



**CITY OF BOULDER
CITY COUNCIL AGENDA ITEM**

MEETING DATE: April 5, 2016

AGENDA TITLE

Update on Civic Area Master Plan Implementation, including Phase I Park Development, Analyses Related to the East and West “Bookends,” Related Projects (including the Civic Use Pad and proposed planning and engagement process for the Boulder Community Health/Broadway Campus’ redevelopment), and Proposed Next Steps

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EXECUTIVE SUMMARY

In June 2015, City Council accepted the updated Boulder Civic Area Master Plan, which defines the overall concept for the site and establishes criteria and guidelines for the consideration of specific improvements. The site includes the area between Canyon Boulevard and Arapahoe Avenue and between 9th and 14th Streets. The long-term vision is to transform the Civic Area into an even more unique and active destination that reflects the community’s shared values and its diversity, providing space and programs for people to gather, recreate, eat, learn, deliberate and innovate.

Implementation of the Boulder Civic Area Master Plan is expected to take place over the next 10 to 20 years. The first phase of improvements is currently moving forward thanks

to passage of the [Community, Culture and Safety Tax](#) in November 2014. Staff is working with the selected design team to finalize the Civic Area Park Site Plan to implement the \$8.7 million Phase I improvements and coordinate with the more than \$5 million from the tax devoted to Boulder Creek Path, 11th Street lighting, public art and Arapahoe Avenue underpass improvements at 13th Street. Construction of Phase I is anticipated to begin in the 3rd quarter of 2016, most likely after Labor Day (which concludes the busy summer season of events and activities in the park).

Subsequent phases and timing to implement the remainder of the Boulder Civic Area Master Plan will be defined by analyses currently underway, informed by community input, guided by council decision making, and dependent on the availability of funding sources (see **Attachment A** for an overview of the project timeline).

For 2016, the focus of the more detailed analysis to guide subsequent implementation activities includes:

- **Market Hall Feasibility Analysis** to study the possibility of a year-round public market and potential next steps related to community input, governance/management structures, and facility/program options;
- **Comprehensive Civic Area Flood Analysis** to better understand site and facility constraints and opportunities;
- **Canyon Boulevard Complete Street Study** and design options, some of which may propose changes to the Glen Huntington Band Shell landmark site;
- **Coordination with the Boulder Community Health/Broadway Campus planning effort**, and in particular city facility evaluation and planning, to help inform the potential program of future city facilities within the Civic Area campus as well as the BCH/Broadway site;
- **Coordination with the University of Colorado** related to potential development of a conference and hotel facility on the Grandview site, south of the Civic Area's "east bookend" (and potential implications and opportunities it may create);

Work is also underway to complete a management agreement and development proposal for expansion of the St. Julien Hotel and creation of a civic use meeting space on the Civic Use Pad site (described later in this memo). Further, an update to the Human Services Strategy is underway which will help inform decisions related to the future of the West Boulder Senior Center and its potential redevelopment or relocation. The update to the Library's current 2007 Master Plan is also beginning and is expected to be completed by end of 2017. The results of these work efforts will help inform the desired mix of uses and activities as well as facility design parameters for each of the bookends (including associated spaces to accommodate parking and access demands).

The purpose of this agenda item is to provide an update on these analyses, answer questions, and get council feedback, particularly in relation to planned next steps for the remainder of 2016. The memo also provides an update on implementation of the Phase I Park Plan; an overview the proposed planning and community engagement process for

the Boulder Community Health/Broadway Campus; updates on related Civic Area projects (e.g., the Arapahoe underpass); and, under Board and Commission Feedback, a response to concerns raised by the Library Commission in a recent letter to City Council.

In short, key findings and recommendations presented in this memo are:

- 1 Analysis related to the Civic Use Pad in partnership with the St. Julien Hotel has demonstrated the feasibility of an 8,000 s.f. first-floor meeting space to support civic and cultural functions. However, after exploring numerous design options, staff has concluded that a rooftop public space as part of the Civic Use Pad is not viable.** Options remain for ensuring a high quality, attractive meeting venue that is both visually and functionally connected to the larger Civic Area. Staff recommends proceeding with next steps to develop a workable building design, project construction costs, and develop a management agreement to address the needs of future civic space users (including creation of a limited duration advisory group to provide input on discussions around space amenities and terms of the management agreement).
- 2 A year-round Public Market Hall is economically feasible, desired by key partners, and would attract visitors from throughout the community and the region.** The Civic Area Master Plan envisioned the development of a year-round market hall building that could serve as a center for local food sales, education, celebration and innovation. The preliminary Market Hall Feasibility Analysis indicates that a market hall incorporating a variety of program elements is financially and economically feasible, and an ad hoc working group representing various interests in the local food industry (farmers, retailers, restaurateurs, researchers, wholesalers and educators) expressed strong interest in and support for creating such a facility.
- 3 Reuse or redevelopment to accommodate an increased program of uses in each “bookend” is technically feasible in a manner consistent with flood regulations.** However, careful consideration will be needed to evaluate potential alternatives and their relative costs, appropriateness, impact on historic resources, and ability to mitigate life safety risks above and beyond minimum standards. The work completed in recent months has helped answer the question of whether new facilities *could* be developed; subsequent analyses and the engagement of stakeholders, boards, public and council will need to determine whether they *should* be developed.
- 4 East Bookend planning should be the priority focus for 2016 and into 2017.** With completion of the Market Hall Feasibility Analysis and finer-grain flood analysis, the Boulder Civic Area (BCA) team has begun to consider the “test fit” of facility options for the Public Market Hall program on the northern portion of the East Bookend (i.e., alternatives and tradeoffs for reuse and expansion of the existing building or redevelopment). Work is also underway on the Canyon Boulevard Complete Street options; and work is now commencing that will help determine the city office and community space needs to be accommodated in the Civic Area versus at the Boulder

Community Health/Broadway Campus site. These work efforts will help define the full program of uses to be accommodated in the East Bookend and their potential configuration. Further, the pending landmark application for the Atrium Building and the anticipated schedule for CU's development of a hotel/conference facility on the Grandview site give impetus to focusing on the East Bookend. Anticipated next steps include further exploration of the market hall options (including governance models); continued stakeholder and public engagement; determination of the "city facility" (offices, meeting space, etc.) program elements; completion of the "fit test" work; development of urban design criteria; and coordination with related work efforts. *Importantly, staff resources to support these multiple interrelated work efforts are significantly stretched as we work to fill key vacancies and develop consultant contracts, subject to pending adjustments to the 2016 approved budget. Project schedules may need to adjust in response to resource limitations.*

5 West Bookend efforts should focus on near-term programming and further analysis of key program elements to inform the evaluation of facility options.

Recently completed flood analysis has helped answer the question about whether an expanded and reconfigured program of uses in the West Bookend *could* be accommodated, from a technical perspective, in a manner consistent with city flood regulations and the Civic Area's guiding principles. However, significant work remains to engage key stakeholders and the community, evaluate program needs, test program and facility feasibility, determine costs and tradeoffs associated with alternative approaches, consider impacts and alternatives related to historic resources, and develop a preliminary preferred proposal. Staff recommends that further work on the West Bookend proceed only after completion of the Library Master Plan, the key program component in the West Bookend, and the Human Services Strategy, which will help define the desired future for the West Boulder Senior Center—another key program component in this part of the Civic Area. During this interim period, the focus of work in the West Bookend will continue to be on enhancing the program in existing spaces (such as the opening of the library's new MakerSpace and the arts cinema use in the library auditorium). The time could also be used by the Boulder Performing Arts Center group to further consider their proposed business model to inform the evaluation of arts and culture facility options and related uses in the area north of the creek. Stakeholder and public engagement in the evaluation of such options would proceed in 2017, contingent on availability of staff resources.

QUESTIONS FOR CITY COUNCIL

The following questions are provided to guide the discussion with City Council:

Civic Use Pad

1. Does council have any comments or questions on the proposed process and next steps for determining the management agreement with the St. Julien for the Civic Use Pad?

Planning for the Civic Area Bookends

2. Does council have any questions or feedback on the preliminary Market Hall Feasibility Analysis and proposed next steps to further evaluate program and governance options as well as facility alternatives with the community and key stakeholders?
3. Does council have questions or feedback on the flood analysis results and implications for reuse or redevelopment in the “bookend” areas?

Civic Area Implementation Work and 2016 Priorities

4. Does council have questions on other aspects of the Civic Area implementation work (including park design and construction schedule), related work efforts (including the proposed engagement process for the Boulder Community Health/Broadway Campus site), and staff recommendation to focus on the East Bookend work for the rest of 2016 and early 2017?

OVERVIEW

Background

The [2015 Civic Area Master Plan](#)  replaced the 1992 Civic Center Master Plan and builds on the 2013 Vision Plan. The plan establishes the goals, guiding principles and core themes for Civic Area implementation. A high level summary of the seven guiding principles are included below:

1. **The Civic Heart of Boulder** – Boulder’s Civic Area has symbolic, geographic, and functional importance and should serve as an inclusive place for people to interact with each other and with government. The area should be complementary to Pearl Street (the commercial heart) and downtown.
2. **Life & Property Safety** – Boulder’s Civic Area is located within the 100-year floodplain, and much of the land lies within the High Hazard Zone (HHZ). The city will meet or exceed existing flood standards, including avoiding placing new structures and parking in the HHZ and will be proactive about planning for and educating about floods.
3. **Outdoor Culture & Nature** – Boulder’s Civic Area is a central place to enjoy the outdoors in the middle of the city. The linear “green” along Boulder Creek will be a unifying focus, providing natural beauty, ecological function and flood safety as well as recreational, art, and cultural opportunities.
4. **Celebration of History & Existing Assets** – Boulder’s Civic Area has a historical focus and many long-standing functions and facilities highly valued by the community, such as the library, Sister City Plaza, Farmers’ Market, and Teahouse. Existing community assets will continue to play a vital role in the area.

5. **Enhanced Access and Connections** – Boulder’s Civic Area has well-used bicycle and pedestrian amenities and convenient transit connections, serving as both an important destination and connector. Travel and access to the area will continue to be improved.
6. **Place for New Community Activity & Arts** – Boulder’s Civic Area offers potential to expand civic services or cultural, arts, science, educational or entertainment amenities that are otherwise lacking in the community. Any new facilities will provide a high level of public benefit.
7. **Sustainable & Viable Future** – All future uses and changes in Boulder’s Civic Area’s public properties will exemplify the community’s sustainability values (i.e., economic, social and environmental).

These guiding principles were approved by City Council early in the planning process to inform development of the vision plan and ultimately the master plan. The principles provide direction as the Civic Area Master Plan is implemented, when analyses are prepared, and as detailed planning, design and financing decisions are made.

Public Process

The Boulder Civic Area has been the focus of a community-wide visioning and planning effort over the past three years, in which thousands of Boulderites have expressed their hopes and concerns about this area’s present and future. As part of this effort, the Civic Area Master Plan was recommended by both the Planning Board and Parks and Recreation Board and ultimately accepted by City Council on June 16, 2015. Passage of the Community, Culture and Safety tax initiative in November 2014 allows the first phase of improvements in the Civic Area to move forward focused on the park at the core. A park development plan was approved by City Council on Nov. 10, 2015 to implement the \$8.7 million Phase I improvements. The Phase I park project is now in final design and coordination through the city’s standard review process. Construction of Phase I is anticipated to begin in the 3rd quarter of this year, most likely after Labor Day which concludes the busy summer season of events and activities in the park.

More detailed planning work is now underway on the remaining components of the long-term implementation of the Civic Area Master Plan, including the west and east “bookends.” To help inform the desired urban form, design characteristics and future land uses for the bookends, two studies were initiated: a study on the feasibility and type of year-round market hall for the east bookend (13th Street) and a more detailed analysis of flood opportunities and constraints. The analysis and initial recommendations will be presented at a community open house on April 4, 2016. The open house will also provide an opportunity to share information about related aspects of the Civic Area including historic resources assessment, access improvements and parking changes, the Boulder Community Health Broadway Campus redevelopment planning and engagement process, Arapahoe Underpass, Canyon Complete Street options analysis, and Boulder Creek Path Improvements.

Staff will give a verbal update on the feedback from the open house at the April 5, 2016 council meeting. Council's input will help shape the next steps related to the Civic Area long-term implementation. The more detailed planning work related to the Civic Area bookends will continue into 2017 and include a robust public process, including the engagement of council, boards, commissions and the community. Given the timing of related work efforts and resource constraints, staff recommends that work on the bookends be sequenced, with 2016/17 work efforts focused on the east bookend program of uses and design options, followed by the west bookend uses and design options in 2017/18. In the end, the proposed processes will result in the development of specific urban design criteria for each bookend that will establish the desired land uses, scale, design performance standards for future new buildings, additions, preservation of historic structures, and design of public spaces. It is anticipated that the specific urban design criteria for each bookend will be approved by council and will supersede relevant portions of the Downtown Urban Design Guidelines.

Board and Commission Feedback

The city's Library Commission has recently expressed concerns with the Civic Area planning process, and the park design proposed for the area directly east of the north wing library. See **Attachment B** for the Commission's letter to City Council. Staff would like to acknowledge their feedback and apologize for any miscommunication. For information on how staff plans to move forward to address issues raised by the Library Commission, please see **Attachment C**.

LONG-TERM USES FOR CIVIC AREA BOOKENDS

Civic Use Pad (west bookend)

Guiding Question for City Council

1. Does council have any comments or questions on the proposed process and next steps for determining the management agreement with the St. Julien for the Civic Use Pad?

Background

Discussions are ongoing regarding the potential for a mixed-use building on the pad adjacent to the St. Julien Hotel, which could include a "civic use" space of approximately 8,000 square feet on the first floor, along with hotel uses above. The civic use space is envisioned as a flexible space to be available at a discounted rate to community and nonprofit groups for civic and cultural functions. In May 2015, the city and the St. Julien signed a letter of intent that outlines the key issues, process, and responsibilities for moving forward.

The project has a deadline of Jan. 1, 2020 as outlined in Article 6 of the condominium agreement, which governs the relationship between the St. Julien and the Central Area General Improvement District (CAGID). The relevant language in the condo agreement is as follows: "...in the event the [condominium] Association fails to enter into a Civic Use Lease on or before January 1, 2020, the [St. Julien] will be free to construct

improvements, lease, operate, use and otherwise manage the Civic Use Site in any manner without requiring the consent of the Association or any other Unit Owners....but subject to all other provisions of this Declaration and applicable Laws, including any zoning requirements.” The proposed project, as reflected in the Letter of Intent, will not require a civic use lease as envisioned in the condominium agreement, but execution of a civic use management agreement and completion of the project before Jan. 1, 2020 will ensure the deadline never becomes an issue.

Rooftop Public Space

City staff have been working with the St. Julien on some threshold design issues, most notably the potential rooftop patio. An analysis shows that the rooftop patio, as previously imagined through the Civic Use Taskforce process, will not be feasible with the proposed building program. The project as envisioned in the Letter of Intent—a civic use space on the first floor with three floors of hotel use above—will very nearly hit the legal height limit. Most infrastructure or appurtenances necessary to make the rooftop usable for events, such as elevators, storage spaces, canopies, shelters, walls, or railings, will push the building over the height limit (see **Attachment D** for details).

Staff entertained a variety of possible ideas to overcome the height challenge related to a potential rooftop patio. None of the ideas were seen as viable options; either because of financial or technical reasons.

Proposed Next Steps

As staff and the St. Julien have come to a better understanding on the building’s design, likely construction costs can be projected with better accuracy. In turn, the St. Julien’s financial needs related to construction and future management of the civic use space will be better understood and movement can then be made toward a management agreement.

To ensure the management agreement will address the needs of future civic space users, input will be sought from community groups in April and May. Staff is in the process of convening a limited duration advisory group to provide input on the terms of use for the space as well as potential costs. The advisory group’s input will be critical in helping staff and the St. Julien craft a proposed agreement for council consideration in late 2016.

Council will be provided with an overall update on the project via information packet memo in August. First reading, public hearing, second reading, and council approval of the management agreement are tentatively scheduled for November.

Market Hall

Guiding Question for City Council

2. Does council have any questions or feedback on the preliminary Boulder Market Hall Feasibility Analysis and proposed next steps to further evaluate program and governance options as well as facility alternatives with the community and key stakeholders?

Background

One of the specific uses identified in the Civic Area Master Plan is a year-round market hall that would complement the existing Farmers' Market as well as advance local foods and activate the east bookend. A consultant team, Economic & Planning Systems, a national economic consulting firm, and David O'Neil, an expert in the development of public markets halls, were retained by the city to assess the potential program mix, type, and scale of a year-round market hall consistent with the vision articulated in the Boulder Civic Area Master Plan. The consultant team has developed preliminary recommendations (which are summarized below) including the desired mix and types of food related programs and activities for the market hall, as well as the desired management structure. See **Attachment E** for the consultants' draft report. The recommendations were made based on data from comparable year-round markets around the country, stakeholder outreach, market research, and input from two sessions with an ad hoc working group comprised of individuals representing a wide range of the local food industry (i.e., production, packaging, distribution, retailing, as well as institutions such as the Boulder County Farmers' Market, the Boulder Valley School District, University of Colorado, and Colorado State University). The group provided input at two sessions held on Dec. 15, 2015 and Feb. 10, 2016. See **Attachment F** for the list of participants on the working group. Meeting notes can be found on the [Civic Area website](#).

