University Hill Commercial District Moratorium Project:

Phase 1 Report

November 20th 2014

Revised 1/21/2015

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I. Introduction

I. Executive Summary

This report summarizes the results of Phase One of the University Hill Commercial District Moratorium project. This includes background information, analysis, and preliminary findings.

This report was assembled in preparation for Phase Two: Public Outreach. The results of Phase Two have also been summarized in a separate summary report. The findings and strategies summarized in this report have continued to be refined as the project team has received feedback.

The project was initiated by City Council to address a concern that the current economic environment strongly favors student rental housing in the Hill commercial district, making it difficult for other uses to compete in the market place. Over-concentration of any single use in this small commercial district would conflict with the community's vision for the Hill, defined in the Boulder Valley Comprehensive Plan (BVCP) as *"an activity center that serves* ***a variety of commercial, entertainment, educational and civic functions,"*** *and "also serves as* ***a neighborhood center for the surrounding area****, providing a wide range of activities* ***drawing people from the entire city as well as the region****."*

In August, 2014, Council passed a temporary moratorium on residential uses in the Business Main Street (BMS) zoning district on the Hill to allow time to analyze and present options to address the concern. The moratorium expires in March, 2015.

Revitalization of Uni Hill is one of Council's top priorities. This project will complement the larger University Hill revitalization and reinvestment efforts already underway, and the moratorium project recommendations will be coordinated and integrated with the Hill Reinvestment Strategy work plan described in Appendix 5.

The goals of the project are to:

- Review and analyze University Hill commercial district history, current use composition, and existing zoning district boundaries, uses, and standards;
- Gain a clear understanding of current market dynamics and property owner needs and desires;
- Identify gaps and conflicts between the adopted Boulder Valley Comprehensive Plan vision for the Hill and the current situation (the goal is not to create a new vision for the hill);
- Identify options, including potential refinements to existing zoning, possible creation of new zoning, and other tools to implement the Hill vision in a way that supports larger community goals;
- Support and coordinate with concurrent Hill Reinvestment Strategy efforts to implement the Hill vision.

The project was designed to address this narrow issue in the following five phases:

• Information gathering, issue identification, and analysis - *Sept and Oct 2014*

• Public outreach on preliminary findings and possible strategies - *Nov 2014*

• Refine findings and strategies and develop staff recommendations - *Dec 2014 and Jan '15*

• Planning Board & UHCAMC hearings and recommendations - *Feb 2015*

• City Council public hearings and decision - *Feb and March 2015*

II. Physical Form, Land Uses and Demographics

Visual Character and Identity

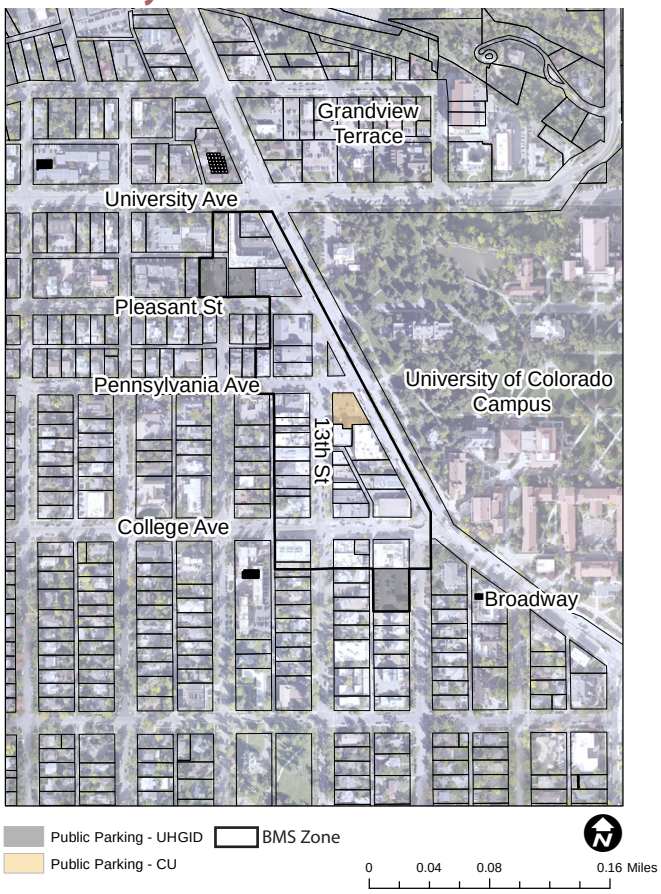
University Hill is a neighborhood business district that has its earliest origins as a residential district. The earliest commercial structures were built around the intersection of 13th Street and Pennsylvania Avenue, directly across Broadway from CU's historic Norlin Quadrangle, and a new commercial district grew out from there. This model of a college-oriented business district is typical in American college towns, like Boulder, where the campus was slightly too far from downtown for students to walk for their daily needs in the pre-automobile era. In addition to serving students, The Hill has also served as the broader Uni-Hill neighborhood's local commercial district since its inception.

As explained in Section VI. History, many properties on The Hill are in fact homes that include historic commercial additions on the front, as seen in the example below. These buildings are mixed together with the earlier commercial structures, the various music venues, and the low-rise retail structures built throughout the area's history. The district's buildings are currently in a wide variety of conditions, some historic and some non-historic, and some in need of basic maintenance.

The commercial district has two primary commercial street frontages, each with its own distinct character. 13th Street is the historic heart of the district, with its historic commercial buildings and music venues. Broadway forms the interface with the CU campus and is a bustling street with an eclectic mix of structures

1226 Pennsylvania Avenue, home of The Sink, with historic commercial addition to an original residential structure.

University Hill BMS Zone



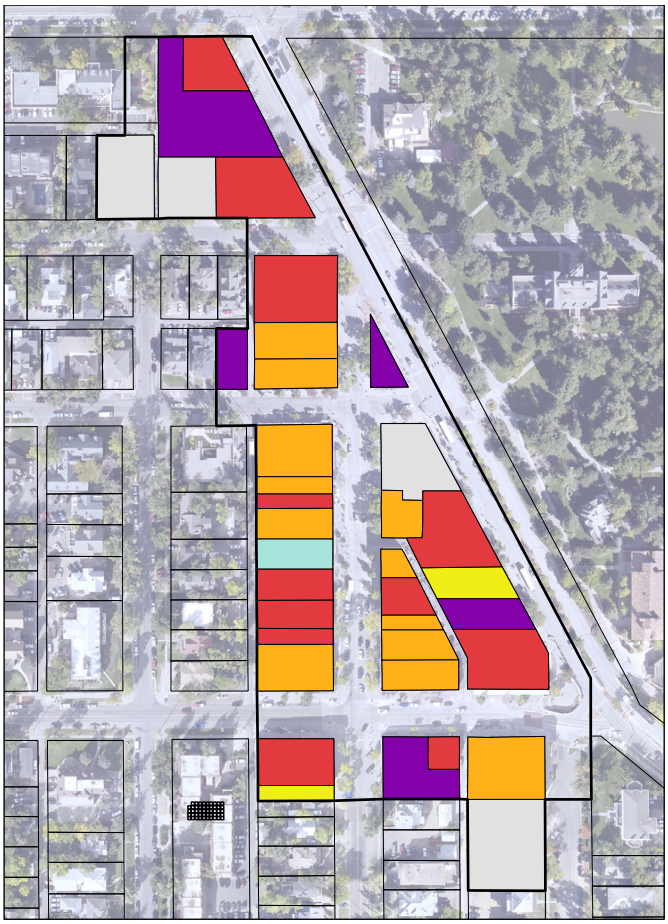
of varying qualities. The cross streets of College, Pennsylvania and Pleasant run perpendicular to, and connect the main streets, and serve as pedestrian corridors between the university and the high density student housing.

Recently a new wave of mixed-use developments have begun to add a significant amount of residential in the form of small-scale, mixed use buildings with ground floor retail. This has happened either through adaptive reuse of historic structures, or by demolishing structures and building new ones. In addition, there are three vacant lots on The Hill under public ownership. Two are owned by the parking district – UHGID; and one owned by the University of Colorado – at 13th and Pennsylvania. The lot at 14th and College is being considered for a public-private partnership that would create underground parking for the University Hill General Improvement District (UHGID) in exchange for the ability to develop above-ground uses.

Size of the Area

The University Hill BMS zone contains approximately 11.5 acres of land. This compares to approximately 108 acres in Downtown Boulder and 333 acres in the Boulder Valley Regional Center.

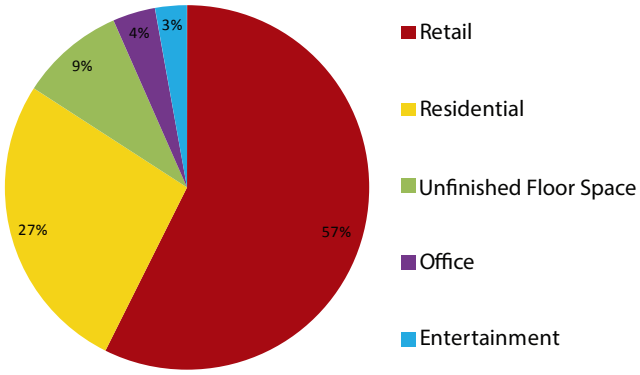
University Hill Current Land Uses



Summary of Land Uses

There are 35 parcels in the University Hill BMS zone. They include a mix of retail, office, residential, or a combination of these uses. The map above shows a breakdown of the mix of uses on each property in the business district. These include retail; retail and residential; retail and office; entertainment; residential only; and unfinished space[1]. The following pie chart illustrates the percentage share that each use occupies.

Land Use Share by Square Footage



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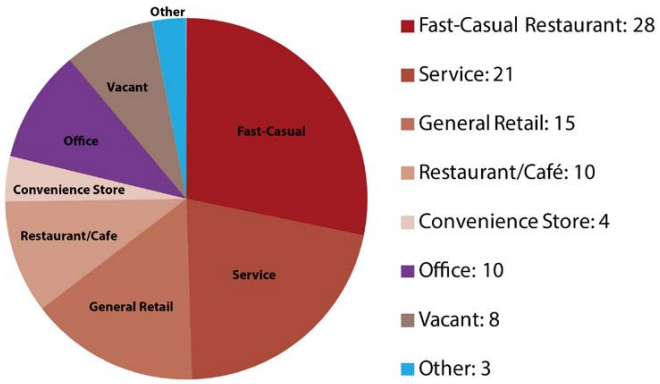
Source: Boulder County Assessor's Data and Property Owner Interviews

The breakdown of these uses by square footage is as follows: Retail -173,633 sq ft, 57%; Residential - 76,428 sq ft, 25%; Unfinished Floor Space - 36,131 sq ft, 12%; Office - 9,149 sq ft, 3%; Entertainment - 8,500 sq ft, 3%.

Summary of Commercial Uses

Commercial uses in the area include a mix of retail and office types. There are 97 businesses located on The Hill at the time of this report. These uses fall into a number of different commercial categories, with office uses representing a small amount in terms of both number of businesses and square footage. See pie chart below[2].

Total Number of Commercial Uses by Type



Source: Current Survey of Local Businesses

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1 Parking Lots, Unfinished Space, and Vacant Retail Units have different meanings. Unfinished Space is in Sq Ft and is based on assessor's data.

