

BVCP Update – DRAFT Staff Recommendation for 6655 Twin Lakes

BVCP MAP-BASED CHANGE REQUESTS

The purpose of this draft report is to advance for public comment the draft staff recommendations for three public requests submitted as part of the Major Update to the Boulder Valley Comprehensive Plan that require action by both city and county agencies. The three properties include 3261 3rd Street, 2801 Jay Road, and 6655 and 6500 Twin Lakes, 0 Kalua Road. The four requests specific to the city will advance on a slightly later schedule as described below.

Background

In October 2015, the city and county received 38 public requests to change either the BVCP land use designation or the Area II/III boundary on individual properties as part of the Boulder Valley Comprehensive Plan update (“map-based change requests”). In late 2015 through March 2016, the four applicable bodies decided to advance ten of these requests for further study plus three policies. Two of the requestors have withdrawn their requests leaving eight current requests (listed below). The decision to advance these requests was based on a variety of factors, including whether or not there were any changed circumstances that warranted the proposal be considered with this BVCP Major Update.

Analysis of 2016 BVCP Change Requests

The city and county staff worked together to prepare the analyses for the public requests to support policy decisions by elected officials. Staff’s approach to analyzing public requests for map based changes is consistent with previous BVCP Major Updates (i.e., 2010, 2005) while reflecting priorities identified during this major update by the community and leaders (e.g., achieving diverse and affordable housing, furthering climate action goals, improving jobs and housing balance). Each request has been analyzed based on the overall intent and core values of the BVCP, with specific analysis included depending on individual property unique conditions or community concerns. Individual property reports cite the relevant core values, prior and ongoing community input, history, and other factors as part of the analysis, with the primary focus for most requests being on BVCP Core Values and associated policies.

The role of the comprehensive plan is to provide policy guidance to attain Boulder Valley’s future goals and address many topics of importance and need to the entire community; therefore, policies seemingly compete with each other, and often are cited in support of or against a proposal. The final decision should be consistent, on balance, with the policies and goals of the BVCP, not a weighting, zero sum analysis, or scorekeeping exercise. Therefore, staff gave consideration to different change requests on balance with the overall intent of the plan, unique property context and issues, and concerns and policies highlighted by the public. Ultimately, staff used professional judgment and precedent to guide the evaluation in support of policy decisions by elected and appointed officials.

Process and Schedule

Pursuant to BVCP amendment procedures, some of the remaining requests require city (two body) approval and others require both city and county (four body) approval¹. The Schedule and Next Steps section below summarizes the anticipated schedule and decision-making milestones in more detail.

¹ Two body approval means only the city Planning Board and City Council vote on the request, with the County Planning Commission and Board of County Commissioners as a referral agency. Four body approval means that all four bodies vote on the request.

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List of BVCP Change Requests Approved for Further Study in 2016

Four Body Requests		
<i>Requires action by both city and county agencies</i>		
25	3261 3rd Street	Area III to Area II to enable future annexation request
29	2801 Jay Public	Public (PUB) to Medium Density Residential (MR) or Mixed Density Residential (MXR)
35	6655 and 6500 Twin Lakes, 0 Kalua Road	Low Density Residential (LR) and Public (PUB) to Mixed Density Residential (MXR)
36	6655 and 6500 Twin Lakes, 0 Kalua Road	Low Density Residential (LR) and Public (PUB) to Open Space (OS) with Natural Ecosystems or Environmental Preservation designation
Two Body Requests		
<i>Requires action by city agencies</i>		
1	Naropa (two locations)	2130 Arapahoe Ave.: High Density Residential (HR) to Public (PUB); 6287 Arapahoe Ave.: Community Industrial (CI) to Community Business (CB)
3	385 Broadway	Transitional Business (TB) to Low Density Residential (LR)
12	0, 693, 695 Broadway (Table Mesa Shopping Center)	Medium Density Residential (MR) to Community Business (CB)
13	3485 Stanford Court	Low Density Residential (LR) to Medium Density Residential (MR)
Request #10 - 4801, 4855, 4865, 4885, & 4895 Riverbend Rd. and Request #26 - 3000 N. 63RD St. & 6650 Valmont Rd were withdrawn to pursue different processes.		

The eight remaining requests will be on slightly separate tracks for public hearings and final decision by the city and county. An open house will occur prior to the first public hearing and the requests will be grouped as either two body or four body review. The four body requests open house is scheduled for Aug. 8, 2016 in preparation for a county public hearing in late August. The two body request open house will occur the third week of September in preparation for the Oct. 13 city public hearing. A current schedule is available on the BVCP webpage <https://bouldercolorado.gov/bvcp/bvcp-changes>.

Twin Lakes Process (Requests #35, #36)

In March 2016, city and county bodies agreed to hold facilitated discussions addressing BVCP change requests #35 and #36 as part of the BVCP Major Update. While this request has the most structured and extensive engagement process of all the remaining BVCP map based change requests, the stakeholder group process was aligned with the decision making timeline. More information is available on the city webpage <https://bouldercolorado.gov/bvcp/twin-lakes>.

Distinction between BVCP Land Use Designation Process and Development Review

Site-specific issues are discussed in individual reports, but it is important to distinguish between what is analyzed as part of the BVCP map-based land use change request process versus at a subsequent, development review stage where more technical details are typically analyzed and addressed with costs borne by the developer.

Development is not assured with a specific designation. Many of the common issues cited by community members require a specific proposal for the city and community to review and evaluate based on specific annexation and site review criteria. If a development proposal does not meet the approval of either Planning Board or City Council, the proposal is rejected or approved with specific conditions. Below are the basic steps of the development review process that are often accompanied by public hearings before the city's Planning Board and Council.

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City Development Review Process

1. Pre-application Meeting
2. Concept Plan (public hearing)
3. Annexation / Initial Zoning (public hearing)
4. Site Review (public hearing)
5. Technical Document Review (subdivision and site construction drawings)
6. Building Permit
7. Certificate of Occupancy

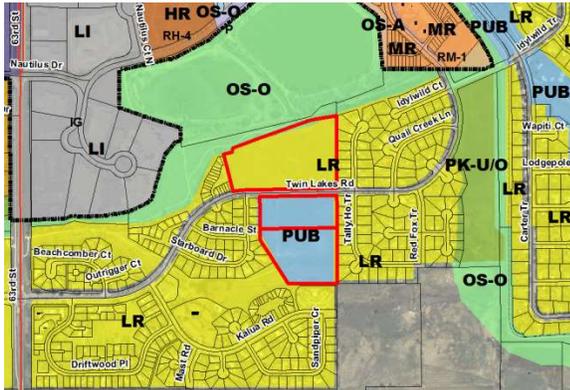
A more detailed overview is provided [here](#).

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Requests #35 and #36

6655 and 6500 Twin Lakes, 0 Kalua Road

Existing BVCP Land Use Map



Existing Planning Area Map



Request Summary

- **Requester:**
 #35: Initiated by Boulder Valley School District and Boulder County Housing Authority
 #36: Twin Lakes Action Group, community members
- **Type of Request:** Land use map change
- **Brief Description of Request:**
 #35: Low Density Residential (LR) and Public (PUB) to **Mixed Density Residential (MXR)**
 #36: Low Density Residential (LR) and Public (PUB) to **Open Space (OS)** with Natural Ecosystems or Environmental Preservation designation
- **Approval Required:** Four body

Existing Conditions

- BVCP Designation: LR and PUB
- Zoning (county): Rural Residential (RR) for all three properties
- Planning Area: II
- Combined Lot Size: 862,000 sq. ft. (19.8 acres)
- Existing Buildings: none

Jobs and Housing Assumptions

- Current Estimated Dwelling Units: 2-60 with LR
- Future Estimated Dwelling Units:
 #35: 120-360 with MXR
 #36: n/a with OS
- Future Estimated Jobs: n/a

Site Photos



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STAFF RECOMMENDATION FOR REQUESTS #35 and #36

Staff recommends that the sites' Land Use Designation be changed to **Medium Density Residential (MR)**, with **Environmental Preservation** on the wetland and a 50-foot buffer around the wetland and along the irrigation canal for the following reasons:

- The parcels are in Area II (the area designated for urban services) and have been intended for annexation into the city since the 1970s.
- Urban services (i.e., water, wastewater, stormwater, roads) are readily available near the site.
- Diversity of housing types and costs is a core value of the Comprehensive Plan, recognizing that the availability of housing affordable to both low and moderate income populations is “a growing concern”.
- There is a scarcity of sites for housing in Boulder Valley. Allowing Medium Density Residential will allow a diversity of housing types and prices, and a significant portion of the units will be permanently affordable.
- The recommended designations furthers other key BVCP policies, including jobs:housing balance, compatibility of adjacent land uses, sensitive infill and redevelopment, and strengthening community housing partnerships.
- The recommended Environmental Preservation designation protects the drainage way on the northern edge and wetlands on the southern edge from future development. In addition, the Site Review process will require additional areas of the sites to be set aside for a future trail as identified on the 2010 BVCP Trails Map for human and wildlife movement.
- While the sites have clear value to the adjacent neighbors for their scenic quality and other resource values, neither the county nor city has found the sites to meet their respective criteria for open space designation or acquisition for broader community benefit, nor is there a willing seller.
- No county Species of Special Concern or other significant environmental/ecological features were identified on the sites during the 2014 update to the BCCP Environmental Resources Element;
- Mixed Density Residential (MXR) is not recommended because the designation allows up to 18 units per acre (360 units) and is higher than the 6-12 dwelling units per acre discussed in the Twin Lakes Stakeholder Group process.
- The recommended designation allows 6-14 dwelling units per acre (120-280 units total) and best achieves the numerous and diverse interests articulated by the Twin Lakes Stakeholder Group (see section on Community Input).
- The recommendation is consistent with the mix of densities present in the surrounding area and could be compatible with the surrounding developments.
- The combined sites are large enough that, within the recommended designations, design flexibility can address concerns about visual, environmental, infrastructure, and existing neighbor character while still meeting the requesters' objectives of providing a mixture of housing types.

