emergencies, staffed and equipped to provide fire suppression and/or medical care, within six minutes of the original 911 call ninety percent of the time.
      iii. Have an effective response force (ERF), dictated by the nature of the emergency, on scene within eleven minutes of the original 911 call ninety percent of the time.
      iv. Collaborate with neighboring jurisdictions to supplement response when additional resources are needed.

Boulder Fire Rescue

b) All-Hazard response:
   i. Equip and train personnel to respond to technical rescues, hazardous materials incidents, water rescues and natural disasters.
   ii. Collaborate with neighboring jurisdictions to supplement response when additional resources are needed.

c) Wildland Fire response and mitigation:
   i. Equip and train personnel to respond to wildland fires in urban and rural settings.
   ii. Collaborate with neighboring jurisdictions to supplement response when additional resources are needed.
   iii. Integrate wildfire hazard mitigation planning with urban design and development.

d) Community Risk Reduction:
   i. Provide fire safety education for all ages and demographic groups.
   ii. Adopt fire and life safety codes.
   iii. Review and approve plans for fire safety systems for new and remodeled buildings for compliance with fire and life safety codes.
   iv. Regularly inspect businesses and high hazard occupancies for code compliance.
   v. Provide voluntary home safety inspections.
   vi. Work with the Local Emergency Planning Commission to maintain an inventory of hazardous materials storage.
   vii. Review the design of land development in relation to emergency response, access and available water supply.
   viii. Identify and mitigate risks associated with the negative impacts of climate change.

4. Proficiency of Personnel:
   a) Firefighters shall be trained to perform the duties of their assigned position as well as those they may be expected to perform outside their assigned position.
   b) Firefighters shall maintain appropriate certifications as dictated by the department, state and federal regulations.
   c) EMS providers will be trained to the level of EMT-Basic or EMT-Paramedic based on whether they provide basic or advanced life support and will maintain that level of certification based on state and federal requirements.
   d) Hazardous materials responders will achieve and maintain training and certification at the Operational or Technician level.
   e) Wildland firefighters will achieve and maintain training and certification based on their expected level of response.
   f) Administrative personnel will achieve and maintain training and certification based on their assigned job duties.

5. Adequacy of Equipment and Facilities:
   a) Fire stations will be located in such a manner as to achieve response time goals. *See Operational Effectiveness 3.a.*
   b) Fire stations will be constructed in such a manner as to provide adequate, appropriate and secure living space for current and anticipated staffing needs. Considerations will include privacy, non-discrimination and occupational safety.
   c) Fire stations will be constructed in a manner to help the city meet its climate action goals.
   d) Fire apparatus and equipment will be designed and purchased to meet the current and expected needs of the department.
   e) See also "Public Water" for information on fire hydrant requirements.

Urban Police Protection

1. Responsiveness to Public Objectives:
   a) Provide police protection, enforcement and investigative services 24 hours per day.
   b) Provide a comprehensive mix of patrol, investigative, community collaboration and problem-solving and support services to meet community needs for proactive and responsive police services and to maintain effective service levels.
   c) Provide response to the scene of any potentially life-threatening police emergency normally within four-and-a-half minutes from the time the call for assistance is received by the Communications Center (however, the range for that average within the established city shall not exceed six minutes).

2. Sufficiency of Financing:
   a) Plan and budget to meet community needs for police services and maintain levels of service.
   b) Request and utilize state and federal funds, when available, to meet special needs or newly emerging concerns.

3. Operational Effectiveness:
   a) Manage expenditures to accomplish budgeted goals and operate within budgetary constraints.
   b) Enforcement of vehicular and pedestrian traffic laws.
   c) Provide routine patrol to residential, business and industrial areas.
   d) Maintain complete and accurate records of crimes, accidents, summonses and arrests to ensure issuance of reliable reports, as required by the appropriate government agency and the Federal Bureau of Investigation.

4. Location and Adequacy of Equipment and Facilities:
   a) Ensure the availability and maintenance of police equipment, particularly that affecting officer safety.
   b) Locate patrol districts based on crime rates and geography/neighborhoods, so that they are within an average four-and-a-half-minute emergency response time 24 hours per day.

Multimodal Transportation

1. Responsiveness to Public Objectives: Implement the goals and objectives of the Transportation Master Plan through the following:
   a) Develop a complete and connected street system of local, connector and arterial roads following the Transportation Standards of the city's Design and Construction Standards.
   b) Reduce vehicle miles of travel and GHG emissions consistent with the goals and objectives of the city's Transportation Master Plan and Climate Commitment.
   c) Minimize the traffic impacts of development through the traffic or transportation studies required in the development review process as defined in the Boulder Revised Code.
   d) Develop complete streets, including the complete and connected bicycle, pedestrian and transit systems defined in the city's Transportation Master Plan.

2. Sufficiency of Financing:
   a) Maintain and diversify the existing revenue sources that fund transportation activities and actively pursue new sources to support the investment program contained in the city's Transportation Master Plan.

3. Operational Effectiveness:
   a) Maintain and operate the transportation system to maximize the person-carrying efficiency of all modes of travel and for long-term sustainability following the investment priorities of the city's Transportation Master Plan.

Intersection of Colorado Avenue and Folsom Street

4. Location and Adequacy of Equipment and Facilities:
   a) New development and redevelopment projects will dedicate Rights of Way (ROW) and provide transportation facilities as required through the development review process contained in the Boulder Revised Code.