2 Vacant Retail Units are based on a survey of current tenants, and are *not* based on size (SQ FT). Some retail units may be subdivided or combined based on tenant needs.

2014 Economic & Planning Systems Study

A recent market study by Economic and Planning Systems, Inc. (EPS) describes the socioeconomic characteristics of the hill's market area and summarizes the demand for retail and office uses in the commercial district (see Appendix 7).

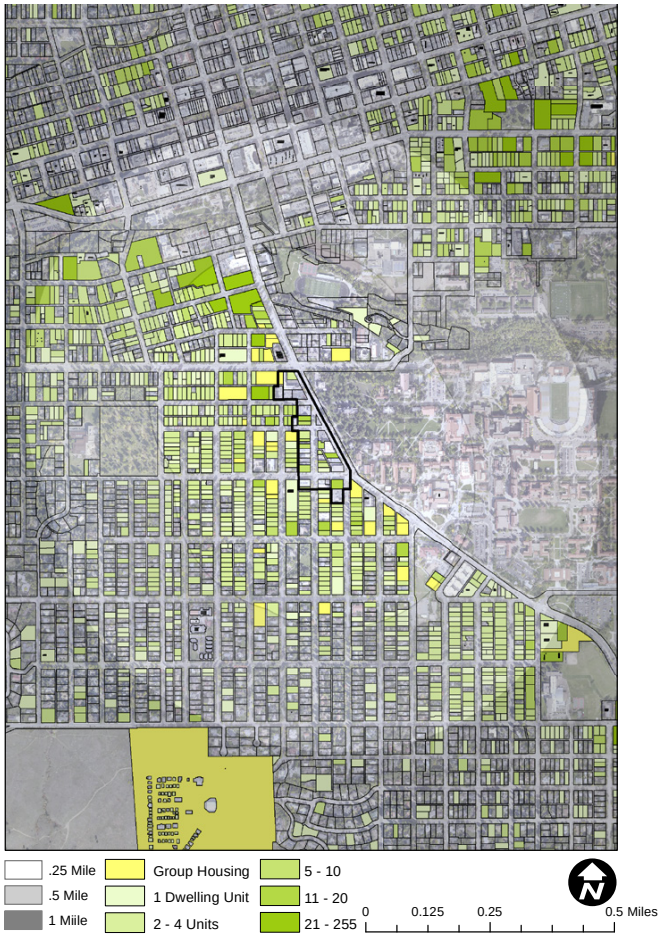
Housing and Demographics

In the Hill Business District there are 105 dwelling units within an 11.5 acre area, while within the Downtown District (or Central Area General Improvement District) there are 130 dwelling units within a 108 acre area.

University Hill has long been known as Boulder's primary student housing neighborhood. Student housing uses in the area date back to the early 20th century. The Hill remains one of the most desirable areas for students in Boulder, with 7,063 enrolled students in the Market Area; 5,969 of those students being undergraduates[3].

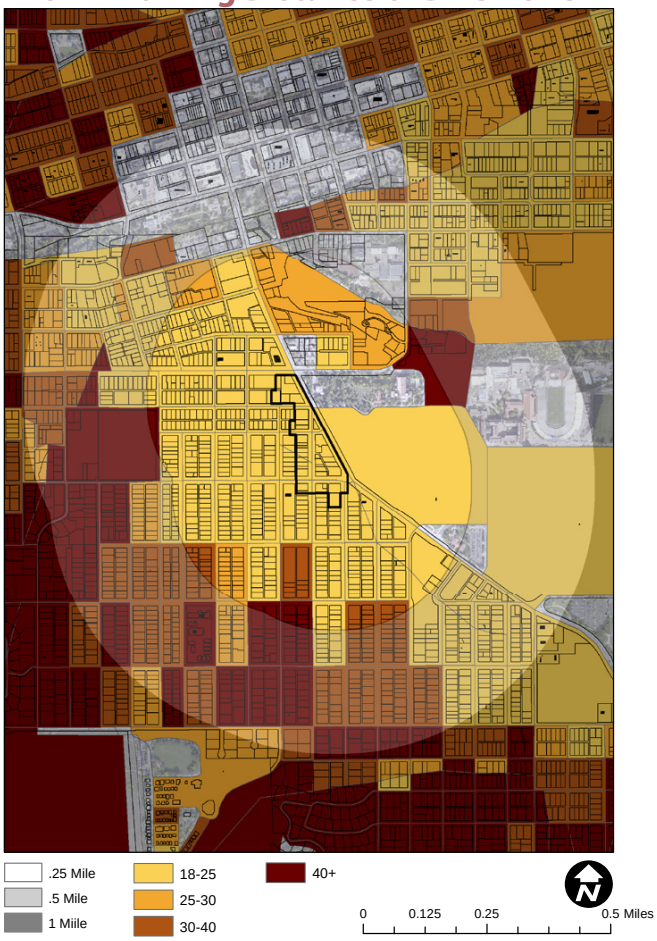
The Hill is by no means however the only student neighborhood in modern Boulder. A recent city housing study estimates that approximately 21,000 of the University's ~31,000 students live in the city limits of Boulder. 15,000 of these students find their housing in the private market (as opposed to on-campus housing), occupying an estimated 7,500 dwelling units in Boulder. This leaves nearly 10,000 students finding their housing in neighboring communities instead, and placing additional demand on the student housing market.

Rental Properties Within Walking Distance of BMS Zone



Location and relative density of rental properties near the Hill, note the clustering of these properties near the University. Source: City of Boulder Rental Data

Median Resident Age per City Block Within Walking Distance of BMS Zone



2010 Census median age statistics for each city block. This depicts the high concentration of young people near CU, and the relative closeness of the longer-term residents near Chautauqua Park (who tend to have a higher median age). Source: 2000 Census Blocks

3 Finding from EPS Study, see Economic and Planning Systems, University Hill Reports

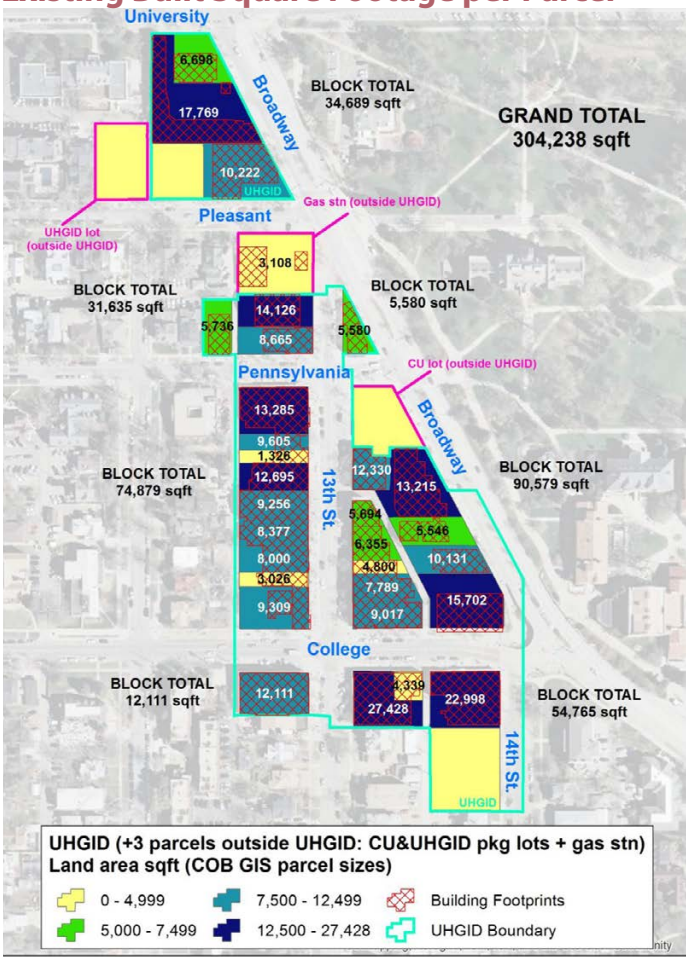
Square Footage and Floor Area Ratio

There are approximately 304,238 built square feet of floor space in University Hill Business District. This amounts to a total gross FAR of 1.04. Since the area is zoned for a maximum FAR of 1.85, this means that 278,504 square feet of built floor space could theoretically still be constructed under current regulations.

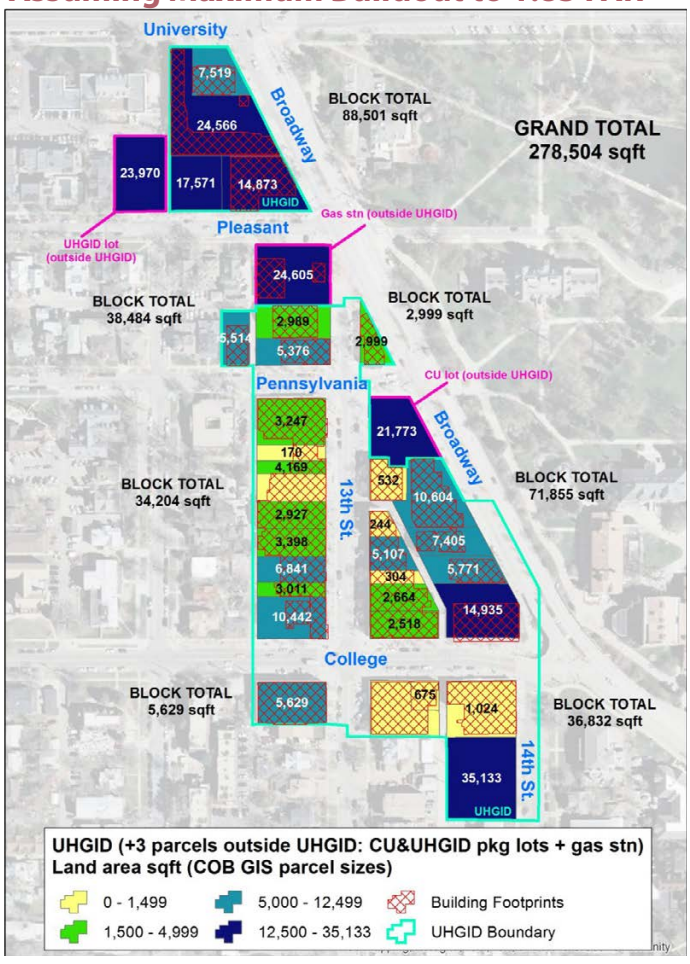
The following maps demonstrate what may be possible in the BMS zone district. The map to the lower left shows a breakdown of existing built square footage per parcel, with yellow representing the least amount of existing square footage and dark blue representing the most. The map on the lower right illustrates additional buildable square footage, in other words the unbuilt sq ft for each parcel that would still be allowed under current zoning. Whether or not it is practical for a given parcel to add this additional square footage varies on a case by case basis, depending on factors such as the parcel's existing floor area, historic designations, setback and parking requirements, etc. For the most part, the parcels with the least square footage already built are the ones with the most additional potential; however there are a few notable exceptions to this trend that can be seen on the maps below.

The historic core of the district is closer to its maximum density than many of the parcels along Broadway; leaving less additional square footage of development possible. This, along with the historic character of these structures, may suggest that adaptive reuse strategies such as was done with "Lofts on the Hill" are more appropriate than wholesale reconstruction in this area.

Existing Built Square Footage per Parcel



Additional Buildable Square Footage Assuming Maximum Buildout to 1.85 FAR



Source: RRC Associates; Boulder County Assessor; City of Boulder GIS, building permit and zoning review records.

