

CU South Annexation Community Engagement Plan

Iterative Draft

CU South Annexation Purpose Statement (accepted by council on Oct. 9, 2018)

The purpose of this process is to define the conditions of annexation for “CU South” under which the University of Colorado’s South Campus would fulfill both the desires of the University system and meet the goals of the City of Boulder. The annexation agreement will be guided by the BVCP CU South Guiding Principles, and a modified annexation process that will provide opportunities to influence the annexation terms through city boards and commissions and the city council meetings.

Introduction

The city completed a flood mitigation master plan for South Boulder Creek ([SBC Master Plan](#)) in 2015, which recommended flood mitigation in three phases. Phase 1 regional detention at US36 on the CU South property was selected to be the first phase because of the large downstream flood benefits. Guided by significant input from the community and governing bodies of the city and county, the [CU South Guiding Principles](#) were adopted as part of the BVCP in 2017. The guiding principles are intended to guide work on an annexation agreement between the city and university to allow for use of a portion of the property for flood mitigation and specify other future uses, services, utilities and planning for CU South.

The CU South annexation is one of several related projects including the South Boulder Creek flood mitigation and ongoing discussions with the Colorado Department of Transportation (CDOT). This engagement plan focuses on the annexation project to ensure that the city’s negotiating position is informed by community input.

Decision on annexation to be made

Who will decision-makers be and how will the decision be made?

- **City Council:** Decision-making body. After considering community input and recommendations from city boards and commissions, City Council will ultimately approve or deny an annexation petition from CU Boulder.
- **Planning Board:** Will provide input throughout the process and make a recommendation to council that will be informed by other boards and commissions.
- **City Boards and Commissions:** Will provide input throughout the process and when needed, a recommendation to council around their area of focus.
- **CU Boulder:** The university is the property owner and applicant for the annexation application.
- **Boulder County Board of County Commissioners:** Per the CU South Guiding Principles, further collaboration between the city and county will continue to be emphasized. Any changes to the CU South land use designations prior to annexation will include a Call-Up option before the board.



What issues are planned for engagement?

The CU South Guiding Principles set the stage for council discussions and will be used as a guide for decision-making. The term sheet included in the city staff initial review comments indicates the degree of alignment between the city and CU Boulder through the following categories:

- “Yes”: General alignment between the city and CU Boulder;
- “Analysis Needed”: Analysis and negotiation required;
- “Clarification Needed”: Clarification is needed to understand the University’s objective; and
- “No”: City/CU Boulder disagreement.

The goal of this project is to have general alignment on all topics (“green” category). Community engagement efforts will focus on topics that have options and those categorized as “Analysis Needed” or “Clarification Needed”. Topics in which the city and university are aligned will not be scoped for engagement (beyond “Inform”).

Who will be impacted by annexation decision/anticipated interest area?

- **Boulder City Council, Planning Board and Staff** who seek to design and implement a process that keeps the city’s policy goals (such as housing affordability) front and center.
- **City Boards and Commissions** who will advise City Council regarding their area of expertise. At a minimum, the following boards will be involved and provide a recommendation to City Council: Water Resources Advisory Board, Open Space Board of Trustees and the Transportation Advisory Board.
- **CU Boulder** (property owner) will have opportunities to provide input into the city’s engagement efforts and be invited to all engagement events. The university may choose to conduct additional engagement work at its discretion.
- **CU Students** who will reside on the campus and/or use future facilities.
- **Members of the CU Boulder Community** who may have interests in utilizing a future south campus.
- **Residents directly impacted by 2013 flooding**, such as the Frasier Meadows community, who are generally most interested in a long-term solution to area flooding.
- **Residents most interested in technical flood mitigation solutions** and subsequent impacts to other issues such as environmental preservation and restoration.
- **Community organizations** that have shown, or will show, an interest in the project (e.g. PLAN Boulder, Boulder Chamber) either because of concerns about or support for CU annexation and future development of parts of the site.
- **Neighbors immediately adjacent to the site** who want to understand what future development of the site by CU will mean to them and their quality of life.
- **Recreation users** such as joggers, dog walkers, and at times, cross country skiers.
- **The “missing middle”** - community members that have some opinion about the project but little time to engage in a public process.



Engagement Objectives

- Engage the community to gather feedback that will inform the position the city will take on potentially more contentious terms for annexation (primarily those marked yellow and red) during negotiations with CU Boulder.
- Ensure that tradeoffs and competing priorities are considered throughout the engagement process. No topic or preference should be considered in a vacuum.
- Respect that this is a negotiation process. Provide regular updates while remaining clear that the city and officials from CU are the negotiating parties.
- Model the city’s engagement framework by using the city’s decision-making wheel and engagement spectrum. Support transparency and inclusive participation.
- Be urgent about flood mitigation engineering and deliberate about public process.
- Share work products to inform the public, when possible, taking care to illustrate the city’s intentions behind proposed solutions and why some ideas were or were not pursued further.

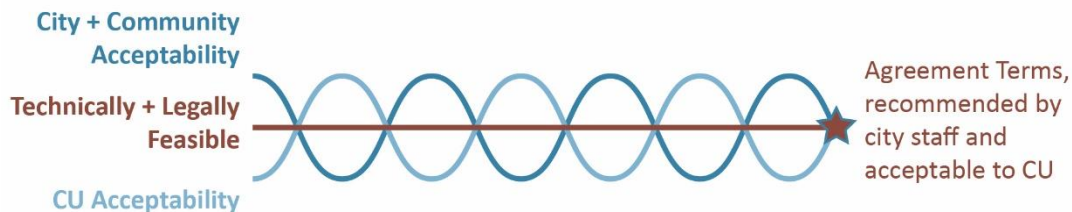
Decision-making Criteria

Decision-making criteria will be developed and used to evaluate topics for an agreement. The draft criteria topics include:

Is the proposed term acceptable to the city? After hearing input from the community, does the Boulder City Council agree with the approach? Is it consistent with city policies, including the sustainability framework?