Developed Urban Parks

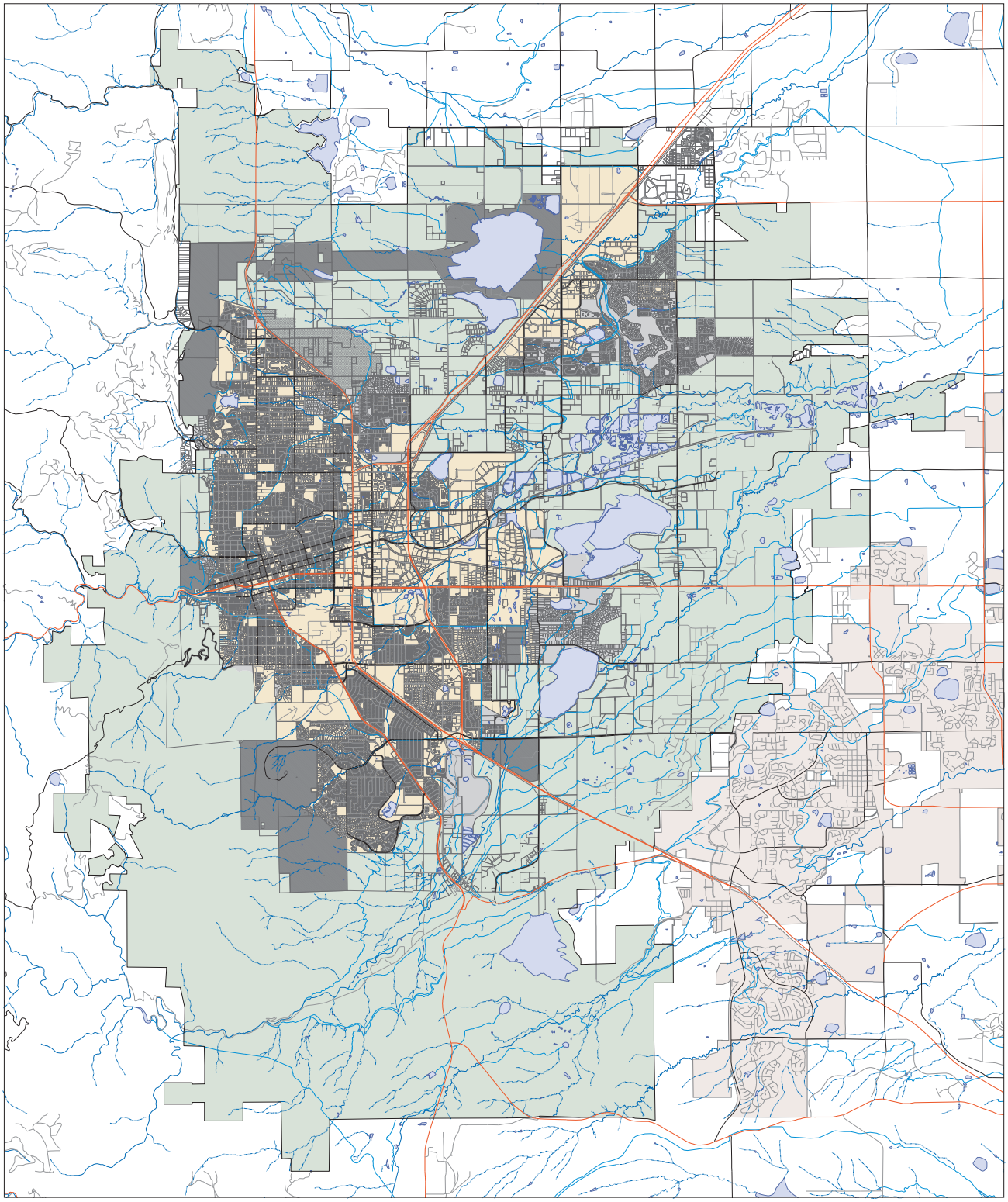
1. Responsiveness to Public Objectives:
   a) Provide full- and part-time personnel for design, construction, maintenance, operations and programming of parks and recreation facilities and programs.
   b) Have key personnel on call 24 hours per day for special service needs.

2. Sufficiency of Financing:
   a) Pursue adequate funding, including state and federal sources, to ensure the timely implementation of the Parks and Recreation Master Plan.
   b) Use special fees from new residential development to acquire and develop parks to serve these areas.
   c) Prior to implementation of new programs or facility development, ensure adequate operations and maintenance funds are available.

3. Operational Effectiveness:
   a) Manage the annual budget for efficient use of personnel, equipment and facilities.
   b) Provide parks and recreation services by using appropriate equipment and trained personnel on a continuing basis.

4. Location and Adequacy of Equipment and Facilities:
   a) Provide neighborhood parks of a minimum of five acres in size within one-half mile of the population to be served.
   b) Provide community parks of a minimum of 50 acres in size within three-and-one-half miles of the population to be served.
   c) Provide playground facilities for toddlers, preschoolers and school-age children up through age 12 within one-quarter to one-half mile of residents.
   d) Provide other park and recreation facilities accessible to the public and in quantities sufficient to address public demand. Ensure availability of parks and recreation services to all economic segments of the community.
   e) Schedule existing developed facilities for redevelopment as conditions and use dictate.

Boulder Valley Comprehensive Plan Planning Areas I, II, III Map



Legend

Area I
- Area I - Boulder City Limits

Area II - Service Area
- Area II

Area III
- Area III - BVCP Planning Area Boundary
- Area III - Rural Preservation Area
- Area III - Planning Reserve Area
- Area III - Annexed

- Creek
- Intermittent Creek
- Ditch
- Lakes
- Highway
- Arterial Street
- Local Street

N W E S

1:25,000

Miles

0 1 2

Updated on: 11/17/2017

© 2017 City of Boulder, Colorado

SUBJECT TO REVISION

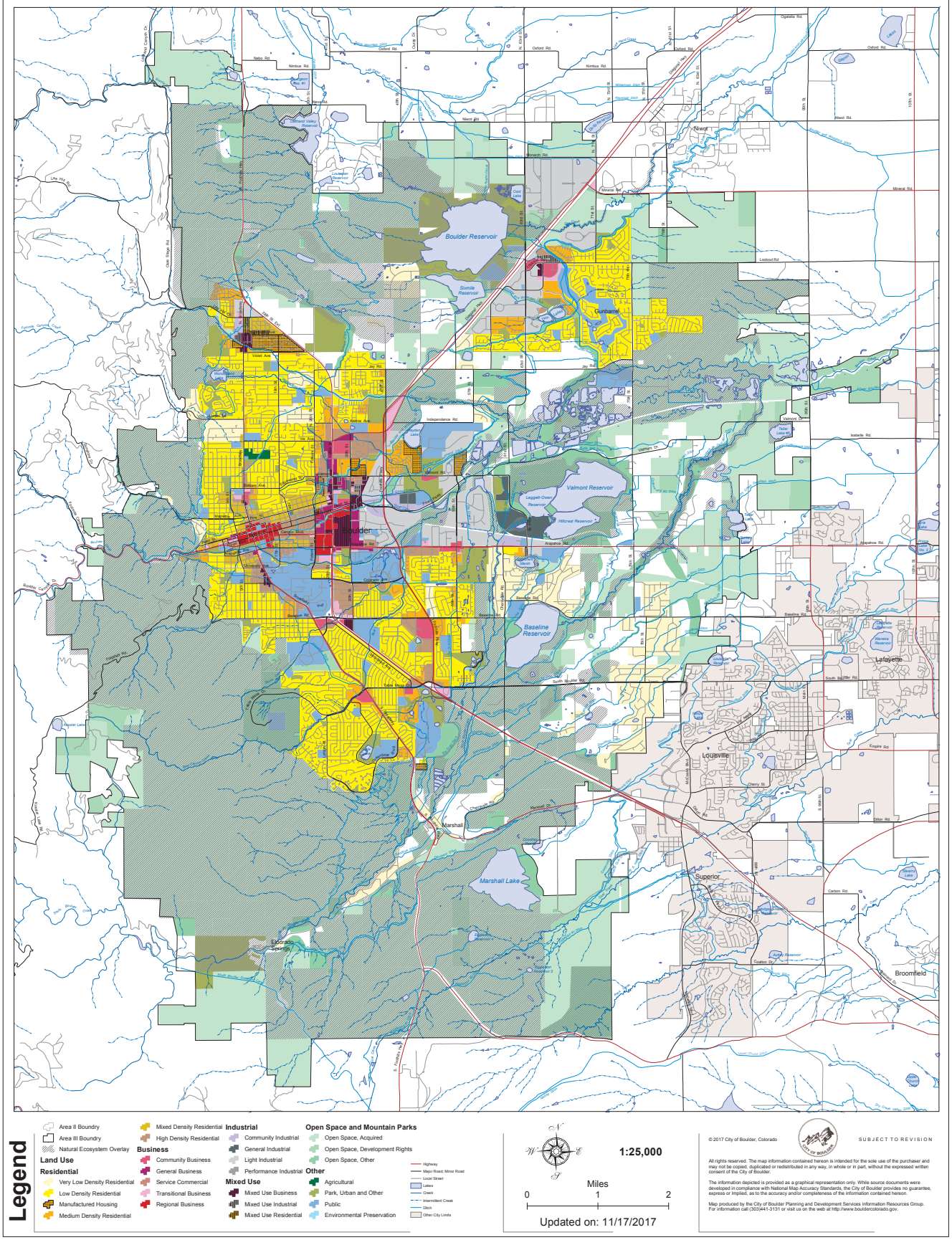
All rights reserved. The map information contained hereon is intended for the sole use of the purchaser and may not be copied, duplicated or redistributed in any way, in whole or in part, without the expressed written consent of the City of Boulder.