Summary of Preliminary Recommendations

The individual components of the preliminary recommended programs include:

- Flexible event hall with its primary use intended to be for food related activities including a year-round farmers' market
- Demonstration kitchen
- 6 - 8 vendor stalls
- Single tenant brewer, distiller, or vintner
- Tap House/Tasting Room with education oriented production space
- Common dining area with tables and chairs, with shared access from tasting room within/adjoining the large hall
- Farmers' Market Co-op store
- Office Space for the Boulder County Farmers' Market
- Rooftop – Opportunity to create a teaching garden on the roof that can also be used for events, seating and education
- Cold Cellar – A naturally cooled cellar for product storage and public education
- Outdoor Market Area –an attractive and flexible public space around the building that promotes circulation to and from neighboring uses
- Garden – A street-level, outdoor kitchen and wellness garden

Size Options

In regards to the potential size of a market hall, the consultants have recommended two options; a low option of approx. 20,000 s.f. and a high option of approx. 30,000 s.f. of net operating space as indicated in the table below.

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

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

Table 1 - Market Hall Elements

The low option has all the elements required to achieve a diverse level of activity and a break-even operation. The high option has all of the elements of the lower option, but includes a larger event hall and anchor space, more office space in addition to space for the Farmers' Market, and additional permanent retail stalls to provide a critical mass of retail that is open daily and complement the Farmer's Market Co-op Store. Both options achieve the critical mass required for the market hall to succeed; however the high option has the potential to add more activity to the market hall and operate in the black.

Management

The consultants recommend the market hall be operated and managed by a not-for-profit corporation. The Board of the nonprofit should be community based and may include members from the City of Boulder and the Boulder County Farmers' Market. The board should not be seen as over dominated by any group and should be comprised of seats that best serve the market goals. The responsibility of managing a public market will also require contracting with a property management entity.

Potential Market Hall Facility

In addition to the program mix and type of food-related uses described above, a "test-fit" analysis is also underway to help identify options for a facility to house the market hall at the east bookend. The analysis will explore options to repurpose the existing Atrium

building¹ with a possible addition as well as options for a new mixed-use building. This analysis will be coordinated with various potential uses identified in the Civic Area Master Plan to be explored for the east bookend, such as city facilities, innovation center, events space, etc., consistent with the vision articulated in the Civic Area Master Plan to have a rich mix of horizontal and vertical uses. The desired program of uses will be informed by the planning process being initiated for the Boulder Community Health/Broadway Campus redevelopment project, particularly in relation to potential city facilities and community meeting space (i.e., which facilities and spaces will remain in the Civic Area campus, and which will relocate to the Broadway campus site). The preferred program of uses will also determine the need for additional parking and access improvements, all of which will inform the final analysis of facility options and selection of a preferred alternative.

Proposed Next Steps

The above conclusions are preliminary and based on initial analysis; however, they clearly show that a year-round Market Hall is potentially feasible from a market and financial standpoint and should be considered further. Staff proposes initiating a more robust public process to understand how a public market can best play out in Boulder. The specific process and schedule have yet to be developed, but it is anticipated that the next steps will include the following:

- Further exploration of the Market Hall Feasibility Analysis with the community including: refinement of the Market Hall program and mission, and in depth analysis of governance and finance options;
- Investigation of implementation phasing options to build off the existing success of the Farmer’s Market;
- Determine facility needs and possible re-use of the Atrium building and/ or new facility;
- Cultivate partnerships and sponsors (potential city and nonprofit partnerships)
- Continue discussions with potential tenants; and
- Explore the relationship of the Market Hall and potential adjacent city uses in conjunction with the larger Boulder Community Health/Broadway Campus and Civic Area planning efforts.

Based on council direction, staff will scope the work plan for the remainder of 2016 and 2017, detailing the next steps and identifying needed resources.

Flood Impact

Guiding Question for City Council

3. Does council have questions or feedback on the flood analysis results and implications for reuse or redevelopment in the “bookend” areas?

¹ The city-owned Atrium building has historic significance associated with one of a group of “first rate modern architects”, Hobart Wagener, and has a pending landmark designation application. See **Attachment I** for information on this and other historic resources in the Civic Area.

Background

Boulder's Civic Area is located within the 100-year floodplain (see **Attachment G** for more background on the Civic Area floodplain), with much of the land located within the High Hazard Zone (HHZ) and the Conveyance Zone (CZ). At the start of the Civic Area planning process in 2011, the City Council affirmed the dual project goals of creating a vibrant civic park complemented by new and existing uses with increased activation, and enhancing public safety, with any improvements and new facilities meeting or exceeding the city's flood regulations. This became one of the guiding principles of the Civic Area Master Plan. Included in this guiding principle is the goal of avoiding placing new structures and parking in the HHZ and being proactive about planning for and educating about floods. City Council decided, as part of the Civic Area Master Plan and in accordance with the city's floodplain regulations, to remove the New Britain and Park Central buildings², all within the HHZ, to reduce potential hazards to life and property associated with flooding. These buildings house functions that are critical for flood recovery (e.g., utilities, transportation, and business support). A flood structural assessment conducted in 2012 concluded that the buildings, as constructed, are not able to withstand the 100-year flood event. In addition, the buildings are significantly older than their originally planned lifespan, contributing to increasing operation and maintenance costs. In response, council agreed that this is an appropriate time to plan for the future removal of these buildings from the HHZ.

It was also decided to remove most of the surface parking in the Civic Area, and replace it with pervious park features, while relocating some 600+ surface parking spaces into structured parking outside the HHZ. The Civic Area contains 13 scattered parking lots and almost 600 parking spaces. Approximately 300 surface parking spaces are located within the HHZ and the rest in the 100-year flood zone. Vehicles can become buoyant in as little as 18-inches of water and create a significant hazard. The majority of deaths as a result of flash floods are due to people attempting to drive their vehicles out of the flooded areas. Cars, when swept downstream by flood waters, also create a significant hazard. Reconfiguring or relocating some of the surface parking spaces, especially those located in the HHZ, could significantly reduce flood risks associated with cars.

Floodplain issues have been a concern in this area over many years and included in different studies. The September 2013 Flood event that impacted the Civic Area lands and city facilities as a result of flooding along Boulder Creek and Gregory Creek was considerably less than the 100-year storm event used for flood planning, but it still highlighted the need to carefully consider risk and uses in the floodplain. A flood analysis completed in 2013 for the Civic Area recommended that any new buildings be constructed outside of the 100-year floodplain and that planning efforts should proceed with an understanding of flood risk above and beyond the 100-year event.

² Removal of the New Britain and Park Central buildings, with replacement at a location outside of the HHZ, is a critical safety need for the city and will improve conveyance in the area. Anthem Structural Engineering studied the soils, foundations and flood hydrology for these two buildings and determined that in a large flood event, "the foundations of both buildings would be undermined due to scour, which would result in the collapse of the structures."

In 2015 and early 2016, additional building assessments and the evaluation of potential flood mitigation work was undertaken in order to further examine the feasibility and risk of the on-going public use of existing buildings currently identified as being maintained and/or potentially modified in the Civic Area, including the Main Library, West Senior Center and the Atrium. While all of the sites in the Civic Area are impacted by floodplain and/or HHZ determinations, there are differences in the risks associated with potential flooding for each of the sites as discussed below.

Flood Constraints & Site Opportunities

Public safety must be considered for flood potential, but does not prohibit activation of areas in the floodplain or HHZ. A hierarchy of activation and uses related to safety should be considered. Uses that are outdoors and that do not confine the ability of people to evacuate from the area are safer than occupied buildings. For buildings, those occupied by the same people on a daily basis (such as office space) and who are aware of their situation and trained on how to respond is less of a risk than the circumstance of buildings used for assembly space (such as performance and theater) where occupants are not routinely in the building, may not have situational awareness nor training on how to respond during a flood event (or flash flooding). The following is a summary of the flood assessments in regards to constraints and opportunities for land uses and building structures at the west bookend:

Flood Constraints - West Bookend

Main Library

- Portions of the north and south wings of the library, along with the bridge that connects the north and south wings, are located within the HHZ. As a result, according to city regulations, the entire library building is subject to requirements for the HHZ which prohibit the expansion of either the footprint and/or increase in square footage of the building, and also limit the level of improvements that can be made to the building.
- It may be possible that mitigation measures for Boulder Creek could change the HHZ mapping and remove the north and/or south wings from the designation. Additional analysis would be required to make a determination on this issue.
- The recent detailed flood analysis determined that, while the areas north and south of the creek have generally similar conditions in regards to flood zone mapping, due to water flow depth and flow velocity, the area north of the creek poses a higher risk in comparison to the area south of the creek.
- The higher risk north of the creek suggests that assembly type uses in the current building should consider the acceptable level of risk with that use. For example, a regularly used performance/assembly space creates a higher risk to life safety and is a use that is less appropriate for this location. More informal uses such as a seating space for the café and small community groups have a lower risk potential. This leads to a recommendation that consideration be given to relocate these uses elsewhere in the long-term as part of facilities planning and the update to the Library Master Plan. Until such relocation, the Emergency Management Plan should be updated to reflect the current uses along with enhanced

communication with patrons. Flood mitigation improvements to the existing structure could be implemented to enhance safety and lower flood risks.

- The analyses also concluded that if the bridge that connects the north and south wing of the library were removed, then the area north of Boulder Creek could potentially be modified to allow construction of new buildings that were outside of the HHZ and elevated or flood proofed to the flood protection elevation. Similarly, options exist for redevelopment of facilities south of the creek, connecting to the existing Main Library building along Arapahoe. These site opportunities are described in the subsequent section of this memo.

West Senior Center

- The west edge of this building is impacted by Gregory Canyon Creek HHZ; however the rest of the site is not within the 100-year floodplain.
- While this site is not mapped in the 100-year floodplain, this facility was significantly impacted during the September 2013 floods and therefore flooding is a concern separate from the regulatory maps.
- Mitigation work for Gregory Canyon Creek could impact this site, and would also lower the flood risk to a portion of this site and Arapahoe Avenue. To accomplish this, it is likely that the current building would need to be removed.
- Examples of acceptable uses of this site with flood mitigation could be an above ground parking garage or office space. A redeveloped senior center use may also be acceptable, pending further design analysis to create acceptable egress and overall public safety during a flood event.

Municipal Building

- The 2012 updated Boulder Creek Floodplain mapping removed this building from the HHZ but the building remains in the 100-year floodplain and the conveyance zone.
- Additional floodproofing measures were recommended for this building in a 2013 structural and flood assessment.
- The building is a landmarked structure³ and the Civic Area Master Plan envisions it could possibly be repurposed (if city facilities are consolidated in new building or multiple buildings) to create a vibrant mix of uses primarily focused on arts and culture.

Flood Constraints - East Bookend

Floodplain issues on the east end are different from those found on the west end of the civic area. While this area is covered by the 100-year floodplain of Boulder Creek, the HHZ and conveyance zone designations are more confined in this area as they follow Canyon, 13th and 14th where flood waters are then returning to Boulder Creek.

Atrium Building

³ See **Attachment I** for information about the historic significance of the Municipal Building. Landmark designation does not affect building use or interior changes; however, exterior alterations and additions must be approved through the Landmark Alteration Certificate process and consistent with adopted guidelines

- This building is not in the High Hazard Zone or the Conveyance Zone, but is within the 100-year floodplain.
- Previous floodproofing recommendations include building a flood wall and adding flood gates around the building, which could impact access and future uses.

13th/14th Block Overall

- The developable area in this block is impacted by 100-year floodplain for Boulder Creek, but most of the property is neither within the HHZ nor the conveyance zone.
- The street corridors are in the HHZ, which impacts access during a flood event; however it may be possible to add design elements to the site to provide access that is elevated over the HHZ.

Below grade parking structures are not recommended in the Boulder Creek area due to flood risk and ground water challenges. Below grade structures are at greater risk for flood damage to both the structure and the contents, and are also a risk for people that may try to leave the area during a flood. Mitigation for groundwater will also likely increase the cost for both construction and long-term operations of any below grade structure. Mitigation may also cause impacts to existing vegetation in the area.

Site Opportunities

Reuse or redevelopment to accommodate an increased program of uses in each “bookend” is technically feasible in a manner consistent with flood regulations. However, careful consideration will be needed to evaluate potential alternatives and their relative costs, appropriateness, impact on historic resources, and ability to mitigate life safety risks above and beyond minimum standards. The work completed in recent months has helped answer the question of whether new facilities *could* be developed; subsequent analyses and the engagement of stakeholders, boards, the public and council will need to determine whether they *should* be developed

Based on a preliminary architectural “test-fit” assessment of potential structures that could be designed to meet flood regulations and improve public safety, below is a summary of the site opportunities for future structures and programs at the west bookend:

Site Opportunities - West Bookend

North of Boulder Creek

- If the existing performance/assembly type uses such as the Canyon Theater and related programs at the north library building are not preferred because they create a high flood risk to life safety, the building could be repurposed for non-assembly lower risk uses that do not confine the ability of people to evacuate from the area. These uses would need to be carefully considered in relation to the Civic Area goals of increasing activation while improving flood safety. A related facility option is to plan for the long-term removal of the structure and replacement with a program of active and passive park uses. Obviously, any such change in use would require relocation of existing library

uses elsewhere, which will need to be done as part of a broad planning process and community conversation. Until such relocation, flood mitigation measures to floodproof and reinforce the existing structure could be implemented as recommended by structural assessment of the building conducted in 2013 to lower flood risks.

- It is also possible to redevelop the north library site with a building that meets the city’s minimum flood safety regulations and accommodates an assembly use, continued library use, or other program of activation. Such options can and should be considered based on the update to the Library Master Plan and other factors.

A preliminary architectural “test-fit” exploration of design options conducted as part the recent analysis of flood constraints and opportunities highlighted the potential for creating a new 2nd level bridge connection both across the creek (to a potential new parking structure just west of the existing Main Library on Arapahoe, south of the creek) and to the new Civic Use site across Canyon Blvd. by the St. Julien Hotel (see **Attachment H** for the preliminary architectural “test-fit” exploration). Under this design scenario, paths of egress allow for crossing over the HHZ area from Arapahoe to Walnut streets during flood events. Of course, this assumes that the north wing of the library⁴ is not landmarked and could be redeveloped with a new building, and that existing library functions are consolidated in an expanded campus south of the creek.

South of the Creek

- Structured parking that could accommodate 300-400 spaces, wrapped with a building for other uses (such as for the West Senior Center or relocated/expanded Library space) is possible west of the Main Library on Arapahoe. This would require relocation of existing housing on the site, which based on its current configuration is prone to flood risk. This potential approach would both support a continued or increased program of activity while improving flood safety through site reconfiguration and the relocation of existing surface parking spaces, consistent with the adopted Civic Area Master Plan.
- Future redevelopment opportunities also exist just east of the library along Arapahoe Ave. This opportunity would allow for a possible consolidated library campus south of the creek should the library consider this to be a desired option in the future.

Site Opportunities – East Bookend

- There are redevelopment opportunities for the 13th/14th St. block that would meet flood regulations and expand the program of uses, as identified in the Civic Area Master Plan. Specific uses to consider include a public market hall,

⁴ See **Attachment I** for information about the historic significance of the north wing of the library. Landmark designation does not affect building use or interior changes; however, exterior alterations and additions must be approved through the Landmark Alteration Certificate process and consistent with adopted guidelines

parking structures to replace existing surface parking and address future needs, and uses such as city facilities, event space and supporting retail.

Proposed Next Steps

The work completed in recent months has helped answer the question of whether new facilities and increased activation *could* be accommodated, from a technical perspective, in a manner consistent with city flood regulations and the Civic Area’s guiding principles.

Staff recommends that East Bookend planning be the priority focus for 2016 and into 2017, and that further work on the West Bookend proceed only after completion of the Human Services Master Plan, and in coordination with the update to the 2007 Library Master Plan. During this interim period the focus of work in the West Bookend will continue to be on enhancing the program in existing spaces (such as in the opening of the library’s new MakerSpace and the arts cinema use in the library auditorium) and supporting the update to the Library Master Plan.

Significant work remains to engage key stakeholders and the community, evaluate program needs, test program and facility feasibility, determine costs and tradeoffs associated with alternative approaches, consider impacts and alternatives related to historic resources, and develop a preliminary preferred proposal for what *should* be developed in each bookend.

Historic Resources

One of the guiding principles of the Civic Area Master Plan is to celebrate the history and existing assets in the area. **Attachment I** provides a history of the area and background on existing and potential city landmarks. The Civic Area has a rich history, including Frederick Law Olmsted, Jr.’s 1910 plan for improvements to Boulder, which was the genesis for the formation of Central Park in the early 1920s and the Boulder Creek Greenway and path system in the 1980s. In addition to Olmsted, the area was shaped by other prominent designers including several members of “a group of first-rate modern architects”⁵ Glen Huntington, James Hunter, and Hobart Wagener, as well as nationally-known landscape architect Saco R. DeBoer. The Glen Huntington Band Shell survives as a rare and prominent example of Art Deco, while the Municipal Building and Public Library present a distinctly mid-century modern civic identity with a regional flair befitting Boulder’s natural setting. Other important resources described in **Attachment I** include the Dushanbe Tea House and the Boulder Museum of Contemporary Art.