Recommended Land Use Designation



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OVERVIEW

This report analyzes Requests #35 and #36, recognizing the individual issues and concerns expressed through the two separate requests (i.e., Open Space and Mixed Density Residential). It also explores alternative land use designations (i.e., Medium Density Residential and Environmental Protection).

SITE DESCRIPTION

The properties total about 20 acres and are bisected by Twin Lakes Road with access from the east and west. Existing residential development is on the adjacent properties to the west, east, and south. Directly across an irrigation canal to the north is the Twin Lakes open space.

Site History

6655 Twin Lakes Road is approximately 10 acres and owned by the Boulder County Housing Authority (BCHA). The land was purchased from the Archdiocese of Denver by the county in 2013 to provide affordable housing to Boulder County residents and workers. 6650 Twin Lakes Road and 0 Kalua Road are approximately four and six acres respectively. The two properties are owned by the Boulder Valley School District (BVSD), the result of a development dedication for a school in 1967. Demand for a school at this location did not materialize and BVSD is currently considering using the land to build housing for district staff in collaboration with BCHA's objectives on the northern parcel.

The three parcels, and the adjacent subdivisions, are in Area II (the urban service area) and have been since the 1970s. The BVCP anticipates that all Area II land will annex into the city following specific procedures. The city will not provide urban services to new development in Area II (i.e., water, sewer, parks, libraries, public safety) without annexation.

Land Use Designations

6655 Twin Lakes Road (the BCHA-owned parcel) has a BVCP designation of Low Density Residential (LR) and 6650 Twin Lakes Road and 0 Kalua Road (the BVSD-owned parcels) have a BVCP designation of Public (P). The three parcels' designations have been in place since 1977. The Low Density Residential land use designation allows only residential development and specifies two to six housing units per acre. The Public land use designations encompass a wide range of public and private nonprofit uses that provide a community service. This category includes municipal and public utility services, such as the municipal airport, educational facilities, and government laboratories. It also includes other nonprofit facilities such as churches, hospitals, retirement complexes and may include other uses as allowed by zoning. Residential development is allowed through a special review. The designation of this parcel as Public is because it was deeded to BVSD.

COMMUNITY INPUT

Due to a high level of community interest in these sites, City Council and County Commissioners initiated a separate public process to begin a community dialogue on the two requests. The Twin Lakes Stakeholder Group met seven times from April through July. The outcomes of the process are discussed below briefly and were used to inform the staff recommendations. A separate Summary Report from Peak Facilitation on the process and group outcomes is **Attachment A**.

A large volume of community input was received throughout the BVCP process and documented in the City Council and County Commission proceedings. The input received to date is generally concerning the following topics:

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- Maintaining the rural residential character and feel of the neighborhood.
- Greater neighborhood input and collaboration.
- Infrastructure maintenance, capacity, responsibility and potential liability (including traffic).
- Hydrology, including basement flooding.
- Agricultural and open space preservation.
- Wildlife habitat and corridor.
- Precedent of annexing open space.

The stakeholder group created six graphical alternative scenarios for the sites. The scenarios ranged from open space and low density residential to medium density residential. The dwelling units per acre ranged from zero to 12. The group did not evaluate a higher intensity range (i.e., up to 18 dwelling units per acre), as BCHA and BVSD did not express interest in anything above 12. The group then evaluated each scenario against the list of interests to identify common themes.

At the final meeting, the group did not reach agreement on an appropriate range of units, but did agree on the following guiding principles (if development occurs):

- Continue an advisory group to influence development, design elements, etc.
- Be thoughtful and clear about communication and ensure transparency going forward.
- Mitigate impacts on existing infrastructure and neighborhoods.
- Delineate wildlife habitat and corridor, open space, trails, and create a set-aside for no development.
- Ensure a diversity of housing types.
- Create a design that is consistent with the current surrounding neighborhoods.
- Ensure adequate parking to minimize negative impacts on the surrounding neighborhoods.
- Supply appropriate numbers and types of community amenities to the public.
- Supply appropriate numbers and types of affordable housing units.

ANALYSIS

The analysis includes five BVCP land use designation options, including Low Density Residential (current), Open Space (request #36), Mixed Density Residential (request #35), Medium Density Residential and Environmental Preservation.

Compatibility with Surrounding Land Uses

The site abuts residential development of varying densities on three sides. The primary compatibility concern expressed during the stakeholder group process was the number of units. Although there is not a specific development plan to consider at this point, BCHA and BVSD proposed a range of 6-12 units per acre. The request for Mixed Density Residential would provide for a mixture of housing types and more flexible and creative design, but also allow up to 18 dwelling units per acre.

Density is only one factor in an assessment of neighborhood compatibility. Other factors that determine how a development would fit into the surrounding neighborhood include scale, massing and design (e.g., how the buildings are configured on the site, the building materials used, transitions to adjacent land uses, placement of parks, open space, buffers, lighting, and parking). The future Concept Plan and Site Review phases of development will address these factors in detail.

As part of the stakeholder process, staff conducted a density analysis of area subdivisions (i.e., the

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number of units divided by the total acreage of a subdivision). These subdivisions are characterized by a wide variety of densities. For example, Red Fox Hills is located due east of the property and averages 2.3 dwelling units per acre, while Portal Estates subdivision due west of 6655 Twin Lakes Road averages 14.9 dwelling units per acre. Images and densities of surrounding subdivisions are shown in **Attachment B**.

The Twin Lakes Action Group also conducted an analysis of density using similar data. The analysis showed a histogram of the density of all nearby development and illustrated how the proposed 6-18 dwelling units per acre would far exceed the current average density across the neighborhood as a whole. The full analysis is available [here](#) starting on page 45.

Staff concludes that the proposed range of 6-12 units per acre is consistent with the mix of densities present in the surrounding area and could be compatible with the surrounding developments (subdivisions within both the city and the county). The proposed residential use is also consistent with the surrounding land uses, and the large combined site could be designed through a collaborative process to maximize compatibility in regard to scale, massing, and design. Specifically, the provision of a significant amount of open space on the site could minimize the visual impacts, hydrology and wildlife concerns. Additionally, the Site Review process will require additional areas of the sites to be set aside for a future trail as identified on the 2010 BVCP Trails Map for human and wildlife movement.

The Twin Lake Stakeholder Group discussed density in great detail. The group developed six alternative scenarios for the site. The discussion and scenario development process revealed common interests among parties that include using open space to continue wildlife passage and trail connection through the site, the provision of other community amenities and the importance of good design and quality building materials. Although the stakeholder group did not reach consensus on the number of units, the Concept Plan and Site Review processes are designed to address design and compatibility with surrounding neighborhoods.

Availability of Services and Infrastructure

The analysis below describes the site's close proximity and access to urban services and infrastructure. Community members have expressed concerns with infrastructure capacity (primarily transportation and stormwater) which are described below.

Transportation and Access to Services. Transit is available approximately 0.5 miles from the site (the 205 stops at Twin Lakes and 63rd) and provides connections to the Gunbarrel Town Center, 28th St, Downtown Boulder. Gunbarrel Town Center is 1.7 miles by car and 1.3 miles by a multiuse path. Services include a full service grocery store, restaurants, professional offices and a health clinic to serve local community needs (e.g., medical and dental offices).

There are several dedicated walking/cycling routes to the Gunbarrel Town Center and the walk score for the sites is comparable to other BCHA properties (using walkscore.com). Neighbors expressed concern about increased traffic as a result of new development. In 2012, the Boulder County Department of Transportation measured the average annual daily vehicle traffic on Twin Lakes Road at 2,400 vehicles per day. The average vehicle speed was 30 MPH and the average annual daily bike traffic was 56 per day. The Boulder County Department of Transportation anticipate that the 2016

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numbers would be similar to the traffic count done in 2012. Due to the parcel size, a transportation impact analysis will be required at the time of Site Review to identify any system deficiencies (including safety) that would require mitigation.

Water, Stormwater, and Wastewater. The site is close to existing infrastructure and the city’s water, stormwater, and wastewater master plans anticipate providing services to the site (similar to all Area II lands). The map to the right shows the existing sewer system mains. Connecting to the system and any needed upgrades will be the responsibility of the requestor (similar for all infrastructure). See **Attachment C** for additional information.