The information depicted is provided as a graphical representation only. While source documents were developed in compliance with National Map Accuracy Standards, the City of Boulder provides no guarantee, express or implied, as to the accuracy and/or completeness of the information contained hereon.

Map produced by the City of Boulder Planning and Development Services Information Resources Group. For information call (303)441-3131 or visit us on the web at http://www.ci.boulder.co.us/pwplan/.

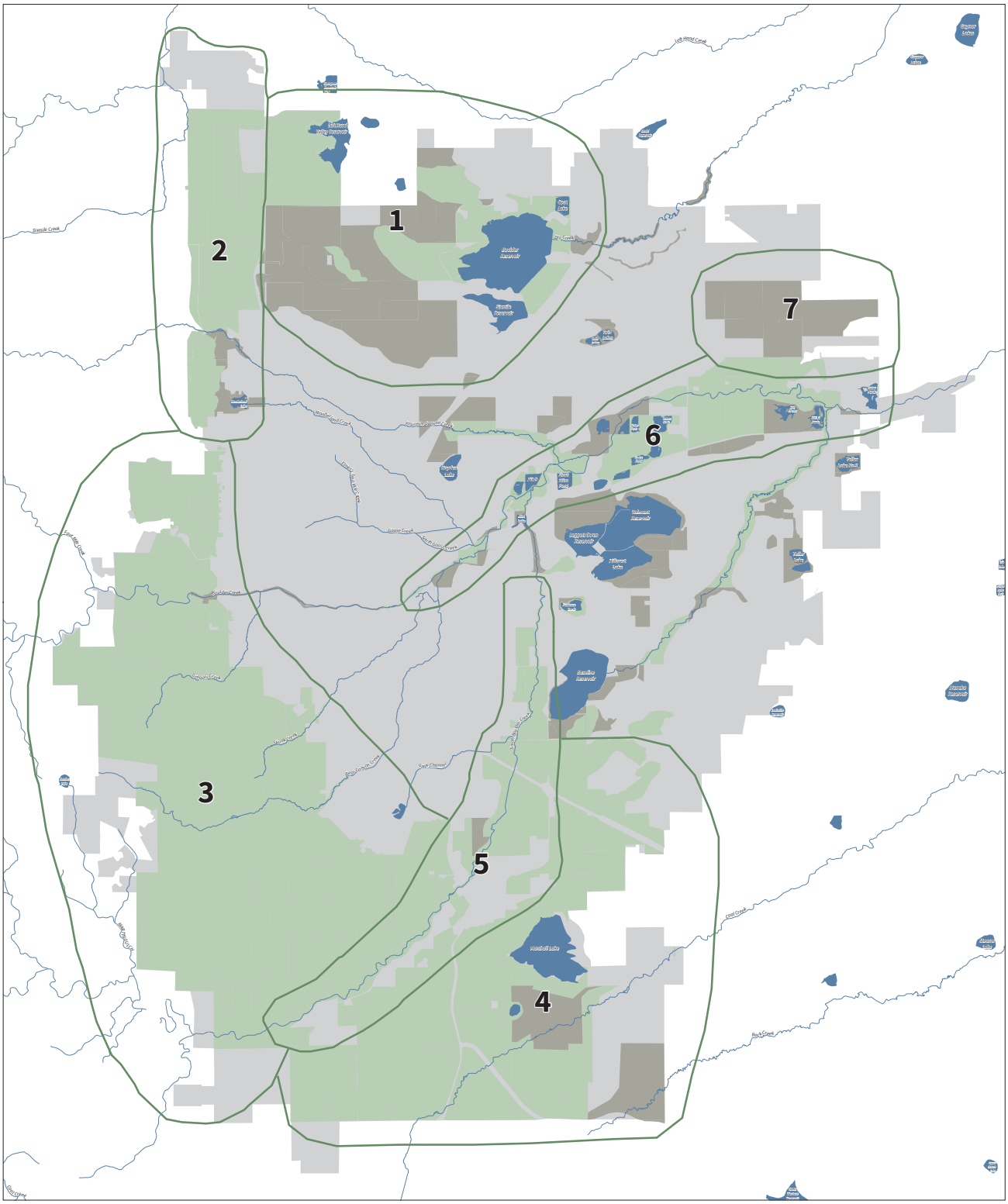
Click map for online version or go to www.BoulderValleyCompPlan.net.

Boulder Valley Comprehensive Plan Land Use Designation Map



Click map for online version or go to www.BoulderValleyCompPlan.net.

Boulder Valley Comprehensive Plan Natural Ecosystem Map



Legend

- Natural Ecosystem Areas
- Group 1 Natural Areas
- Group 2 Natural Areas
- BVCP Planning Area

1) Great Plains Mixed Grass Prairie-North Boulder Valley
2) Foothill Shrublands & Woodlands-North Boulder Valley
3) Montane Woodlands/Great Plains Mixed Grass Prairie
4) Great Plains Shortgrass & Mixed Grass Prairie Complex-South Boulder
5) South Boulder Creek Floodplain
6) Boulder Creek Floodplain and Associated Uplands
7) Great Plains Mixed Prairie-Northeast Boulder

N W E S

1:25,000

Miles
0 1 2

Updated on: 5/23/2017

© 2017 City of Boulder, Colorado

All rights reserved. The map information contained hereon is intended for the sole use of the purchaser and may not be copied, duplicated or redistributed in any way, in whole or in part, without the expressed written consent of the City of Boulder.