III. Desired Mix of Uses - Boulder Valley Comprehensive Plan

Underlying Plans and Vision

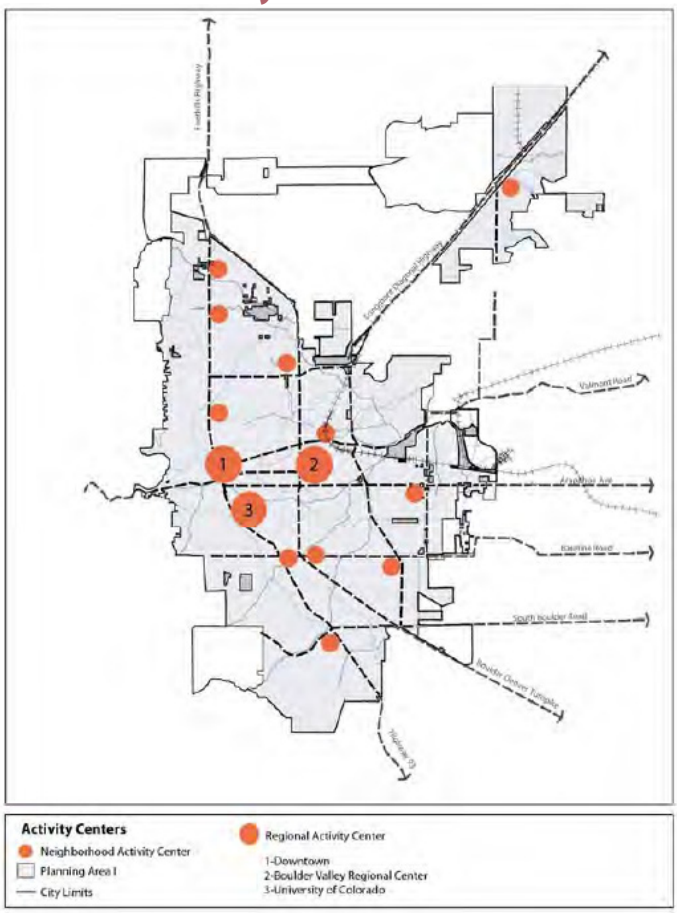
Boulder Valley Comprehensive Plan

The Boulder Valley Comprehensive Plan (BVCP) establishes the policies, goals and visions for different areas of the city (as well as undeveloped and developed areas surrounding the city). It is updated every five years through a process that includes public outreach and input. It is adopted by City Council and Planning Board. Although it is not a regulatory document, the Plan informs all city decisions on land use matters and establishes the long-term vision for specific areas.

The Vision for University Hill

The University of Colorado (CU) with the University Hill business district is considered one of three regional serving activity centers in Boulder. Boulder's Activity Centers – commercial, entertainment, educational and civic centers that concentrate activities into nodes at a variety of scales and are distributed throughout the community—play an important function in supporting Boulder's compact, interconnected urban form (see graphic).

Boulder's Activity Centers



As described in the BVCP:

"at the highest level of intensity are the city's three regional centers. They form a triangle at Boulder's geographic center: the Historic Downtown, the Boulder Valley Regional Center (BVRC), and the University of Colorado with the University Hill Business District. The University Hill Business District also serves as a neighborhood center for the surrounding neighborhood. Each of these centers has a distinct function and character."

In the more detailed University Hill Area Plan adopted by Planning Board and City Council in 1996[4] and incorporated into the Boulder Valley Comprehensive Plan, the vision is further described as:

"a safe, comfortable, and attractive place to shop, work, visit and live," and *"an activity center that serves a variety of commercial, entertainment, educational and civic functions,"* and *"also serves as a neighborhood center for the surrounding area, providing a wide range of activities drawing people from the entire city as well as the region."*

What the Vision means in terms of the desired mix of uses

The BVCP defines the desired land uses in an area on the Land Use Map. The Land Use Map designations that apply to the University Hill business district and surrounding areas are Mixed Use Business in the commercial area, High Density Residential immediately adjacent to the Hill, and low and mixed density residential farther west and south as shown on the following map. The University is designated as Public.

4 Included in Appendix 6

BVCP Land Use Designations On and Near University Hill

These designations are defined in the BVCP as follows:

Mixed Use Business: *Areas where business or residential character will predominate. Housing and public uses supporting housing will be encouraged and may be required. Specific zoning and other regulations will be adopted which define the desired intensity, mix, location and design characteristic of these uses.*

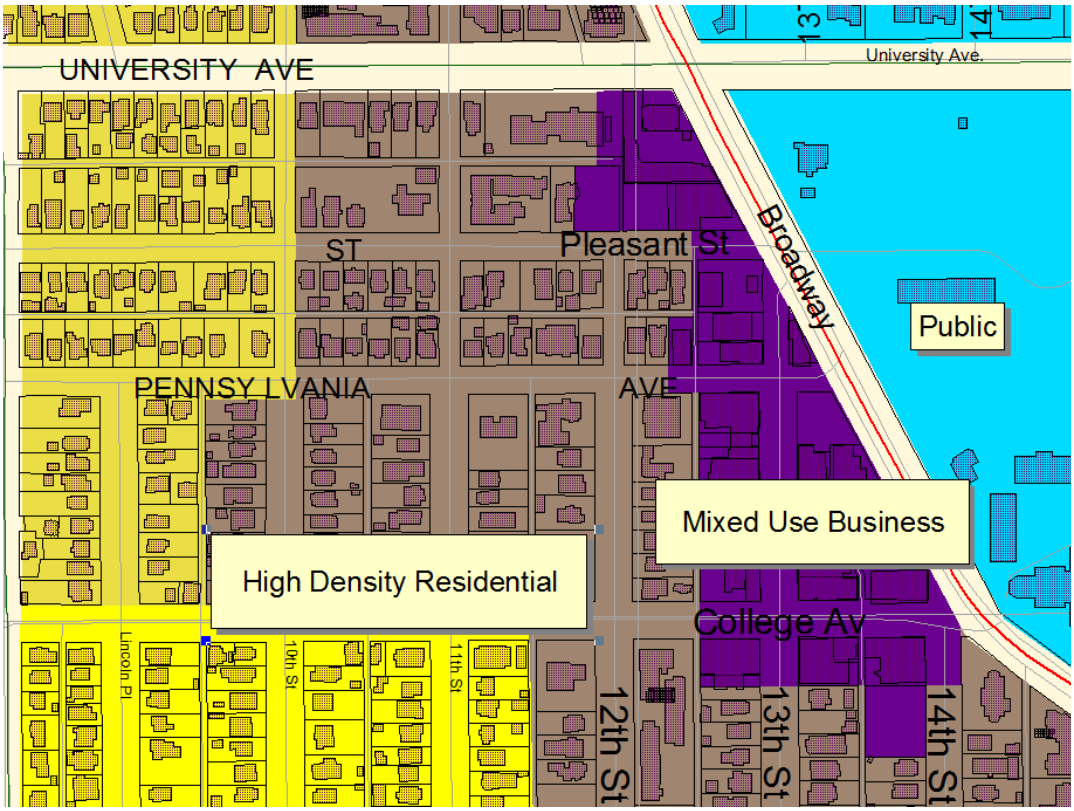
High Density Residential: *High density residential areas allow 14 or more dwelling units per acre.*

Mixed Density Residential: *Mixed density residential areas are permitted for roughly 7 dwelling units per acre.*

Low Density Residential: *Low density residential areas are permitted for between 2 and 6 dwelling units per acre.*

Public: *Areas owned and operated by the University of Colorado.*

BVCP Land Use Designation Map



IV. Implementing the Vision - Zoning on University Hill

The city's zoning regulations are one tool to implement the broader goals and policies of the community as established in Boulder Valley Comprehensive Plan (BVCP), and the desired mix of uses. The two zoning districts that apply to the University Hill commercial district are the Business Main Street (BMS) zoning district in the commercial area and Residential High – 5 (RH-5) zoning district immediately surrounding it as shown below. Areas west and south of the University Hill commercial district are zoned RMX-1 (Residential Mixed – 1) and Residential Low – 1 (RL-1) and are generally single-family in character. As the map shows below, areas subject to the university are zoned P (Public). The zoning districts applicable to the University Hill commercial district (BMS and RH-5) are discussed further below.

Zoning of Business District and Immediate Surrounding the District

Commercial/Mixed-Use District (BMS): *The BMS zone is a commercial mixed-use zoning district patterned after the character of historic Main Street business districts. BMS is designed to encourage development in a pedestrian-oriented pattern, with buildings built up to the street; retail uses on the first floor; residential and office uses above the first floor; and where complementary uses may be allowed. The zoning district is applied to three other areas in the city, and although they share many similar characteristics and goals with Uni Hill (e.g., mixed-use, pedestrian-oriented land use pattern), they are quite different in other ways (e.g., primarily neighborhood-serving and outside a parking district with lower intensity standards). Because of these differences, the zoning is structured so as to call out certain separate standards for Uni Hill ("areas within a parking district"), most notably, the maximum Floor Area Ratio (FAR; total floor area divided by the lot area) for the Hill is 1.85 in comparison to 1.00 FAR for other areas. This recognizes that, because of its location in a city-managed parking district, properties are not required to provide their own on-site parking, except for residential uses.*

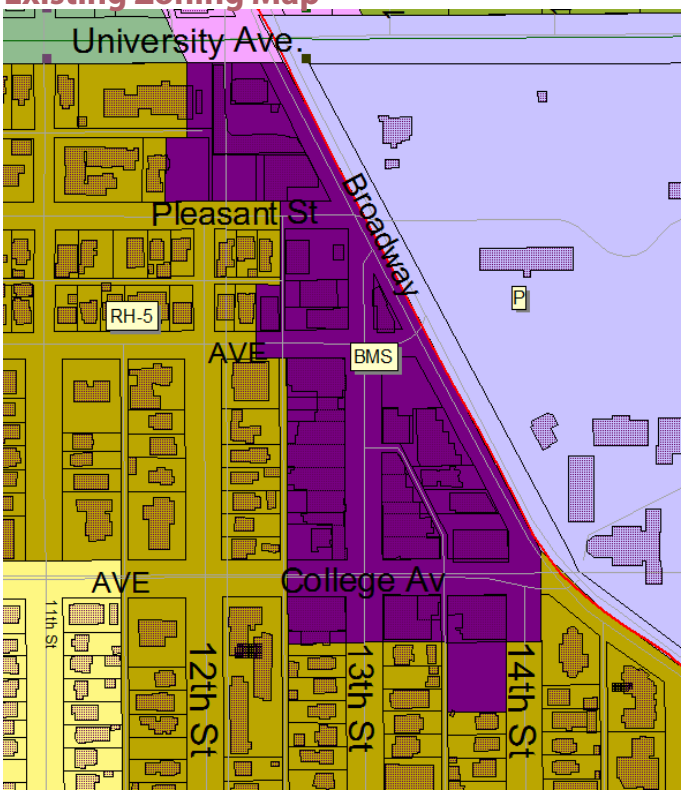
Adjacent Residential Area (RH-5): *Immediately surrounding the business district is the Residential High – 5 (RH-5) zoning district. RH zones are high density residential areas primarily used for a variety of types of attached residential units, including without limitation, apartment buildings, and where complementary uses may be allowed.*

RH-5 zones permit densities of 14 or more dwelling units per acre. Residential uses are allowed by-right and non-residential uses like offices or retail can be permitted with approval of Use Review application from the Planning Board. Other uses that would present more impacts on the neighborhood are prohibited.