Existing Sewer Mains
Source: Wastewater Utility Master Plan, 2009

Jobs. The site is in close proximity to the Gunbarrel employment center where there is a diversity of retail, commercial, professional, manufacturing, research and development jobs. According to the BVCP 2015-2040 Projections, Gunbarrel had 12,700 jobs in 2015 and the potential for an additional 12,850 jobs by 2040 based on existing zoning, while the availability of zoned land for additional nearby residential development to house potential future employees is limited.

Environment

City and county open space evaluation of opens space find that the site does not meet criteria for acquisition as either park or open space, and is similar in regards to hydrology and soil characteristics compared to many other parcels developed in Area I and Area II. Hydrology presents design issues, it does not preclude development on the site. However, the granularity of currently available data is not sufficient to make final development decisions and more detailed data will be necessary to provide guidance for any decision making during the Site Review phase of development.

Parks and Open Space. Gunbarrel and specifically the Twin lakes area are served by public parkland provided by Boulder Parks and Recreation at Eaton Park. This is the 26-acre park area just north of Boulder County’s Twin Lakes and is primarily a wetland habitat with an interpretive walking path, a picnic shelter and a small BMX skills course. The department’s master plan indicates the need for future development of Eaton Park to serve the needs of the Gunbarrel area and provide typical amenities of a neighborhood park including a play area, an open multi-use field and other park amenities for active and passive recreation. These amenities would be implemented in the upland areas that are not wetland habitat or conservation areas and are currently identified by the existing piles of fill material that was left on the site from previous uses.

Purchasing the BCHA sites as open space was considered when the Archdiocese of Denver approached Boulder County as a potential buyer and indicated a preference for the land to be used for social good. Although the land is next to the county’s Twin Lakes open space property, it did not present a priority for the county’s open space program because the land is within a developed area. The land that the county targets for purchase and management as open space is typically on the edge of urban development rather than in the middle of a developed area such as Gunbarrel. The BVCP promotes land preservation to preserve the urban edge through the Area III designation and that has been significantly achieved in the area. Consequently, Boulder County Parks and Open Space concluded that the property was not appropriate as open space. As mentioned above, there is value to preserving

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existing trails and wildlife connections through the property.

Hydrology/Floodplains. The sites are not in the 100-year floodplain or High Hazard Zones and do not have any other hazards known or mapped (e.g., fire and steep slopes). As noted during the Twin Lakes Stakeholder process, expansive soils are present on the site.¹ Hydrology is a particular concern for neighbors of the property. Standing water is often reported on the site during the winter and spring, and neighbors have expressed concerns that development on the site could exacerbate basement flooding several homes have experienced during heavy rain events. As a result, BCHA is currently undertaking a geotechnical and hydrology investigation to inform any future development on the properties, including any potential impacts to adjacent neighbors. These studies will inform the Annexation and Site Review phases of development.

Staff's analysis is informed by: 1) comments by TLAG's hydrologist, Dr. Gordon McCurry, as well as city and county staff with expertise in hydrology at a May 19, Twin Lakes Stakeholder Group meeting; 2) staff's review of the report by TLAG's hydrologist, Dr. Gordon McCurry; and 3) county staff's review of hydrology-related materials in Twin Lakes area subdivision files, as well as Natural Resource Conservation Service (NRCS) soils data. Staff concludes that the hydrologic constraints present on the site would not preclude future development based on currently available data.

Wetlands. Freshwater emergent wetlands are mapped in the southern portion of the site based on field work conducted in the spring of 2016 by Apex Companies, LLC on behalf of BCHA and BVSD ([Wetlands Delineation Studies](#)). As a result, staff recommends applying an Environmental Preservation (EP) designation to the wetland and a 50-foot buffer around the wetland. Based on the information gathered to date and contingent upon the findings of the wetlands and wildlife presence/habitat studies underway, the presence of wetlands on the properties do not preclude development on other parts of the site. BCHA and BVSD would need to submit a wetlands delineation report at the time of Site Review.

Habitat. Members of the public have documented a range of species using the two parcels as habitat or for hunting, including coyotes, great horned owls, voles, rabbits, mice, foxes and raccoons. The 2014 update to the Boulder County Comprehensive Plan's Environmental Resources Element text and maps found no evidence of any Boulder County Comprehensive Plan Species of Special Concern, such as black-tailed prairie dogs and burrowing owls, linked to either property. As recently as 2015, Boulder County Parks and Open Space made it clear that the parcel in question does not meet their criteria for acquisition, and, given competing requests for limited acquisition and management resources, there is no interest in the inclusion of this parcel in the county's open space portfolio. However, BCHA is currently undertaking additional habitat surveys to inform the future Annexation and Site Review phases of development to determine if steps should be taken to protect species of concern on any portions of the property.

Based on the information gathered and presented, and contingent upon the findings of the wetlands and wildlife presence/habitat studies underway, the habitat conditions of the properties are not significant

¹The USDA's Natural Resource Conservation Service (NRCS) soil survey data indicate the presence of expansive clay soils on the parcels. The currently available NRCS data are not granular enough to inform site design. The types of soils indicated by the survey data not uncommon in the Boulder Valley; construction of buildings on the sites may require design accommodations as a result.

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or unique. Further, available information indicates that movement of wildlife across the properties can be accommodated through careful site design, easements, and other strategies that will be required during the Site Review process.

Agricultural Lands of Significance. Soils present on the subject parcels are rated by the NRCS as Farmland of Statewide Importance and prime farmland if irrigated. However, the Boulder County Comprehensive Plan (BCCP) does not recognize these parcels as being of statewide or local importance. The parcels were excluded from BCCP designation due to the fact that they are an enclave in a developed area, and they are in Area II and are not anticipated for use as farmland. Areas to the south of the sites are categorized as of statewide and local importance in the BCCP.

Affordable Housing

In 1978, the Boulder Valley and Boulder County Comprehensive Plans identified the need to provide a diversity of housing types and costs. The 1986 BVCP was more explicit, adding policies recognizing that the availability of housing affordable to both low and moderate income populations was “a growing concern,” and that public/private programs, funding and incentives needed to be tapped and developed to augment the limited supply of such housing being provided through private development. A BVCP Core Value is now to provide a diversity of housing types and price ranges and identified in the 2015 BVCP Community Survey as the community value in greatest need of increased attention by 42 percent of the respondents. Allowing medium density residential will create a diversity of housing types on the sites and a significant portion of the units will be permanently affordable (40-60 percent of the units deemed as permanently affordable is an annexation requirement).

BVCP Policies

Staff reviewed all the BVCP policies and cited the most relevant policies behind the recommendation in **Attachment D**. Staff also prepared a high level analysis of how the four land use designations are positive, negative, or neutral in relation to BVCP core values (see table below). For additional information, the policies cited by the school district, housing authority and the Twin Lakes Action Group are listed in **Attachment E**.

Overall, the recommendation is consistent with the BVCP core values and policies. The property is located in Area II in the Boulder Valley Comprehensive Plan (BVCP), which is the “area now under county jurisdiction, where annexation to the city can be considered consistent with policies 1.16 Adapting to Limits on Physical Expansion, 1.18 Growth Requirements and 1.24 Annexation. New urban development may only occur coincident with the availability of adequate facilities and services and not otherwise.” The additional housing units will also help balance available housing with area jobs (Policy 1.19 Jobs: Housing Balance).

The current designation has been for residential and public use since 1977. Although a 40-acre community park was envisioned for the area south of Twin Lakes in the 1977 and 1978 versions of the BVCP, those plans were contingent on residential areas of Gunbarrel annexing, which did not occur.² Recognizing that ownership could change in the future, the northern parcel was sold by the Archdiocese of Denver to Boulder County to provide a community good in the form of affordable

² After Gunbarrel residents voted not to annex in 1978, the next BVCP update reflected a change in land use designation to Low Density Residential for the parcel currently owned by BCHA. See [staff comments](#) submitted through Twin Lakes Stakeholder Group process on July 8, 2016 for further discussion.

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housing. The southern parcels were deeded to the school district to provide a public use and BVSD identified housing for district staff as a pressing need. The additional housing units will also help balance available housing with area jobs (Policy 1.19 Jobs: Housing Balance).

Neither the county nor city have found the sites to meet their respective criteria for open space designation or acquisition due to the lack of county Species of Special Concern or other significant environmental/ecological features. Finally, the current owners of the properties, BCHA and BVSD, have as their objectives the development of affordable housing meeting a long-identified BVCP value and need for the community.

Few planned locations for housing remain in the city’s service area. Allowing medium density residential on these sites is an efficient use of land and resources and will further many BVCP policies listed below. There will be significant community benefit by allowing a diversity of housing types to serve area households, with a significant portion of the units being permanently affordable.

Although there is concern in the community regarding sensitive infill and redevelopment on the site, BCHA and BVSD have demonstrated a commitment to work with the community through the stakeholder process. A positive outcome from the process is an agreement to conduct the studies necessary to proceed with an informed development plan that will reflect any constraints associated with the land, while remaining sensitive to the concerns of the neighbors, and working collaboratively to address their interests.

Below is a summary chart of the relevant BVCP Core Values related to the various land use options.