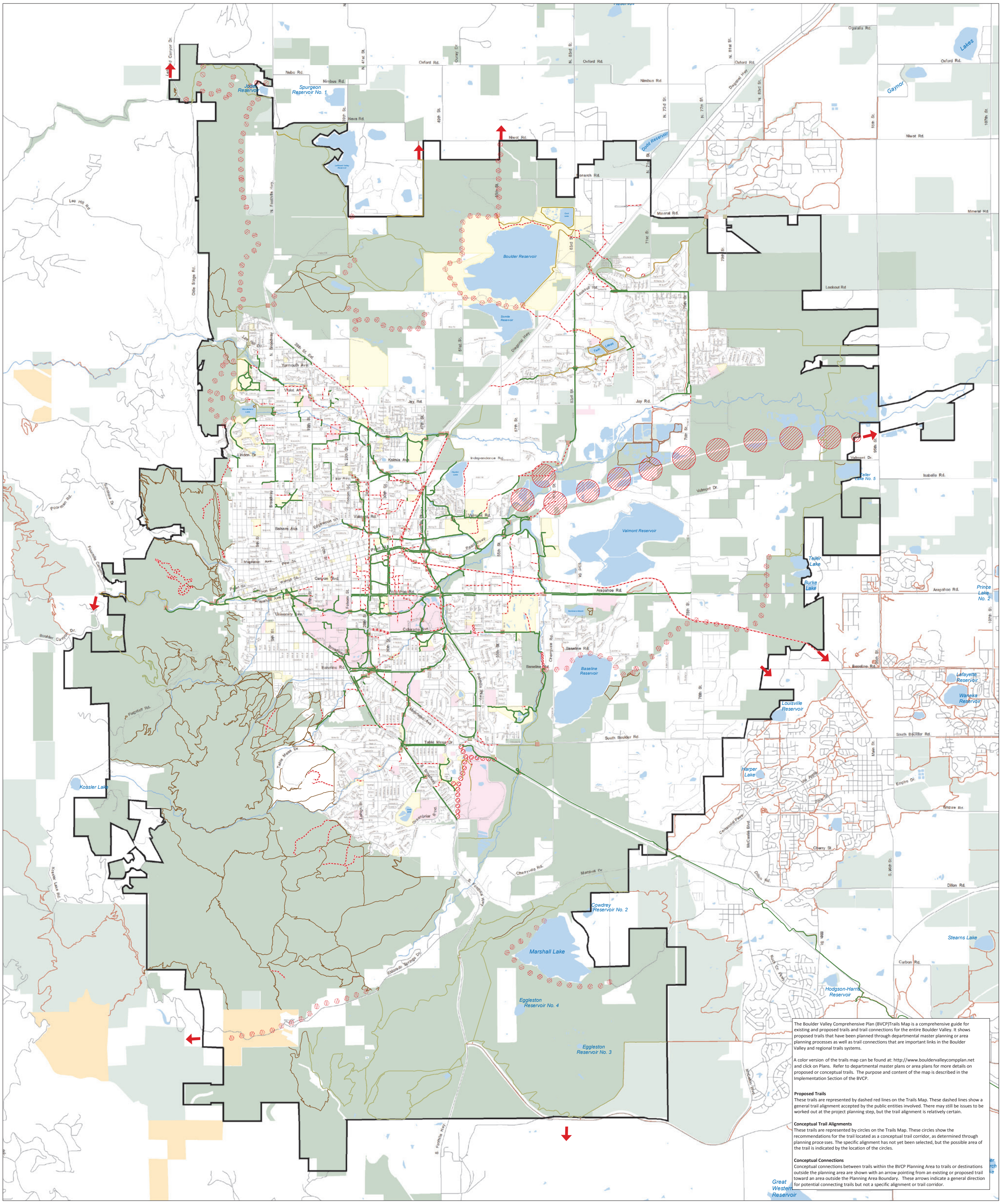
The information depicted is provided as a graphical representation only. While source documents were developed in compliance with National Map Accuracy Standards, the City of Boulder provides no guarantees, express or implied, as to the accuracy and/or completeness of the information contained hereon.

Map produced by the City of Boulder Planning and Development Services Information Resources Group. For information call (303)441-3131 or visit us on the web at http://www.bouldercolorado.gov.

SUBJECT TO REVISION

Click map for online version or go to www.BoulderValleyCompPlan.net.

Boulder Valley Comprehensive Plan Trails Map



Legend

- Proposed Trail
- Conceptual Connection
- Conceptual Alignment
- New Proposed Trail
- Existing Underpass
- Trail Outside Planning Area
- Existing Multi-Use Trail
- Existing Soft Surface Multi-Use Trail
- Existing Pedestrial Trail
- Street
- Planning Area Boundary
- Lake
- Creek
- City Park
- School Property
- Open Space and Mountain Parks Managed Lands
- County Open Space
- State Owned Land

1:25,000

Miles 0 1 2

Updated on: 5/23/2017

© 2017 City of Boulder, Colorado

SUBJECT TO REVISION

All rights reserved. The map information contained hereon is intended for the sole use of the purchaser and may not be copied, duplicated or redistributed in any way, in whole or in part, without the expressed written consent of the City of Boulder.

The information depicted is provided as a graphical representation only. While source documents were developed in compliance with National Map Accuracy Standards, the City of Boulder provides no guarantee, express or Implied, as to the accuracy and/or completeness of the information contained hereon.

Map produced by the City of Boulder Planning and Development Services Information Resources Group. For information call (303)441-3131 or visit us on the web at http://www.bouldercolorado.gov.

Click map for online version or go to www.BoulderValleyCompPlan.net.

Appendix B: Boulder Valley Comprehensive Development Plan Intergovernmental Agreement with Amendment Procedures (Exhibit B)

THIS INTERGOVERNMENTAL AGREEMENT ("IGA") between the City of Boulder, a Colorado home-rule city ("Boulder" or "City"), and the County of Boulder, a body politic and corporate of the State of Colorado ("County" or "Boulder County") shall become effective as of the "Effective Date" listed below. The City and the County are together referred to as the "Parties."

RECITALS

A. The Parties have a shared history of cooperative planning beginning in 1977, and previously entered into intergovernmental agreements on June 21, 1978, December 13, 1990 and most recently on July 15, 2002. The Parties desire to extend this relationship through an updated comprehensive development plan and intergovernmental agreement.

B. The most recent intergovernmental agreement, effective as of July 15, 2002, (the "Previous IGA") expires, by its terms, on December 31, 2017. The Parties desire to adopt this IGA to supersede and replace the Previous IGA in order to adopt the most recent updates to the plan.

C. C.R.S. § 29-20-101 *et seq.,* as amended, authorizes the Parties to enter intergovernmental agreements to plan for and regulate land uses in order to minimize the negative impacts on the surrounding areas and protect the environment, and specifically authorizes local (i.e., municipal and county) governments to cooperate and contract with each other for the purposes of planning and regulating the development of land by means of a "comprehensive development plan."

D. The County is the ultimate governmental authority regarding land use control and development in the unincorporated areas of the County, which areas include the Boulder Valley, as defined in the plan attached as Exhibit A (the "Plan" or the "BVCP").

E. The City is the only significant potential source of adequate urban facilities and services required for the orderly urban development of the Boulder Valley, where desired.

F. Under C.R.S. §§ 30-28-106, -108 and -110, as amended, the County Planning Commission and the Board of County Commissioners have made and adopted a master plan for the physical development of the unincorporated area of the County, the Boulder County Comprehensive Plan.

G. Under C.R.S. § 31-23-202, as amended, the Boulder Planning Board and the Boulder City Council have adopted the goals, policies, programs and supportive data of the Boulder Valley Comprehensive Plan.

H. Under C.R.S. § 30-28-106(2)(a), as amended, the master plan shall not be effective inside the boundaries of any incorporated municipality within the region unless such plan is adopted by the governing body of the municipality.

I. To ensure that the unique and individual character of Boulder and of the rural area within Boulder County outside Areas I and II of the BVCP are preserved, the Parties believe that a comprehensive development plan that recognizes the area of potential urbanization within the BVCP that would not be interrupted by Boulder County open space, accompanied by a commitment by Boulder for the preservation of the rural character of lands surrounding Areas I and II within the Boulder Valley and Boulder County, is in the best interest of the residents of each of the Parties.

J. The Parties acknowledge that this IGA may control or limit the County's authority over some properties within the County's jurisdiction but that such control or limitation is justified due to the fact that such properties are currently served by City owned municipal utilities, are bound by service agreements between the property owners and the City, and/or such properties are located within areas specially affecting the City's interests, including but not limited to entry corridors and areas of special impact upon City resources.