⁵ “Historic Context and Survey of Modern Architecture in Boulder, Colorado” (Paglia, Segel and Wray, 2000). This group of prominent local architects includes Charles Haertling, whose office was located in the civic area (Yocum Building on Broadway).

Boulder Community Health, Broadway Campus: Planning Process and Community Engagement Overview

Timeline Summary



- 2015 -city purchased site
- **2016 -evaluate, understand, and analyze**
- 2017 -site and area planning process
- 2018 -city acquires entire property (existing tenants vacate)
-site and area planning process (continues)
-design and phased implementation process
- 2019 -design and phased implementation process (continues)

Background

As highlighted in the Civic Area Master Plan, the first guiding principle is the “civic heart of boulder” meaning that the Civic Area will serve as the primary location for city government. The plan also identifies the opportunity to improve life and property safety by removing existing city buildings (New Britain and Park Central) from the High Hazard Flood Zone (HHZ). In addition, the master plan describes the opportunity for a new mixed-use community services center for public and private offices and city hall functions (suggested in 13th/14th Street block).

As part of the Civic Area public outreach and discussions with City Council in March 2015, it was affirmed that some municipal services should continue to be in the Civic Area. In December 2015, the city purchased 8.8 acres of property from Boulder Community Health (BCH), which is the entire hospital campus site at 1100 Balsam Avenue (corner of Balsam and Broadway Street) as well as two properties on Alpine Street and two small properties on North Street. This creates an opportunity to consider the BCH site in addition to the Civic Area for city offices as well as other uses. The BCH site includes over 355,000 square feet of existing building space, five-story parking structure (two subterranean levels and three above ground) and two large surface parking areas.

Proposed Planning & Community Engagement Process

The BCH redevelopment project is an opportunity for the city and community to work together to ensure that future uses of this valuable property are consistent with a shared vision and goals. Development must honor the site’s rich history, preserve the neighborhood and carefully manage the growth associated with the property. This project is a strategic and inclusive process that will take a number of years to complete. In 2016, the three main focus areas include:

- Framing within the Boulder Valley Comprehensive Plan (BVCP) & Defining the Site – Evaluate the BCH site within the context of the major BVCP update, which may mean land use and policy changes. Define the boundary of the site in order to prepare for site and area planning in 2017.
- Developing an Urban Design Framework & Guidelines – Understand the existing interrelationships of BCH, University Hill, Downtown and the Civic Area, and

- develop planning and design principles to guide decision-making for the site as informed by community input.
- Envisioning City Facilities – Analysis of which city functions should be grouped at key locations around the city including what functions should remain in the Civic Area, what functions might relocate to BCH and through visioning exercises, develop guiding principles for new and renovated city facilities in the context of “what is the city facility of the future for Boulder.”

A study session to gather City Council feedback on a draft urban design and city facilities guiding principles and framework is scheduled for Oct. 25, 2016.

Throughout the entire process there will be community engagement. The next step is for the city to work with the community to understand the current site, including its history and current facilities. The city will be kicking off a storytelling campaign, later this spring, that will ask the community to share memories of BCH to help ensure the future of the site is informed by its past. More information can be found on the city’s website at: <https://bouldercolorado.gov/planning/bch-broadway>. In addition, there will soon be community space located at the Brenton Building (1136 Alpine Street) where people will be invited to visit, to share their stories and experiences, and to learn more about the planning process.

All of the input and work efforts in 2016 will help inform the site and area planning process in 2017 and the beginning of 2018. The city will acquire the entire property in 2018 (currently tenants occupy some buildings on the site). Later in 2018 and 2019, the city will begin the design and phased implementation process. Throughout the multiyear effort the community will be involved and informed given the importance of the site and project to the surrounding neighborhoods and the community as a whole.

NEAR-TERM CIVIC AREA PARK SITE IMPLEMENTATION (PHASE I)

Civic Area Access Enhancements & Parking Changes

Background

To provide better connectivity, including visual and physical access into the park from adjacent sidewalks and paths, the current Civic Area plan calls for the removal of approximately 20 parking spaces. To mitigate this parking loss and serve the increase in demand for access to the new park, a multidepartment staff team has been working to develop strategies and options to address potential impacts and provide opportunities for multimodal access to and from the Civic Area.

The overall approach, developed in 2015, is to comprehensively and collectively manage and price all parking lots within the Civic Area campus, including parking lots at the Park Central, New Britain, Library, and Municipal buildings. This implemented approach created pools of shared parking for both short-term (hourly) visitors accessing civic uses and long-term (daily) City of Boulder employees accessing permit parking. The approach

provides a larger overall supply of parking accessible to all users. The city also enhanced existing Transportation Demand Management (TDM) programs including parking cash out, satellite parking, and concierge (personalized) commute trip planning for city employees. In the future, as part of the Civic Area improvements, publicly available walk, bike and transit facilities will be enhanced to promote reduced single occupant vehicle (SOV) trips.

Prior to the onset of Civic Area construction later in 2016, the abovementioned management and pricing changes were implemented in Civic Area parking lots, in January 2016 for city employees and February 2016 for the community. An education and outreach campaign was launched in November 2015 to prepare all potentially impacted users before the changes were implemented. A high-touch, customer-experience-oriented ambassador program was implemented to assist Civic Area parkers, particularly library users, in understanding the parking changes and using the new parking system. After the implementation of the management and pricing changes, feedback and data are being collected on an ongoing basis to determine if further refinements are needed. It should be noted that in addition to serving the goals of the Civic Area, the parking and TDM strategies support the city's Transportation Master Plan objectives and the community's sustainability goals.

Preliminary Findings

Parking usage in the Civic Area lots and the surrounding neighborhood were studied prior to and following implementation of the parking management and TDM changes. Based on an initial evaluation in February 2016, staff has the following interim findings:

- Average peak parking demand in the Civic Area was never higher than about 80 percent prior to the TDM measures and changes in the parking management. Reasonable access, meaning a well-functioning parking lot, is considered 85 percent parking utilization (more than 85 percent means that demand has exceeded the parking capacity).
- Peak parking utilization before and after the changes is during the late morning. Prior to the changes, the average peak parking utilization in all lots was 78 percent. After the changes, the average peak parking utilization was 75 percent. That is a 3 percent reduction in average parking utilization at that time period.
- Greatest decrease in average parking utilization was in the south Library lot where the average peak utilization at 9 a.m. (prior to the library opening) was over 90 percent and is now closer to 78 percent.
- Benefits of creating more parking availability in the south Library lot are mostly countered by higher parking utilization in both the Park Central and the north Library parking lots.

- Average peak parking utilization did increase somewhat in the surrounding neighborhood. There was an increase of approximately 5 percent or 26 additional parked vehicles. This was predominantly in the neighborhood west of 9th Street.
- Parking utilization was much higher on weekdays than on weekends. Peak Civic Area parking utilization at 3 p.m. on weekends was just slightly higher than 50 percent. The south Library lot showed the highest weekend utilization at approximately 75 percent.
- There was a high level of variability in the after parking utilization data. Additional data collection planned for later this spring will allow staff to confirm the longer term impacts of the implemented parking management and TDM strategies.

Next Steps

In previous discussions about the Civic Area park improvements, it was communicated that up to 45 parking spaces in the Civic Area lots may eventually be eliminated to accommodate potential design configurations. The current plan requires a minimum reduction of 20 parking spaces to realign the Boulder Creek path through the park which roughly equates to a 6 percent parking supply reduction.

Consideration of removing additional parking spaces beyond the initial 20 spaces to enhance opportunities for creating the 11th Street spine in the Civic Area are still under evaluation. Given that the construction is now scheduled for late summer 2016, staff will continue monitoring the Civic Area parking during the warmer months to gauge parking demand prior to determining if additional parking spaces can be removed. In the 3rd quarter of 2016, staff will update City Council, as well as appropriate boards and commissions, on the first half-year results of the parking management changes and pilot TDM programs for city employees, including recommendations about potential program changes.

Park Site Implementation Update

The BCA team is working diligently to begin construction of the initial park improvements funded through the Community, Culture and Safety tax from 2014 and approved by City Council in November of 2015. Current schedules anticipate that the construction will commence within the 3rd quarter of 2016 and continue for 12 to 18 months depending on weather conditions and the efficiency of the construction. Additionally, while the site is under construction, a subcommittee has been formed to develop strategies and policy related to the long-term activation and governance of the site. The committee includes staff from the Library, Parks and Recreation and Community Vitality departments. The near-term goal is to bring clarity and alignment to the short-term activation during construction of the Civic Area and ensure that current and prospective event producers and partners have a clear path towards coordinated use of the space through the following:

Activation

- Ensured that 2015 Event Producers are aware of the construction timeline and can coordinate successful staging of their events in the Civic Area or as relocated to another park for 2016/2017;
- Developed a 2015-2016 activation calendar (part of a larger city-wide Calendaring effort) as aligned with the vision for the Civic Area;
- Implemented a successful winter activation (produced by the City and coordinated with DBI);
- Revised/eased the permitting process for the Band Shell
- Developed 2016 sponsorship opportunities for City-produced Activation
- Developing internal and external communications plan for all items above.

Policy/Business Model/Partnerships

- Solidified Park “Intended Use” matrix including proposals for permitting authority;
- Addressed all private use policy issues (including for-profit events, commercial vending, etc.);
- Provided input on new Parks & Recreation guidelines for Donor Recognition and Sponsorships (incoming and outgoing);
- Addressing policies related to consumption/sale of alcohol and on-site commercial vending;
- Continuing – coordination with Farmers Market, DBI, Library/Arts, Sister Cities, Special Events;
- Review of anticipated operating costs and models to ensure fiscal sustainability (park operations and activation)

RELATED PROJECTS UPDATE

Sister City Plaza

A major renovation of the plaza in front of the Municipal Building is not part of the Civic Area Phase I construction. However, the city will refresh this important public space to help enliven the amenity and create further opportunities to celebrate the city’s relationships and educate the public on the Sister Cities Initiative. City staff will refresh the plaza this spring prior to the busy summer event season. A flower bed was selected over other forms of installation (additional flag poles, etc.) because there is existing irrigation on the site and it would allow for updates/amendment as the Civic Area and Sister Cities Initiative continues to evolve. Specifically, the project will:

- 1) Replace the rock garden with flowers in colors representing Sister Cities country flags: red, white, blue, green, and yellow. The flowers will correspond with the city’s standards for bee-friendly materials.
- 2) Replace some of the cherry trees on the North and South sides in the turf.
- 3) Remove the Oregon Grapeholly against the Municipal Building to create better

aesthetics. Shade tolerant flowering shrubs with minimal maintenance will replace these.

- 4) Remove the two benches directly in front of the Crabapples and install 5-7 large pots of varied heights and colors (green, red, black, white, etc. selected from the colors of tiles in the plaza). Removal of these two benches shouldn't affect the space as there is ample other seating in the area.

West Senior Center (west bookend)

Human Services is currently updating its 2006-2015 Housing and Human Services Master Plan. Called the Human Services Strategy, its purpose is to create a guiding framework to direct city human services investments in both community funding and services for the next five years. The department has completed Phase I of the update process, which included background research and data analysis on human services planning models and themes, best practices and community trends. Phase II, currently underway, includes community engagement, direct services analysis, and development of community funding options. The department has engaged BBC Research and Consulting to assist in launching a robust public process, including a community survey, public meetings and focus groups, and numerous online and web-based opportunities for engagement. The city and Boulder County have also been convening partnership meetings to evaluate roles, assess and integrate services where feasible, and align funding and metrics to meet common community goals. In addition, during this phase the department participated in city facility and flood assessments with regard to the West Senior Center. Phase III includes developing and refining policy options and recommendations, drafting the Strategy document, soliciting stakeholder and public feedback, and seeking final council approval, anticipated to take place fourth quarter 2016. Phase IV will consist of an implementation strategy, metrics development, and ongoing evaluation components.

Canyon Boulevard Complete Street Study & Glen Huntington Band Shell

The Canyon Boulevard Complete Street Study has begun and is developing design options to improve travel and the travel experience through urban design and placemaking for all users along and across Canyon Boulevard from 9th to 17th Street. Upcoming outreach efforts are intended to gain feedback on the design options developed and the measures to use to later evaluate the design options this summer. The spring outreach includes a public meeting on April 27 followed by a joint board/commission meeting on May 12 and a City Council Study Session on May 31. The project team will conduct a second phase of public outreach in the fall including a public meeting, board reviews and considerations of recommendations regarding the preferred design option for Canyon Boulevard, which will ultimately be brought to City Council. The recommended design option, or preferred alternative, may or may not impact the Glen Huntington Band Shell (Band Shell). Any modifications to the Band Shell Landmark (including the seating area), will comply with the Americans with Disabilities Act (ADA) and the city's standards for alterations to designated Landmarks. Such modifications will require review and approval by the Landmarks Board (subject to call up by City Council) per 9-11-12 of the Boulder Revised Code.

Arapahoe Underpass

The Arapahoe Avenue Underpass project will improve the general safety of Boulder Creek multi-use path at Arapahoe Avenue and 13th Street, reduce high water closures of the multi-use path, and encourage use of the underpass through safety design improvements to decrease the use of the at-grade crossing at 13th street.

This project will progress through a Community and Environmental Assessment Process (CEAP). The project team has been developing project design alternatives, which will be presented to the public as part of the Civic Area Open House on April 4th. The next steps will include briefs to TAB & PRAB subsequent to the open house, which will lead to the selection of the preferred project alternative. The final preferred alternative will be presented to the public, TAB and PRAB for comment, review and recommendation. It will then be brought to City Council for call up (estimated August, 2016). Construction is anticipated to begin in winter, 2018.

Boulder Creek Path Improvements

The Boulder Creek Path & Lighting Improvements projects will add a pedestrian path to allow a separation of bicycle and pedestrian traffic along the corridor and provide outdoor lighting that provides adequate and appropriate light levels for nighttime visibility and safety. The lighting installed through the project will follow the city's [outdoor lighting ordinance](#).

The project team is creating preliminary project designs. The project and the preliminary concepts will be presented to the public at the Civic Area open house. A separate open house for these two projects will be held in summer (June or July) 2016 to present revised project designs. The project team will provide updates to the TAB and PRAB but does not anticipate needing to present to council. Construction is anticipated to begin in winter 2017 and will take six months to complete.

CU-Grandview Conference Center/Hotel

On Dec. 8, 2015, City Council approved a set of goals and objectives to frame and guide discussions and collaboration with the University on a potential CU-affiliated hotel/conference facility on CU-owned land on the east side of Broadway from about Grandview to University. Among the advantages of this site for a conference center and hotel are its adjacency to University Hill, the main campus and the Civic Area / Downtown, and its potential to act as a major "anchor use" that could significantly contribute to the Hill revitalization efforts. A key goal is to improve the convenience, function and urban design of multi-modal connections between the Grandview site/ CU campus and the civic center area/ downtown (as well as between Grandview and the Hill Commercial Area).

The current status of the project is that the university's consultants are in the process of completing a financial and economic analysis of the project. If the results of this work conclude that the project is financially viable, the University has indicated that a likely

next step would be to issue a formal RFQ/ RFP and subsequent design development in spring of 2016.

In the meantime, city staff has formed an interdepartmental team, is in close communication with CU staff, and has developed a work plan for collaborating with the university on the project. Although city staff has done some preliminary work coordinating with the Arapahoe underpass project team and discussing the opportunities and constraints of improving the Arboretum trail connection to Grandview, until the university completes its financial report and confirms that it plans to move forward on the conference center/ hotel project, the city has not begun substantive work on this project.

NEXT STEPS

While construction of Phase I is anticipated to begin in the 3rd quarter of 2016, subsequent phases of the Boulder Civic Area Master Plan will be defined by analyses currently underway; informed by input from stakeholders, boards, commissions, and the community; guided by Council decision-making; and dependent on the availability of funding sources.

Staff recommends that East Bookend planning should be the priority focus for 2016 and into 2017. Focusing on the East Bookend would capture the momentum surrounding the Public Market Hall feasibility analysis and next steps; work underway on the Canyon Boulevard Complete Street options (May 31 Study Session), the Boulder Community Health/Broadway Campus site planning coordination; and the anticipated schedule for CU's development of a hotel/conference facility on the Grandview site. All these work efforts will help define the full program of uses to be accommodated in the East Bookend and their potential configuration.

Further work on the West Bookend could proceed after completion of the Library Master Plan and the Human Services Strategy, both of which will help define the desired future program of uses in this area. During this interim period the focus of work in the West Bookend will continue to be on enhancing the program in existing spaces (such as in the opening of the library's new MakerSpace and the arts cinema use in the library auditorium).