Is the proposed term acceptable to the university? Does CU Boulder agree with the approach?

Is the proposed term technically and legally feasible? Can the conditions included in the proposed topic be developed and enforced through an annexation agreement?



Communications Approach for Group Meetings

City staff frequently meet with community members and groups to provide information, answer questions and listen to their concerns and ideas. Communication goals when meeting with community groups include:

- Facilitate open and honest dialogue with staff, while being mindful to not stifle interest in meeting with staff.
- Ensure that all groups receive the same information from staff.
- No group has more or less information and influence on the process.



- Staff will not share or announce new information at group meetings.
- Be transparent about who we meet with by documenting such meetings through notes on key topics.

Approach to Community Group Meetings

- City will request that the host extend an invitation to “interested parties” to observe or participate. The meeting host may or may not choose to follow through with that request.
- City staff will meet with the group and post high-level notes (meeting takeaways) on city website. Notes will include attendee names.

Project Timeline

Phase 1: Planning Stage (summer/fall 2019)

Step 1: Define issue before embarking

- ✓ Determine the decision-making steps. *Approved by council in October 2018.*
- ✓ Determine decision-making criteria

Step 2: Determine who is affected

- ✓ Determine roles of decision-makers and impacted parties
- ✓ Determine what level of involvement each stakeholder group might expect or desire for each project

Step 3: Create an engagement plan

- Determine overall engagement objectives
- Sketch out engagement techniques used at each phase of the project
- Develop a set of success measures tied to the engagement objectives

Deliverable:

- Engagement Plan

Phase 2: Shared Learning (fall 2019)

Step 4: Share a foundation of learning and inquiry

The purpose of this step is to clarify the project purpose and goals, share the engagement plan and inform the public about the ongoing flood mitigation and annexation work.

- Traditional engagement techniques: webpages, 1-pagers, communication to council, etc.

Phase 3: Options Stage

Step 5: Identify (the latest round) of options (engagement window 1)

- Consult the community about updated options for flood mitigation and land uses.
 - Share the results of the most recent engineering analysis, along with the subsequent impacts to other topics (e.g., land uses) through Channel 8, project webpages and other techniques.
 - Launch online questionnaire on the most up-to-date options
 - Host an open house to share results of recent engineering work and solicit feedback



- Process and analyze input
- Establish a regular method for informing the community of the city’s progress negotiating other annexation terms
- Seek WRAB, Planning Board and Opens Space Board of Trustees Input
- Receive City Council direction
- Conduct remaining technical studies (e.g., transportation analysis)
- Negotiate remaining annexation terms.

Step 6: Evaluate Options/Develop Recommendations (Engagement Window 2)

- Develop a preferred approach
- Engagement window 2
- Board input
- Council Public hearing on preferred approach

Phase 4: Make a Decision

Step 7: Make a Decision (Engagement Window 3)

- Draft an annexation agreement
- Planning Board Public Hearing (recommendation)
- City Council Public Hearing (decision)

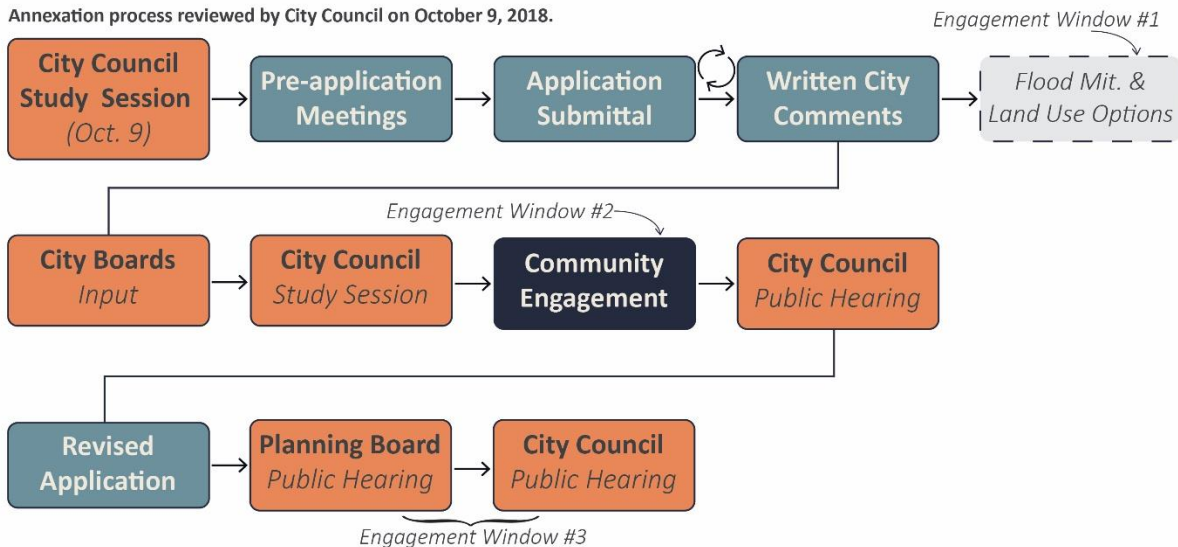
Step 8: Communicate Decision and Rationale

Phase 5: Process Assessment

Step 9: Reflect and Evaluate

- Launch online tool to elicit feedback about the engagement process.

Annexation process reviewed by City Council on October 9, 2018.





Boulder's Decision-making Process