K. The Parties find that providing for the area outside Areas I and II of the Boulder Valley Comprehensive Plan within Boulder County to remain as rural in character through the term of this IGA for the purpose of preserving a community buffer through the limitation of annexation by Boulder serves the economic and civic interest of their residents and meets the goals of the Boulder County Comprehensive Plan.

L. Consistent with the municipal annexation, utility services, and land use laws of the State of Colorado, this IGA including, specifically, the annexation and open space portions hereof, is intended to encourage the natural and well-ordered future development of each Party; to promote planned and orderly growth in the affected areas; to distribute fairly and equitably the costs of government services among those persons who benefit therefrom, to extend government services and facilities to the affected areas in a logical fashion; to simplify providing utility services to the affected areas, to simplify the governmental structure of the affected areas; to reduce and avoid, where possible, friction between the Parties; and to promote the economic viability of the Parties.

M. The functions described in this IGA are lawfully authorized to each of the Parties, which perform such functions hereunder, as provided in Article XX, § 6 of the Colorado Constitution, and C.R.S. §§ 29-20-101, *et seq;* 30-28-101, *et seq;* 31-12-101, *et seq; and* 31-23-201 and -301, *et seq*., as amended.

N. C.R.S. § 29-1-201, *et seq.,* as amended, authorizes the Parties to cooperate and contract with one another with respect to functions lawfully authorized to each of the Parties, and the people of the State of Colorado have encouraged such cooperation and contracting through the adoption of Colorado Constitution, Article XIV, § 18(2).

O. The Parties have each held hearings after proper public notice for the consideration of entering into this IGA and the adoption of a comprehensive development plan for the Boulder Valley.

P. The Parties desire to enter into this IGA in order to plan for the use of the lands within the Boulder Valley through joint adoption of a mutually binding and enforceable comprehensive development plan.

AGREEMENT

NOW THEREFORE, in consideration of the above and the mutual covenants and commitments made herein, the Parties agree as follows:

1. Boulder Valley Comprehensive Development Plan. This IGA, including the Boulder Valley Comprehensive Plan text and Map attached to this IGA as Exhibit A, is hereby adopted by the Parties as a comprehensive development plan as provided in C.R.S. § 29-20-105, to be known as the "Boulder Valley Comprehensive Plan" (hereinafter "the Plan"). The Plan shall govern and control the Plan Area as shown on Exhibit A, or as subsequently amended in accordance with Section 6, below.

2. Consistency with BVCP in Planning, Zoning, and Other Land Use Regulations and Actions Required. The City and the County, respectively, within their constitutional and statutory geographic jurisdictions, shall exercise their planning, zoning, subdivision, building and related land use regulatory functions consistent with the plans and policies of the Plan, to the end of attaining the goals and objectives of the Plan.

3. Compliance with BVCP for Annexations Required. The City shall exercise its annexation policies and capital improvements plan consistent with the plans and policies of the Plan, to the end of attaining the goals and objectives of the Plan.

4. Term.

   4.1 Term. This IGA shall extend through December 31, 2037.

   4.2 Schedule for Plan Reviews. The City and the County agree that the Plan will be reviewed at least every five years for possible amendments to reflect changes in circumstances and community desires. This Agreement shall extend to all revisions and amendments of the Plan that are jointly approved from time to time by the City and the County. As part of the mid-term and major updates, each Party agrees to hold a duly noticed public hearing to determine, among other things, if the term of this Agreement should be extended an additional five years from the date of termination.

5. Amendments to the Intergovernmental Agreement. This IGA may be amended from time to time upon a majority vote of the Boulder City Council and the Board of County Commissioners. This Intergovernmental Agreement will be reviewed by the Parties during the periodic plan reviews.

6. Amendments to the Plan, Referral Process, Notices, and Errors. The procedures for Plan amendments, referrals, notices, and errors are incorporated into the Intergovernmental Agreement and are attached hereto as Exhibit B.

7. Preservation of Legislative Discretion. It is recognized that all provisions of the Boulder Valley Comprehensive Plan that require appropriation of public funds are qualified by the availability of appropriations for those purposes, and the legislative discretion inherent in the appropriation process is not limited by the adoption of the Plan.

8. Severability. If any portion of this Plan is held by a court in a final, non-appealable decision to be per se invalid or unenforceable as to any Party, the entire Agreement and the Plan shall be terminated, it being the understanding and intent of the Parties that every portion of the Agreement and Plan is essential to and not severable from the remainder.

9. Beneficiaries. The Parties, in their corporate and representative governmental capacities, are the only entities intended to be the beneficiaries of the Agreement and the Plan, and no other person or entity is so intended or may bring any action, including a derivative action, to enforce the Agreement or the Plan.

10. Enforcement. Either of the Parties may enforce this Agreement by any legal or equitable means including specific performance, declaratory and injunctive relief. No other person or entity shall have any right to enforce the provisions of this Agreement or the Plan.

11. Defense of Claims. If any person allegedly aggrieved by any provision of the Plan and who is not a Party to the Plan should sue any Party concerning such Plan provision, all Parties shall be notified promptly by any party served; any Party served shall, and any other Party may, defend such claim. Defense costs shall be paid by the Party providing such defense.

12. Governing Law and Venue. This Agreement shall be governed by the laws of the State of Colorado, and venue shall lie in the County of Boulder.

THIS AGREEMENT is made and entered into to be effective on the later of the dates of approval by the City of Boulder or Boulder County (the "Effective Date").

Dated: 9/26/2017

CITY OF BOULDER

Suzanne Jones
Mayor

ATTEST:

City Clerk

APPROVED AS TO FORM:

City Attorney's Office

BOARD OF COUNTY COMMISSIONERS OF BOULDER COUNTY:

Deb Gardner, Chair

Cindy Domenico, Vice Chair

Elise Jones, Commissioner

ATTEST:

Clerk of the Board

APPROVED AS TO FORM:

County Attorney's Office

Exhibit B: Boulder Valley Comprehensive Plan - Amendment Procedures

Contents

Intro 164

Summary Matrix 165

A. Types of Changes 166

1. Land Use Map Changes 166
2. Area II/III Boundary Changes 166
   a. Service Area Expansions and Contractions 166
   b. Area III Rural Preservation Expansions and Contractions 170
   c. Planning Area Expansions and Contractions 171
3. Policy & Text Changes 171

B. Procedures for changes 171

1. Changes that may be considered at any time 171
2. Map only update 172
3. Mid-term Update 172
4. The Major Update 173
5. Schedule & Process of Updates 173

C. Referral Process 173

D. Notification 174

E. Errors 174

Intro

The Boulder Valley Comprehensive Plan is a joint policy document legislatively adopted by the City of Boulder and Boulder County. The plan is updated periodically to respond to changed circumstances or community needs. Changes to the comprehensive plan fall into four categories:

- Changes that may be considered at any time
- Changes that may be considered during a map-only update
- Changes that may be considered during a mid-term update
- Changes that may only be considered during the major update

The table below summarizes the different types of changes, when they may be considered, and the decision-making bodies that approve them. When the table refers to the decision-making bodies that approve changes:

- "city" means Planning Board and City Council;
- "county" means the County Planning Commission and Board of County Commissioners; and
- "city and county" means Planning Board, City Council, County Planning Commission, and Board of County Commissioners.