The area has traditionally contained a mix of single-family and attached housing units that have been converted to student housing over time.

Site Review is required for any projects on a site greater than 2 acres or proposing 20 or more units. There are no FAR limits in the RH-5 zoning district. Building size limits are instead based on meeting other zoning district standards (e.g., open space, minimum lot area per unit, parking etc.).

Existing Zoning Map



Summary of Recent Developments

Most development on University Hill has occurred by-right (without Site Review) This is largely because the threshold for Site Review is relatively high at 50,000 square feet or redevelopment on a lot greater than 3 acres[5] . Further, because many of the design/form and bulk standards (e.g., setbacks, height, building location requirements) in the BMS zoning district are prescriptive and support the massing and context already seen on the Hill, projects have been able to be approved with a building permit.

Some recent redevelopment examples are:

The Lofts on the Hill: Construction of a mixed-use development at 1143 13th per approved Landmark Alteration Certificate. 5 dwelling units. 3,241 square feet for ground floor retail, 8,335 square feet for residential units on 2nd and 3rd floors. Total square footage: 11,576 square feet.

1155 13th: 6 dwelling units. 2,458 parking area, 2072 square feet restaurant/mercantile, 6,258 sf residential; Total square footage: 9605 sf floor area. (2009)

1350 College: Redevelopment of Jones' Drug site at the corner of College and 14th Street. Entailed the construction of two buildings and a parking structure, retail and restaurants on the first level and 13 dwelling units on levels two and three. Total square footage of two buildings: 7,987 and 15,000 square feet. (2010)

Analysis of How the Existing Zoning Implements the BVCP vision

An analysis of the BMS and RH-5 zoning districts for consistency with the adopted vision for the University Hill business district is provided in Appendix 4. The key findings from the analysis are summarized below.

BMS was applied to University Hill in recent history considering the zone's intent of allowing a mixture of uses and forms consistent with historic 'main street' neighborhood centers. BMS has been successfully implemented in other areas of the city, but in the case of the Hill, may be less successful given the intended vision of the area being both neighborhood and regional serving and the fact that the two primary commercial street frontages differ in building type and character. The Hill also differs in that it is within a general improvement district – UHGID – that was created to provide shared, unbundled district-wide parking and public space maintenance. This may suggest the need to create a more tailored zoning district for the Hill commercial district at some point.

Unlike other regional commercial areas, there is no transition between the Hill commercial area and the adjacent residential neighborhoods. Office uses can provide a good transition between commercial areas and adjacent residential neighborhoods; however, because of an existing Use Review criterion that discourages conversion of existing residences into offices, this use is very restricted in the existing High Density Residential zoning district next to the commercial area (i.e., RH-5). This may suggest creating a micro zone or overlay zone for a portion of the adjacent RH-5 zoning district where office uses could be encouraged.

5 As noted in the Zoning District analysis in Appendix 4, staff believes this threshold is an error that occurred in reformatting the zoning code in recent years and should be corrected to set the Site Review Threshold in BMS at 15,000 square feet.

V. Access, Parking Supply and Demand, and Potential "Catalyst" Development Sites

Access, Parking Supply and Demand

The University Hill commercial area has an overlay parking tax district that was created in the 1970s to supply shared and unbundled parking for the historic commercial district. The district, University Hill General Improvement District – UHGID – is similar to parking districts in the downtown and in Boulder Junction. The district owns and manages two of the three public parking lots in the hill commercial area – one on Pleasant Street, the other on 14th Street. The third parking lot on Pennsylvania is owned and managed by the University of Colorado. Commercial properties within parking districts are not required to provide on-site parking; new residential units are required to provide at least one space per unit. The city manages the UHGID parking as well as the on-street supply.

University Hill has variety of access options for all travel modes. Its location along the Broadway corridor affords it excellent transit access on multiple bus routes, including the high frequency Skip service. The transit stop with the highest boardings in the entire RTD system is several blocks away at Broadway and Euclid. The circulatory bus, the Hop, also provides service to the hill connecting it to the CU campus, downtown and the Boulder Valley Regional center. Being centered between the main campus of the University and adjacent high density student housing provides excellent and easy pedestrian access. Several "last mile" multi-modal options also exist on the hill: a B-cycle station was installed on the hill in 2014 and the Eco car sharing service has a location in the 14th Street district lot for easy access when an automobile is needed.

In the spring of 2014 the city conducted a Transportation Study in the commercial district in order to better understand the travel patterns of hill employees, business owners and visitors. The study also solicited feedback on the hill's strength and weaknesses. Here are some of the key findings:

Business Survey:

- 62% of employees typically drive alone to work
- 66% of employees live in Boulder
- 22% of employees are CU students
- The average size of hill businesses are 10.2 employees

Intercept Survey:

- 50% walk to hill
- 36% of those surveyed drove; 9% took the bus and 5% biked
- Of those walking, 26% were passing through the hill
- 52% were CU students.

In order to plan for future parking demand, UHGID funds studies that project future development within the entire commercial area. A 2013 development and parking study[6] projected a "build-out" scenario with a range of a different uses – both commercial and residential – that anticipated a commercial parking demand of between 690 and 612 additional parking spaces assuming a 20% reduction in demand based on multi modal use. In order to meet that demand, both UHGID parking lots would need to be redeveloped adding a total of 490 spaces to the existing parking supply.

"Catalyst" Sites

From as early as the 1993 Hill Plan, the role of "catalyst" sites has been a primary strategy for Hill revitalization. Catalyst sites are defined as key properties that are sufficiently substantial in size to accommodate redevelopment projects that can contribute to implementing the City Council vision for a greater diversity of uses, stakeholder partnerships and multi-modal access. Catalyst sites also provide the opportunity to achieve other Hill priorities such as creating public gathering areas, increasing public

6 2013-2014 University Hill Parking Analysis and Transportation Studies. See project website - https://boulderco lorado.gov/planning/uh-moratorium

art and increasing parking which has been identified as a key foundation to attracting more office use, entertainment and retail.

A diversity of business/residential uses in the Hill commercial district would help to create a year-round vitality to support business retention and attract new businesses. Business diversity has been hard to achieve within the existing historic buildings, and given the shortage of parking for additional office workers and business customers. Redevelopment of larger sites would offer an opportunity to address both these barriers to year-round vitality.

As in many historic areas, the existing surface parking lots present the greatest opportunity for redevelopment efforts. On the Hill, there are three surface parking lots – two are owned by the parking district (UHGID) and one by the University of Colorado. These sites and the gas station at the corner of Pleasant and 13th Street have been repeatedly identified over time as the four opportunity catalyst sites.

Partnerships play an essential role in the redevelopment of Hill catalyst sites for a variety of reasons.

First, as determined by the 2005 Hill Business Plan Study, the size of the Hill commercial district parcels are relatively small and do not provide the economic feasibility and scale of redevelopment to accommodate underground parking. Combining multiple parcels and/or utilizing the UHGID sites enables a scale of development with the highest likelihood of economic feasibility. Currently, negotiations are underway with a private developer for the redevelopment of the UHGID 14th Street parking lot which aggregates the parking lot with a property on 13th Street in order to provide access to the project's proposed underground parking garage from 13th rather than transgressing through the residential neighborhood along 14th Street.

Second, the need for replacing and accommodating parking, along with other multi-modal strategies, is fundamental to providing the infrastructure to create more diverse uses such as office and retail and entertainment that attracts a citywide or regional audience. Due to the confined space on the hill and basic urban design principles, the majority of parking provided within these redevelopments would be underground which is very expensive to build and operate. Creating a large enough building footprint affords a greater efficiencies of scale and parking layout. Should the hill remain a commercial district primarily catering to the basic needs of CU students as they travel between home and classes, then the need for additional parking would be questionable.

Thirdly, the property tax based parking district, UHGID, lacks the financial resources and muscle to finance the construction of structured and/or underground parking. Again, due to the constrained size of the district the property tax revenue generated within UHGID is $28,127 (compared with CAGID $1,110,605). According to analysis by the city's financial advisor, Piper Jaffrey, the UHGID district would not have the property tax valuation and revenues that would justify selling bonds to cover the garage construction costs repayment. This district financing method has been successfully employed to finance and build structured and underground parking facilities in the downtown. Hence, UHGID must explore innovative public/private partnerships with other entities including private developers and potentially new incentives to achieve the parking necessary to support the goals of the hill revitalization efforts.

VI. History

1301 Pennsylvania c. 1949, Constructed in 1909. In 1930, this was J. Quine's drug store and R. Mayes Harrison's Beauty shop. Today it is Buchanan's Coffee Shop and the Mac Shack. Photo courtesy of the Carnegie Branch Library for Local History.

University Hill History

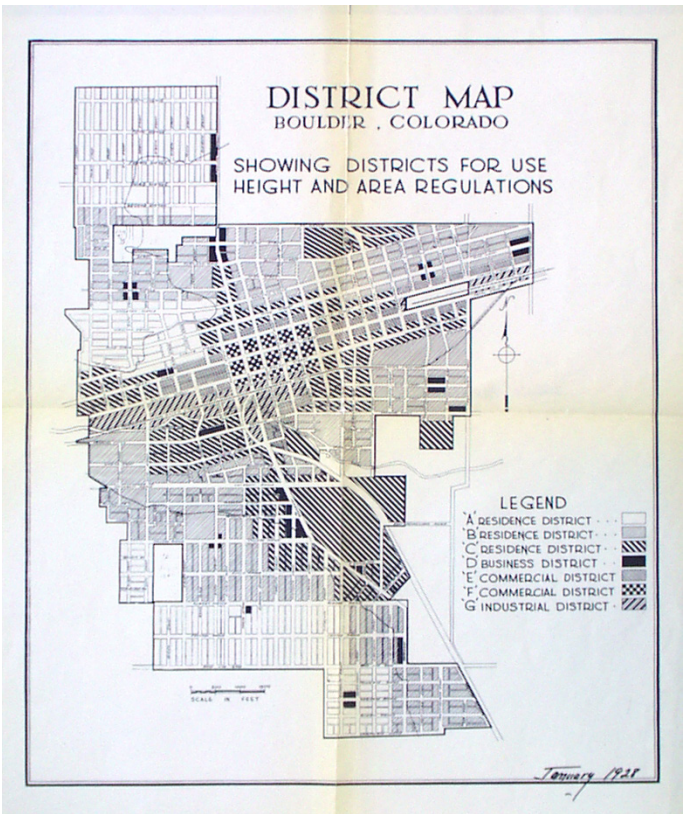
Development in the University Hill neighborhood began in 1899 with the establishment of Chautauqua and a streetcar connecting University Hill with downtown. By 1906, steady growth of the neighborhood resulted in the construction of the University Hill School. The area attracted professors and employees of the university, families who planned to send their children to CU, business and professional workers, and university students. Boarding houses sprang up in the area due to limited dormitory space on campus, along with many fraternity and sorority houses. A connection between the university and commercial district existed from the beginning of the area's development, driving demand for businesses near the campus. The first commercial building constructed in the area was the McConnell and Crane drug store at 1301 Pennsylvania Avenue, completed in 1909. Four other buildings, including one to house the Women's Athletic Association, were constructed in the 1910's.

