

D. Staff-Initiated Land Use change

6500 Odell Place



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The site is located in the Gunbarrel Green subdivision in the northeastern corner of Odell Place and Spine Road, a block north of Lookout Road. It is currently vacant. Adjacent land uses are mainly light industrial and commercial to the east, south and west with a multifamily residential development directly to the north. The King Soopers grocery is located one block to the south. The site is within the planning area for the Gunbarrel Community Center Plan.

Staff is proposing this land use change in partnership with Boulder Housing Partners (BHP). BHP has an interest in the property and is pursuing a permanently affordable housing project on the site.

Request Summary for 6500 Odell Place

- Requester: Boulder Housing Partners (potential property owner in conjunction with current property owners)
- Type of Request: Land use map change
- Brief Description of Request: Mixed Use Industrial (MUI) to High Density Residential (HR)
- Approval Required: Two body

Existing Conditions

- BVCP Designation: Mixed Use Industrial (MUI)
- Zoning: Industrial General (IG)
- Lot Size: 47,893 sq ft
- Existing Buildings: vacant

Jobs and Housing Assumptions

- *Housing*: There are no existing housing units on the site. A change to HR might yield between 20-35 new units.
- *Jobs*: The site is currently vacant.
- *Projections*: The 2015 BVCP Update projections were based on the current IG zoning and estimated up to an additional 65 jobs and no housing units.