Additional work will include the development of specific urban design criteria for each bookend that will establish the desired land uses, scale, "civic design" performance standards for future new buildings, additions, preservation of historic structures, and design of public spaces. The urban design criteria for the bookends will inform subsequent regulatory actions the city will need to take in order to implement the plan. These may include an area plan of the Civic Area including the larger area of private properties east of 13th Street, or specific implementation plan for the bookends including zoning changes, phasing and funding for key capital projects and public improvements. This work is anticipated to take place based on council direction and further scoping of the project later in 2017 and 2018.

Council feedback on April 5th will shape the process and next steps for the long-term analysis of the bookends continuing into 2017.

ATTACHMENTS

Attachment A – Overview of Project Timeline

Attachment B – Library Commission’s Letter to Council

Attachment C – Staff Addresses Questions from Boulder Library Commission

Attachment D – Civic Use Pad Height Illustrations

Attachment E – Boulder Market Hall Draft Feasibility Analysis

Attachment F – List of Market Hall Working Group Participants

Attachment G – Background of Civic Area Floodplain Information

Attachment H – Preliminary Architectural “Test Fit” for the West Bookend

Attachment I – Overview of Civic Area Historical Resources

Boulder Community Health Site
2016 - 2018

Civic Use Pad
Management Agreement
& Design Development
2016/2017

Alternatives Analysis 2016
Design Development 2017

Canyon Complete Streets

Atrium Architectural Test-Fit
2016

Market Hall Feasibility Study
2016

Flood Analysis East Bookend
Q1 2016

East Bookend Urban Design Framework
2017

Park Design
2017
in conjunction with related projects

Park Construction
Summer 2016 - 2017

Shared Managed Parking
Q1 2016

Arapahoe Underpass
Design Development
2016-2017

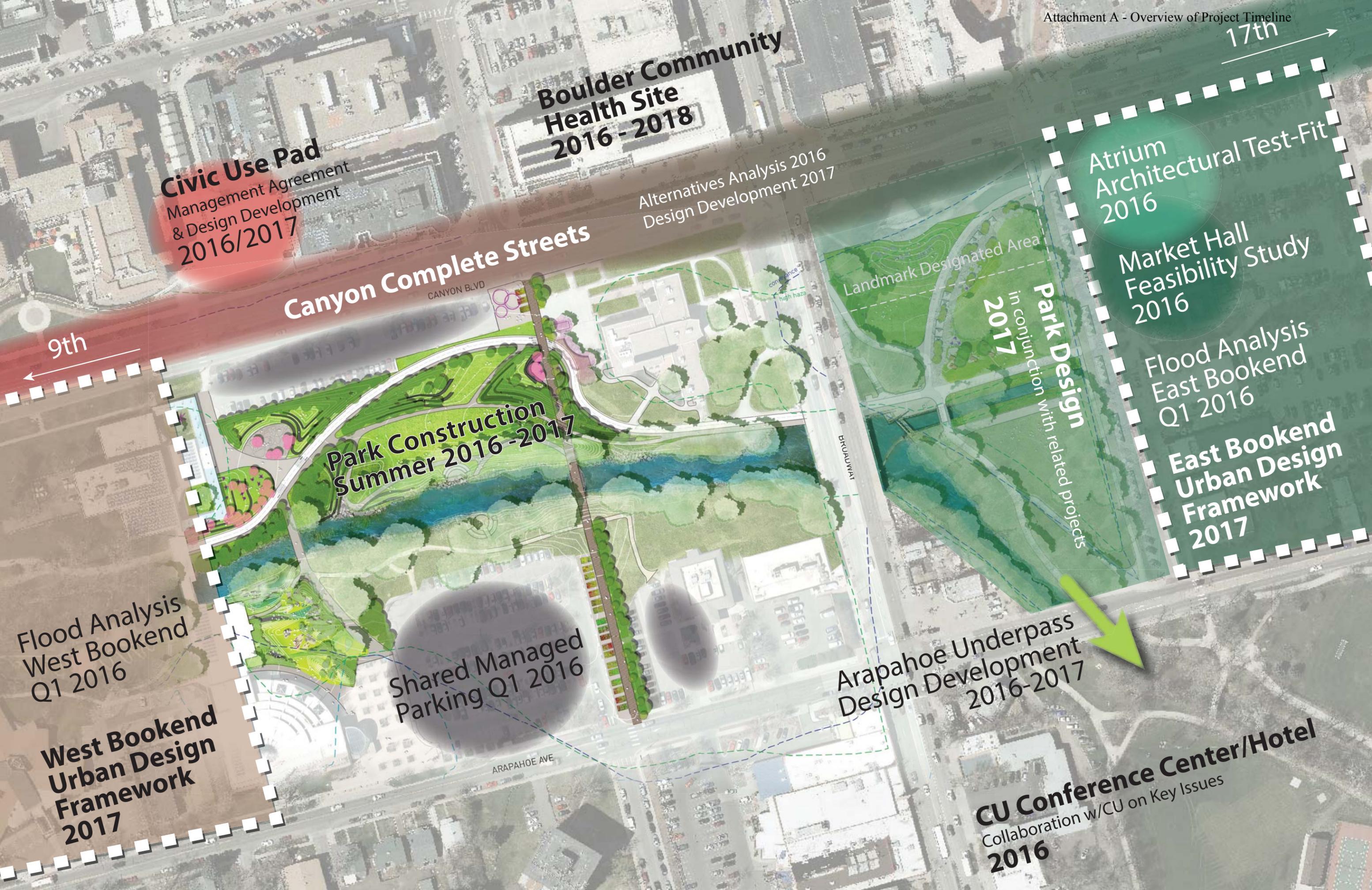
CU Conference Center/Hotel
Collaboration w/ CU on Key Issues
2016

9th

17th

Flood Analysis West Bookend
Q1 2016

West Bookend Urban Design Framework
2017



Civic Area Vision Plan

The community came together to define a future for the Civic Area - one that reaffirms shared values and provides a path for engagement while addressing change over time.

This plan demonstrates how successfully the community has answered these questions and provided ideas for how the Civic Area can transform into an even more extraordinary place that reflects the community's shared values as well as its diversity.

The plan maintains beloved places—the Dushanbe Teahouse, the Boulder Public Library, the Farmers' Market, Sister Cities Plaza, and others—and views of the Flatirons and access to Boulder Creek.

2012 - 2013

Council Adoption of Vision Plan

September 2013

Civic Area Masterplan

- Refinement of the Park Site Plan
- Analysis
 - Program
 - Parking

The Civic Area Master Plan provides a roadmap for how the Civic Area can transform into an even more extraordinary place that reflects the community's shared values as well as its diversity. The plan provides an illustrative future plan for mostly public owned land in the Civic Area and guides the decision making, coordination, and detailed site design. The plan is advisory in nature.

2014/2015

Council Adoption of Master Plan

June 2015

We are here



Analysis of Site Components

- Historic Resources:
 - Band Shell
 - Atrium
 - North Wing of the Library
- Access:
 - Canyon Complete Streets
 - Structured Parking
- Flood
- Program:
 - Market Hall
 - City Offices

In progress: 2015/2016

Urban Design Criteria for a Civic Campus

Q1 2017

Council Adoption of Urban Design Criteria

Q3 - 2017

Implementation plan

- Including:
- Zoning changes
 - Phasing
 - Funding

Q4 2017/2018

Concept Plan

Site Plan

...?

...?

March 18, 2016

To: Mayor and Members of City Council

From: Paul Sutter, Chair
Joni Teter, Vice-chair
On behalf of the Boulder Library Commission

cc: Jane Brautigam, City Manager
David Farnan, Library Director

Re: Library Commission concerns with the Civic Area planning process and this summer's planned re-configuration of the north lawn

As the primary occupant of the Civic Area's "West Bookend", the Library is a key stakeholder in redevelopment and activation of the Civic Area. Over the last two years, the Library Commission has consistently requested to be an active participant in the Civic Area planning process. Our principal focus areas include programming and redevelopment of the Library's north side; usage of the north lawn for arts, cultural and community events; and long-term curation of Civic Area programming.

Below is an excerpt from the Library Commission's December 8, 2015 Annual Letter to City Council:

Civic Area Process – Finally, and again continuing a priority from 2014, we will participate in the larger Civic Area Planning process while advocating for the Library's role as a "bookend" in the redesigned Civic Area. The Library's contribution to activating the redesigned Civic Area will come in two ways: through extending Library programming into Civic Area spaces, and through co-sponsoring cultural and arts programming with community partners. One of the lessons we learned through the Library's sponsorship of the first Jaipur Literature Festival is that effective programming of cultural events will require that the City be much more active in event planning and execution, involvement that will have both staffing and budgetary impacts. We suggest that the 2016 Council workplan include analysis and discussion of several different business models for how programming and event planning in the Civic Area might be staffed and funded (e.g., private/public partnerships; creating an "events department" staffed by City employees; funding generated through activities held in the Civic Area; funding through the general fund).

Over the last 2 years, the Library director and staff, the Library Commission and the Library Foundation have worked together to successfully expand services and programming in order to activate the Library and adjacent exterior spaces. The success of these efforts can be seen in attendance and usage numbers from the Library's 2015 annual report:

- Library visits are up nearly 7%, topping 930,000 visitors system-wide this year. About 700,000 of those visits were to the Main Library, making it by far the largest activator of Civic Area spaces. (For comparison, the Farmers' Market estimates annual attendance at 250,000 people, based on hourly rates.)
- New card holders are up 16.5% over last year. Juvenile card holders increased 7%.
- Program and event attendance topped 100,000 participants - more than a 100% increase over the previous year.
- Children's programming reached nearly 60,000 participants, with over 12,860 of those participating in the Library's new STEAM activities.
- The Jaipur Literature festival's inaugural weekend drew more than 7,000 people over two days to the Library and Civic Area.
- Altogether, major community events, increased Storytimes and STEAM programming have resulted in a more than 140% increase in attendance at Library programs and events.

We applaud the hard work that City staff is doing around planning for the Civic Area. We recognize that work is underway on multiple inter-related projects, and that staff is trying hard to keep key stakeholders informed and engaged. However, over the last 8 months, questions and concerns raised by Library Commission have not been addressed, despite repeated requests. We have received feedback from other key stakeholders with similar concerns.

Two issues are of special concern to the Commission. First, extensive conversations are underway internally around potential redevelopment of the north side of the Library. Our repeated requests for information and engagement in this process have been declined. The April 4th public workshop will include a roll-out of conceptual plans that represent a major re-envisioning of the Library's Main facility - plans that we have not seen and in which we have had no input. It is highly unusual for a feasibility study to be presented to Council with no review by the citizen board charged with responsibility over that facility. Our lack of knowledge about the ideas presented in this study places the Commission in a very awkward position, since we cannot explain or defend ideas being presented with our constituency. By excluding the Commission from review of this study, staff is exposing the plan to public opposition that we cannot help them fend off (as we have done and are presently doing with the Civic Area parking management plan).

A second issue involves future use of the north lawn for large events. We think it is important to ensure that opportunities for Civic Area activation are not inadvertently foreclosed by this summer's proposed reconfiguration of the lawn. Since last September, Commission members have been asking for clarification around how the proposed re-configuration will affect the ability to mount large festival events (like the Jaipur Literature festival) on the west end. Last week, staff shared sketches outlining their vision for how festival events might be accommodated in the configured north lawn. Preliminary feedback from some event stakeholders (including JLF) suggests that the proposed re-configuration will not accommodate their events.

We have discussed these problems with the Library Director and members of the Civic Area Planning team, and offer the following suggestions to improve communication and engagement in the Civic Area planning process.

1. Establish a clear internal communication process to ensure that questions/ concerns raised by stakeholders and the public are acknowledged and addressed in a timely fashion.
2. Ensure that key information and analyses are shared with all stakeholders and made available on the Civic Area webpage.
3. Establish an engagement process for stakeholder boards and commissions that provides opportunities for questions and feedback with the Civic Area planning team (rather than only updates).
4. The Market Hall feasibility process underway around the East Bookend offers a good model for stakeholder engagement. We suggest that this model be applied to the West Bookend, actively engaging Library Commission and stakeholders with an interest in programming in planning discussions relating to the West Bookend.
5. Create processes that insure that internal staff disagreements and disputes do not compromise the public's opportunities for information and input.
6. Finally, we strongly recommend that Council direct staff to convene discussions with existing festival organizers to address whether large festival events will be feasible on the north lawn, prior to giving final approval for construction to commence this summer.

Thank you for your consideration.

Staff addresses questions from Boulder Library Commission

The Library Commission raised two issues of special concern in their letter to Boulder City Council dated Mar. 4, 2016. First, the Library Commission expressed frustration that a redevelopment of the north side of the Library will be rolled out without any prior input on behalf of the commission. Second, the Library Commission wants to ensure that the north lawn of the Civic Area is not affected by reconfiguration and allows for continuous activation after Phase 1 Park Plan construction is complete.

The Boulder Civic Area (BCA) team would like to offer some further information to reassure Commission members, City Council members and the public that engagement has been and continues to be a major emphasis of future decisions regarding the Civic Area enhancements.

In an effort to bring all stakeholders up to speed on the current status of background analysis related to the entire Civic Area that has direct impacts on the north Library and north lawn park design, the BCA team offers the following information:

- Consultants have been working on a comprehensive technical flood analysis for the west and east bookends to better understand the opportunities and constraints related to flood, and determine the types of uses suitable for the bookends to ensure safety, and that any structures and site planning would meet or exceed flood regulations.
- The BCA team is presenting the findings of the flood study at the April 4 Civic Area Open House and at the April 5 City Council Meeting.
- The work completed in recent months has helped answer the question of whether new facilities *could* be developed; subsequent analyses and the engagement of stakeholders, boards/commissions, public and council will need to determine whether they *should* be developed. Preliminary architectural “test fit” renditions to explore technical feasibility in a manner consistent with flood regulations of potential options for the north Library area will be included in the information in this memo and at the April 4 -6 engagement activities. However final decisions will not be made until all stakeholders have had the opportunity to consider options and offer input. Any proposed redevelopment would require a broad community conversation as well as careful consideration to evaluate potential alternatives and their relative costs, appropriateness, impact on historic resources, and ability to mitigate life safety risks above and beyond minimum standards.
- The current park design, approved by City Council last November, provides a large green space north of the creek that will accommodate a spectrum of events and programs ranging from daily park use and small informal gatherings to large multi-day events. Through many months of community involvement and council input, the design balances many goals to create a vibrant park space that is inviting and attractive to an array of park uses and activities.
- Staff from Parks and Recreation, Community Vitality and the Library continue to meet regularly with community representatives to coordinate opportunities for

activation, events and programs that will provide many opportunities for public enjoyment of the park. Staff will also continue to meet with various event promoters to develop plans and opportunities for future events once the initial Phase I construction is complete.

- Since the letter from the Library Commission was submitted, BCA team members have had productive meetings with commission members to offer reassurance of future dialogue and input.
- In the next few weeks, the City of Boulder will be hosting a breakfast for stakeholders and a representative from each city board and commission to provide an update on the latest developments in various projects, share the latest project analyses findings and receive direct feedback on potential city recommendations.
- The City of Boulder also plans to host a listening session focusing on potential public-private partnerships for possible development options for a future Public Market Hall in the area of 13th St. and Canyon Blvd.

The more comprehensive analysis for the long-term redevelopment opportunities at the bookends is recommended to be sequenced, with 2016/17 work efforts focused on the east bookend program of uses and design options, followed by the west bookend uses and design options in 2017/18. This work will involve extensive public engagement, including the Library Commission, all relevant boards and council.

In summary, the BCA team would like to reassure all interested parties that public input and stakeholder communications has been and will be a priority throughout the Civic Area planning process. As a reminder, the BCA team has incorporated numerous communications tools to solicit and encourage public input, including:

- A robust Website frequently updated that specifically targets those interested in getting the latest information on the project;
- A quarterly email newsletter dedicated specifically to the Civic Area Project sent out to 5,000-plus subscribers of the City Planning listserv; and
- Dedicated public input campaigns that are widely publicized through the website, newsletter, advertising campaigns, Channel 8, social media, news releases, and Information Items. The input campaigns also included several open houses, joint board meetings, and special events with opportunities to discuss Civic Area projects.

Civic Use Pad Height Illustrations

4240 Architecture, the firm that provided the original conceptual design for the civic pad in 2013, has provided revised illustrations which measure height per the city’s code. They show that elevators and other infrastructure necessary to support access and events, as previously considered, will exceed the height limit. Both figures below show the height limit in red.