Summary Matrix

	WHEN				WHO		HOW
Type	Map Only	Mid-term	Major Update	Any-time	Approval Bodies	Who may Initiate[1]	Criteria
LAND USE MAP							
All types of Land Use Map changes	X	X	X	-	City (Area I & II Call-up to BOCC for Area II) City and County (Area III)	All	Sec. A.1.
Land Use Map changes related to rezoning, subcommunity/area plan or annexation only	-	-	-	X	City (Area I & II Call-up to BOCC for Area II) City and County (Area III)	City, Prop. owner	Sec. A.1.
PLANNING AREAS MAP - AREA II/III BOUNDARY Service Area Expansion (Area III to Area II) or Contraction (Area II to Area III)							
MINOR ADJUSTMENTS: Area III – Rural Preservation to Area II	X	X	X	-	Under 5 acres: City Over 5 acres: City, call-up to BOCC	All	Sec. A.2.a.i
SERVICE AREA EXPANSION: Area III - Planning Reserve to Area II	-	X	X	-	City and County	City	Sec. A.2.a.ii
SERVICE AREA EXPANSION: Reinstatement of Area III - Rural Preservation back to Area II	-	X	X	-	City and County	Prop. owner	Sec. A.2.a.ii
SERVICE AREA CONTRACTION: Area II to Area III Rural - Preservation	-	X	X	-	City and County	All	Sec. A.2.a.iii
Rural Preservation Expansion or Contraction							
RURAL PRESERVATION EXPANSION: Area III - Planning Reserve to Area III - Rural Preservation	-	-	X	-	City and County	All	Sec. A.2.b.i
RURAL PRESERVATION CONTRACTION: Area III - Rural Preservation to Area III - Planning Reserve	-	-	X	-	City and County	All	Sec. A.2.b.ii
Planning Area Expansion or Contraction							
Expansion or contraction of Area III outer boundary	-	X	X	-	City and County	City and County	Sec. A.2.c.i
POLICIES							
Minor edits	-	X	-	-	City and/or County	All	Sec. A.3.
Major edits	-	X	X	-	City and/or County	All	Sec. A.3.
TEXT							
Plan and Program Summaries; Urban Service Criteria and Standards; Subcommunity and Area Plan section	-	X	X	X	City	All	-

[1] All: Members of the public, property owners, city staff, county staff, city approval bodies (Planning Board, City Council); county approval bodies (Planning Commission, Board of County Commissioners)
City: city staff and approval bodies
County: county staff and approval bodies
Public: Members of the public including, but not limited to, property owners
Property Owners: Owners of property subject to proposed change

A. Types of Changes

1. Land Use Map Changes

Description

The Land Use Map is not intended to be a zoning map. Instead, it provides policy direction and definition for future land uses in the Boulder Valley.

Criteria

To be eligible for a Land Use Map change, the proposed change:

a) on balance, is consistent with the policies and overall intent of the comprehensive plan;
b) would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the city;
c) would not materially affect the land use and growth projections that were the basis of the comprehensive plan;
d) does not materially affect the adequacy or availability of urban facilities and services to the immediate area or to the overall service area of the City of Boulder;
e) would not materially affect the adopted Capital Improvements Program of the City of Boulder; and
f) would not affect the Area II/Area III boundaries in the comprehensive plan.

Decision-making

Land Use Map changes in Area I & II are a city decision, with call-up to the county as described in the referral & call up procedures. Changes in Area III are a city and county decision.

2. Area II/III Boundary Changes

a. Service Area Expansions and Contractions

i. Minor Adjustment to the Service Area (Area III-Rural Preservation to Area II)

Description

A minor adjustment to the service area boundary is a small, incremental service area expansion that creates a more logical boundary. A change in designation of land from Area III to Area II may be eligible to be approved as a minor service area boundary adjustment based on the following criteria:

Applicability

a) **Maximum size:** The total size of the area must be no larger than ten acres. Residential areas larger than 10 acres may be considered if the area consists of substantially developed properties below the Blue Line along the western edge of the service area.
b) **Minimum contiguity:** The area must have a minimum contiguity with the existing service area of at least 1/6 of the total perimeter of the area.

Criteria

a) **Logical Service Area boundary:** The resulting Service Area boundary must provide a more logical Service Area boundary (Area III/II), as determined by factors such as:
   1. more efficient service provision,
   2. a more identifiable edge to the urbanized area or neighborhood,
   3. a more functional boundary based on property ownership parcel lines or defining natural features.

b) **Compatibility with the surrounding area and the comprehensive plan:** The proposed change of Area III to II must be compatible with the surrounding area as well as on balance, the policies and overall intent of the comprehensive plan.

c) **No major negative impacts:** It must be demonstrated that no major negative impacts on transportation, environment, services, facilities, or budget will result from an expansion of the Service Area.

d) **Minimal effect on land use and growth projections:** The proposed change of Area III to II change does not materially affect the land use and growth projections that were the basis of the Comprehensive Plan.

e) **Minimal effect on service provision:** The proposed change of Area III to II does not materially affect the adequacy or availability of urban facilities and services to the immediate area or the overall Service Area of the City of Boulder.

f) **Minimal effect on the city's Capital Improvements Program:** The proposed Area III to II change does not materially affect the adopted Capital Improvements Program of the City of Boulder.

g) **Appropriate timing:** The proposed Area III to II change will not prematurely open up development potential for land that logically should be considered as part of a larger Service Area expansion.

Decision Making

Minor Adjustments to the Service Area boundary are a city decision for areas five acres and under. For areas greater than five acres, the Board of County Commissioners may call-up a city decision for its review under the procedures described below.

ii. Service Area Expansions: Planning Reserve (Area III-Planning Reserve to Area II)

Description

The Area III-Planning Reserve is identified on the Area I, II, III map and includes approximately 500 acres of land outside the existing service area of the City of Boulder. The Area III–Planning Reserve is not currently eligible for urban services or annexation. This area was established at the conclusion of a comprehensive analysis of Area III; when city and county determined that only a small amount of Area III should be contemplated for future urban expansion, and then only if detailed planning for the area indicates community benefits exceed potential negative impacts. The area was chosen for its location and characteristics based upon the apparent lack of sensitive environmental areas, hazard areas and significant agricultural lands, the feasibility of efficient urban service extension, and contiguity to the existing Service Area, to maintain a compact community.

The Area III-Planning Reserve is that portion of Area III where the city intends to maintain the option of Service Area expansion for future urban development in response to priority community needs that cannot be met within the existing Service Area.

While Service Area expansion into the Area III-Planning Reserve may occur over time in several separate actions, it must result in a logical expansion of the Service Area. The needs of future generations should be considered any time a Service Area expansion of the Planning Reserve is contemplated.

Baseline Urban Services Study Required

The City of Boulder will complete a baseline urban services study of the Area III-Planning Reserve prior to considering a service area expansion. The purpose of the study is to learn more about the feasibility and requirements to provide urban services to the area, and to understand potential phasing and logical areas of planning and potential expansion. The city may undertake preparing the baseline urban service study at any time for all or a portion of the Planning Reserve, and should include, but is not limited to an analysis and inventory of the existing infrastructure and service capacity (such as needed upgrades to the water, wastewater, and stormwater or facilities and distribution system, additional fire stations or

vehicles and police protection needs, transportation network connections, capacity of existing schools, urban parks), inventory of existing uses in the Area III-Planning Reserve, and identification of logical Service Area expansions (areas and/or phasing). The completed study will be reviewed by the Planning Board and accepted by the City Council.