CONSISTENCY WITH RELEVANT BVCP CORE VALUES	BVCP LAND USE OPTION			
	Low Density Residential (current)	Open Space (#36)	Medium Density Residential (Recommended)	Mixed Density Residential (#36)
A welcoming and inclusive community	=	=	+	+
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	--	--	+	+

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An all-mode transportation system to make getting around without a car easy and accessible to everyone	=	=	=	=
+ positive, = neutral, -- negative				

ATTACHMENTS

- A. Twin Lakes Stakeholder Group Final Report
- B. Twin Lakes Area Tour and Density Analysis
- C. Availability of Services
- D. Analysis of Existing Policies in the 2010 Boulder Valley Comprehensive Plan
- E. Policies Cited by BCHA, BVSD and TLAG

DRAFT

TWIN LAKES STAKEHOLDER GROUP (TLSG) FINAL REPORT – AUGUST 3, 2016

BACKGROUND: Two Requests for Change

As part of the update to the Boulder Valley Comprehensive Plan (BVCP) that occurs every five years, the City of Boulder and Boulder County invite property owners and the community to submit requests for change to the land use designations of specific parcels. In October 2015, there were competing submissions for change to the land use designations for three parcels totaling approximately 20-acres in Gunbarrel in an area south of Twin Lakes. One of these parcels is owned by the Boulder County Housing Authority (BCHA) and is currently designated as Low Density Residential (LR), which would permit between 2 to 6 dwelling units per acre to be developed. The other two parcels are owned by the Boulder Valley School District (BVSD) and are currently designated Public (PUB), a designation that does not have a specific number of possible units attached to it. BCHA and BVSD submitted requests (consolidated as “request #35”) to have the land use designation of both these parcels changed to Mixed Density Residential (MXR), which would permit between 6 and 18 dwelling units per acre to be built. Members of an association of neighbors from the greater Boulder/Gunbarrel community, known as the Twin Lakes Action Group (TLAG), submitted a requests (consolidated as “request #36”) to have the land use designation for the two properties be changed to open space (OS) with natural ecosystems or environmental preservation designation.¹ Due to the similarity of the requests proposing an open space designation they were consolidated as “Request #36” for analysis purposes.

Four bodies must review and approve any change to a land use designation in the BVCP: the Boulder County Commissioners, the Boulder County Planning Commission, the Boulder City Council, and the City of Boulder Planning Board. During its discussion of these two competing requests to change the land use designation of the Twin Lakes properties in March 2016, the Boulder City Council and Boulder County Commission passed a joint motion establishing a stakeholder group to engage in a collaborative discussion regarding the Twin Lakes properties. The Twin Lakes Stakeholder Group was given the following charge:²

1. Jointly formulate recommendations for areas of expertise and selection of experts to inform the desired land use patterns for the area. The areas for study should include the suitability for urban development, desired land use patterns, and environmental constraints.
2. Jointly recommend the appropriate range of potential housing units with consideration given to intensity and community benefit, regardless of who holds title to the property.
3. Following the outcome of the BVCP process and 1 and 2 above, jointly recommend a timeline for the formulation of a set of guiding principles to inform next steps.

The joint resolution further indicated that the Stakeholder Group should be comprised of representatives of BCHA, BVSD, and TLAG. Heather Bergman of Peak Facilitation Group was selected as the facilitator for the first meeting and indicated that the Stakeholder Group could elect to work with Ms. Bergman or select a different facilitator for their future meetings. Ms. Bergman coordinated with BCHA, BVSD, TLAG, and City and County staff to identify a date and time for the

¹ Multiple requests were submitted by different applicants for the same land use designation change outcomes. For purposes of analysis, staff grouped the requests according to proposed outcomes. Two requests for a change to MXR (by BCHA and BVSD) were grouped as Request #35. Eleven requests, which included requests from individuals as well as the Twin Lakes Action Group (TLAG), for a change to Open Space were grouped as Request #36.

² The complete Council motion is included in this report as Attachment A.

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first meeting. BCHA, BVSD, and TLAG were each invited to send up to 3 people to participate in the first meeting, which occurred on April 13, 2016. The final meeting occurred on July 20, 2016. The Stakeholder Group's agreements are detailed below, followed by a summary of the process and several attachments for additional context and detail.

STAKEHOLDER GROUP AGREEMENTS

At the sixth meeting, the Stakeholder Group discussed each of the three tasks given to them in the Council motion and determined what, if any, agreement they had on each issue. The following outcomes and agreements emerged from this discussion. All agreements were achieved by consensus; exceptions are noted.

Task 1: Jointly formulate recommendations for areas of expertise and selection of experts to inform the desired land use patterns for the area. The areas for study should include the suitability for urban development, desired land use patterns, and environmental constraints.

As described above, this was a challenging discussion for the Stakeholder Group due to the differing views of the purpose of the task. For this reason, they discussed their views on this item in two ways: 1) regarding the land use designation change decision, and 2) regarding further development.

- ***Regarding land use designation changes:***
 - TLAG feels that the TLSG failed to fulfill this aspect of the Council motion, particularly as it relates to analyzing the feasibility of land use designation change request #36.
 - BCHA/BVSD feel that they gained additional information and have more information available than they have ever seen in similar processes.
 - TLAG will present additional information and study results to City and County staff before the August 8 Open House; staff commits to seriously reviewing these studies.

- ***Regarding land use patterns if development and annexation occur:***
 - Further hydrological assessments are desired, specifically regarding impacts to surrounding homes.
 - Further traffic studies are needed.
 - BCHA and BVSD will consult with the TLAG representatives prior to issuing additional RFPs to gain their input on scope of work and desired expertise for contractors. The Stakeholder Group agrees that this should occur in a way that is timely and expeditious.

Task 2: Jointly recommend the appropriate range of potential housing units with consideration given to intensity and community benefit, regardless of who holds title to the property.

The Stakeholder Group did not come to an agreement on the appropriate range of potential housing units for the Twin Lakes properties. They discussed three options and then shared their respective views on each option.

- ***If zero dwelling units per acre are constructed, then:***
 - Hydrological, wildlife, rural residential, and other community interests will be met.
 - Principles of open space will be met, and annexation will not be necessary.
 - Affordable housing will not be provided for the community on these properties.

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- **Perspectives:**
 - *TLAG has a strong preference for zero units. It is consistent with the request for land use designation that they submitted and the mission of the organization.*
 - *BCHA and BVSD cannot develop affordable housing units under this approach.*
- ***If six dwelling units per acre are constructed, then:***
 - It will be hard to meet affordable housing needs due to the cost of development, including building costs, hydrological and mitigation solutions, and wildlife habitat mitigation efforts.
 - Development may not be able to accommodate as many other community interests and amenities, such as open areas, community gardens, trail connections, etc.
 - Private-public partnerships could be explored to fund community benefits. TLAG is prepared to work to raise both upfront funding to develop community benefits, as well as funding to support ongoing maintenance costs. BCHA and BVSD indicated that this would help with the costs of development but may not be sufficient.
 - Attached, multi-family housing options will need to be constructed. This would require a deviation from the current BVCP regulations for low density development.
 - Fewer households would be served by affordable units.
 - More interests identified by some members of the surrounding community and TLAG could be met.
 - An ongoing TLSG advisory group would be needed to help guide design and ensure compatibility with surrounding neighborhoods. TLAG representatives are willing to participate in such an advisory group; BCHA and BVSD are interested in working with such a group.
 - **Perspectives:**
 - *Six units per acre could be acceptable as an absolute maximum to TLAG if it abides by all of the stipulations outlined in the bullet points above. Six units per acre is a compromise number for TLAG, as it is higher than the zero units they prefer and deviates from their requested land use change. TLAG acknowledges that by-right development at this density can occur under the current Low Density Residential land use designation.*
 - *BCHA and BVSD indicated that six to twelve units per acre could be feasible for them to develop affordable housing, but further analysis would be required to be sure.*
- ***If 12 dwelling units per acre are constructed, then:***
 - Community benefits must be superb for those within and outside of the development.
 - An advisory group must influence the design and community benefits; this group should include potential residents and is even more important to have when developing at a higher density.
 - The development will be more financially feasible and is more likely to meet identified housing interests.
 - Diverse housing types will be explored and utilized, including townhomes, multiplexes, and single-family detached homes.
 - **Perspectives:**

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- *BCHA and BVSD have a strong preference for this number of units. As their land use change request sought to allow up to 18 units, they believe that this is already a compromise number.*
- *TLAG will not be able to support this development, as it is contrary to their mission statement.*

Task 3: Following the outcome of the BVCP process and 1 and 2 above, jointly recommend a timeline for the formulation of a set of guiding principles to inform next steps.

The Stakeholder Group identified and then agreed by consensus to the following list of guiding principles for the Twin Lakes properties:

Guiding Principles If Development Occurs

- Continue an advisory group to influence development, design elements, etc.
- Be thoughtful and clear about communication and ensure transparency going forward.
- Mitigate impacts on existing infrastructure and neighborhoods.
- Delineate wildlife habitat and corridor, open space, trails, and create a set-aside for no development.
- Ensure a diversity of housing types.
- Create a design that is consistent with the current surrounding neighborhoods.
- Ensure adequate parking to minimize negative impacts on the surrounding neighborhoods.
- Supply appropriate numbers and types of community amenities to the public.
- Supply appropriate numbers and types of affordable housing units.