By 1919, the slogan "on the Hill" was already being used in advertisements for the University Hill area. The Hill became a popular site for student gatherings and celebrations, and the Sunken Gardens, the Co-op and Greenman's were popular student hangouts.

While the city experienced little population growth during the 1920s, the University increased enrollment from 1,411 students in 1910 to 3,727 students in 1930. Business growth on University Hill . As such, the commercial district experienced significant growth, as a wall of commercial buildings emerged along the west side of the 1100 block of 13th Street. Faced with the changing character of the neighborhood, residents on the west side of the street began converting their dwellings to commercial uses, principally through the construction of additions onto the fronts and sides of existing houses. This "wrapping" of homes with business additions of incompatible styles engendered the desire among many University Hill residents that the business district be limited. These concerns resulted in the adoption of Boulder's first zoning ordinance in 1928. Centered around a proposed filling station at Pennsylvania Ave. and 13th St., the newly formed Planning and Parks Commission and City Council adopted a zoning code in 1928 that established zoning districts and limited uses. A Daily Camera newspaper article describes the contentious City Council meeting on December 20, 1927:

1101 13th Street c. 1950, Constructed in 1896. Originally the Phi Delta Theta Fraternity, a commercial addition was later added. This commercial addition, in the foreground, is now Yeye's Cafe. Photo courtesy of the Carnegie Branch Library for Local History.

"An ominous silence filled the council chambers. Every seat was taken. The room was filled with hot air from the pipeless furnace. People residing on the west side of Thirteenth Street from College to Euclid avenues sat on one stile of the hall and scowled at persons they suspected of liking the garage."



Boulder's very first, 1928 Zoning Map

The University Hill commercial district was granted the same zoning as the downtown district. While other business districts were proposed across the city, only a handful remained in when the zoning code was revised in 1948.

Due to the Great Depression and the onset of World War II, there was little commercial development during the 1930s and 1940s on the Hill. The Boulder Bookstore opened at 1215 13th St. and relocated in 1111 Broadway in 1965. The neighborhood was evolving into an area where students gathered to voice concerns, celebrate news, and display anger – a home away from home. The 1940's showed little growth in the Hill commercial district. World War II brought a decrease in enrollment at CU, leaving popular student hang out areas deserted. The 1950s, on the other hand, brought booming enrollment, and with it large commercial development on the Hill. A growing student population led to the development of the Flatirons Theater and Tulagi's, marking the beginning of the Hill Commercial Area as a destination for music and entertainment. Both Tulagi's and the Sunken Gardens received their liquor licenses after some protest from the public, and once again, the Hill was a site for off campus celebration.

The 1960s brought the construction of six new buildings in the Hill commercial district, along with political unrest. Student activities changed from the usual homecoming parades and pep rallies to protests against the Vietnam War, resulting in confrontations, teach-ins, and mass student meetings. Police were assigned foot patrol on the Hill to enforce the new ordinances adopted to combat the increased loitering, panhandling, and vandalism on the Hill.

The Colorado Bookstore relocated to 1111 Broadway in 1965. According to the Daily Camera archives, the building cost $167,000 and was clad in white quartz with large plate glass windows. However, the building suffered extensive damage during riots in 1971, and many of the window openings were filled in with CMU block.

In 1970, the City created the University Hill General Improvement District (UHGID) to fund parking and maintenance services along the 13th Street commercial corridor. The geographic area of UHGID was doubled in 1978, and the scope of UHGID was expanded in 1985 to include pedestrian, bicycle, transit and aesthetic improvements.

Even into the 1980s, the Hill Commercial Area was a shopping destination that attracted customers from the Hill neighborhood and citywide, with men's and women's apparel stores such as The Regiment, Buchanan's, Scott's Unlimited, Kingsley and Company and Jacque Michelle's.

Colorado Bookstore at 1111 Broadway in the 1960s. Photo courtesy of the Carnegie Branch Library for Local History and the Boulder Daily Camera.

1089 13th Street, Constructed in 1950.
After its opening in 1951, this building functioned as the Flatirons Theater, and today contains retail uses. Courtesy of the Boulder Carnegie Branch Library for Local History.

Sanborn Map of the HIll in 1931 with the boundaries of the modern day BMS zone superimposed.

In the 1990s and 2000s, several businesses that had attracted customers from across the city closed and were replaced by uses catering to university students. Closures included two professional men and women's clothing stores--Kingsley and Company and The Regiment--a high end jewelry store and florist, and the Flatirons movie theater.

No new development occurred on the Hill from the 1970's to 2009, when two new mixed-use residential projects were constructed. The first one included additions above the existing buildings at 1143 and 1155 13th Street and the second one was the redevelopment of the former Jones' Drug site at the SW corner of College and 14th Street. Both projects added student rental housing above retail stores.

In 2008, the Council expanded the purview of the previously parking-focused UHGID to include other aspects of the Hill Commercial Area including health, safety, aesthetics, economic vitality, and sustainability.

Over the decades, the hill commercial district has been shaped by the interplay between the university and the adjacent residential neighborhoods, as well as the political and social issues of the times. To this day, the Fox is an entertainment venue that attracts nationally known musically acts of the day.

VII. Existing and Potential Future Incentives

Existing Programs

Economic Vitality

The City of Boulder's Office of Economic Vitality offers two programs that are used to support both existing businesses and business attraction efforts. The Flexible Rebate program started as a pilot program in 2007 and is now funded annually, with $350,000 in funding budgeted in 2014. Primary employers (50% or more of revenues from outside Boulder) may apply for tax and fee rebates. The second program is a revolving loan fund operated by the City in partnership with the Colorado Enterprise Fund. The micro-loan fund targets businesses that may not qualify for conventional loans.

City of Boulder Permanently Affordable Housing Program

The City administers a variety of programs to ensure a supply of affordable ownership and rental units. Since the late 1980s, the city has created over 3,250 units (includes 242 shelter and group home beds) that are considered affordable. Of those approximately 35 percent are ownership units and 65 percent are rental units owned and managed by city partners. The City adds new units every year with a goal of permanently affordable housing units accounting for 10 percent of overall housing stock. At the end of 2013, 7.2 percent of all housing units in Boulder were permanently affordable.

The City uses a variety of funding mechanisms to create and maintain a stock of affordable homes. In addition to federal HOME Investment Partnerships Program and Community Development Block Grant (CDBG) funds, the programs are funded through local Community Housing Assistance Program (CHAP) and Affordable Housing Funds (AHF). The sources of the local funds are property tax revenue, Inclusionary Housing cash-in-lieu contributions, the downtown linkage fee and the Housing Excise Tax.

One major source of affordable units is Inclusionary Housing. Adopted in 2000, Boulder's Inclusionary Housing (IH) ordinance requires that new residential development contribute at least 20 percent of the total units as permanently affordable housing. Inclusionary Housing options for meeting this requirement include constructing on-site permanently affordable units, dedicating off-site units (existing or newly built) as permanently affordable, dedicating vacant land for affordable unit development or paying cash in lieu. Affordable units produced through IH are priced to be affordable to low- and moderate-income households and have deed restrictions which limit appreciation and require they be sold or rented to income-qualified households in perpetuity.

The cash provided in lieu of providing affordable units is combined with other local and federal funds and used to: develop new affordable homes, acquire and rehabilitate existing building as affordable, fund programs such as new home buyer training and foreclosure prevention, rehabilitate and maintain existing affordable rental units and to purchase land (land banking) for future affordable housing development.

There are two types of units in the Affordable Housing Program – ownership and rental. The City does not own any permanently affordable units. Ownership units are owned by the individual and rental units are owned and maintained by city partners (i.e. Boulder Housing Partners, Thistle).

<u>Ownership Program</u>

The Division of Housing administers the Homeworks program. Homes are sold at below market-rate prices to income eligible buyers. Homes are permanently affordable and governed by an Affordability Covenant that limits the resale price and places other restrictions on the home. Eligibility for the program is a combination of income and assets (shown below). Homes for sale in this program are listed on the Division of Housing website.

Income Max

Homes are available for two income groups:

	1 person	2 people	3 people	4 people	5 people
low/ moderate income	$51,490	$58,850	$66,220	$73,520	$79,450
middle income	$76,400	$87,360	$98,330	$109,110	$117,990

Based on gross income for standard employees and net income for self-employed people

Assets Max

	1 person	2 people	3 people	4 people	Each Additional Person
low/moderate income	$55,000	$70,000	$85,000	$100,000	+$15,000
middle income	$140,000	$155,000	$170,000	$185,000	+$15,000
recently divorced	$85,000	$100,000	$115,000	$130,000	+$15,000
permanently disabled	$140,000	$155,000	$170,000	$185,000	+$15,000
retired	$85,000	$100,000	$115,000	$130,000	+$15,000

Exempt Retirement Assets

Retirement assets can be deducted based on this chart. Assets must be in a designated retirement account to be exempted.

Age	Exempt Amount
Under 40	$30,000
40-55	$55,000
Over 55	$110,000

Rental Program

Eligibility for rental units is typically determined by income and other factors. For example, Thistle requires two years of satisfactory rental history and a combined gross income of three times the monthly rent. Income limits are based on household size (see chart).

Household Size	1 Person	2 People	3 People	4 People	5 People
Max Income Allowed	$38,520	$43,980	$49,500	$54,960	$59,400

Additional limits vary by property and may include no felony arrests or convictions within five years, no evictions within five years, no monies owed to current or previous landlords, no bankruptcy that has not been discharged, and no wage garnishments which cause the applicant to be outside the rent to income ratio of 30-40 percent.

Students in Affordable units

Permanently affordable ownership units are available to a large segment of the Boulder population. Traditional Boulder students (18-22 years old) are unlikely to quality to purchase an affordable home through the Homeworks Program. These requirements include documenting paid work that averages a minimum of 30 hours per week and having sufficient income to qualify for a mortgage. By design this program is intended to provide workforce housing solutions and not student housing.

Affordable rental units are also not intended to serve traditional Boulder students. For example, rentals utilizing federal tax credits are allowed to serve households comprised entirely of full time students only under very limited circumstances. Thistle only allows full time students with two years of successful rental history that meet one of the following conditions: participants in Aid to Families with Dependent Children, or a federal/state/local job training program, single parent, married filing joint tax returns.

Potential Incentives

Innovation/Creative/Arts District for the University Hill Commercial District

Building on the essential, innate qualities of the Hill Commercial District including creativity, youthfulness, and energy, and Innovation/Creative/Arts District is envisioned to transform the Hill from a primarily student-services center to an area fostering creativity in the broadest sense. This multi-faceted approach would not be confined specifically to the "arts" in the traditional sense but on the creative process producing a climate and culture of innovation, interaction, inclusion, experimentation and vibrancy within the Boulder context. A special focus could be to recapture and build on the musical tradition of the Hill including such resources as the Fox Theater, Tulagi's, and Albums on the Hill. The potential strategies include:

- Collaborate with the university's entrepreneurial, cultural, scientific, and arts programs to bring these creative endeavors across Broadway, including the Conference on World Affairs and Maymester programs;
- Create community partnerships and incentives to develop facilities that would include innovation/creative/artistic components;
- Create incentives for business and redevelopment which fit this special district criteria, including media, design, technology and web based sectors;
- Promote, fund and encourage public arts and arts programming;
- Consider innovative regulations and new approaches to encourage experimentation; becoming a "test site" for new ideas;
- Create innovative public spaces that promote the arts and creativity such as the Event Street on Pennsylvania Avenue recently approved as part of the Community, Culture and Safety ballot initiative.