Service Area expansion process

a) **Service Area expansion consideration**

The city may consider a service area expansion into the Area III-Planning Reserve following acceptance of the baseline urban services study. Service Area expansion may occur at a mid-term or major update to the BVCP. At the beginning of each BVCP update, the Planning Board and City Council will hold a public hearing to determine if there is interest in considering a Service Area expansion as part of that update. If the city is interested in considering a Service Area expansion, a planning effort to solicit and identify priority community needs will begin. The city will hold public hearings and decide whether the identified needs are of sufficient priority based on the eligibility criteria below to warrant preparation of a Service Area expansion plan. Prior to the public hearings by the city, the identified needs will be referred to the county.

Criteria for Initiating a Service Area Expansion Plan

In order to initiate a service area expansion plan there must be sufficient community need. In determining whether there is sufficient community need, the city will consider the following factors:

a. **Community Value:** Expansion will address a long-term community value as articulated in the Comprehensive Plan.
b. **Capacity:** The need for a service area expansion cannot be met within the existing Service Area because there is not suitable existing or potential land/service capacity.
c. **Benefit:** Expansion will benefit the existing residents in the Boulder Valley and will have a lasting benefit for future generations.

b) **Service Area Expansion Plan**

An expansion plan for priority community needs is anticipated to be similar in scope to an Area Plan, as described in the Comprehensive Plan and will be developed by the city in coordination with the county. If the city initiates preparation of a service area expansion plan, it will include, but not be limited to the following information:

a. The location and amount of land area needed;
b. Other uses that are needed or desired based on the identified needs;
c. Conceptual land use and infrastructure plans, to ensure adequate facilities and services can be provided;
d. General annexation requirements to further comprehensive plan goals and policies;
e. Requirements and conditions for the city and the private sector for development, including on-site and off-site mitigation of impacts; and
f. Anticipated development phasing.

Approval of a Service Area Expansion Plan

A service area expansion plan approval and change from Area III-Planning Reserve to Area II will consider the following:

a. **Minimum size:** In order to cohesively plan and eventually annex by neighborhoods and to build logical increments for infrastructure, it is encouraged that the minimum size of the parcel or combined parcels for Service Area expansion be at least forty acres.
b. **Minimum contiguity:** The parcel or combined parcels for Service Area expansion must have a minimum contiguity with the existing service area of at least 1/6 of the total perimeter of the area.

c. **Provision of a community need:** Taking into consideration an identified range of desired community needs, the proposed change must provide for a priority need that cannot be met within the existing service area.

d. **Logical extension of the service area:** The resulting service area boundary must be a logical extension of the service area. Factors used in making this determination include but are not limited to an efficient increment for extending urban services; a desirable community edge and neighborhood boundary; and a location that contributes to the desired compact urban form.

e. **Compatibility with the surrounding area and comprehensive plan:** The proposed Area III-Planning Reserve area to Area II change must be compatible with the surrounding area and on balance, the policies and overall intent of the comprehensive plan.

f. **No major negative impacts:** The Service Area Expansion Plan must demonstrate that community benefits outweigh development costs and negative impacts from new development and that negative impacts are avoided or adequately mitigated. To this end, the Service Area Expansion Plan will set conditions for new development, and it will specify the respective roles of the city and the private sector in adequately dealing with development impacts.

g. **Appropriate timing for annexation and development:** A reasonable time frame for annexation is projected within the planning period after Area III-Planning Reserve area land is brought into the service area.

Decision-making

Initiating a service area expansion plan is a city decision. Approval of a service area expansion plan and change from Area III – Planning Reserve to Area II will be decided by the City and County.

iii. Service Area Contractions (Area II to Area III-Rural Preservation Area)

Description

A Service Area contraction removes land from the city's Service Area, due to a change in circumstances.

Applicability

a) **Minimum size:** No minimum or maximum size.

b) **Minimum contiguity:** No contiguity required.

Criteria

Proposed changes from Area II to Area III-Rural Preservation Area must meet the following criteria:

a) **Changed circumstances:** Circumstances have changed that indicate either the development of the area is no longer in the public interest, the land has or will be purchased for open space, or, for utility-related reasons, or the City of Boulder can no longer expect to extend adequate urban facilities and services to the area within 15 years.

b) **Compatibility:** Any changes in proposed land use are compatible with the surrounding area and on balance, the policies and overall intent of the comprehensive plan.

Decision-making

Changes from Area II to Area III – Rural Preservation are a city and county decision.

iv. Service Area Reinstatement (Area III – Rural Preservation Area back to Area II – Service Area)

The owner of property that has been moved from Area II to Area III may request that the change be reevaluated under the same procedures and criteria that were used to make such a change for a period ten years after the change was made. Thereafter, such properties will be subject to all of the procedural requirements of this section.

b. Area III Rural Preservation Expansions and Contractions

i. Area III-Rural Preservation Area Expansions (Area III-Planning Reserve to Area III-Rural Preservation)

Description

An Area III – Rural Reservation expansion removes land from the Area III – Planning Reserve, due to a change in circumstances.

Applicability

Land to be considered for a change from Area III-Planning Reserve to Area III-Rural Preservation must have a minimum contiguity with the Area III-Rural Preservation area of at least 1/6 of the total perimeter of the area.

Criteria

Expansion of the Area III-Rural Preservation Area must meet the following criteria:

a) **Changed Circumstances:** There is a desire and demonstrated need for expansion of the Area III-Rural Preservation Area due to changed circumstances, community needs, or new information on land use suitability (e.g., environmental resource or hazard constraints, feasibility of efficient extension of urban services, and compact and efficient urban form).

Decision-making

Changes from Area III-Planning Reserve to Area III-Rural Preservation are a city and county decision.

ii. Area III-Rural Preservation Contractions (Area III-Rural Preservation Area to Area III-Planning Reserve)

Description

An Area III – Rural Preservation contraction results in land being removed from rural preservation and identification as Area III – Planning Reserve, for potential future inclusion into the service area.

Applicability

Land to be considered for a change from Area III-Rural Preservation Area to Area III-Planning Reserve must have a minimum contiguity with the Area III-Planning Reserve area or the existing service area (Area I or Area II) of at least 1/6 of the total perimeter of the area.

Criteria

Contraction of the Area III-Rural Preservation Area must meet the following criteria:

a) There is a demonstrated need for contraction of the Area III-Rural Preservation Area due to changed circumstances, community needs, or new information on land use suitability (e.g., environmental resource or hazard constraints, feasibility of efficient extension of urban services, and compact and efficient urban form)

Decision-making

Changes from Area III- Rural Preservation to Area III- Planning Reserve are a city and county decision.

c. Planning Area Expansions and Contractions

i. Boulder Valley Planning Area Expansions or Contractions

Description

A Planning Area boundary expansion or contraction changes the outer boundary of the area of joint planning between the city and county.

Applicability

An Area III outer boundary change may be initiated by the city or the county.

Criteria

A Planning Area Boundary change must meet the following criteria:

a) There is a demonstrated need that either expansion or contraction of the planning area is necessary due to changed circumstances or past error in determining the boundary.

Decision-making

Changes to the Planning Area Boundary are a city and county decision.

3. Policy & Text Changes

Description

The policies of the Boulder Valley Comprehensive Plan are contained within Chapter III of the plan.