Figure 1 – Aerial View of Civic Pad Looking Northeast

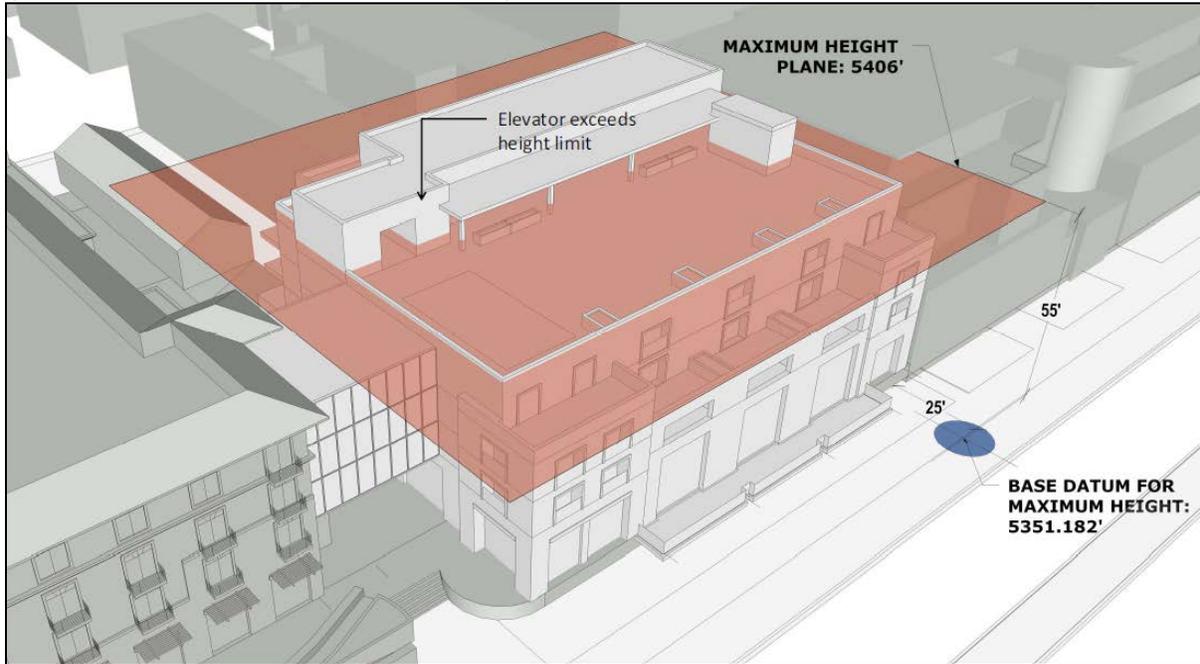
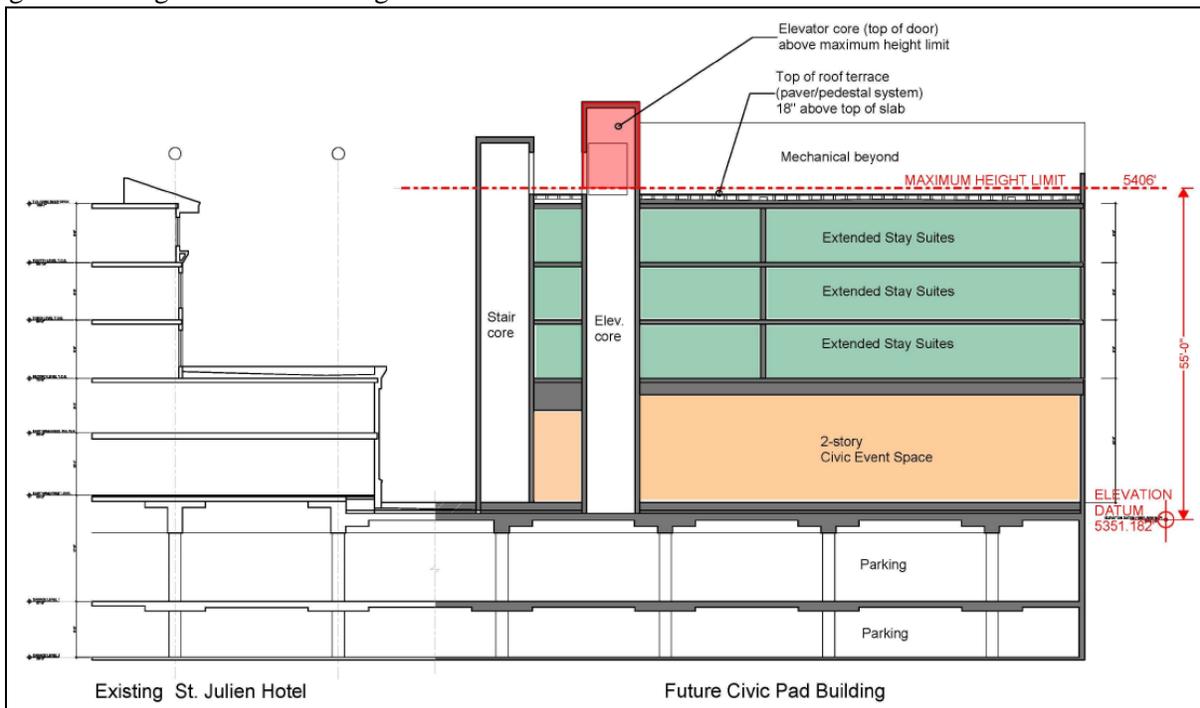


Figure 2 – Diagrammatic Building Section



Draft Final Report

Boulder Market Hall Feasibility Analysis

The Economics of Land Use



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City of Boulder, Colorado

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EXECUTIVE SUMMARY

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

Recommended Program

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

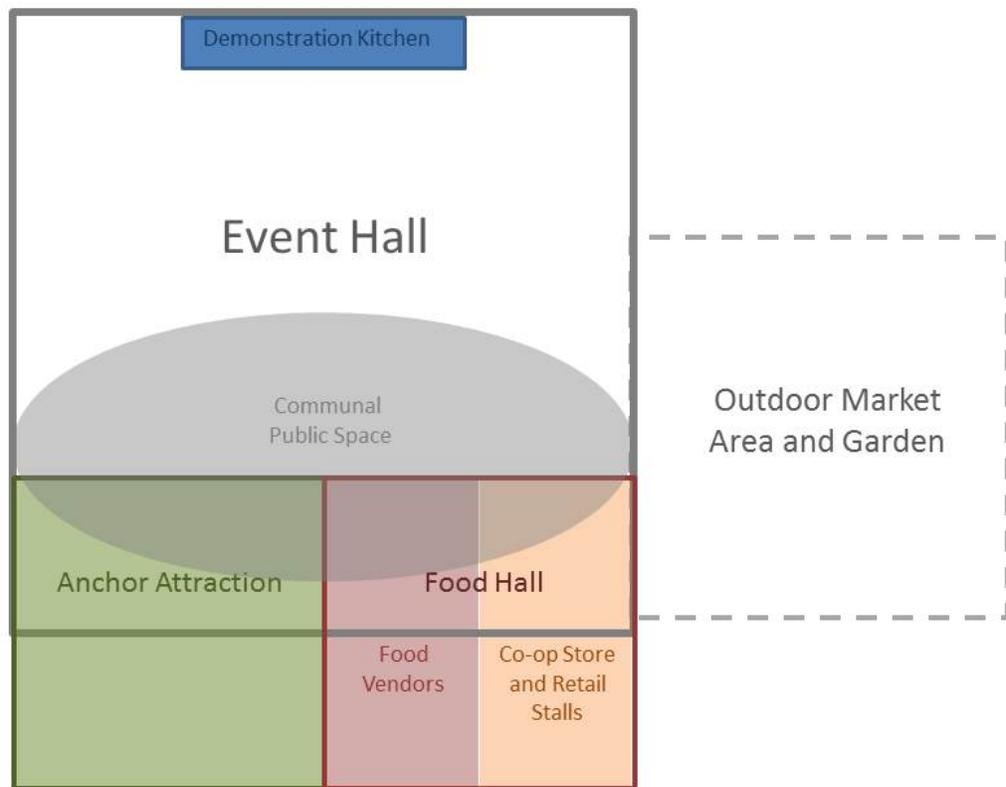
The individual components of the recommended Market Hall program are described below and summarized in **Table 1**. Components were determined and refined through the research and outreach process and a vendor analysis, and are presented as two options – a smaller option (Alternative 1) and a larger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

Table 1
Market Hall Elements

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

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

Figure 1
Market Hall Conceptual Diagram



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

Event Hall

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

Brewery/Distillery/Winery Anchor Attraction

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

Food Hall

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

Permanent Retail Stalls

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

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

Additional Building Elements

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

Financial Feasibility

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

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

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

Table 2
Projected Stabilized Net Revenues

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

Source: Economic & Planning Systems

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

Management and Ownership

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

Recommendations and Next Steps

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

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

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

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

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

1. INTRODUCTION

Project Purpose

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

Scope of Work

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

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

Definitions

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

Farmers' Market – The Boulder County Farmers' Market.

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

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

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

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

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

Comparable Markets Analysis

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

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

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

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

Table 3
Market Hall Attributes

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

¹ Planning to build a 4,000 sf w interized structure

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

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Stakeholder Outreach

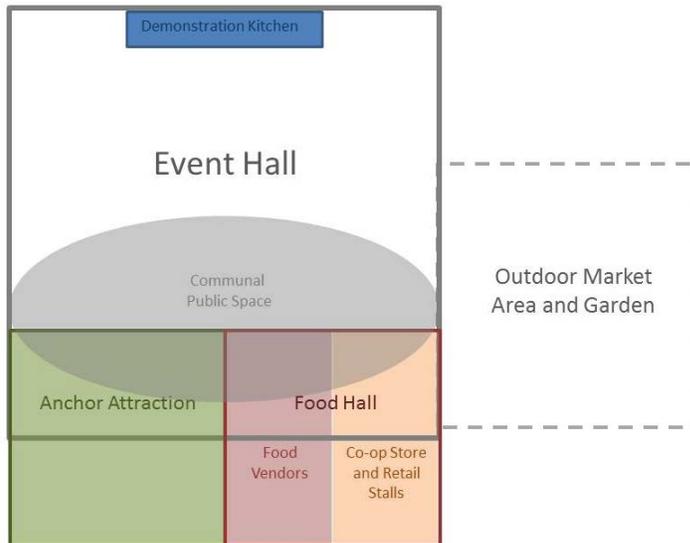
Stakeholder interviews and meetings were conducted with the Civic Area Market Hall Working Group and other food specialists in Boulder to gather input and perspective on development opportunities, constraints, and community need. This outreach was focused on the natural foods market in Boulder, potential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

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

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

2. EVENT HALL

Overview



The central component of the Market Hall building is a flexible event hall, with its primary use intended to be for food related activities including a year-round farmers' market. However, these activities are not expected to use the hall on a full time basis; it is therefore designed to be a flexible space that can also be used as an event hall for other community and private functions. The hall can also serve as an informal customer gathering and seating space to complement the food, retail and production activities. The review of comparable facilities confirmed that many market halls are utilized for a

variety of private and community events including weddings, banquets and receptions, small concerts, and community meetings and other assemblies. These uses increase utilization and provide additional revenue generating opportunities for the hall. The availability of this space also allows for the inclusion of a variety of community and educational programming.

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

Public Venues

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

University of Colorado-Boulder Memorial Center - The CU-Boulder Memorial center has two primary event centers and also manages club suite functions. The Glenn Miller Ballroom is the largest venue at 9,600 square feet and provides the ability to subdivide into three smaller spaces, of 3,000 to 4,000 square feet. The Glenn Miller Ballroom also has a 1,700 square foot commercial catering kitchen. The non-university organization room rental rate for the entire ballroom is \$1,430. This rate is good for the entire day (no minimum or maximum). The non-university organization room rental rate for the smaller rooms ranges between \$420 and \$640

for the day. Assuming an average of a five-hour event, the hourly rental rate would be \$286 for the entire space and between \$84 and \$128 for the subdivided spaces. Assuming an average of an eight-hour event, the hourly rental rate would be \$178 per hour for the entire space and between \$53 and \$80 per hour for the subdivided space. CU-Boulder averages between 500 and 600 annual events at its facilities. About 10 percent, or 50 to 60 annual events, are non-university organizations. A 2,000 square foot rooftop terrace is also available for rent. The non-university organization rent is \$530 (\$56 to \$106 per hour). Non-profits and private organizations are charged the same rent.

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

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

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

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

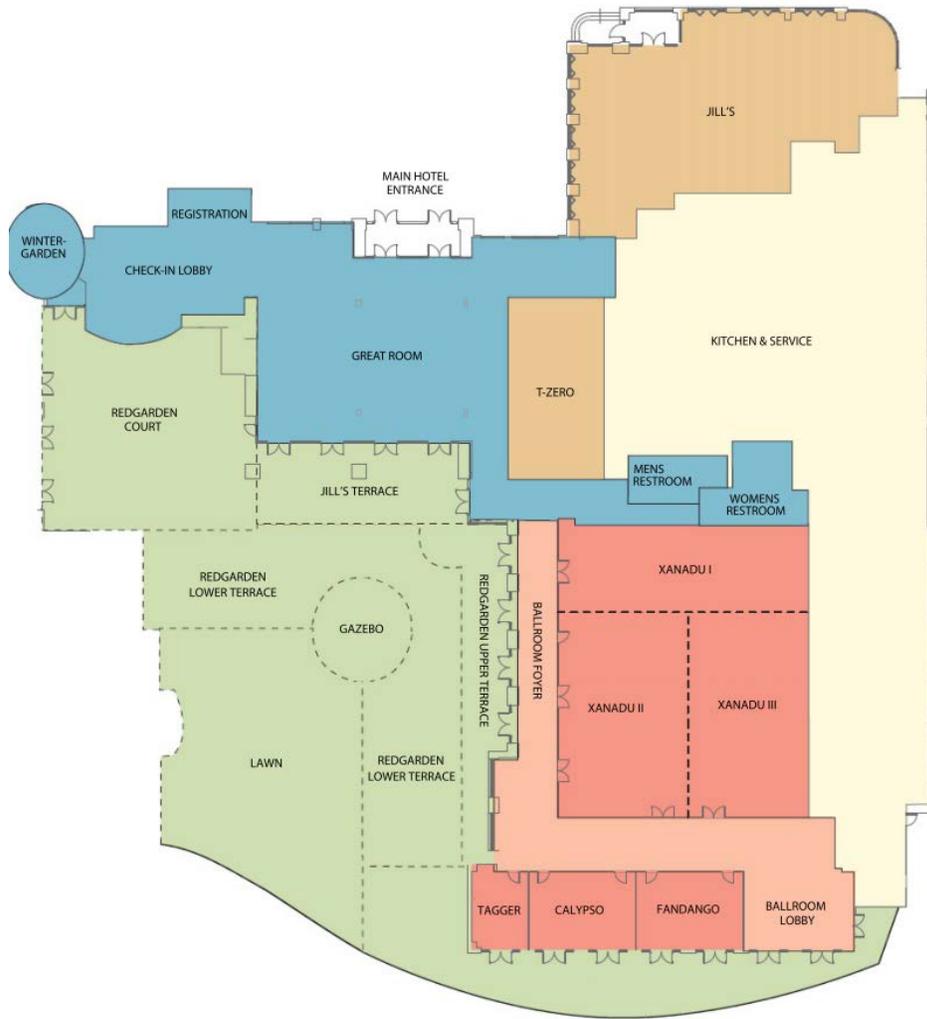
seat, 100-seat, and 80-seat) available for rent, as well as two event spaces. The largest event space is the lobby which has capacity of up to 150 people. This space accommodates fundraisers and receptions; however because of its dual use as the lobby, it has limited ability to be used on the weekends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

Hotel Venues

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

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

Figure 2
St. Julien Floor Plan





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

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

Conclusions

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

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

Programming

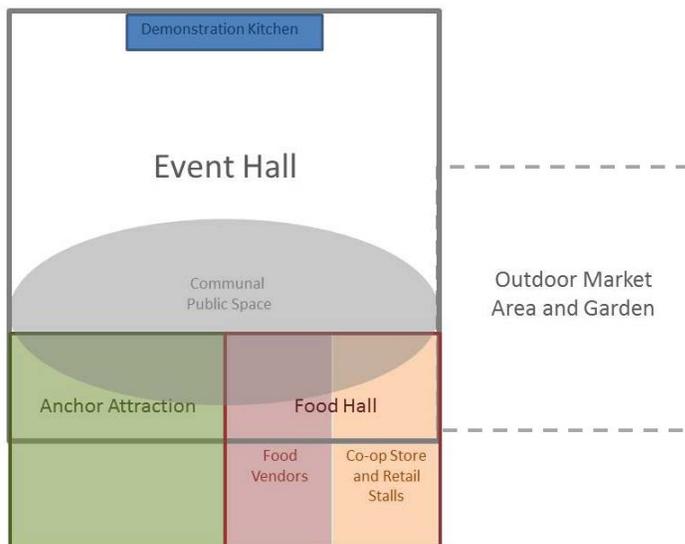
- Farmers' Market vendor space in summer/fall – 2 or 3 days per week
- Winter Farmers' Market – 1 day per week
- Other market style events including night markets
- Banquet and reception hall – maximum capacity seated 500 (banquet seating) (can be designed to partition into smaller space)
- Cooking and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

Specific Elements

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

3. *BREWERY ANCHOR*

Overview



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

likely to be demand among these businesses for this type of space.