TLSG PROCESS: 6 Meetings and an Open House

Meeting 1: Understanding the Council Motion and Developing Protocols

At the first meeting, the Twin Lakes Stakeholder Group heard from Mary Young and Bob Yates from the Boulder City Council and Deb Gardner from the Boulder County Commission regarding the goals and intent behind the Council motion (which was supported by the County Commissioners). Additionally, the group developed Protocols at this meeting to guide their future discussions. As part of this discussion, BVSD shared that there would only be one person representing the School District; BCHA shared that they would have up to 3 people participating at each meeting; and TLAG shared that they would have up to 3 people participating. Staff from both the City and County Planning Departments agreed to attend meetings and remained engaged to answer questions and provide context as needed regarding the BVCP and the associated revision process.^{3,4}

Meeting 2: Identifying Interests and Gaining Shared Knowledge

At the second meeting, each of the three entities in the Stakeholder Group outlined the interests that motivate their interest in the Twin Lakes properties. The identified interests were put together into a single list of stakeholder interests that was then printed on the agenda of the remaining meetings. The identified interests were:

- Meet housing needs.
- Provide affordable housing needs for workers of BVSD and other entities.
- Utilize land that is near existing infrastructure and jobs.

³ The TLSG Protocols are included in this report as Attachment B.

⁴ Summaries of all 6 TLSG meetings are included in this report as Attachment C.

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- Plan both sites of Twin Lakes together.
- Create program synergies between BVSD and BCHA.
- Create broad community support.
- Protect the environment and wildlife.
- Develop neighborhood amenities.
- Develop property to meet community interests and needs.
- Retain teachers and other employees throughout the County.
- Develop a vision and plan for Gunbarrel.
- Avoid setting regrettable legal precedents.
- Be able to offer permanent affordable housing as a recruitment tool for new teachers.
- Protect the rural-residential feel of the neighborhoods and surrounding lands.
- Collaborate on the creation of information and entire discussion.
- Base decisions in facts and science.
- Allow for a transparent process and open discussions.
- Allow all parties to remain up-to-date and informed on the progress of the process.
- Protect homes that already exist.
- Ensure ability to maintain infrastructure.
- Preserve agricultural lands.
- Move the process along at an appropriate pace.
- Learn from and improve on past projects.

Also at the second meeting, City and County staff answered questions that were provided by members of the Stakeholder Group over email in between meetings. Questions primarily addressed the BVCP process and methods; affordability and housing statistics and projections; annexation, zoning, and density; community benefits and amenities; site review; and compatible development and surrounding areas. A few questions were directed to and answered by the BCHA and BVSD representatives on the Stakeholder Group.

Meeting 3: Continuing to Gain Shared Knowledge and Understanding Hydrology at Twin Lakes

At the third meeting, City and County staff answered questions that had not been addressed at the previous meeting due to time constraints. Following this, the Stakeholder Group engaged in information sharing regarding their respective views and understandings of the hydrology on the Twin Lakes properties. City and County staff shared what they currently know about the hydrology on the properties and outlined how this information would be used in developing the staff recommendation regarding land use designation changes in the BVCP and the additional levels of detail required for future processes (i.e., annexation, initial zoning and site review). The TLAG representatives asked a professional hydrologist with whom they have been working to share his view of the hydrology of the properties. Following these presentations, the group discussed items that they would like to see added to the hydrology study already underway on the properties (more on this below).

Meetings 4 and 5: Exploring Options for the Twin Lakes Properties

At the following two meetings, the Stakeholder Group engaged in a map-based discussion about ways that land use could be configured on the Twin Lakes properties. Using base maps of the Twin Lakes properties, the group explored different land use options, ways the property can be configured, and where/how dwelling units, roads, and various amenities could be constructed on the properties if development occurs. The maps included open space, wildlife corridors, trails and other community benefits. They developed these “concept maps” based on the current land use

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designation of low density residential, as well as the proposed open space land use designation and the proposed mixed density residential land use designation. At the first map meeting, the group drew housing units, open space corridors, and other items directly on the maps. They determined at the end of the meeting that their housing units were not to scale and made it difficult to visualize the overall effect of the map. For the second map meeting, the group used to-scale mock-ups of housing units in concert with their drawing of roads and corridors to help them develop concept maps that were more understandable. A total of eight concept maps were developed at these two meetings. The group discussed how each concept map met or did not meet the identified interests that emerged from Meeting 2.

Open House: Getting Public Input on the Concept Maps

The Stakeholder Group agreed that it would be advantageous to host an open house and solicit input from the community on the concept maps. Members of the group worked together outside of meetings to prepare six summary concept maps that represented the variety of options they explored at the meeting. At the open house, participants were invited to comment on each of the six concept maps, indicating what they liked about each concept, what concerns they had about each map, and how each could be improved. Additionally, participants were invited to share general comments and write any questions they had. Members of the Stakeholder Group attended the open house and answered questions about the group's process and the concept maps. Approximately 60 people attended the open house. Following the open house, the Stakeholder Group agreed to post the maps on the TLSG website and invite additional comments via email. More than 30 comments were received via email. All comments submitted at the open house and via email were summarized in a single document and provided to the TLSG members in advance of the final meeting.⁵

Meeting 6: Finding Agreements

At the final meeting, the Stakeholder Group addressed each of the three tasks given to them by the Council motion and determined what agreements they could find on these items. The agreements are outlined below.

STUDIES: When and How to Learn More about Twin Lakes

The first task given to the Stakeholder Group by the Council motion was to “jointly formulate recommendations for areas of expertise and selection of experts to inform the desired land use patterns for the area. The areas for study should include the suitability for urban development, desired land use patterns, and environmental constraints.” This task proved challenging for the Stakeholder Group. The TLAG representatives interpreted this task as directing the group to discuss studies that should be done immediately to inform the land use designation change requests (both #35 and #36). For these members of the group, having a better understanding of the hydrology and wildlife values, in particular, would be critical to ensuring that City and County staff were able to make an informed recommendation to the four decision-making bodies regarding these land use changes—particularly regarding request #36 to change the designation to open space. Completion of such studies prior to the land use designation decision was extremely important for these members of the Stakeholder Group.

For the BCHA and BVSD representatives, this task referred to studies that would be done to inform the site development process that comes after the land use designation decision, assuming the land

⁵ The summary of comments received on the concept maps is included in this report at Attachment D.

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use designation either remains the same as it is or is changed to mixed density residential as they requested (#35). These members of the group believed that the studies should start now as they would take some time to complete, but they did not believe that these studies were intended to inform the land use designation decision. With this understanding, prior to the joint motion and the first facilitated meeting in April, BCHA issued RFPs for contractors to do both a hydrology study and a wildlife study. They stated an intent to gain input from the Stakeholder Group on the scopes of work for these two studies, as well as on the scope of work and desired expertise for future studies to occur on the property.

Members of the Stakeholder Group provided input on the scope of work for the hydrology and wildlife studies via email; these suggestions were discussed at Meeting 3. The confusion and disagreement regarding the intent of this task emerged again during the agreements discussion at Meeting 6.