Several initiatives have been undertaken to explore this concept. An Urban Land Institute (ULI) Technical Advisory Panel (TAP) was commissioned which offered concepts for district arts and marketing; an application was submitted to the State of Colorado in the first year for a creative district designation which was not received; the CU Maymester workshop about civic engagement and the arts was conducted; the International Town Gown Association Conference hosted events on the Hill; and murals have been painted on the Flatiron and Fox Theaters in 2011 and 2014 by students in the CU Libby Residential Academic Program (RAP). The city's first pilot parklet was commissioned and installed for six months in 2014, and Spark, a CU student co-working space focused on innovative entrepreneurship was opened at the beginning of 2014.

Financial Rebate Program

To expand upon the city's existing programs, the city could consider a pilot rebate program for properties on the Hill that add a specified amount of office use or otherwise do something that addresses the needs that have been identified to fully implement the BVCP vision. Rebates could be related to construction use tax or the city portion of property tax for a specified period (e.g., 5 years, 10 years). Exploring this option will require analysis of what criteria would be used to qualify, what level of incentive would have the needed impact that would justify the city's investment, and what an appropriate application and approval process would look like. Also, if pursued, the concept of an Innovation/Creative/Arts District role in shaping incentives that meet an agreed upon vision.

Historic Preservation Tax Credits

Federal and state tax laws provide tax incentives for historic preservation projects that follow the Secretary of the Interior's Standards for Rehabilitation and are listed on the national or state register.

In 1996 and 2008, the University Hill Commercial District was surveyed and identified as a potential local and National Register Historic District. Additional survey and community engagement efforts would be required before consideration is given to designating the area. If designated, property owners would be eligible for tax credits of up to 50% of costs for interior and exterior rehabilitation.

Federal Tax Credits

Federal Tax Credits are available for income-producing properties that are listed in the National Register of Historic Places: The 20% tax credit is available to properties that are either listed individually or as a contributing building to a district.

The 10% federal tax credit is available for properties built before 1936 and are not individually eligible. The minimum project cost to be eligible for credits is typically $5,000, with no maximum credit.

A 20% reduction in the amount of income tax owed is available to owners of properties meeting specific criteria. In brief, the property must be income producing (i.e. owner occupied residential structures are not eligible) and listed or eligible for listing in the National Register of Historic Places, or a contributing building to a National Register District. Work must follow the Secretary of the Interior's Standards for rehabilitation, be approved by the State Historic Preservation Officer, the National Park Service, and the IRS.

A 10% reduction in the amount of income tax owed is available to owners of historic properties meeting less stringent criteria than the 20% tax credit. This 10% credit is available for properties that are not eligible for the National Register and are not considered contributing to a historic district. The building must be income producing, built before 1936, and reviewed by the IRS.

State Tax Credits

The State Income Tax Credit is available for properties that are locally designated and there is a $5,000 minimum rehabilitation cost and a maximum credit of one million dollars. In 2014, State legislation was passed to further strengthen the tax credit programs in Colorado. Beginning in 2015, the project cap for state tax credits will increase from $50,000 to one million dollars per property and the credits are now allowed to be transferred. Projects with qualified costs over one million dollars are eligible for a 20% state tax credit, while projects under one million are eligible for a 25% tax credit. Additionally, communities such as Boulder that have been declared a disaster relief area by the governor or president are eligible for an additional 5% tax credit available, increasing the potential State Tax Credit to 30% for projects with qualifying cots under one million dollars. Qualifying costs include work to the interior and exterior, such as re-roofing, refinishing floors and replacing or repairing the plumbing and electrical systems.

In Boulder, Tax Credit Applications are reviewed by city Historic Preservation Staff. Additional information on the available programs is available online at www.historycolorado.org/oahp/available-programs.

Local Historic District Incentives

Owners of locally designated properties may be eligible for the following incentives:

- Sales tax waiver on construction materials if at least 30% of the value of materials is for the building's exterior.
- Waivers from certain provisions of the International Building Code if approved by the Director of Development and Inspection Services. For example, lower railing heights may be permitted if historically compatible and safe.
- The potential for the Board of Zoning Adjustment to grant a variance for a historic building if it is determined that the development in conforming locations on the lot or parcel would have an adverse impact upon the historic character of the individual landmark or the contributing building in a designated historic district. Section 9-2-3 (4)
- An exception to the solar access requirements for additions to properties in an historic district to encourage compatible roof designs. Section 9-8-14(6)(D)
- Eligibility for the Colorado State Historical Fund. Grants are available for projects in the following categories: acquisition and development (must be a local landmark or on the State or National Register), education projects, and survey and planning projects.

See Appendix 3 for a table of Historic Preservation Tax Credits., Available Programs and information on implications of designation at the national, state, or local level.

VIII. Preliminary Findings and Potential Strategies to Explore Further

As Of November, 2014

The following section was prepared following the end of Phase One in November, 2014. These findings and strategies have continued to be refined as additional feedback has been received from the public and Planning Board. See recent project documents for updated findings and strategies.

Preliminary Findings

One overall findings is that:

The biggest gap between the City's adopted vision for the Hill and the current situation is that the uses do not attract a diversity of users. The proximity of the University provides significant economic, intellectual and cultural benefits and has influenced the Hill's existing unique, student-centric and bohemian character. While it is neither desired nor necessary to change the student-focus of the Hill, diversifying the users and uses will make it more lively year-round and attractive to the community at large.

Specific findings include:

1. There may already be an over-concentration of housing in this small commercial district. There are 103 dwelling units within the Hill Commercial District. This compares with approximately 130 units Downtown, yet the Hill is only 11.5 acres in size whereas the Downtown encompasses approximately 108 acres While the presence of housing close to any commercial district adds vitality and built-in shoppers, the hill commercial area has an abundance of high density residences on three sides already and residences account for a higher share of square footage than is traditionally expected in a commercial district. Furthermore, the recent economic analysis done by Economic & Planning Systems, Inc. (EPS) concludes that the demand for residences located in the hill commercial area "is almost completely for student oriented housing."[7] More student rentals clustered in this small area could create a party-like atmosphere and noise impacts that conflict with the hill vision as a safe, comfortable place to shop, work, visit, and live.
2. There are very few offices on the hill, yet office uses could potentially play a crucial role in adding a year-round diversity of ages and professions on the hill. There are only 8 office uses housed in only 3% of the total building square footage on the hill, and few more in the immediate neighborhood. Although the EPS re appears to be a strong market for office uses in the core area of the city, few offices have located on the Hill in recent years, despite its proximity to CU and Downtown and its location in one of the most transit-rich locations in the region.
3. The Hill Commercial District has two primary commercial street frontages, each with its own distinct character and relationship to the public realm, and it may be appropriate to identify sub-districts to address the unique opportunities and challenges of each area. 13th Street is the historic heart of the district, with its historic commercial buildings and music venues. Broadway forms the interface with the CU campus and is a bustling street with an eclectic mix of structures. The cross streets of College, Pennsylvania, and Pleasant run perpendicular to, and connect the main streets, and serve as pedestrian corridors between the university and the high density student neighborhoods. These areas have different lotting patterns, building character, and relationships to the public realm.
4. EPS' updated analysis of the market potentials for future development in the Uni Hill area[8] found that among the barriers to expanding the diversity of uses and users on the Hill are:
   a. Insufficient public parking, particularly for professional office uses and city-wide-serving retail uses;
   b. Lack of another attraction or anchor that could change the current market perception of being just for students and market demand to attract a broader visitor mix; and
   c. The somewhat run-down aesthetic of portions of the hill.

7 November 18, 2014, memorandum from Dan Guimond and Matt Prosser; EPS, see Economic and Planning Systems, University Hill Reports

8 November 18, 2014, memorandum from EPS, Economic and Planning Systems, University Hill Reports

Potential Strategies to Address the Findings

Following public input on this Phase 1 Report, the City will work with EPS to understand the financial gaps that hinder the development of office and other desired uses on the Hill today, and to identify potential approaches the city could take to encourage or require change. Potential strategies that could address the above findings and may be appropriate to analyze further include:

Parking

A. Promote public/ private redevelopment on the two University Hill General Improvement District (UHGID) surface parking lots to add more parking on the Hill and provide catalyst developments to bring new uses the to the Hill.

Uses

B. Create a density bonus for office uses. (Would need to determine the "base" allowable density; direction to date from city council is not to increase currently allowable FAR. Would also need to determine type of office spaces that would be eligible and what the level of bonus would be.)

C. Create an overlay zone in the adjacent RH-5 residential zone to encourage office uses in existing residential structures.

D. Prohibit new residential uses, but allow existing uses to stay by defining them as "conforming" uses.

E. Prohibit new residential, except Permanently Affordable or Senior Housing.

F. Prohibit new residential, with exceptions as in E, but only above the 1st floor.

G. Allow market rate housing only on partial 3rd floors if in conjunction with rehabilitation of an existing building, or in new buildings when in conjunction with a use or "public benefit" that helps implement the Hill vision. (Would need to define what constitutes public benefit.)

Financial Incentives

H. Consider pilot tax rebate program for properties that add desired uses that are difficult to attract or that provide a "public benefit" that helps implement the BVCP vision. (Would need to define what constitutes "public benefit", could be in combination with Option I.) Exploring this option would also require analysis of what criteria would be used to qualify, what level of incentive would have the needed impact that would justify the city's investment, and what an appropriate application and approval process would look like.

I. Consider National Register Historic District designation, allowing eligible properties to take advantage of up to 50% income tax credits (20% for federal income tax credits plus 30% state income tax credits beginning in 2015). Can be used for maintenance and repair as well as rehabilitation.

Programs

J. Consider the creation of Innovation/Creative/Arts District. Build on the essential, innate qualities of the Hill including creativity, youthfulness, and energy, and expand it to foster creativity in the broadest sense for a diversity of users. Potential strategies could include:

- Collaborate with the university's entrepreneurial, cultural, scientific, and arts programs to bring these creative endeavors across Broadway, including the Conference on World Affairs and Maymester programs;
- Create community partnerships and incentives to develop facilities that would include innovative/creative/artistic components;
- Create incentives for business and redevelopment which fit this special district criteria, including media, design, technology, and web based sectors;
- Promote, fund and encourage public art and arts programming;
- Consider innovative regulations and new approaches to encourage experimentation; become a "test site" for new ideas;
- Create innovative public spaces that promote the arts and creativity such as the Event Street on Pennsylvania Avenue recently approved as part of the Community, Culture and Safety ballot initiative.

Appendix 1

Uni Hill Moratorium Project Background

On July 29, 2014, City Council approved an emergency ordinance, to expire on August 20, that suspended acceptance of all building permits or site review applications that would add floor area *of any kind* in the Hill Business District. On August 19, 2014, City Council adopted a substitute ordinance that more narrowly suspends the acceptance of building permit and site review applications to add *residential floor area* within the University Hill business district until March 18, 2015.

The purpose of the ordinance is to provide the time necessary to address a current economic environment that strongly favors student rental housing in the University Hill commercial district, making it difficult for more diverse uses that could help to preserve and enhance the neighborhood's character to compete in the market place.