Craft Brewing and Distilling in Colorado

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

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

Confluence of Education and Brewing

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

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

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

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

Needs of Brewers

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

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

Conclusions

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

Potential Programming Approaches

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

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

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

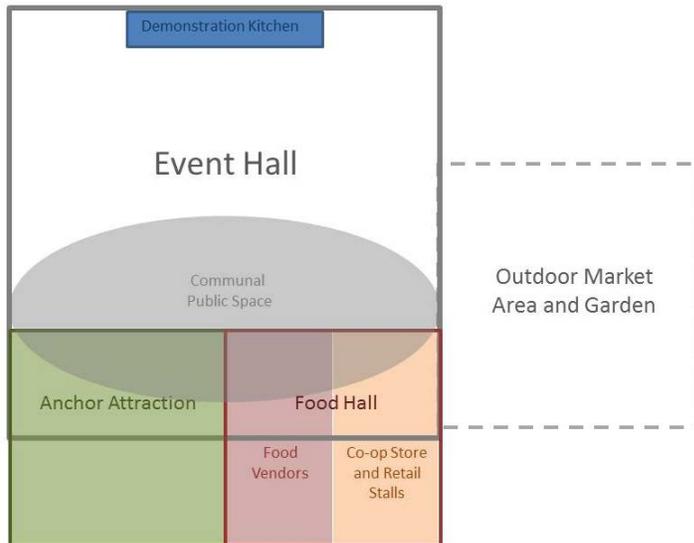
Benefits to this approach are the ability to build in new business incubation and/or education into the market hall. The negatives are that this concept could produce less revenue and would be more difficult to develop into a viable enterprise, which would add complications to an element that likely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

Specific Elements

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

4. PERMANENT RETAIL STALLS

Overview



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

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

Farmers' Market Vendor Analysis

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

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

Producer vendors have the highest average sales of all vendors and account for over half of the gross sales at the market. The average sales for producer vendors are three times higher for a Saturday market compared to the Wednesday market. Packaged vendors account for

approximately a quarter of gross sales for the market and have the lowest average sales per vendor. Prepared vendors contribute 20 percent of the gross sales at the market but have higher average sales per vendor than the packaged vendors.

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

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

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

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

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

Fresh Food Demand Analysis

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

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

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

Table 4
Market Hall Everyday Trade Area Retail Demand

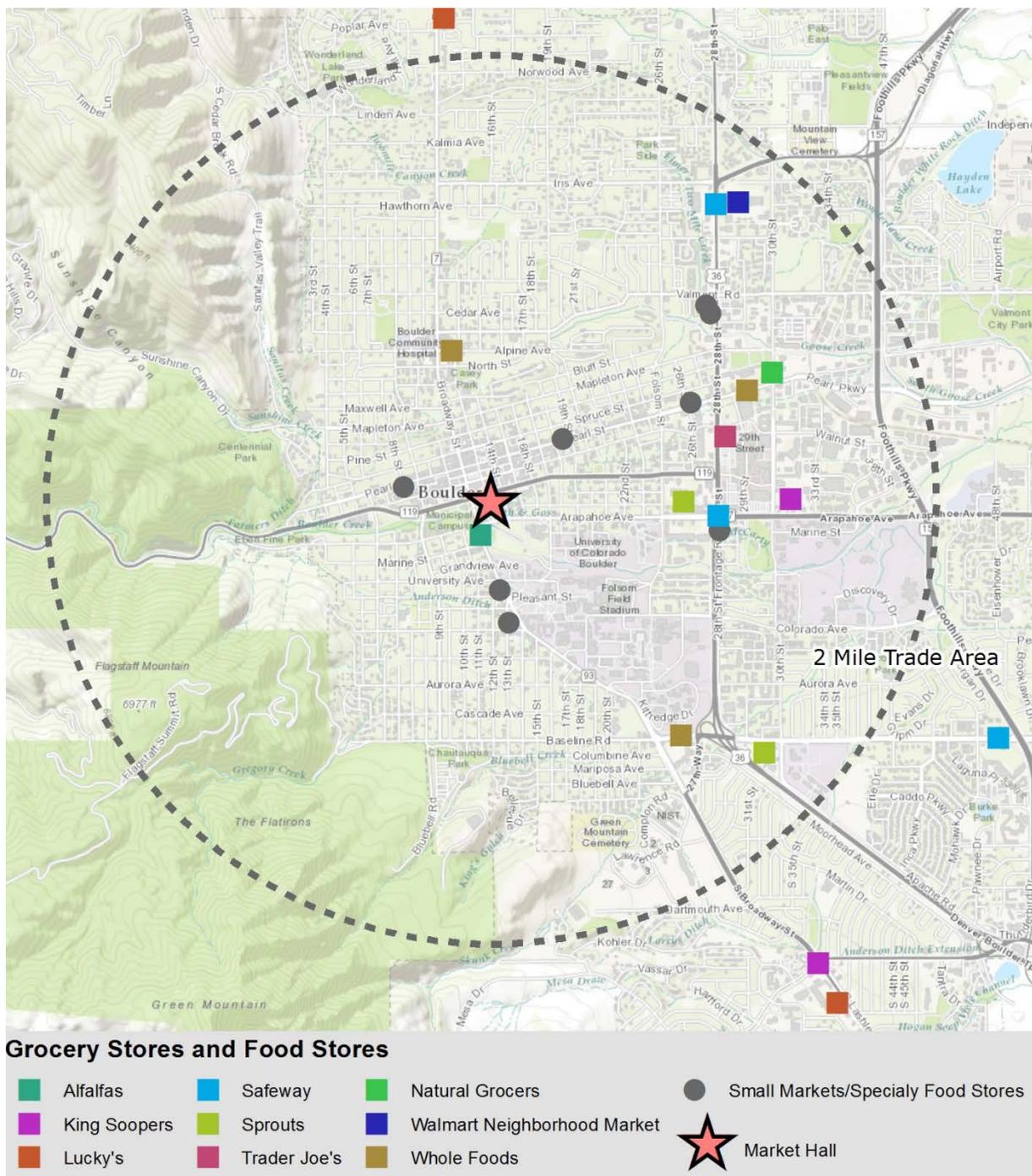
Store Type	Retail Sales % of Total (2012)	Expenditure Potential (\$000s)	Avg. Sales Per Sq. Ft.	Supportable Square Feet
Total Personal Income (TPI), Market Hall Trade Area	100%	\$1,653,856		
Convenience Goods				
Supermarkets and Other Grocery Stores	6.9%	\$114,434	\$400	286,000
Convenience Stores (incl.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

Source: 2012 Census of Retail Trade; Economic & Planning Systems

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

Figure 3
 Competitive Food Stores



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

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

Conclusions

Retail Programming and Tenant Options

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

Farmers' Market Retail Space

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

Retail Incubator

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

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

Natural Foods Retailers

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

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

Other Food Retailers

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

Recommended Approach

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

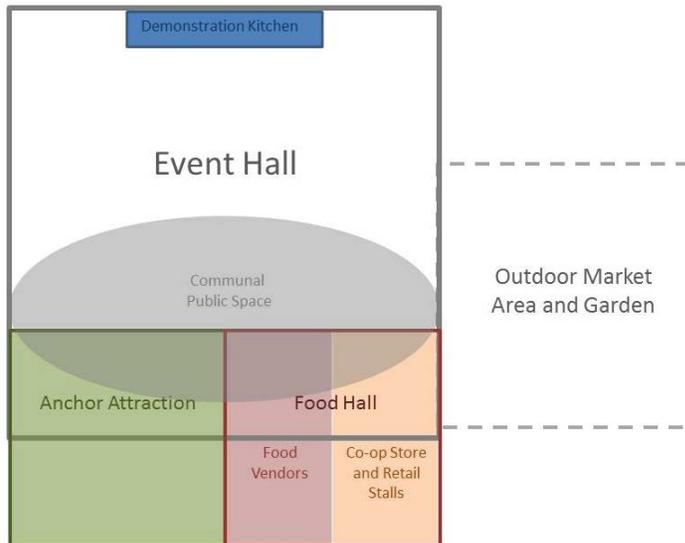
The Market Hall could have three additional retail permanent stalls for complementary food businesses such as a butcher, baker, and cheese maker. If not used for permanent retail, these stalls could potentially be used as retail incubation spaces that allow for pop-up stores and/or new retailers to test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

Specific Elements

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

5. FOOD HALL

Overview



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

The emergence of small scale, gourmet prepared food vendors is a growing

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

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

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

National Market and Food Halls

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

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

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

Eataly

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



Krog Street Market

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



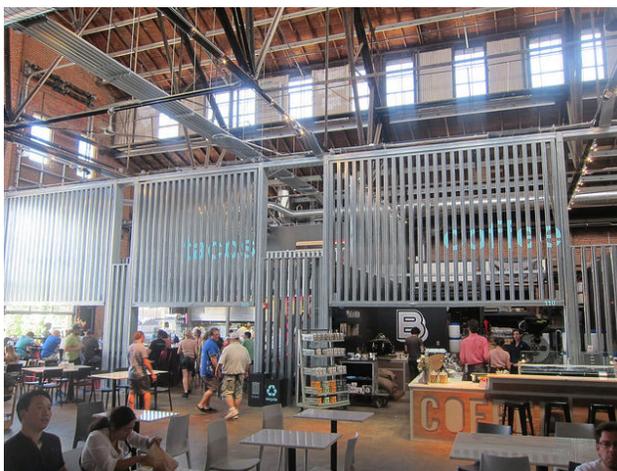
Figure 4
Krog Street Market Floor Plan



Local Food Halls

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

The Source



The Source is an artisan food market in the RiNo neighborhood on the edge of downtown Denver. The Source is located in a 26,000 square foot former foundry built in the 1880's. The vision of the developers was to create a collective of food artisans and retailers that offer a variety of goods and services that can drive visitation throughout the day. The Source has two full service restaurants (approximately 3,000 square feet each), a bakery, coffee shop, flower shop, wine shop, tap house, cheese and specialty food store, and a central cocktail bar. The shops and restaurants line the large common space with the cocktail bar in the middle. Retailer stalls range from 600 to 2,000 square feet with garage doors that roll up when the stores open and close to

lock in the space while they are closed. The 5,000 square foot tap house was originally planned to be a tasting room and brewing space for Crooked Stave Brewery, but brewing logistics issues prevented actual brewing from taking place on site. The Source also has a small collection of office users on mezzanine level above the vendor stalls. The office spaces are home to a bank, photography studio, a food oriented non-profit, art gallery and design firm.

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

Avanti Food and Beverage

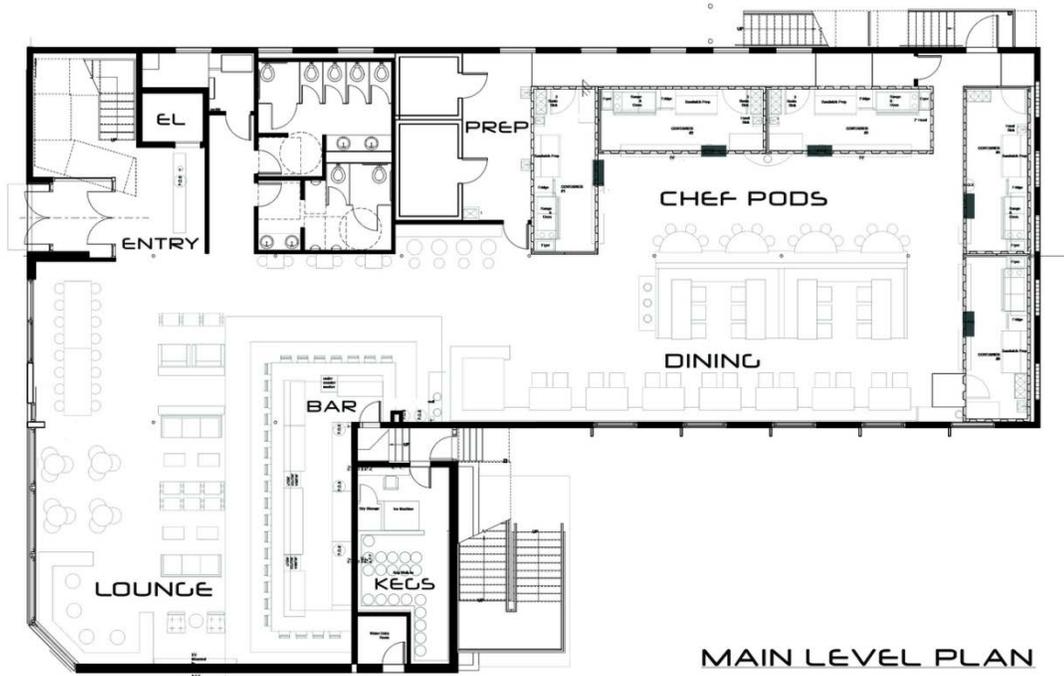


Avanti Food and Beverage is a food hall that opened in Denver's LoHi neighborhood in 2015. Avanti is essentially a modern, upscale food court. Avanti is a collection of eight separate prepared food vendors split between two floors and centered on common dining space with an adjoining bar. The developers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

offers aspiring chefs the opportunity to test concepts at substantially lower cost than opening a new restaurant.

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

Figure 5
Avanti Food and Beverage Floor Plan



Source: Meridian 105 Architecture, Archdaily.com

Figure 6
Avanti Food and Beverage Chef Pod



Central Market in RiNo

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

Stanley Marketplace

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

Farmers' Market Prepared Food Vendors

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

The prepared food vendors appear to have a consistent level of demand from visitors regardless of market day. Obviously, the more visitors the better the sales for vendors, but the strong sales performance on Wednesday markets, relative to the other vendor types, demonstrates that there is a demand for prepared vendors that is not driven completely by people seeking fresh foods. While the fresh foods sold by producer vendors is obviously the primary reason people visit the market, the stronger sales from these vendors (most in total sales, sales per vendor and sales per visitor of the three type) shows that there is set of visitors to the market that spend their money primarily on prepared foods. The Boulder County Farmers' Market limits the number of prepared food vendors to ensure ample space for other vendor types, which more directly align with their mission. Expanding the opportunity for the prepared food vendors is an opportunity to

accommodate demand from vendors for space at the market that the BCFM would prefer to keep for producer and packaged vendors. As well, these vendors generate a consistent demand year round that can help drive traffic to the Market Hall on multiple days of the week and still remain complementary to the Farmers' Market on market days. The outreach efforts for this project also identified that additional prepared food vendors were seen as less of a threat to surrounding businesses than other permanent vendors, as the restaurants in and around Pearl Street are performing well and in many cases target a different price point and provide a different type of food experience.

Conclusions

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

Specific Elements

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

6. FINANCIAL ANALYSIS

Overview

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

Lease Rates

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

Table 5
Boulder Retail Space, 2015

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

Source: CoStar; Economic & Planning Systems

H:\153086-Boulder Market Hall Feasibility\Data\153086- City and Downtown Retail.xlsx\Table- City Downtown Comparison

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

Table 6
Boulder Office Space, 2015

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

Source: CoStar; Economic & Planning Systems

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Utilization Forecasts

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

Table 7
Event Space Utilization and Revenue Estimates

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

Source: Economic & Planning Systems

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

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

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

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

Market Hall Revenues

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

Table 8
Market Hall Annual Revenue Estimates

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

Source: Economic & Planning Systems

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Market Hall Revenue

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

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

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

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

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

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

Operating Costs

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

Table 9
Market Hall Annual Staffing Expenditure Estimates

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

Source: Economic & Planning Systems

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

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

Table 10
Market Hall Annual Total Expense Estimates

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

Source: Economic & Planning Systems

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Operating Expenses and Revenues

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

Table 11
Stabilized Revenues and Expenses

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

Source: Economic & Planning Systems

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Conclusions

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

7. MANAGEMENT AND OWNERSHIP

Overview

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

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

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

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

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

Building Ownership

Recommendation – City of Boulder

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

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

The public market should raise all of its capital and start-up costs, as the market should not be expected to carry debt, but ought to contribute any operating surplus into a capital reserve fund or to implement additional public programs. While there are no dedicated public funding sources

for public market capital costs, the many new markets that are opening indicate ample funds are competitively available and markets are increasingly seen as a good public investment. Many funders who might not give money to a City are more willing to give money to public market projects that are run by dedicated not for profit management.

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

Management

Recommendation – Community based independent nonprofit corporation

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

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

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

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

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

Two of the most important jobs for management are:

Tenant Recruitment – There are a variety of leasehold options that will appeal to a wide audience of potential tenants from small scale, experimental startups to seasoned entrepreneurs. The faces behind the stalls need to reflect the community – the market should be seen as a place of opportunity for anyone willing to work within the public goals that build community health and the local food economy. The outreach for leasing needs to run concurrently with the project's development and it is essential that this responsibility is prioritized. Often, the manager or director of the market takes on this task. Establishing the right mix of products and people is an

alchemical process one that creates a whole larger, much larger than the individual pieces. As the market should be set up as a nonprofit corporation, leasing decisions can be based on what will make the market a strong community asset and fulfill the public goals rather than what would make the most money.

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

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

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

Operational Objectives

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

Public Objectives

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

District and Community Development Objectives

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

Next Steps and Implementation Strategy

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

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

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

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

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

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

Funding Strategy and Sources

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

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

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

Recommendations

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

Sources

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

Economic Development Administration (Department of Commerce)

Apply directly to appropriate EDA regional office to discuss proposals and obtain additional information. The EDA has recently awarded grants to markets up to \$1,000,000.

USDA

The USDA has been providing more and more grants for markets, from planning new markets, fixing up old ones and helping establish community based food programs. A central part of their mission is, of course, to help farmers and the County's commitment to farming and ranching and the continuing growth of the Boulder County Farmers Market will add strength to any request.