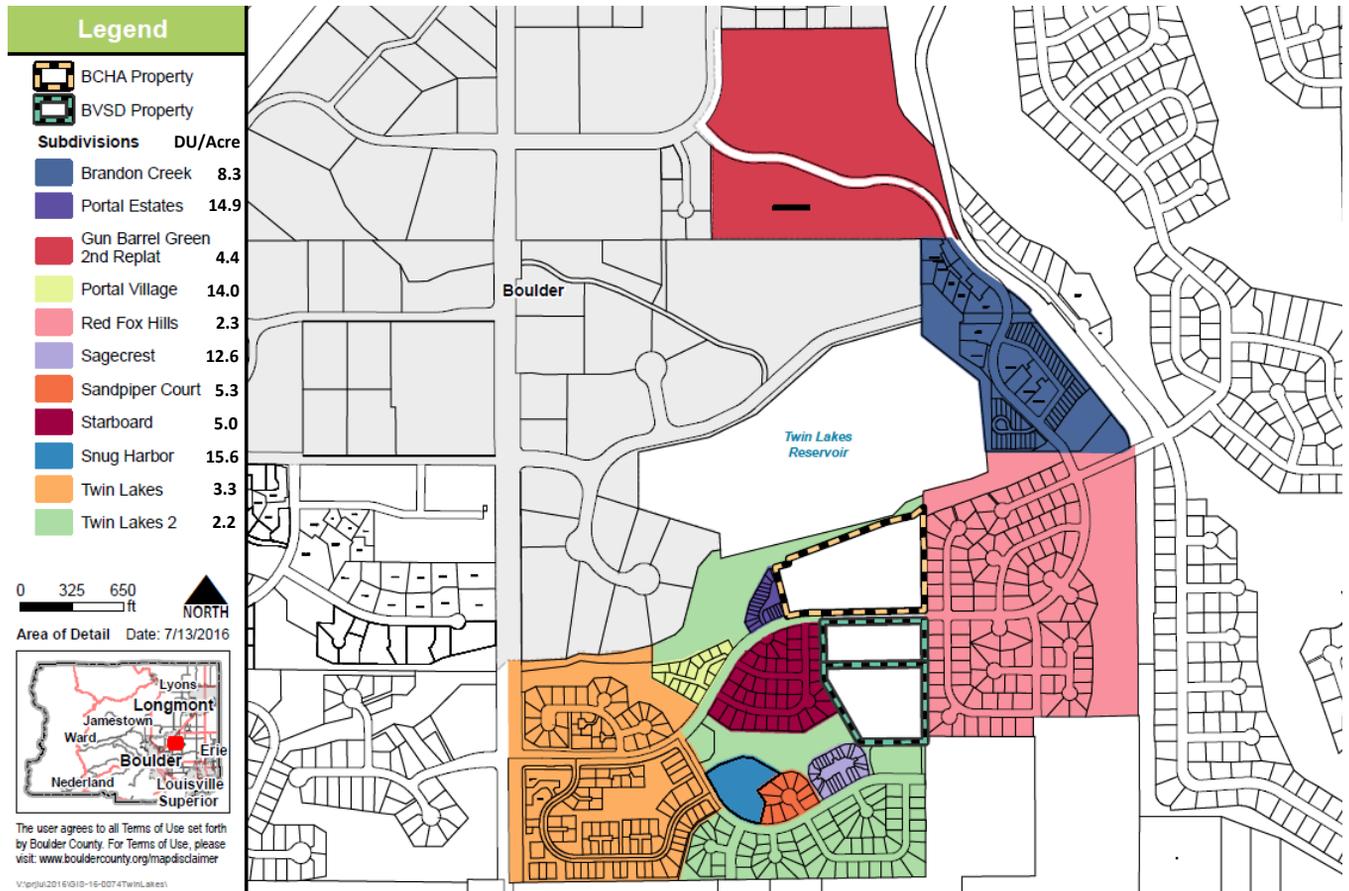
PUBLIC COMMENT

At the first meeting, the Stakeholder Group discussed several options for receiving public input during the course of their deliberations. In order to maximize their discussion time, they agreed that public comment should be submitted to them via email through the facilitator. At regular intervals, the facilitator shared with the Stakeholder Group public comment emails that had been received. Eleven separate comments were received via email and shared with the group (exclusive of email comments received regarding the concept maps). Several early comments included questions from the public regarding the BVCP and the associated process. These questions were combined into a single document, and City and County staff provided written responses to these questions. The questions and answers were distributed to the Stakeholder Group, posted on the BVCP [website](#), and printed out as reference documents at the open house.⁶

⁶ The question/answer document is included in this report as Attachment E.



Twin Lakes Neighborhood & Structure Analysis



This report contains an inventory analysis of the different subdivisions in the Twin Lakes area. Density was calculated by taking the total number of units in a subdivision and dividing it by the total area of the subdivision which includes all open space and right of ways.

Twin Lakes 1 Subdivision

Density	Number of Units	Average Parcel Size	Sub-division Size
3.3 du/acre	121	6,067 sqft.	37.0 acres



Approved in 1970, the Twin Lakes 1 Subdivision largely consists of 1-3 story single family homes with a small portion dedicated to multi-family apartment complexes.



Twin Lakes 2 Subdivision

Density	Number of Units	Average Parcel Size	Sub-division Size
2.2 du/acre	77	8,048 sqft.	34.6 Acres



Approved in 1976, Twin Lakes 2 Subdivision consists of a mixture of single family residences and multi-family duplexes. An existing Boulder County Housing Authority affordable housing project already exists here at Catamaran Court.



Snug Harbor Subdivision

Density	Number of Units	Average Parcel Size	Sub-division Size
15.6 du/acre	40	N/A	2.6 Acres



Approved in 1984, Snug Harbor contains 2-3 story apartments. Parking here is in designated car ports and small parking lots within the subdivision. This subdivision is unique to others in the area because it is 1 parcel.



Starboard Subdivision

Density	Number of Units	Average Parcel Size	Sub-division Size
5.0 du/acre	43	6,917 sqft.	8.6 Acres



Approved in 1999, the Starboard Subdivision largely consists of 2-3 story single family homes with a few ranch style single family homes.



Sandpiper Court Subdivision

Density	Number of Units	Average Parcel Size	Sub-division Size
5.3 du/acre	10	7,018 sqft.	1.9 Acres



Approved in 1992, the Sandpiper Court Subdivision consists of 2-3 story single family homes.



Sagecrest Subdivision

Density	Number of Units	Average Parcel Size	Average Building Size
12.6 du/acre	24	2,577 sqft.	1.9 ACres



Approved in 1999, the Sagecrest subdivision consists mainly of single family homes and multi story townhomes.



Red Fox Hills Subdivision

Density	Number of Units	Average Parcel Size	Sub-division Size
2.3 du/acre	116	10,163 sqft.	51.3 Acres



Approved in 1980, Red Fox Hills contains a mixture of 2-3 story single family homes.



Portal Village Subdivision

Density	Number of Units	Average Parcel Size	Sub-division Size
14.0 du/acre	30	4,785 sqft.	2.1 Acres



Approved in 1973, Portal Village contains multi-family duplexes and triplexes. Most vehicles either park in a car port or on the street within the subdivision.

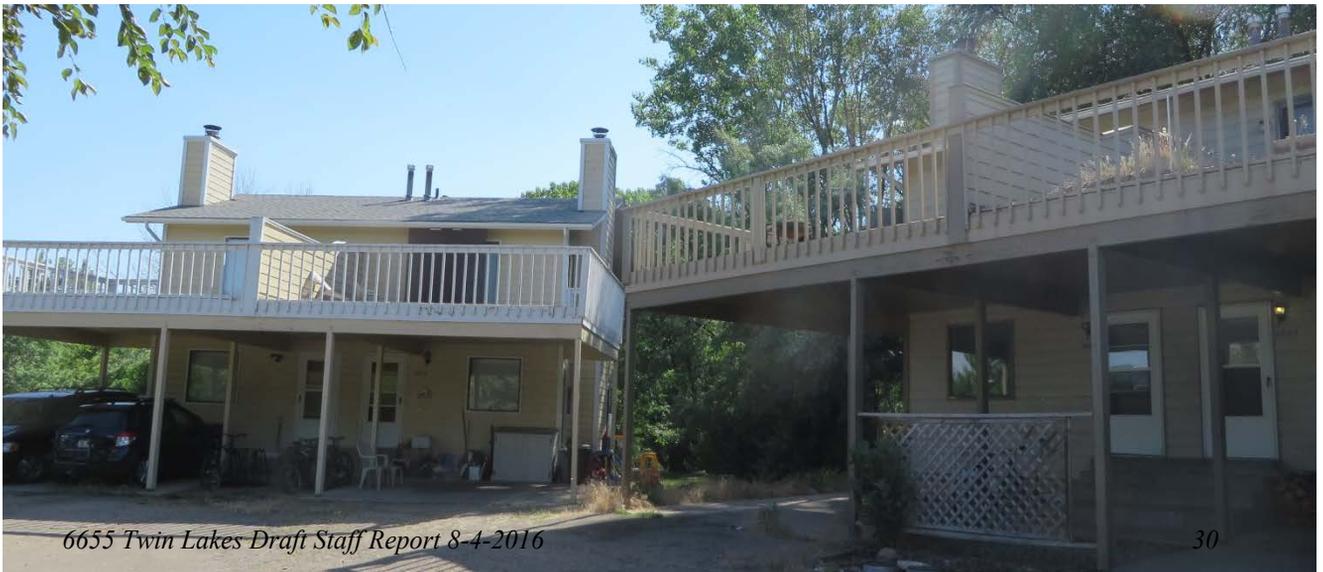


Portal Estates Subdivision

Density	Number of Units	Average Parcel Size	Sub-division Size
14.9 du/acre	20	2,154 sqft.	1.34 Acres



Approved in 1979, Portal Estates contains multi-story townhomes and duplexes. Most of the parking is in car ports with a small dedicated parking lot within the subdivision.



Brandon Creek Subdivision

Density	Number of Units	Average Parcel Size	Sub-division Size
8.3 du/acre	164	3,150 sqft.	19.8 Acres



Brandon Creek largely consists of 1-3 story single family homes and condos. Parking is done either on the street within the subdivision or assigned parking spots and car ports.



Gunbarrel Green 2nd Replat

Density	Number of Units	Average Parcel Size	Sub-division Size
4.38 du/acre	159	N/A	36.3 Acres



Gunbarrel Green 2nd Replat largely consists of condominiums. Parking on the northern half is a mixture of parking lots and dedicated parking garages.



Attachment C: Availability of Services

Water

All properties surrounding the Twin Lakes site that are within the city service area (Area 1 and 2) are connected to the city's water line. A large, 12 in. diameter water main runs adjacent to the site along Twin Lakes Road. The site, along with the rest of Gunbarrel, is served by Water Pressure Zone 1, which generally serves areas that are below an elevation of 5,270 feet.



Figure 1: Existing Water Mains

Stormwater

The major drainage way (or creek) associated with Gunbarrel is Dry Creek. In looking at the Twin Lakes property at a closer detail, majority of the stormwater near the surrounding site is channeled to an intermittent creek that runs east along the south side of the Twin Lakes property. This intermittent creek continues to travel east and meets Boulder Creek. The existing storm drains are sized for existing levels of development and any new development will require new storm sewers or up-sizing of existing systems. The intermittent creek on the south side of the parcel crosses under the Boulder Supply canal in an 18-inch culvert. Development of the site may require up-sizing this culvert to maintain adequate hydraulics.