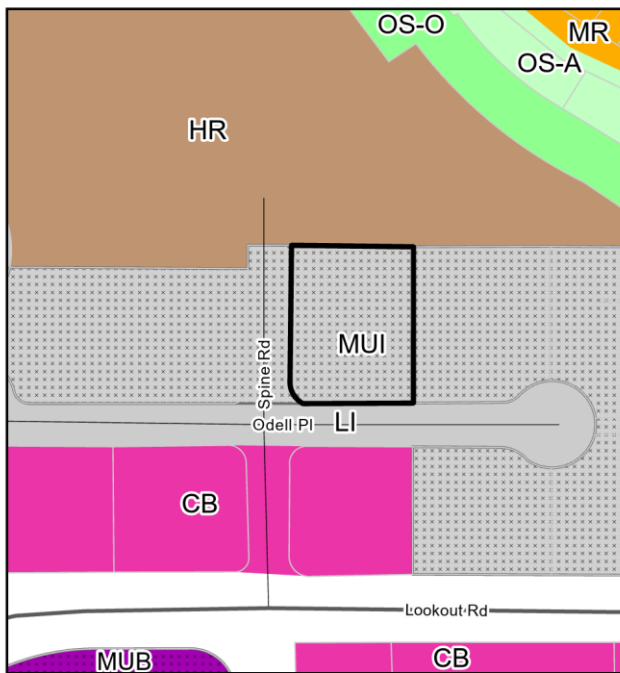


Site looking northwest toward adjacent residential

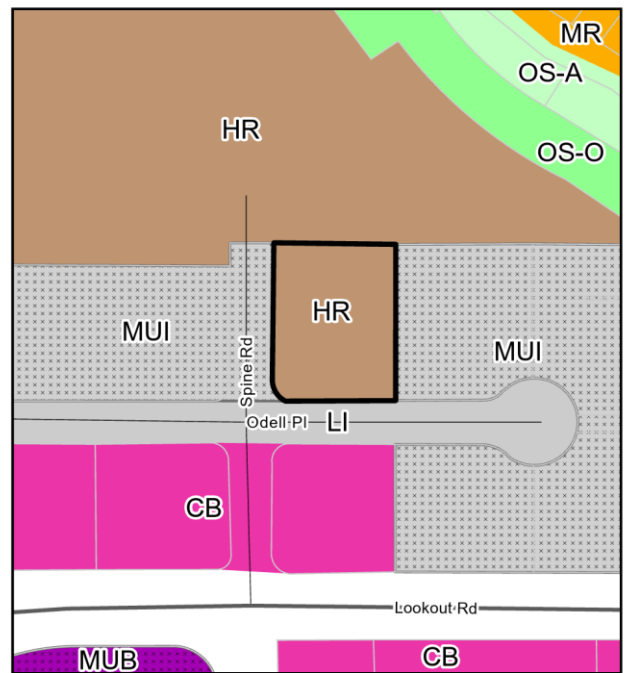


Site looking south toward the commercial center

Current BVCP Land Use



Proposed BVCP Land Use Change



Area of Change

Land Use

Residential

Medium Density Residential

High Density Residential

Business

Community Business

Industrial

Light Industrial

Mixed Use

Mixed Use Business

Mixed Use Industrial

Open Space and Mountain Parks

Open Space, Acquired

Open Space, Other

STAFF RECOMMENDATION

Staff is recommending changing the current land use designation from **Mixed-Use Industrial to High Density Residential** for the following reasons:

- High Density Residential Land Use would support the city's housing goals and align with The Gunbarrel Community Center Plan vision for the area as "*characterized by a mix of residential and compatible light industrial uses. It is intended to provide a transition between the more intense commercial areas and the established residential areas to the northeast.*"
- Residential uses at this location would be compatible with surrounding designations and uses, particularly the existing high density residential to the north.
- The site can be served by city services and is within walking distance of transit and retail services. The change would not negatively impact provision of urban services.

COMMUNITY INPUT

Written notice of the proposed change and update process was sent to property owners, residents and businesses within 600 feet subject properties. Notice of the process was also shared via the Planning E-Newsletter, Next Door, and direct contact with neighborhood contacts.

On multiple dates in October staff held virtual office hours to provide information and listen to feedback about the parcels with land use change requests.

Feedback received from community members include:

- Concern about parking and further impacting on-street parking in the area that is utilized by Apex residents and customers of nearby businesses.
- Opposition to the change in land use to residential since the Gunbarrel Community Center Plan calls for Mixed Use Industrial.
- Support for the change in land use to residential to provide affordable housing.
- Questions about improvements to paths and connections to trails.
- Concern about growth in Gunbarrel generally and not having a more detailed plan for the subcommunity and frustration that many aspects of the vision for the area outlined in the Gunbarrel Community Center Plan have not been realized.
- Concern about lack of access to developed parks in Gunbarrel.
- Concern about this staff initiated change not following process for public requests.

ANALYSIS

Criteria for Land Use Map Changes

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

- a) On balance, is consistent with the policies and overall intent of the comprehensive plan;
- b) Would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the city;
- c) Would not materially affect the land use and growth projections that were the basis of the comprehensive plan;
- d) Does not materially affect the adequacy or availability of urban facilities and services to the

- immediate area or to the overall service area of the City of Boulder;
- e) Would not materially affect the adopted Capital Improvements Program of the City of Boulder; and
 - f) Would not affect the Area II/Area III boundaries in the comprehensive plan.

Evaluation:

- a). On balance, is consistent with the policies and overall intent of the comprehensive plan;

Overall, the recommended change to High Density Residential the change is consistent with BVCP values and policies regarding mix of uses, balancing housing supply and employment, and would further the goal of increasing housing opportunities.

The immediate area is a mix light industrial and residential uses with high density residential adjacent to the site to the north and other light industrial uses adjacent to the east, west and south. The site is within walking distance of retail services and transit. While a change to purely residential land use reduces space for general industrial uses in this area it achieves the overall intent to better allow housing in a logical pattern.

Relevant BVCP policies that inform the recommendation include:

2.21 Light Industrial

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

7.02 Affordable Housing Goals

“The city will study and consider substantially increasing the proportion of housing units permanently affordable to low-, moderate-and middle-income households beyond our current goal of at least ten percent of the housing stock for low and moderate incomes.”

As part of this Comprehensive Plan update, an amendment is proposed to Policy 7.02 reflecting the 2018 adoption by City Council increasing the goal from 10 to 15% permanently affordable homes.

7.10 Balancing Housing Supply with Employment Base

“..The city will explore policies and programs to increase housing for Boulder workers and their families by fostering mixed-use and multi-family development in proximity to transit, employment or services and by considering the conversion of commercial-and industrial-zoned or -designated land to allow future residential use.”