The timeframe for this project is very tight, so it is important that the scope remain narrowly focused on zoning district standards, uses, and boundaries. The project is not intended to create a new vision nor to address all of the issues surrounding implementing the larger vision for the area.

Although the project will attempt to address some issues related to market dynamics and what it will take to make implementing the Hill vision financially feasible, it will not solve them. Rather, the focus is on preventing a short-term economic situation from imposing long-term changes to the character of the Hill.

Solving the underlying issues and implementing council's goals for the Hill will require a variety of longer-term efforts, including those that are currently underway as part of the city's overall Hill Reinvestment Strategy[1] that consolidate the past efforts and concepts[2] into a three-pronged approach as directed by Council (e.g., public safety/code enforcement, beautification, pilot residential services district; redevelopment of catalyst sites, and creating organizational structures that can represent the diverse interests of Hill stakeholders and identify funding sources to sustain the vitality of the Hill over time).

The official vision for the University Hill Business District is described in Boulder Valley Comprehensive Plan (BVCP), adopted in 2010 and the University Hill Area Plan Summary, adopted in 1996. In short, both descriptions are of a an activity center that is pedestrian-oriented, with a rich mix of uses to serve the university, adjacent University Hill neighborhood, the city as a whole and the region.

The goals for this moratorium project are to:

- Refine zoning district boundaries, uses, and standards to bring them in line with the BVCP vision for the area
- Demonstrate a clear understanding of market dynamics and property owner needs and desires, as well as those in the adjacent university and surrounding neighborhood
- Identify and/ or develop incentives that make implementing the Hill vision economically feasible
- Support and coordinate with concurrent efforts to implement the Hill vision

Over the years, the University Hill Commercial district has been the subject of many plans and studies as described in Appendix 4. Therefore, this project is not starting over, but rather building on the work that has already been done.

The project includes the following phases and schedule:

1. Project Start Up, Information Gathering, Issue Identification	Sept. and Oct. 2014
2. Preliminary Options and Outreach to Stakeholders	Nov. 2014
3. Refine Options and Develop Staff Recommendation	Dec. 2014
4. Board and Commission Public Hearings and Recommendations	Jan. 2015
5. City Council Public Hearings and Decision	Feb. and March 2015

This report summarizes the results of Phase 1. A separate report summarizing the results of the Options and Public Outreach will be prepared at the end of Phase 2.

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1 See Appendix 4 for a description of the components of the Hill Revitalization and Reinvestment Strategy

2 See Appendix 5 for a summary of past Uni Hill studies and planning efforts

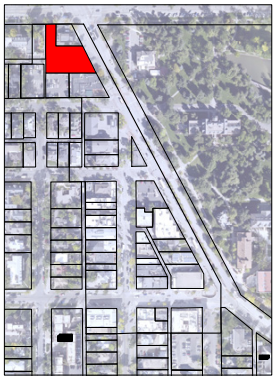
Appendix 2
Detailed Parcel and Land Use Inventory

1) 1335 Broadway

Year Built: 1977

Uses: Restaurant, Residential

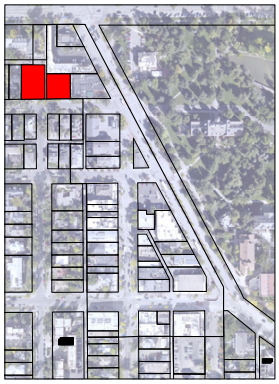
2) 1313 Broadway



Year Built: 1958

Uses: Fast Food, Retail, Office, Service

3) 0 and 1155 Pleasant



1153 Pleasant St., c. 1949

1155 Pleasant St., c. 1949

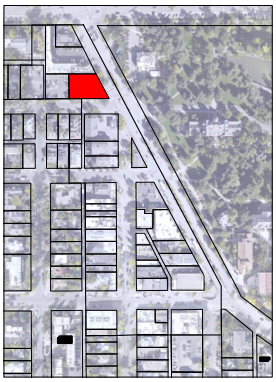
1215 Pleasant St., c. 1949

1223-1225 Pleasant St., c. 1949

Before this parking lot was constructed, this was the location of a few residential homes. 1153 Pleasant St., constructed in 1896, was the home of R. Emmett Arnett, a boulder pioneer and owner of the Arnett Hotel.

Historic photos of selected properties in this section courtesy of the Boulder Carnegie Branch Library for Local History.

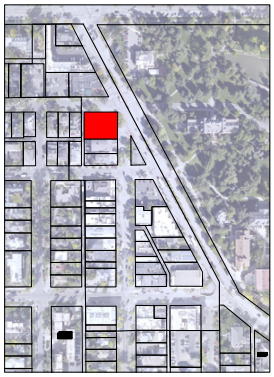
4) 1301 Broadway



Year Built: 1925

Uses: Retail, Restaurant

5) 1275 13th Street



Year Built: 1987

Uses: Convenience Store

6) 1211 13th Street

1211 13th Street, c. 1949

Year Built: 1912

Uses: Retail, Fast Food, Residential

This first opened up as the Varsity Hall in the 1910s. Later businesses in the 1930s and 1940s included the Dinner Bell Café, Banta Alf, and "Dugout" cleaners.

7) 1203 13th Street

1203 13th Street, c. 1954

Year Built: 1912

Uses: Unfinished Area, Retail, Residential

This building was originally a fraternity house. In the 1950s, a commercial addition was added. Businesses included Heflin's Jewelry and a dentist's office. Today it is the Innisfree Poetry Bookstore & Café.

8) 1219 Pennsylvania

1219 Pennsylvania Ave., c. 1949

Year Built: 1928

Uses: Retail, Office, Residential

Originally the Tavern restaurant in 1928, this building was later Ross Chiver's athletic goods store in the 1950s. Today it is Al's Barber Shop.

9) 1301 Pennsylvania

1301 Pennsylvania Avenue, c. 1949

Year Built: 1909

Uses: Retail, Restaurant

In 1930, this was J. Quine's drug store and R. Mayes Harrison's Beauty shop. Today it is Buchanan's Coffee Shop and the Mac Shack.

10) 1226 Pennsylvania Avenue

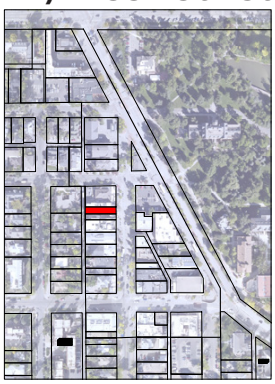
1226 Pennsylvania Avenue, c. 1953

Year Built: 1923

Uses: Retail, Restaurant, Office, Residential

This was originally a house occupied by J.W. and Eva Mott in the 1910s. By 1930, this was Sommer's Sunken Gardens restaurant. Today it is the Sink restaurant.

11) 1155 13th Street



1155 13th Street, c. 1957

Year Built: 1954 - *Individual Landmark*

Uses: Restaurant, Residential

This first opened as Kinsley & Co. which was a men's clothing store and haberdashery. Today this is the Project Pie restaurant.

12) 1149 13th Street

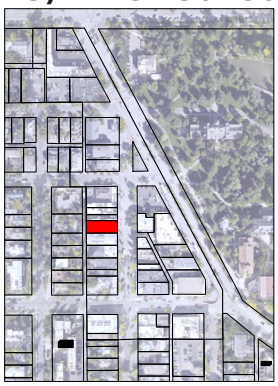
1149 13th Street, c. 1949

Year Built: 1910

Uses: Restaurant

Businesses in this building during the 1930s included a barber shop and shoe shiner. In the 1940s the barber shop was renamed the University Barber Shop. Today this is Mamacita's restaurant.

13) 1143 13th Street



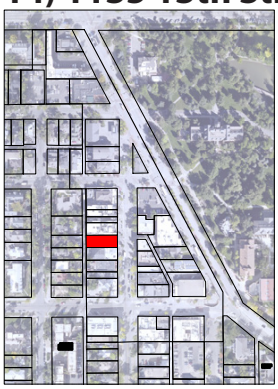
1143 13th Street, c. 1949

Year Built: 1920 - *Individual Landmark*

Uses: Restaurant, Residential

Originally the Silver and Gold Cleaners in the 1920s, other tenants included a shoe shop, a post office, and the Buffalo Press. Today it is a Five Guys restaurant.

14) 1135 13th Street



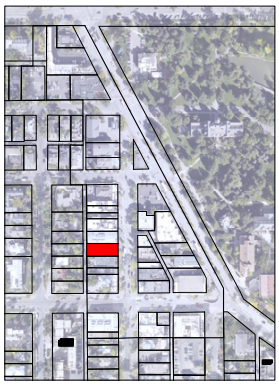
1135 13th Street, c. 1952

Year Built: 1926 - *Individual Landmark*

Uses: Entertainment

Originally the Rialto Theater, this building also functioned as a dance hall and night club in the 1930s and 1940s and as a cafeteria in the 1950s. Today, it is the Fox Theater.

15) 1129 13th Street



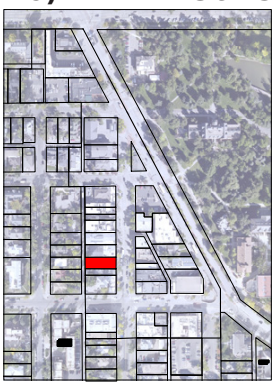
1129 13th Street, c. 1952

Year Built: 1952

Uses: Retail, Restaurant

This building first opened as Tulagi's, a night club and concert venue. It closed in 2003. Today this building is occupied by Boss Lady Pizza and Red Mango smoothie bar.

16) 1121 13th Street



Year Built: 1965

Uses: Unfinished Area, Retail

17) 1119 13th Street

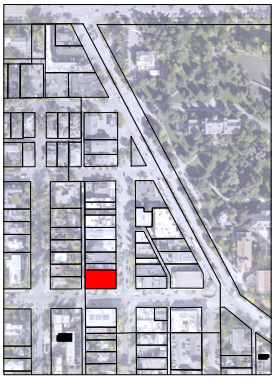
1119 13th Street, c. 1955

Year Built: 1955

Uses: Retail

Originally Scott's Ltd. women's clothing store, today this is a Qdoba restaurant.

18) 1101 13th Street



1101 13th Street, c. 1950

Year Built: 1896

Uses: Restaurant, Residential

Originally the Phi Delta Theta Fraternity, a commercial addition was later added. Tenants included The Elms and McDowell's House of Photography. Today it is the Espresso Roma Café.

19) 0 Broadway

0 Broadway (1165 Broadway), c. 1949

Uses: Parking Lot

Before this parking lot was constructed, the building at 1165 Broadway was located here. It functioned as the Alpha Tau Omega fraternity. The chapter functioned from 1901 to 2002.

20) 1144 13th Street

1144 13th Street, c. 1952

Year Built: 1917

Uses: Unfinished Area, Retail, Residential

In the 1920's, businesses included A&B Kash-Karry Grocery, P.B. Paddock Men's furnishings, and University Hill shoe repair. Today this is the Lollicup Café, Brazil on the Hill, and Doomd Ink.