Figure 2: Existing Storm Mains

Waste Water

A collector sewage line runs parallel with the intermittent creek that's located south of the site and feeds into the city's waste water treatment plant, which is located about a mile south-east of the site. The pipeline that provides this connection has been ranked by the Waste Collection System Master Plan as a medium priority for future improvements to the city's waste water system.



Figure 3: Existing Sewer Mains

LINKS: City of Boulder Public Works Department Master Plans

- [Comprehensive Flood and Stormwater Plan, 2004](#)
- [Stormwater Master Plan, 2007](#) – update in progress
- [Water Utility Master Plan, 2011](#)
- [Wastewater Utility Master Plan, 2009](#)
 - [Wastewater Collection System Master Plan](#) – update in progress
 - [Wastewater Treatment Plant Master Plan](#)
 - [Water Quality Strategic Plan](#)

Attachment D: Analysis of Existing Policies in the 2010 BVCP

Analysis of Existing Policies in the 2010 Boulder Valley Comprehensive Plan

Below are the key policies that informed staff’s analysis of the requested land use designation changes with staff comments. This provides additional support for recommending Medium Density Residential (MR) and Environmental Preservation (EP) designations.

Policy	Policy Text	Staff comments
1.02	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.	Careful development of the parcels should be guided by this policy. It is important to consider the requests in the context of the broader efforts in place to protect the environment and open space across the Boulder Valley as a whole. Placing development in pre-planned locations is part of a broader effort to preserve the environment and support biodiversity at the scale of the planning area.
1.04	Principles of Social Sustainability The city and county will strive to promote a healthy community and address social and cultural inequities by: a) Respecting and valuing cultural and social diversity; b) Ensuring the basic health and safety needs of all residents are met; and c) Providing infrastructure and services that will encourage culturally and socially diverse communities to both prosper within and connect to the larger community.	Providing more affordable housing helps support social diversity and serves the needs of those with lower incomes who play an essential role in our community.
1.19	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 industrial uses to residential uses in appropriate locations, improving regional	The city seeks opportunities to introduce housing as a step to improve the balance between jobs and housing units, particularly in areas already planned for development (e.g., where conditions do not preclude development, and near areas with significant projected job growth).

Attachment D: Analysis of Existing Policies in the 2010 BVCP

		transportation alternatives and mitigating the impacts of traffic congestion.	
2.03	Compact Development Pattern	The city and county will, by implementing the Boulder Valley Comprehensive Plan, 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 in order to prevent urban sprawl and create a compact community.	The development pattern set forth in the BVCP envisions some level of development for these parcels – indicated by their inclusion in Area II since the 1970s. Following through with that planned development pattern helps ensure a more efficient use of land resources at the scale of the Boulder Valley. This is an underlying principle of the comprehensive plan.
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.	A key element in Boulder’s unique identity is the designation of Areas I, II and III. At the community level, allowing additional development and addressing a community need within Area II of the BVCP is consistent with this concept. At the neighborhood level, the Twin Lakes open space will remain a resource to the community regardless of any new development that may occur. Developing the parcels would not preclude maintaining the unique community identity of the neighborhood, and it would further enhance the ability of new residents of the neighborhood to enjoy the Twin Lakes open space. Close proximity to open space like that offered by Twin Lakes is a unique aspect of the Boulder Valley community identity as a whole.
2.06	Preservation of Rural Areas and 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.	The Area III designation is the predominant manner in which rural areas are defined and protected under the BVCP. Several references have been made in public comments to the rural residential character of the neighborhood. While the current county zoning is 'rural residential' that is largely due to the fact that it is the default residential zoning category in the county. Given the nature of surrounding development in the Twin Lakes neighborhood, the plan would not define the BCHA and BVSD sites as "rural."

Attachment D: Analysis of Existing Policies in the 2010 BVCP

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.	The neighborhood surrounding the subject parcels include areas of development at a variety of densities ranging from 2 - 16 units/acre. The range allowed in the Medium Density Residential designation (6-14 units/acre) is consistent with the mix of densities present in the surrounding area, and BCHA and BVSD have expressed a commitment to site planning and building structures that would be consistent with and/or complement the surrounding development. The specifics of which will be addressed at future review processes.
2.3	Sensitive Infill and Redevelopment	With little vacant land remaining in the city, most new development will occur through redevelopment. 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.	BCHA and BVSD have demonstrated a commitment to conduct the studies necessary to proceed with an informed development plan that will reflect any constraints associated with the land, while remaining sensitive to the concerns of the neighbors and working collaboratively to address their interests. In addition, further studies will be required at the site planning stage.
2.33	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, urban heat island effects and air and water pollution, and support clean energy generation.	Development would be required to proceed in a manner sensitive to environmental factors. The recommendation of Environmental Protection on portions of the sites protect the wetland and irrigation canal. Further protections for wildlife corridors and buffers, water and the like will be addressed at future stages of development.
3.04	Ecosystem Connections and Buffers	The city and county recognize the importance of preserving large areas of unfragmented habitat in supporting the biodiversity of its natural lands and viable habitat for native species. The city and county will work together to preserve, enhance, restore and maintain undeveloped lands critical for providing ecosystem connections and buffers for joining significant ecosystems.	This policy guides the overall approach to open space acquisition. Although the sites did not meet the city and county's criteria for acquisition, the Twin Lakes Stakeholder process identified ecosystem connections and buffers as an important design element for any future development.

Attachment D: Analysis of Existing Policies in the 2010 BVCP

6.07	Investment Priorities	To protect previous investments and ensure efficient use of existing travel corridors, the city and county will prioritize their investment first to maintenance and safety improvements of the existing systems. Second priority is given to capacity additions for the non-automotive modes and efficiency improvements for existing road facilities that increase levels of service without adding general purpose lanes.	Maintaining the compact urban development pattern envisioned in the current Area II comprehensive plan mapping supports the goals of achieving an efficient use of existing infrastructure and public services.
7.02	Permanently Affordable Housing	The city will increase the proportion of permanently affordable housing units to an overall goal of at least ten percent of the total existing housing stock through regulations, financial subsidies and other means. City resources will also be directed toward maintaining existing permanently affordable housing units and securing replacements for lost low and very low income units.	The community is in critical need of permanently affordable housing. Limited vacant land and redevelopment opportunities exist within the Boulder Valley. Annexations provide an opportunity to achieve our housing goals by requiring 40-60% of all units to be permanently affordable.
7.04	Strengthening Community Housing Partnerships	The city will create and preserve partnerships dedicated to the community's housing needs by supporting private and nonprofit agencies that create and maintain permanently affordable housing in the community, and fostering nonprofit and private sector partnerships. The city recognizes the role of the university in the housing market and will encourage the University of Colorado and other post-secondary institutions in their efforts to increase the amount of on campus housing.	BCHA and BVSD have demonstrated a commitment to work collaboratively across local housing organizations to address affordable housing needs in a manner that is sensitive to the concerns of the community.
7.13	Integration of Permanently Affordable Housing	Permanently affordable housing, whether publicly, privately or jointly financed will be designed as to be compatible, dispersed, and integrated with housing throughout the community.	Concern has been expressed that the concentration of affordable housing in one location would be too high, given the intent to disperse affordable housing across the community. However, staff views this policy at the community level and the number of units proposed is consistent with other affordable housing projects in other parts of the city. Regardless, working with the neighbors on design and integration will be essential throughout the development process.

Boulder Valley Comprehensive Plan (BVCP) Policies Cited by BCHA, BVSD and TLAG

BVCP Policies Cited by Boulder County Housing Authority (BCHA) and Boulder Valley School District (BVSD)

1.03 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.

1.04 Principles of Social Sustainability

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

- a. Respecting and valuing cultural and social diversity;
- b. Ensuring the basic health and safety needs of all residents are met; and
- c. Providing infrastructure and services that will encourage culturally and socially diverse communities to both prosper within and connect to the larger community.

1.05 Community Engagement

The city and county recognize that environmental, economic and social sustainability are built upon full involvement of the community. The city and county therefore support the right of all community members to play a role in governmental decisions, through continual efforts to maintain and improve public communication and the open conduct of business. The city and county will continue to support programs and provide opportunities for public participation and neighborhood involvement. Efforts will be made to use effective technologies and techniques for public outreach and input, remove barriers to participation and involve community members not usually engaged in civic life. 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 impact on or benefits to the community.

1.11 Regional and 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 policy-making bodies. These entities will be

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encouraged to identify and address issues of shared concern for which a multi-jurisdictional perspective can best achieve mutually beneficial solutions.

1.19 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 industrial uses to residential uses in appropriate locations, improving regional transportation alternatives and mitigating the impacts of traffic congestion.

1.24 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, Area II properties along the western boundary, and other fully 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 € 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 considerations, 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.

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- e. Annexation of substantially developed properties that allows 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, the city, the 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.

2.03 Compact Development Pattern

The city and county will, by implementing the Boulder Valley Comprehensive Plan, 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 in order to prevent urban sprawl and create a compact community.

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, 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 business areas.

2.10 Preservation and 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 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.

2.23 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.

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

2.32 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.

2.33 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, urban heat island effects and air and water pollution, and support clean energy generation.

2.36 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.