Gunbarrel Community Center Plan

The site is within the “Mixed Use Industrial/Residential District” of the Gunbarrel Community Center Plan (GCCP) and is envisioned as follows:

“This area will be characterized by a mix of residential and compatible light industrial uses. It is intended to provide a transition between the more intense commercial areas and the established residential areas to the northeast. Development in this area would be less intense than in the retail areas with mainly 2-3 story buildings. The development in this area would be pedestrian-oriented, with minimal building setbacks, parking to the rear of or underneath the buildings, detached sidewalks and tree lawns. The first floor or street front uses would be predominantly industrial in character while the uses above the first floor may include industrial, residential, or limited office uses.”

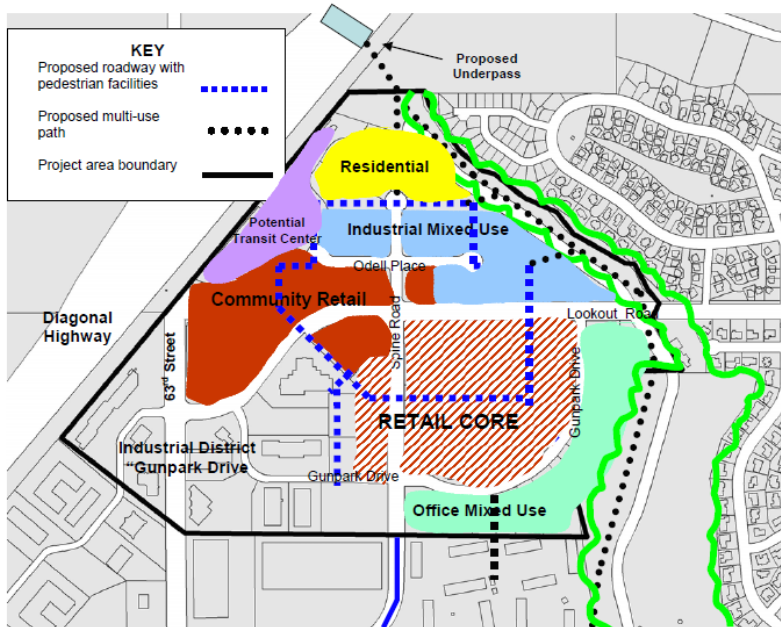


Figure 7: Land Use Concept

The Mixed Use Industrial land use described in the GCCP intended for there to be a mix of housing and light industrial uses in the area. Mixed Use Industrial Land Use with the current Industrial General zoning cannot result in a mix of uses for this site due to the size of the parcel. While housing is allowed under the current Industrial General (IG) zoning subject to a use review and conditional use standards, the site does not meet the 2 acre minimum lot size for residential development in the IG zoning district.

Creation of mixed uses on each parcel is the ideal, the combination of non-residential uses in an affordable housing project is extremely difficult due to current funding mechanisms. Vertical mixed use with live/work or ground floor industrial uses has proven difficult to achieve especially for

permanently affordable projects. The vision for a mix of uses may need to be realized as a mix of uses in separate buildings but within the general vicinity.

While some residents object to redevelopment and new housing, key objectives of the plan include:

- Provide opportunities for adding more housing to the commercial area of a size, character, and density that will help support the retail uses and bring day and evening activity into the commercial center.
- Provide an appropriate mix of housing densities and types that is compatible with the surrounding neighborhoods and provides affordable housing to workers in the area.

Redevelopment of key areas in the planning area has not yet occurred which would facilitate the investment in infrastructure and public amenities described (i.e. public open space and play area identified in the SW corner of Spine, pedestrian and bike connections and infrastructure).

b) [Would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the city;](#)

No cross-jurisdictional impacts are anticipated from this change.

c) [Would not materially affect the land use and growth projections that were the basis of the comprehensive plan;](#)

The change would not materially affect BVCP projections and would slightly improve the jobs:housing balance. The zoning capacity for housing units in Gunbarrel is much more limited than zoning capacity for jobs. Future growth on the site is anticipated to be up to an additional 65 new jobs, that would be reduced and the number of new housing units would increase by approximately 20-35 units.