The USDA website for market funding opportunities is:

<http://www.ams.usda.gov/farmersmarkets/Consortium/FMCResourceGuide.pdf>

Department of Health and Human Services

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

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

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

Colorado Fresh Food Financing Fund

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

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

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

Partnerships and Sponsors

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

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

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

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

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

Other sources that have historically supported markets:

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

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

Interim Strategy Option

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

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



Appendices

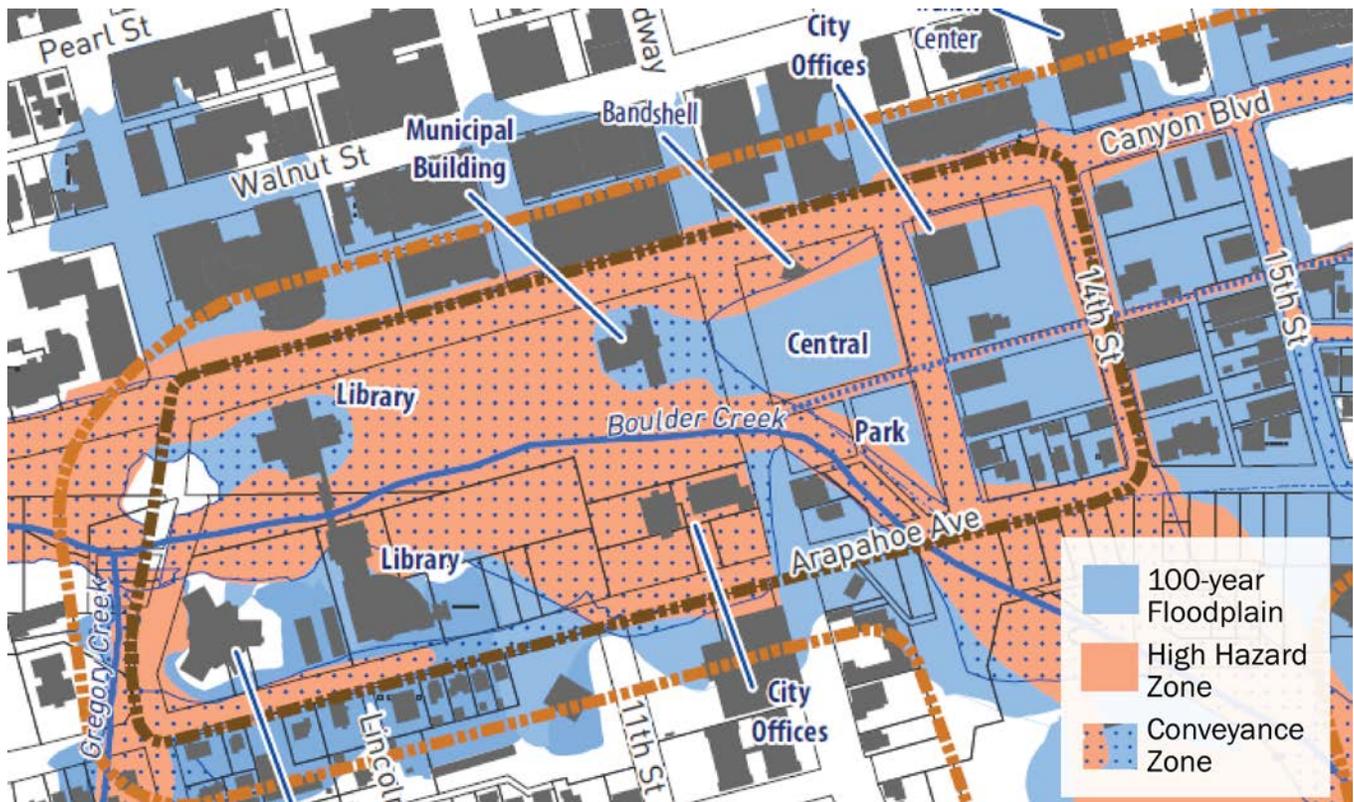


“Since the involvement of the Local Foods working group in July and August of 2014, the Civic Area team and its consultants have been working on the 1st phase implementation of the Civic Area Plan which is focused on parks improvements. Boulder citizens approved an \$8.7M bond in November of 2014 to help implement this phase of the plan, for with construction is slated to begin in the summer of 2016. At the same time, we are beginning to focus on the next phase of the plan, which includes a possible year-round venue for local foods and local goods (including natural products and locally made products) that would supplement the existing outdoor Farmers’ Market as well as advance regional local foods policy. That’s why I am writing to ask that you lend your expertise regarding the proposed year-round public market hall.”

-Excerpt from intro letter to Market Hall Working Group Members

Civic Area Market Hall Working Group participants:

- Mayor Suzanne Jones, Boulder City Council
- Lentine Alexis, Skratch Labs
- Allen Lim, Skratch Labs
- Mark Retzloff, Alfalfa's
- Ann Cooper, BVSD
- Arron Mansika, Naturally Boulder
- Peter-Christian Olivo, Blackbelly
- Jennifer Kemp, Boulder County Parks & Open Space
- Kathay Rennels, Colorado State University
- Lenny Martinelli, Three Leaf Concepts
- Michael Memsic, Sanitas Brewing Company
- Paul Houle, University of Colorado Boulder
- Pete Newton, University of Colorado Boulder
- Sean Maher, Downtown Boulder, Inc
- Sylvia Tawse, Fresh Ideas Group
- Dan Hayward, Savory Spice Shop
- Jonathan Kates, Foodies Outdoor Markets
- Rachel Arndt, Boulder County Public Health
- Kathey Pear, Foodies Outdoor Markets
- Brian Coppom, Boulder County Farmers' Markets
- Christian Toohey, Boulder County Farmers' Markets
- Jim Toohey, Boulder County Farmers' Markets
- Richard Foy, Boulder County Farmers' Markets



City of Boulder Floodplain Terminology

The City of Boulder regulates floodplains along Boulder Creek (and throughout the City) through the City Code, Sections 9-3-2 through 9-3-8. The 100-year floodplain through the Civic Area is defined by zones, with varying restrictions on development activities:

1. **100-Year Floodplain** – this is the area that is susceptible to being inundated by a flood event that has a one percent chance of occurring in any year. Structures built in this area are required to either be elevated above the flood protection elevation or floodproofed.
2. **Conveyance Zone**— this is the portion of the floodplain required for the passage or conveyance of the one-hundred-year flood. For work in the Conveyance Zone (grading, non-habitable structures, etc.) a “no rise” criterion applies and a floodplain study is necessary to confirm.
3. **High Hazard Zone**— consists of portions of the floodplain where an unacceptably high hazard to human safety exists defined as those areas where the product number of flow velocity (measured in ft./sec.) times flow depth (measured in feet) equals or exceeds four, or where flow depths equal or exceed four feet.

Floodplain mapping is used to help identify the highest risk areas in the city and set boundaries for flood insurance and regulations. The mapping is based on complex models with many variables and assumptions. Climate change is not factored into the mapping and the mapping does not predict maximum flood limits.

Flood Protection Elevation – This is the elevation that structures built within a floodplain must be elevated or floodproofed to. In the 100-Year Floodplain this is 2 feet above the water surface elevation of a 100-Year Flood.

KEY FEATURES

NORTH SIDE

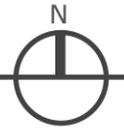
1. A new 2-story building (approx. 50,000 sf) can fit that could replace the existing Library North Bldg., currently located in the High Hazard Flood Zone (HHZ). (This assumes that the north wing of the library is not landmarked & existing library functions are consolidated elsewhere.)
2. The new building is located in Ineffective Flow Area, outside of the HHZ.
3. The main Assembly Space elevated to about 12.5' above Flood Protection Elevation (FPE), is located at Terrace level-Level 2. This space could be used for assembly uses (up to 500 seats) or for other community events.
4. Bridges connect Terrace level to the future Civic Use Pad over Canyon Blvd. and to Arapahoe Ave. over Boulder Creek.
5. Building Entry at Level 1 is 2' below FPE and flood protected.
6. Community spaces/restaurant elevated to FPE on Level 1.
7. HC Parking and Service Access located below building on grade. The elevation is less than 18" above 100 yr. flood level.

SOUTH SIDE

1. New Gregory Creek Drainage Channel diverts flow to creek and makes area west of Library subject to Boulder Creek flood elevations and not Gregory Creek.
2. New 5 level parking structure can be located 30' west of Library with about 400-500 parking spaces. The size depends on whether the garage goes underground and if it extends to the building on the west. The existing 14-unit housing would need to be relocated.
3. A 40' deep, 3 level garage wrap to south is shown that could step down Arapahoe to maintain transparency at sidewalk. Floor level is above FPE so no impacts on storefront requirements. Total wrap sf is about 15,000sf.
4. New building, attached to west of garage with courtyard facing west. Total of about 50,000 sf. The building is subject to Boulder Creek FPE and fronts on the corner of 9th and Arapahoe.
5. New Library Addition to east of Library faces Arapahoe and new park with library and park support functions. It is separated from library by plaza. The new building could have 2 and 3 story areas with a total of about 22,000 sf.



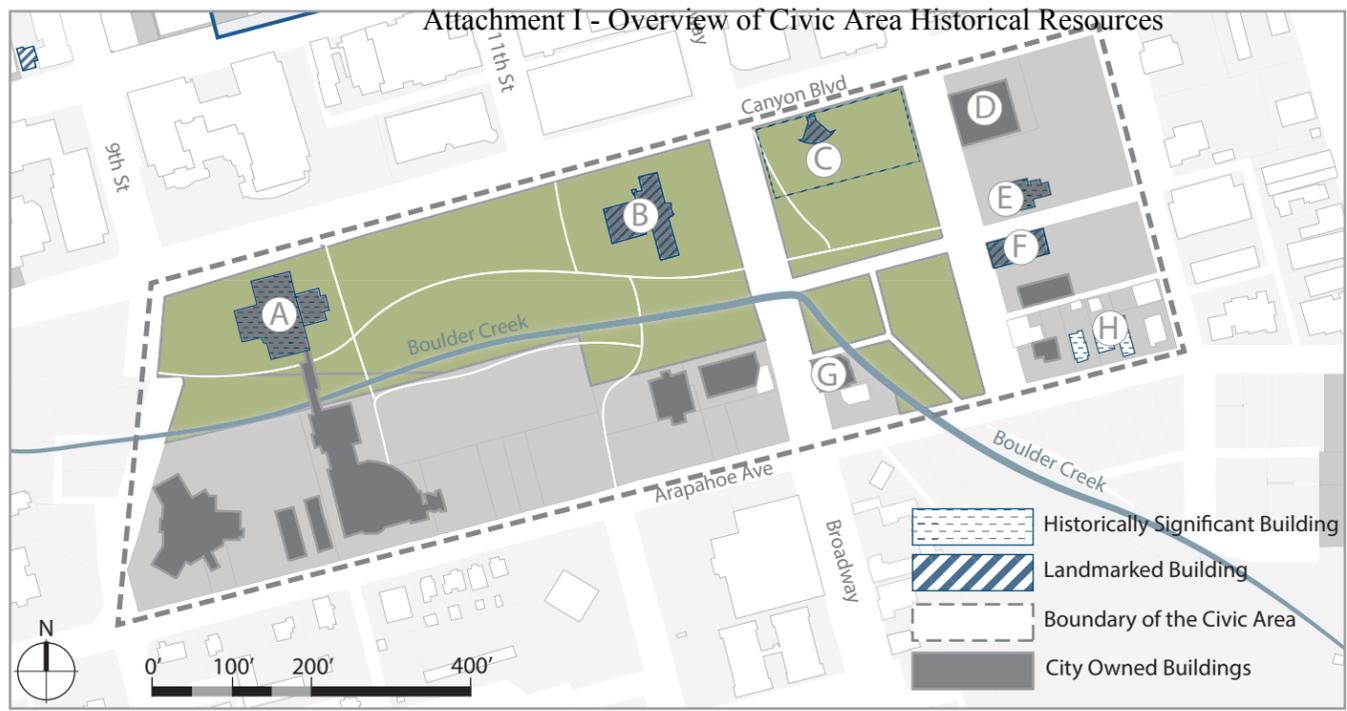
NOTE: This is a preliminary architectural "test-fit" to explore technical feasibility of potential buildings at the west bookend in a manner consistent with flood regulations. Any proposed redevelopment would require a broad community conversation as well as careful consideration to evaluate potential alternatives and their relative costs, appropriateness, impact on historic resources, and ability to mitigate life safety risks above and beyond minimum standards.





Historic Resources in the Civic Area

The Civic Area has a rich history, including Frederick Law Olmsted, Jr.'s 1910 plan for improvements to Boulder, which was the genesis for the formation of Central Park in the early 1920s and the Boulder Creek Greenway and path system in the 1980s. In addition to Olmsted, the area was shaped by other prominent designers including several members of "a group of first-rate modern architects." Glen Huntington, James Hunter, and Hobart Wagener, as well as nationally-known landscape architect Saco R. DeBoer. The Glen Huntington Band Shell survives as a rare and prominent example of Art Deco, while the Municipal Building and Public Library present a distinctly mid-century modern civic identity with a regional flair befitting Boulder's natural setting.



Publicly Owned Buildings



A
North Wing of the Library, 1961
900 Canyon
Potentially Eligible for Local Landmark Designation

- Designed by James Hunter ten years after the completion of the Municipal Building.
- Surveyed in 1995; found to be significant for its association with Hunter and the history of libraries in Boulder, and for its Modern (Formalist) design.



B
Boulder Municipal Building, 1951
1777 Broadway
Individual Landmark (2008)
Potentially Eligible for Listing in the State Register of Historic Places

- Designed by James Hunter; addition in 1962 by noted modernist architect Hobart Wagener.
- Featured in a 1953 issue of Progressive Architecture; Hunter described the building as "an effort to gain maximum monumentality with the minimal mass."
- Significant as a prominent visual feature along Broadway and for its association with the history of local government in Boulder.



C
Glen Huntington Band Shell, 1938
Individual Landmark (1995)
Potentially Eligible for Listing on the State and National Registers of Historic Places

- Designed by Glen Huntington, architect in association with landscape designer Saco DeBoer
- Rare and prominent example of the Art Deco style in Boulder
- Significant for its role in the social and cultural life of the city
- One of only two WPA-era band shells in Colorado



D
Midland Savings and Loan/Atrium Building, 1969
1300 Canyon
Pending Landmark Designation Application
Potentially Eligible for Local Designation and Listing on the State Register of Historic Places

- Designed by Hobart Wagener, noted Modernist architect
- Midland Savings and Loan was located here from 1969-1984
- Large interior wall expanses to accommodate the collection of modern art
- Use of local stone, pyramidal hipped roof, the high quality of craftsmanship, and the integration of interior and exterior spaces.
- Has been occupied by city offices since 1995



E
Dushanbe Teahouse, 1997
1770 13th Street
Potentially Eligible for Local, State and National Designation

- Gift of friendship between sister cities Boulder and Dushanbe, Tajikistan, located in the former Soviet Union. Only "chaikhona" (Central Asian/Tajik) Teahouse in the Western Hemisphere.
- Over 40 Tajik artists and master-craftsmen constructed the Teahouse in 1988, and then shipped it to Boulder in 200 crates.
- From 1997-1998, with the assistance of Tajik artists, the city constructed the teahouse in its current location.



F
City Storage and Transfer Building (BMoCA), 1906
1750 13th Street
Individual Landmark (1992)

- Constructed for use as a warehouse until the 1970s.
- Example of early 20th century warehouse architecture.
- The building was purchased by the City of Boulder in the 1970s and used for storage before opening as the Boulder Center for Visual Arts (now BMoCA) in 1976.