Decision-making

a) Where the "county" alone is referred to in the policy, the policy may be amended by the county, after referral to the city.
b) Where the "city" alone is referred to in the policy, the policy may be amended by the city, after referral to the county.
c) All other policies will be construed to be joint city and county statements of policy, and are to be amended by joint action.
d) Where a particular "area" is not specified in the policy text, the policy will apply to all areas.

B. Procedures for changes

This section describes the process and procedures for approving proposed changes to the BVCP. There are four types of procedures for changing the plan:

1. Changes that may be considered at any time
2. Map-only Update
3. Mid-Term Update
4. Major Update

1. Changes that may be considered at any time

i. Scope:

Changes that may be considered at any time include:

- Changes to the Land Use Map concurrent with rezoning, annexation, or adoption/amendment of a subcommunity or area plan
- Changes to the Subcommunity and Area Plan section (Ch. V)
- Changes to the Master Plan and Program summaries (Ch. VI)
- Changes to the Urban Service Criteria and Standards (Ch. VII)

ii. Schedule and Process

A request initiated by the property owner concurrent with a rezoning, development application, or annexation application must be submitted in writing to the city's Planning Department and must address the criteria for processing the request separately from a plan update. All other changes must be initiated by the city or county.

iii. Referrals

The city will make a referral with preliminary comments to the county Land Use Department for comment. For land use changes the county will have 30 days after receipt of the referral to provide written notice to the city as to whether the proposed change meets the criteria.

2. Map only update

Changes to the comprehensive plan Land Use Map and Area I, II, III Map may be proposed as otherwise provided for in this plan or in a map only update. A map only update may be initiated between mid-term and major updates as needed. The purposes of the map only update are to provide an opportunity for the city and county, as well as the public to request changes to the plan that do not involve significant city and county resources to evaluate, to clean up mapping discrepancies and to make minor adjustments to the service area boundary. The map only update is not intended to be a time to consider significant Land Use Map changes, or any policy changes.

Changes that may be considered during a map only update include:

- Changes to the Land Use Map in Area I or II.
- Minor Adjustments to the Service Area Boundary.

3. Mid-term Update

A mid-term update will be initiated at some point between major updates. The purposes of the mid-term update are to address objectives identified in the last major update and review progress made in meeting those objectives, provide an opportunity for the public to request changes to the plan that do not involve significant city and county resources to evaluate, and make minor additions or clarifications to the policy section. The mid-term update is not intended to be a time to consider major policy changes.

Changes that may be considered during a mid-term update include:

- Changes to the Land Use Map.
- Changes to the Area I,II,III Map.
- Planning Area boundary changes.
- Minor edits to the policy section (Ch. III).
- Minor text edits.

- Changes to the Subcommunity and Area Plan section (Ch. V).
- Changes to the Master Plan and Program summaries (Ch. VI).
- Changes to the Urban Service Criteria and Standards (Ch. VII).

4. The Major Update

The comprehensive plan will be reviewed at least every 10 years for potential amendments to reflect changes in circumstances and community desires.

Changes that may be considered during a major update include:

- Changes to the Land Use Map.
- Changes to the Area I,II,III Map.
- Rural Preservation Area Expansions or contractions.
- Planning Area boundary changes.
- Edits to the policy section (Ch. III).
- Edits to the plan text.
- Changes to the Subcommunity and Area Plan section (Ch. V).
- Changes to the Master Plan and Program summaries (Ch. VI).
- Changes to the Urban Service Criteria and Standards (Ch. VII).

5. Schedule & Process of Updates

a) **Schedule:** Prior to the beginning of each update, the city Planning Department and the county Land Use Department will establish a process and schedule for the update. The schedule and process will be revised as needed during the review process. The process will include an opportunity for landowners and the general public to submit requests for changes to the plan. During major updates, policy changes should precede map changes.

b) **Screening:** Proposed changes from the public, staff and approval bodies will be reviewed by the city Planning Department, which will prepare a recommendation in consultation with the county Land Use Department on which proposals should go forward and which proposals should receive no further consideration. The bodies will consider all requests for changes together with the staff recommendations at initial public hearings and will compile a list of proposed changes to be considered during the update based upon:
   - consistency with the purposes of the update as described above,
   - available resources to evaluate the proposed change (city and county staffing and budget priorities),
   - consistency with current BVCP policies, and
   - compatibility with adjacent land uses and neighborhood context.

c) **Further study & initiation of hearings:** After a list of proposed changes to be considered during the update has been determined, the city Planning Department and county Land Use Department will study, seek appropriate public input, and make recommendations concerning proposed changes. Requests for changes to the comprehensive plan that affect an area designated Open Space will be reviewed by the city Open Space Board of Trustees and the county Parks and Open Space Advisory Committee. The board of trustees will make a recommendation prior to any action on that change. The bodies will then initiate the hearings on whether to approve, modify or deny any of the proposed changes.

C. Referral & Call-up Process

As part of the cooperative planning process, the City of Boulder and Boulder County have established the following referral process for certain types of land use and public improvements activity within the Boulder Valley. A referral is a written communication from the Planning Department of either the city or the county to the Planning Department of either the county or the city, respectively, in which there is contained either a request for or a response to a request for review and comment on the above-described.

Responses to all referrals will be based upon the Boulder Valley Comprehensive Plan, including all applicable policies, maps, and implementation documents, and applicable codes, agreements, ordinances, and resolutions of the respective jurisdictions.

All referral requests and responses of departments of the city and the county will be received, reviewed and communicated through the respective planning departments, with the understanding that referral responses may be reviewed by the Planning Board or Planning Commission and/or the City Council or Board of County Commissioners at the referee's discretion.

Complete referral responses will be made within 30 days of receipt. The referrer will consider all referral responses or the fact that there have been no responses before proceeding with the activity proposed.

The city will not grant or deny applications for out-of-city water and sewer permits for development activities in Area II unless it has first received a referral response from the county.

The Board of County Commissioners may call up the following city decisions:

- Minor adjustments to the service area boundary over 5 acres in size.
- Area II Land Use Map changes over 5 acres in size.

The call up provisions do not apply to enclaves, city-owned land, and properties along the western edge of the service area below the blue line. After approval of a city decision that is eligible for a call-up, the city planning department will notify the county planning department of the decision. If the Board of County Commissioners chooses to call-up the decision within 30 days of the final city decision, it will hold a public hearing to approve or deny the change within 60 days of the call-up decision. The Board of County Commissioners may approve or deny the change or approve and request the city modify the approval. Any change to the comprehensive plan that is a result of a call up by the county will be final upon approval by both the city and the Board of County Commissioners.

D. Notification

Any property owner whose property would be affected by a proposed change in land use designation or by service area expansions, contractions or boundary changes will receive timely written notice that such change or changes will be considered. Planning staff will exert its best efforts to provide such notice within 30 days of receiving a request that is to be considered. However, no hearing to approve or deny any such proposal will be held unless planning staff notified the affected property owner in writing at least 30 days prior to the date set for the hearing on the proposed change.

To provide general public notice, the city Planning Department will publish a Comprehensive Plan map indicating where the proposed changes are located and a description of each change at least ten days prior to the first public hearing to consider the proposed changes.

E. Errors

If a discrepancy is found to exist within the Boulder Valley Comprehensive Plan that is clearly a drafting error, mapping discrepancy or a clerical mistake, either the city or the county, after a referral request to the other agency, may correct such error.