Several community members have raised the concern that 2015 BVCP set the “carrying capacity” in Gunbarrel at 12,300 residents or 5,800 housing units. This is not an accurate characterization of the [BVCP 2015-2040 Projections](#) that describe zoning capacity. The BVCP projections are estimates to provide “a broad sense of what type, location, and pace of housing and jobs might occur communitywide based on current adopted policies (e.g., current zoning).” This analysis does not represent a maximum number of residents and employees above which services cannot be provided or would degrade level of service. It is merely the number of housing units, population and jobs anticipated by 2040 under the current regulations. These projections did not account for changes to the development code that were made to encourage additional residential development in industrial areas which have resulted in approval and permitting of a high number of residential units than was projected in 2015.

d) [Does not materially affect the adequacy or availability of urban facilities and services to the immediate area or to the overall service area of the City of Boulder;](#)

Assessment of adequacy and availability of urban facilities and services includes:

- *Utilities and Public Safety:* The site is within the city’s urban service area and is served with city utilities and police, fire, and EMS.

- *Access and Mobility*: While most of Gunbarrel has limited walkability to services and amenities, this site is within walking distance to retail services and transit. There are wide sidewalks, bike lanes and connections with regional paths along Lookout Road.
 - *Planned Transportation and Mobility Improvements*: In regard to transit, the SH119 BRT project has a planned station at 119 and 63rd Street, which is within walking distance of the site. Planned improvements for Spine Road include a buffered bike lane south of Lookout and a neighborhood green street (which would include enhanced signing and striping) north of Lookout. There are also planned sidewalk connections through the Gunbarrel Center and planned multiuse path connections to the Cottontail path. These improvements are not yet included in the Capital Improvement Program (CIP).
 - *Schools* serving the area have capacity for additional students: Heatherwood Elementary, Platt Middle, Boulder or Fairview High School.
 - *Parks and Open Space*: The site is within walking distance to nearby trails that connect to neighborhood and regional parks and open space. The current CIP includes funding for undeveloped park land including Eaton park in Gunbarrel. Development at Eaton Park considers the level of service in that area, with many green spaces provided by Homeowners Associations (HOAs) as required when these areas were developed in unincorporated Boulder and is tentatively planned for 2024 to allow for a capital campaign with a community partner hoping for amenities at that site not normally provided in a smaller neighborhood park.
- e) **Would not materially affect the adopted Capital Improvements Program of the City of Boulder;**
No impact to the CIP is anticipated resulting from this change.
- f) **Would not affect the Area II/Area III boundaries in the comprehensive plan.**
The change would not affect the Area II/III boundaries.

Rezoning

Staff will initiate rezoning to implement land use changes in the BVCP Mid-term update in 2021. Analysis to determine the appropriate High Density zoning would occur at that time.

6500 Odell Place

BeHeardBoulder Q&A Feedback and Compiled E-mails (through 11/24/20)

BHB Q&A

1. Are there other improvements to transit being considered in the project area boundary? Improvements to the bicycle lane and pedestrian experience along Spine and Lookout would greatly improve the area's walkability.

asked about 1 month ago

Planned improvements for Spine Road include a buffered bike lane south of Lookout and a neighborhood green street (which would include enhanced signing and striping) north of Lookout. There are also planned sidewalk connections through the Gunbarrel Center and planned multiuse path connections to the Cottontail path. These improvements are identified but not yet scheduled in the capital budget. In regard to transit, the SH119 BRT project has a planned station at 119 and 63rd Street, which is within walking distance of the site.

2. I am a resident of Gunbarrel North and I wholeheartedly support the proposed land use change from industrial to residential, especially for affordable housing. I am curious if there is a timeline on a the proposed multi-use path connecting the Odell residential area to the trails and underpass? It would improve the connection between the two neighborhoods as well as access to green space.

asked 14 days ago

These improvements are not yet scheduled in the capital budget. If redevelopment occurs in the area, the city may have greater ability to prioritize these and/or partner on improvements that can be made in conjunction with a development project.