3.12 Water Conservation

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

4.03 Energy Conservation and Renewable Energy

The city and county will implement innovative programs and opportunities for individuals, businesses and organizations to reduce energy consumption and develop local energy generation. The city will support private decisions to use renewable energy, develop local renewable energy resources and preserve options for developing renewable energy in the future. The city will review and consider revisions to regulations to support on-site energy generation, including solar and wind.

The city and county will pursue an energy path that not only reduces carbon emissions, but also promotes innovation, competition and economic vitality, and will set goals to ensure that the community has access to reliable, competitively priced and increasingly clean energy.

4.05 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 improve regulations ensuring energy and resource

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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 are continued.

5.05 Support for Local Business and Business Retention

The city and county recognize the significant contribution of existing businesses in the local economy and will work to nurture and support established businesses and maintain a positive climate to retain businesses. Business retention and expansion is a primary focus for the city. The existing jobs that are in Boulder are the city's most important jobs.

6.01 All-Mode Transportation System

The Boulder Valley will be served by an integrated all-mode transportation system, developed cooperatively by the city and county. This transportation system will include completed networks for each mode, make safe and convenient connections between modes, and provide seamless connections between the city and county systems. Improvements to the travel corridors network will be made in a manner that preserves or improves the capacity or efficiency of all modes and recognizes pedestrian travel as a component of all trips.

7.01 Local Solutions to Affordable Housing

The city and county will employ local regulations, policies, and programs to meet the housing needs of their low and moderate income households and workforce. Appropriate federal, state and local programs and resources will be used locally and in collaboration with other jurisdictions. The city recognizes that affordable housing provides a significant community benefit and will continually monitor and evaluate its policies, programs and regulations to further the city's affordable housing goals.

7.02 Permanently Affordable Housing

The city will increase the proportion of permanently affordable housing units to an overall goal of at least ten percent of the total existing housing stock through regulations, financial subsidies and other means. City resources will also be directed toward maintaining existing permanently affordable housing units and securing replacements for lost low and very low income units.

7.05 Strengthening Regional Housing Cooperation

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 proximate to regional transit routes. Such efforts include the Regional HOME Consortium and the Ten Year Plan to Address Homelessness.

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 full range of the Boulder Valley population.

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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 to a variety of household 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

Expansion of the Boulder Valley housing supply should reflect to the extent possible current employer locations, projected industrial/commercial development sites, variety of salary ranges, and the demand such developments bring for housing employees. Key considerations include housing type, mix, and affordability. The city will explore policies and programs to increase housing for Boulder workers by fostering mixed-use and multi-family development proximate to transit, employment or services and by considering the conversion of commercial and industrial zoned or designated land to residential use.

7.13 Integration of Permanently Affordable Housing

Permanently affordable housing, whether publicly, privately or jointly financed will be designed as to be compatible, dispersed, and integrated with housing throughout the community.

8.01 Providing for a Broad Spectrum of Human Needs

The city and county will develop and maintain human service programs that provide for the broad spectrum of human needs, from safety net services to early intervention and prevention programs which mitigate more costly, long-term interventions and forestall worsening social conditions. Services balance meeting immediate needs with long-term solutions to critical social issues.

8.02 Regional Approach to Human Services

The city will continue its collaborative role in human services planning and funding through partnerships with other agencies and local governments. The city and county will coordinate a regional approach such as that articulated in the Ten-Year Plan to Address Homelessness and the Human Services Strategic Plan. The city will seek to address the disproportionate burden placed on Boulder as a key regional service center.

8.04 Addressing Community Deficiencies

The city will identify barriers to provision of important basic human services and work to find solutions to critical social issues such as lack of housing options for very low income and special needs populations, access to and affordability of basic services, and limited availability of affordable retail products.

8.05 Diversity

The community values diversity as a source of strength and opportunity. The city and county will support the integration of diverse cultures and socio-economic groups in the physical, social, cultural and economic environments; promote opportunities for community engagement of diverse community members; and promote formal and informal representation of diverse community members in civic affairs.

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9.02 Local Food Production

The city and county will encourage and support local food production to improve the availability and accessibility of healthy foods and to provide other educational, economic and social benefits. The city and county support increased growth, sales, distribution and consumption of foods that are healthy, sustainably produced and locally grown for all Boulder Valley residents with an emphasis on affordable access to food for everyone and long term availability of food.

9.05 Urban Gardening and Food Production

The city will encourage community and private gardens to be integrated in the city. This may include allowing flexibility and/or helping to remove restrictions for food production in shared open spaces and public areas, encouraging rooftop gardens and composting and planting edible fruit and vegetable plants where appropriate.

BVCP Policies Cited by Twin Lakes Action Group (TLAG) and Members of the Public

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.

2.03 Compact Development Pattern -The city and county will avoid patterns of leapfrog, noncontiguous scattered development within the Boulder Valley.

2.06 Preservation of Rural Areas and Amenities - The city and County will attempt to preserve existing rural land use and character in and adjacent to Boulder Valley where vistas and established rural residential areas exist.

2.10 Preservation and Support for Residential Neighborhoods - The City will Work with neighborhoods to protect and enhance neighborhood character and livability... the city will seek appropriate building scale and compatible character in new development.

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 and cascading gradients of density in the design of subareas and zoning districts.

2.19 Urban Open Lands - Open lands within the fabric of the city constitute 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.

2.20 Important Urban Design Features - Boulder Creek, its tributaries and irrigation ditches will serve as unifying urban design features for the community. The city and county will support the preservation or reclamation of the creek corridors for natural ecosystems, wildlife habitat; for recreation and bicycle and pedestrian transportation; to provide flood management; to improve air and water quality.

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2.30 Sensitive Infill and Redevelopment - With little vacant land remaining in the city, most new development will occur through redevelopment. 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.

3.16 Hazardous Areas - Hazardous areas that present 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.

6.08 Transportation Impacts - Traffic impacts from a proposed development that cause unacceptable community or environmental impacts or unacceptable reduction in the level of service will be mitigated. All development will be designed and built to be multimodal, pedestrian-oriented and include strategies to reduce the vehicle miles traveled generated by the development. New development will provide continuous pedestrian, bike and transit systems through the development and connect these systems to be 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 Improving Air Quality - The city and county will design the transportation system to minimize air pollution by promoting the use of non-automotive transportation modes, reducing auto traffic, encouraging the use of fuel efficient and alternatively fueled vehicles that demonstrate air pollution reductions and maintain acceptable traffic flow.

Boulder County Comprehensive Plan (BCCP) Policies Cited by Twin Lakes Action Group (TLAG) and Members of the Public

OS 1.01 It is recognized that the acquisition of an interest in open space lands must be based on the long term implementation of the county's overall open space plan, in which prioritization of need and available revenues must be considered. From time to time, applications for various land use decisions which contemplate development are expected to be made for privately owned lands which have been designated as open space on the Open Space Plan Map of the Boulder County Comprehensive Plan. In such cases, it will be the responsibility of the county to make decisions with regard to the possible acquisition of an interest in such lands in a timely manner. In the event a decision to acquire whatever public interest the county may desire is not made with reasonable promptness and pursued diligently, applicants shall be entitled to have their applications processed and considered as any other similar applications, not involving open space, would be.

OS 1.02 The county shall not deny development or other land use applications, otherwise in compliance with the land use regulations, solely because of the open space designation. However, in reviewing development or other land use applications, the county shall consider the

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open space values and other characteristics which contribute to the open and rural character of unincorporated Boulder County.

OS 2.01 The county shall identify and work to assure the preservation of Environmental Conservation Areas, critical wildlife habitats and corridors, Natural Areas, Natural Landmarks, significant areas identified in the Boulder Valley Natural Ecosystems Map, historic and archaeological sites, and significant agricultural land.

OS 2.02 Significant natural communities, rare plant sites, wetlands, and other important stands of vegetation, such as willow carrs, should be conserved and preserved.

OS 3.01 Where necessary to protect water resources and/or riparian habitat the county shall ensure, to the extent possible, that areas adjacent to water bodies, functional irrigation ditches and natural water course areas shall remain free from development (except designated aggregate resource areas). The county may preserve these open corridor areas by means of appropriate dedication during the development process, reasonable conditions imposed through the development process, or by acquisition.

OS 3.02 Where appropriate the county shall continue to acquire parcels of land or right-of-way easements to provide linkages between public lands.

OS 5.01 Boulder County shall, in consultation with affected municipalities, utilize open space to physically buffer Community Service Areas, for the purpose of ensuring community identity and preventing urban sprawl.

OS 5.04 The county shall use its open space acquisition program to preserve agricultural lands of local, statewide, and national importance. Where possible, purchase of conservation easements, purchase of development rights, or lease-back arrangements should be used to encourage family farm operations.

OS 5.05 The county shall use its open space program as one means of achieving its environmental resources and cultural preservation goals.

OS 8.01 The county shall annually develop a Capital Improvements Program (CIP) for open space acquisition and trails construction. Formulation of the CIP shall take into consideration project suggestions from municipalities as well as suggestions received from the public. The CIP shall be reviewed by the Parks and Open Space Advisory Committee, after public comment, and recommended for adoption after public hearing by the Board of County Commissioners.

OS 8.02 Purchases of land for open space require approval by the Board of County Commissioners after public hearing and after review and recommendation of the Parks and Open Space Advisory Committee.