Privately Owned Buildings



H
1321 Arapahoe, Music Shop
Residential, converted to commercial use; c. 1910
Surveyed in 1994
 Although altered, house is representative of the small vernacular houses dating from the early twentieth century in Boulder - hipped roof, drop siding, and double-hung windows



1327 Arapahoe
Constructed c.1905
Surveyed in 1994
 Well preserved example of the Classic Cottage style popular during the early twentieth century in the US - hipped roof, the front gable with circular window and wood shingles, and the classical columns of the porch. Associated with William and Sarah Bryant, members of Boulder's small African-American community



1703 14th, Apartment Building
Constructed in 1911
Surveyed in 1994
 Significant as one of the early twentieth century boardinghouses/apartments in Boulder, double-hung windows, pattern concrete block construction



Yocum Building, 1907
1724 Broadway
Structure of Merit (1997)
Historically Significant

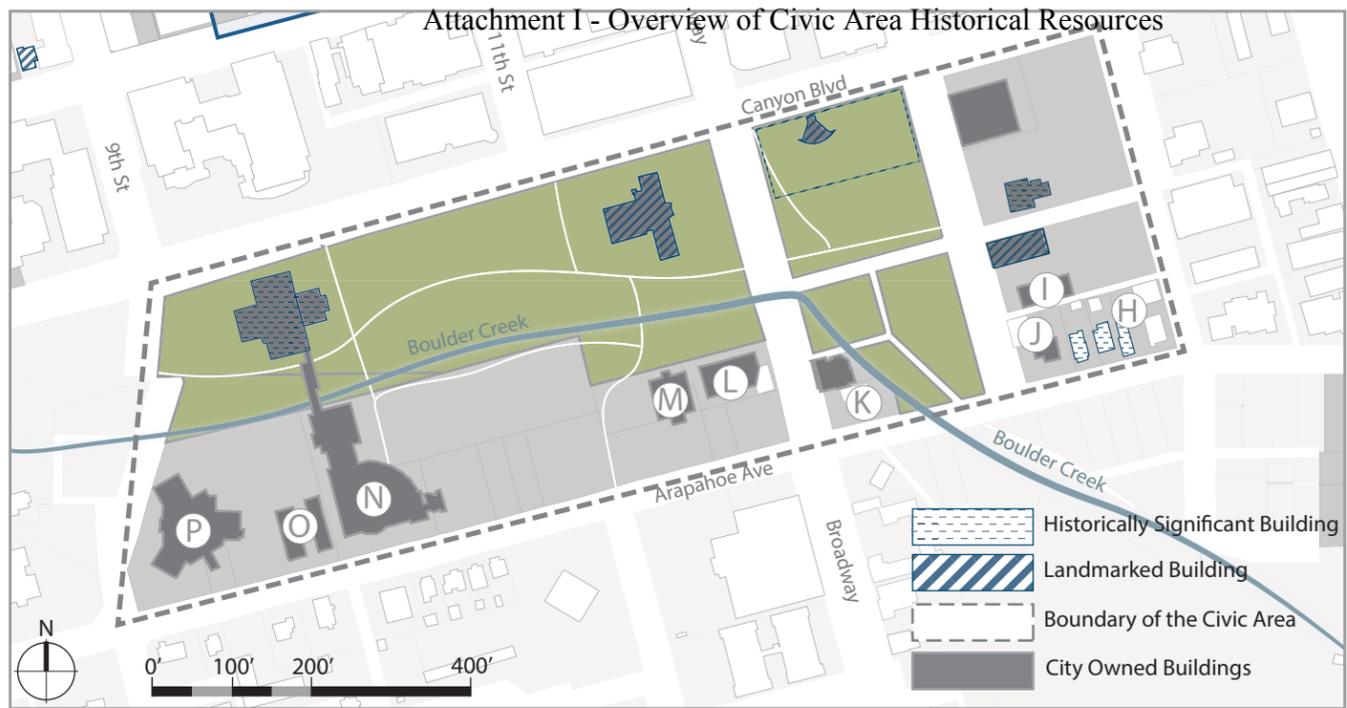
- Structure of Merit recognition does not carry regulatory review.*
- Constructed as a photography studio
- (Daniel and Pearl Yocum) Yocum's Photography Studio by from 1932-1972 (20,000 portraits of Boulder residents)
- Remodeled in 1975 by Charles Haertling for use as his architectural office.
- Significant for its association with Yocum and Haertling.



Non-Historic Resources in the Civic Area

These buildings are located within the boundaries of the Civic Area and are not considered eligible for local landmark designation.

March 2016



Privately Owned Buildings

H



Privately Owned Commercial Building, 1925
1705 14th St.

Surveyed in 1994

- Alterations to this building have diminished its historic integrity.
- Rusticated concrete block construction with a wood facade.
- This building was occupied by Richmond and Belle French in 1928.

J



Privately Owned Commercial Buildings, 1937
1708-1710 13th St.

Not considered eligible for local landmark designation

- Occupied by the Higgins Motor Company in 1938.
- New brick façade with plate glass windows and inset entrance.
- Extent of alterations have diminished its historic integrity.

K



Gas Station, 1958
1201 Arapahoe

Not considered eligible for local landmark designation

- Constructed in 1958 as Standard Oil Company service station with flat roof and enameled panels.
- Significantly altered in the 1980s with the application of a brick veneer and introduction of a mansard roof.
- Alterations have diminished its historic significance

Publicly Owned Buildings



City Offices
1750 13th St. (2 buildings)

Not considered eligible for local landmark designation

- Currently used for city offices
- Alterations to these buildings have diminished their historic integrity.

L



Park Central, 1974
1739 Broadway

Not considered eligible for local landmark designation

- Constructed above Mustard's Last Stand in 1950.
- Site of lumber yard and gas station prior to existing building
- Built by the New Britain Company. Occupied by the City of Boulder by 1979.
- Example of 1970s Brutalism

M



New Britain, 1971
1101 Arapahoe

Not considered eligible for local landmark designation

- Constructed in 1971 by the New Britain Company for use as city offices.
- Architectural features include plate glass windows, exterior stair, and mansard roof



Main Library, South Wing, 1992
1001 Arapahoe

Not considered eligible for local landmark designation

- Designed by Midyette/Seieror & Associates with Eugene Adbury in 1992.
- Large glass Atrium, stone & curtain wall construction

O



951 Arapahoe Ave, c. 1955-1960

Not considered eligible for local landmark designation

- Two multi-unit buildings constructed c.1955-1962
- 2-story brick building originally constructed as a 9-unit motel.
- Damaged by fire in 1977

P



West Senior Center, 1985

909 Arapahoe

Not considered eligible for local landmark designation

History of the Civic Area

March, 2016

I: Early History

The history of Boulder's Civic Area reflects the city's growth and development with its landscape and associated features as physical embodiments of an evolving cultural landscape. Located in the heart of the city, bounded between 14th and 9th streets on the east and west, and by Canyon Boulevard and Arapahoe Avenue on the north and south, the development of the current-day Civic Area has been shaped by Boulder Creek, which bisects the park. From Boulder's establishment as an industrial mining supply and agricultural center, to its position today as an internationally renowned center of research, education, and environmental conservation, the city's Civic Center continues to evolve with its past in mind.

Archaeological sites along Boulder Creek reveal Native American use and occupation in the area for many thousands of years. When the first white settlers came to Boulder in 1859 they chose to camp near the creek and soon built houses along its banks. W.C. Willits' 1888 Map of Boulder shows a number of buildings constructed in Smith's addition which was platted in what is now the Civic Area, with additional residential, commercial and industrial buildings constructed through the early decades of the twentieth century. Flooding has been a perennial



Rathbone Sisters Brass Band Performing at Camp Bentley (now Central Park) in Boulder September, 1895

issue along the creek and a May 1894 photograph not only shows the effects of the catastrophic deluge that occurred that year, but also reveals that the area south of Canyon (then Water Street) between Broadway and 13th Street, had been fenced and was, apparently, functioning as a park.

A series of photographs from 1895 show festivities at what is now Central Park (then known dubiously as Cigarette Park), sponsored by the Knights of Pythias including a performance by the Rathbone Sisters Brass Band. The park was converted into



Joseph Sturtevant Photograph of Flood of 1894 taken from south-east corner of Broadway and Canyon (Water Street). Note treed and fenced park area at right



1899 Sturtevant Photograph of the Denver & Interurban Bridge crossing Boulder Creek in location of 11th Street Footbridge.

a military camp for the weekend as a number of martial events took place. The September 13th, 1895 issue of *The Daily Camera* reported that the event was the “best Boulder has ever seen” and that a “Boulder band made sweet music . . . amid the cheering of hundreds of spectators”.¹

II: The Olmsted Plan

The genesis of today’s Civic Area really begins with Frederick Law Olmsted, Jr.’s 1910 plan, “The Improvement of Boulder.” Olmsted’s vision for the city included creating a creek park to, “give a piece of recreation ground worth a great deal to the people.” In 1900 Boulder was a university town of 6,000 with an agricultural-based economy and several heavy processing mining related mills located along the creek.

A shanty-town known as the “Jungle” was located along the south side of creek between 10th and 11th Streets. Just north of the Jungle, the Denver and Interurban Rail line connected Boulder and Golden, crossing the creek where the 11th Street foot bridge is now located. Starting in the 1870s newspaper accounts mention a number of brothels being located along the 1000 block of Railroad Street (Canyon Boulevard) as well as the infamous “Bon-Ton House” which stood near where the band shell is now located.²

At least partly in response to the conditions along Boulder Creek, the Boulder Improvement Society reformed in 1903, after having become less active since its initial formation in 1890, “to make Boulder more healthful, more beautiful and in every

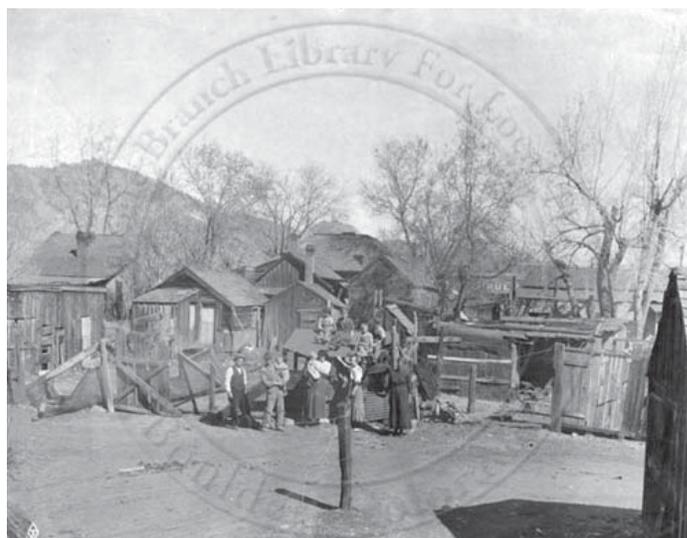
¹ Boulder Daily Camera, September 13th, 1895 p.2

² Charles Sanford Gladden – *Early Boulder Series, No.5 Ladies of the Night*, 1979 p.21

way more desirable . . .”³ In 1908 the renowned landscape architect and planner Olmsted was brought to Boulder from Boston by the group to draw up a plan to make recommendations for improvements to the city including “the control and beautification of the creek.”⁴

Olmsted envisioned a continuous belt of parks and trails along the creek, which would not only beautify the city, but also prevent flood damage by keeping development away from the flood plain. Olmsted’s vision for the city included creating a creek park, and recommended the establishment of a municipal center to replace existing city offices, which he observed as “makeshift, neither convenient nor by any means worthy of the community.”⁵

In 1921, the Boulder Tribune reported that the Jungle had been removed and that “squatters” along Boulder Creek had relocated to other parts of town or left Boulder.⁶ The removal of the shanty town appears to have prompted a lease to the city of land along the rail by the Colorado and Southern Railway as well as donation of land along the creek to the city for a park by Mrs. C.A. Butsch and coinciding with the removal of several dilapidated buildings in the area. In 1928 the Tribune proclaimed that the acquisition of land for the park had resulted in a transformation of an area that had been a



Edward Tangen Photograph of the Jungle just located between 10th and 11th Streets on the south side of Boulder Creek

³ Lynn I. Perrigo in *A Municipal History of Boulder 1871-1946*, 1946. P.216

⁴ *Ibid.*, p217

⁵ Frederick Law Olmsted, Jr., *Report for the Improvement of Boulder*, 1910, pg. 103

⁶ *Boulder Tribune*, July 29th, 1921



Glen Huntington Band Shell December, 1941

“red light district” and “a disgrace to the city.”⁷ Photographs of the park from the 1920s show a number of improvements including pathways, picnic tables, the planting of trees and construction of flood control devices along the creek and ditch.

Olmsted’s plan continued to shape the Civic Area through the twentieth century, with the construction of the Municipal Building in the 1950s and the realization of the Boulder Creek Path system in the 1980s, greatly enhancing the public’s use and enjoyment of the park.

III: The City Beautiful and the Band Shell

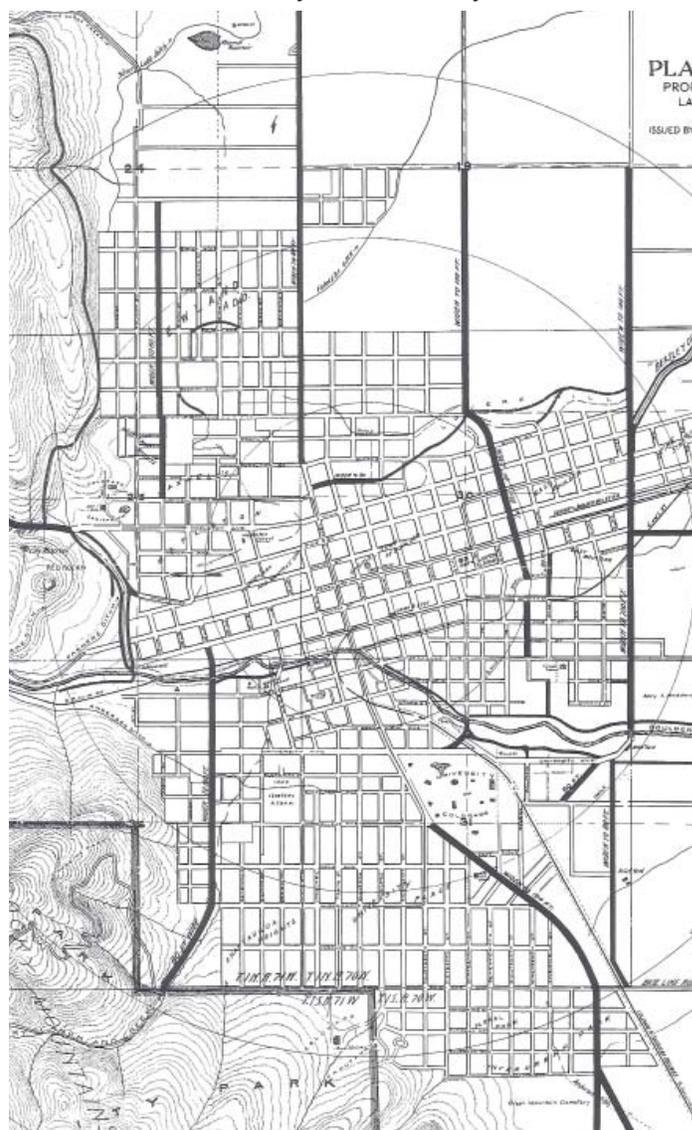
The impulse to improve public lands was likely inspired, at least in part, by the then popular City Beautiful movement that advocated for natural, healthy, and attractive communities. A reaction to the often crowded and unhealthy urban conditions of nineteenth century America, it sought to improve a city’s quality of life by creating grand parks and civic areas for all walks of life. One outgrowth of the City Beautiful appears to have been advocating for construction of band shells as amenities to provide public performance space in city parks. The Boulder Lion’s Club’s construction of the Central Park Band Shell in 1938, after designs by local architect Glen Huntington and Denver-based landscape architect and planner Saco DeBoer, was a realization of Olmsted’s vision of “a special type of recreation ground”⁸ for Boulder. Immediately,

⁷Boulder Daily Camera, April 13th, 1928

⁸Olmsted, pg. 17.

the compound arch Art Deco design became a focal point for public events in the city including musical concerts, cultural programs, educational presentations and civic gatherings of all types.⁹

In 1944 the City Planning and Parks Commission again employed DeBoer to develop plans for the Civic Area that included a Municipal Building to house the various functions of city government. De Boer developed several preliminary schemes for the area, including an emergency flood plain, enhanced recreation areas, the construction of boulevards, and relocation of the rail depot. All of the proposals were influenced by City Beautiful concepts of monumental grandeur and all called for construction of the Municipal Building in its current location at the southwest corner of Broadway and Canyon Boulevard.



1910 Olmsted Plan of Boulder

⁹Front Range Research Associates, Inc. 1995 Boulder Bandshell Historical Study, pgs. 9-10



1946 Saco DeBoer Rendering of Proposed Civic Area

IV: Modern Civic Space

As Boulder continued to grow following World War II, a global, more futurist spirit embodied in Modernist design began to grow in popularity. The first public manifestation of this impulse occurred in the Civic Area with commissioning of noted local architect James M. Hunter to design the Municipal Building in 1952. Nine years later, in 1961, Hunter was again commissioned to design the Boulder Public Library in 1961, creating a strong axial connection between it and the Municipal Building.

The modern composition of buildings and conscious spatial relationship from the library on the west to the band shell at the east was extended further in 1969 with the construction of The Midland Savings and Loan Building (Atrium Building), designed by renowned local architect Hobart Wagener. As with the Boulder Public Library and the Municipal Building, the Midland Savings and Loan Building represents a mixing of modernist concepts with a palette of local materials which creates a strong interior/exterior relationship of space connecting to Central Park.

V: Global Community

The Civic Area's status as the civic and cultural heart of Boulder was further established in the 1970s with the conversion of the 1906 City Storage and Transfer to the Boulder Museum of Contemporary Art and in 1998 with the assembly of the Dushanbe Teahouse and development of its garden. A gift to the people of Boulder from its sister city, Dushanbe, Tajikistan in 1987 (then a republic of the Soviet Union), the building is truly unique as the only Central Asian teahouse in the Western Hemisphere. The presence of the Farmer's Market along 13th Street, along with the continuing improvement of multi-modal paths through the Civic Area have greatly added to the success that this place is today.

Taken as a whole, the cultural resources of the Civic Center Area not only tell the story of Boulder's growth from a small mining supply town to a dynamic twenty-first century city, but they also survive as representations of the deep, and still evolving, value the community puts on the connection of the natural and built environment.



Boulder Municipal Building shortly after its construction in 1952