3. While I think adding affordable housing in Boulder is needed, the area is already pretty congested with 3 apartment complexes. I currently live in Apex and am aware that people in my complex park their cars along Odell Place. If a new development were to be built on the vacant lot, parking availability would be further decreased, which is a problem. I would prefer that vacant lot be rezoned into a green space. This side of Spine is dedicated to a lot of parking lots and having a green space there would be good for the environment and people living in the area. Research has shown that having the availability of green space on a community is beneficial to resident's mental health and physical health and provide social benefits as well. Read more about the research: <https://www.mdpi.com/1660-4601/16/3/452/htm> Thank you for taking the time to read my comment.

asked about 1 month ago

Great question and interesting article. We agree that green space in the community is essential to quality of life and useable open space is required on-site for residential developments. Also, there is nearby access to multi-use paths that connect with city and county-owned Open Space. This site is privately-owned and changing the future use for a park or other open space would require the city to identify funding and purchase the site.

4. Please specifically address what the Land Use Code demands for off-street parking. Is the apartment developer required to provide parking for just 1 car per unit as Apex 5510 does? If so, that will create even more of a street parking shortage in this very concentrated area, which is detrimental for both residents and businesses.

asked about 1 month ago

Parking requirements vary by zone district. Typically, there is a minimum requirement of 1 space per unit and some zones require more depending on number of bedrooms. On-street parking is a way for those with more vehicles to park in the public right-of-way. Neighborhood Parking Permit programs is a tool that can be evaluated for use should there be an increased need to address on-street parking.

5. Will this building offer parking for its residents? Currently, there is not enough parking for residents or Apex, especially when Finkel and Garf is busy.

asked about 2 months ago

Off-Street Parking is required by the Land Use Code for any future use on the site – whether it remains under the current Mixed-Use Industrial Land Use and Industrial General zoning or is changed to a residential zoning.

6. How is parking being considered? I live at 5510 Apex and there is only room for 1 parking pass per unit in the complex, which means I park on the streets around 6500 Odell Place every day. When the brewery Finkel & Garf (right across from the lot) is even slightly busy my parking options are already severely diminished. I worry that if this lot has 20-35 units there will be no street parking left for me and I don't know where else to go.

asked about 2 months ago

Off-Street Parking is required by the Land Use Code for any future use on the site – whether it remains under the current Mixed-Use Industrial Land Use and Industrial General zoning or is changed to a residential zoning.

E-Mail Received

From: Gwynneth Aten

Sent: Thursday, October 29, 2020 5:17:09 PM

To: gatzaj@bouldercolorado.com <gatzaj@bouldercolorado.com>; boulderplanningboard@bouldercolorado.gov; [Council](mailto:council@bouldercolorado.gov) <council@bouldercolorado.gov>; planner@bouldercounty.org <planner@bouldercounty.org>; Commissioners@bouldercounty.org <Commissioners@bouldercounty.org>

Subject: 6500 Odell Ct-Land Use change

This is to address the proposed land use change from Industrial General (which allows some residential use on 2 acres, where Odell is only 1) to Hiigh-Density Residential...quite the leap.

The 2015 BVCP set Gunbarrel's population carrying capacity at 12,300 residents. There were 10,800 of us at the time. Since then over 550 new units have been built. Modestly multiplying by 2.3 persons per unit, that's an increase of 1265, bringing the total to 12,065 at least. WE are strapped to deal with more population.

Since May of this year attempts to increase population in Gunbarrell include Celestial seasonings (268 units/ 616 residents/ 536 more cars?). And now this with a planned attempt at up ticking unit numbers through rezoning after the land use change. It is inappropriate to make this change when the public can not see the PLANS proposed. I also wonder how it is allowed that THIS HOUSING PARTNERS' project skipped to the front of the line, avoiding timing and submission requirements met by all citizen's initiatives, that shortened the public's response time!!.

All this with not a whisper of expanded services. The only Open Space shown on the proposed map is a strip along the farmer's ditch. Gunbarrell needs to expand on it's limited open spaces. Gunbarrel could really use a branch library. (We were here before the expansion of N Broadway.) RTD is Inadequate. Our small King Soopers has expanded as much as it can and falls short in servicing 12K people. We've only one gas station. If you think new "locals" won't need cars you,ve got another think coming

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Gunbarrell is on the edge of sustainability. DO not approve this land change!
Gwynneth Aten 4870 Twin Lakes Rd, Apt 1, Boulder 80301