21) 1130 13th Street

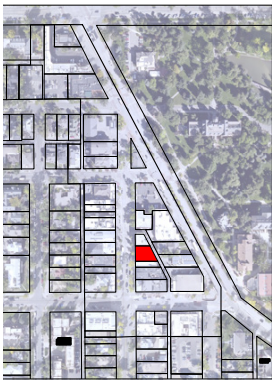
1130 13th Avenue, c. 1949

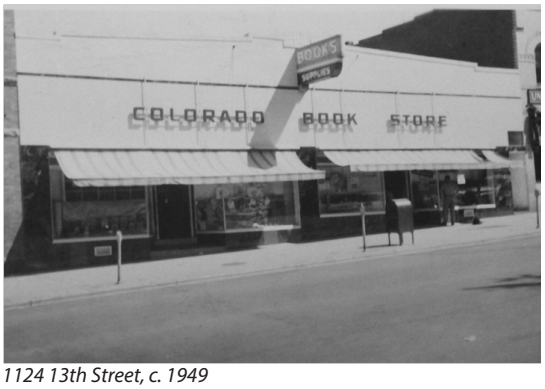
Year Built: 1900

Uses: Unfinished Area, Convenience Store, Residential

In 1916, this was the University Store. From 1920 to the 1950s, Greenman's Drug Store and University Store Booksellers occupied the building. Today this is the University Hill Market & Deli.

22) 1124 13th Street





1124 13th Street, c. 1949

Year Built: 1939

Uses: Restaurant, Retail

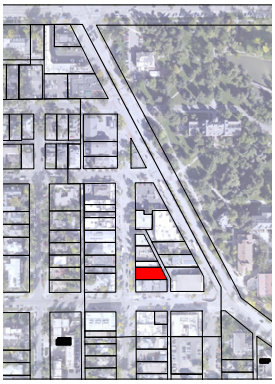
Originally the Colorado Book Store, this building is now occupied by Abo's Pizza and an album store.

23) 1118 13th Street

Year Built: 1911

Uses: Unfinished Area, Retail, Residential

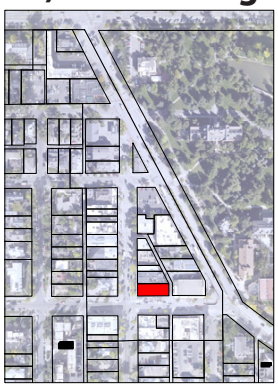
24) 1110 13th Street



Year Built: 1913

Uses: Restaurant, Residential

25) 1321 College Avenue



Year Built: 1927

Uses: Retail, Restaurant, Residential

26) 1089 13th Street (Flatirons Theater)

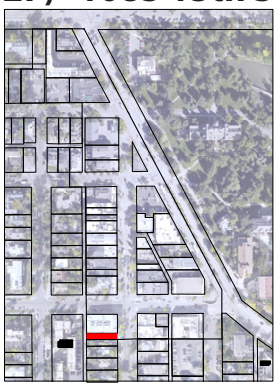
1089 13th Street, c. 1951

Year Built: 1950 - *Individual Landmark*

Uses: Retail

Since its opening in 1951, this building has functioned as the Flatirons Theater. The architect Byron Hale Kaufman designed the theater with about 1,000 seats, a fireproof projection room, and a nursery.

27) 1083 13th Street



Year Built: 1979

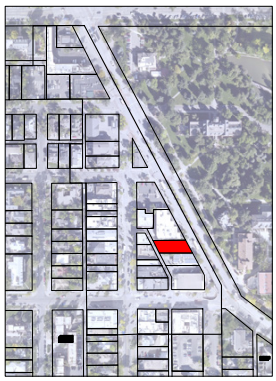
Uses: Residential

28) 1135 Broadway

Year Built: 1960

Uses: Retail

29) 1127 Broadway



Year Built: 1925

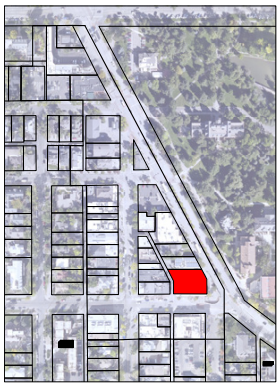
Uses: Residential

30) 1121 Broadway

Year Built: 1964

Uses: Office, Retail

31) 1111 Broadway

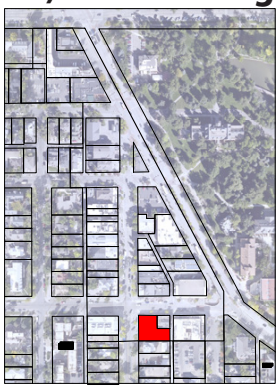


1111 Broadway - Colorado Book Store, c. 1960s

Year Built: 1965

Uses: Unfinished Area, Retail

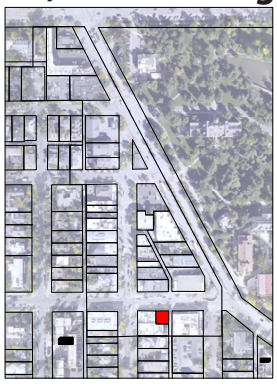
32) 1310 College (Hilltop Building)



Year Built: 1965

Uses: Unfinished Area, Restaurant, Office, Retail

33) 1324 College



1324 College Avenue, c. 1949

Year Built: 1949

Uses: Restaurant

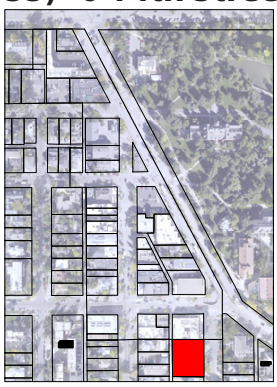
Past businesses of the 1950s included the Little Polar Bar Ice Cream shop and the French Boot Shop. Today it is the Waffle Brothers, Deli Zone, and Illegal Pete's.

34) 1350 College

Year Built: 2011

Uses: Attached Garage, Retail, Residential

35) 0 14th Street



1077 14th St. c. 1958

1061 14th St. C. 1949

1069 14th St. c.1949

Uses: Parking Lot

Before this parking lot was constructed, this was the location of three residential homes. In the 1950s, 1077 14th St. was the location of the Episcopal Student Center.

Number	Address	Existing Square Footage	Square Footage of Each Land Use		Dwelling Units	Projected additional square foot per RRC study	Businesses
1	**1335 Broadway**	6,698	Restaurant	3,530		7,519	Vacant The Rib House - 1335 Broadway
			Second Floor	2,928			
2	**1313 Broadway**	17,769	Fast Food	192		24,566	All Businesses at 1325 Broadway
			Retail	17,577			Bova's Frozen Yogurt Bova's Pantry Vacant Santiago's Cosmo's Pizza University Cleaners High on the Hill Glass Hookah House Kim Food to go Doozy Duds Buff Tans Ameritech Construction Dot's Diner on the Hill
3	**0 and 1155 Pleasant**	0	Parking Lot	N/A		23,970 & 17,571	
4	**1301 Broadway**	10,222	Retail	3,172		14,873	The Goose - 1301 Broadway The Fitter - 1303 Broadway
			Restaurant	7,050			Tra-Lings - 1305 Broadway You and Mee Noodle House - 1311 Broadway
5	**1275 13th Street**	3,108	Convenience Store	3,108		24,605	Everyday Store - 1275 13th
6	**1211 13th Street**	14,126	Retail	2,083	18	2,969	Full Cycle - 1211 13th Half Fast Subs - 1215 13th
			Fast Food	2,083			Peace Pipe Hookah Lounge and Smoke Shop
			Off St. Retail	2,160			
			Second Floor	7,800			
7	**1203 13th Street**	8,665	Unfinished Area	1,820	11	5,376	Cafe Aion - 1235 Penn Innisfree Poetry Bookstore and Care - 1203 13th
			Retail	1,855			Rush Bowls - 1207 13th
			Retail	1,750			
			Second Floor	3,240			

Number	Address	Existing Square Footage	Square Footage of Each Land Use		Dwelling Units	Projected additional square foot per RRC study	Businesses
8	**1219 Pennsylvania**	5,736	Residential	987	1	5,514	Al's Barber Shop - 1219 Penn Grenadier Advertising - 1221 Penn. Ste. 10
			Office	3,383			
			Retail	1,182			
9	**1301 Pennsylvania**	5,580	Retail	507		2,999	K & K Piercing - 1212 13th The Mac Shack - 1301 Penn. Buchanan's - 1301 Penn. Four Star on the Hill - 1301 Penn.
			Off St. Retail	1,691			
			Restaurant	3,382			
10	**1226 Pennsylvania Avenue**	13,285	Restaurant	1,900	2	3,247	Sushi Hana - 1220 Penn. The Sink - 1165 13th Boulder Vapor House - 1155B 13th 1 Office (Unnamed)
			Restaurant	5,700			
			Third Floor	1,800			
			Second Floor	1,500			
11	**1155 13th Street**	9,605	Deck Area (X3)	74, 65, & 96	6	170	Project Pie
			Restaurant	1,894			
			Second Floor	4,332			
			Third Floor	4,243			
12	**1149 13th Street**	1,326	Deck Area	700		4,169	Mamacita's
			Restaurant	1,326			
13	**1143 13th Street**	12,695	Restaurant	2,652	8	0	Five Guys
			Second Floor	5,026			
			Third Floor	4,732			
14	**1135 13th Street**	9,256	Unfinished Area	756		2,927	Fox Theater
			Restaurant	8,500			
15	**1129 13th Street**	8,377	Retail	2,400		3,398	Boss Lady Pizza Vacant
			Restaurant	5,947			Core Power Yoga (2nd Floor)

Number	Address	Existing Square Footage	Square Footage of Each Land Use		Dwelling Units	Projected additional square foot per RRC study	Businesses
16	**1121 13th Street**	8.000	Unfinished Area	4,000		6,841	Vacant Jimmy John's - 1125 13th
			Retail	4,000			
17	**1119 13th Street**	3,026	Retail	3,026		3,011	Boulder Bowls
18	**1101 13th Street**	9,309	Basement	2,059	7	10,442	Yeye's Cafe - 1101 13th Salvaggio's Deli - 1107 13th
			Restaurant	1,982			Wild Side Smoke Shop - 1111 13th
			Second Floor	1,979			
			Third Floor	3,289			
19	**0 Broadway**	0	Parking Lot	N/A		21,773	
20	**1144 13th Street**	12,330	Unfinished Area	4,110	8	532	Brazil on the Hill - 1140 13th Lollicup Coffee and Tea - 1142 13th
			Retail	4,110			
			Second Floor	4,110			
21	**1130 13th Street**	5,694	Unfinished Area	1,898	3	244	University Hill Market & Deli - 1134 13th
			Convenience Store	1,898			
			Second Floor	1,898			
22	**1124 13th Street**	6,355	Restaurant	1,950		5,107	Illegal Pete's Albums on the Hill - 1128 13th
			Retail	1,405			
23	**1118 13th Street**	4,800	Unfinished Area	960	5	304	Meow Meow
			Retail	1,920			
			Second Floor	1,920			
24	**1110 13th Street**	7,789	Unfinished Area	2,000	5	2,664	The Fat Shack
			Restaurant	4,733			
			Second Floor	3,056			

Number	Address	Existing Square Footage	Square Footage of Each Land Use		Dwelling Units	Projected additional square foot per RRC study	Businesses
25	**1321 College Avenue**	9,017	Retail Restaurant Second Floor	6,081 1,237 1,699	1	2,518	Shipping on the Hill Iphone Repair Off Campus Cuts - 1319 College Tribal Rites - 1309 College The Corner - 1100 13th Budget Alterations - 1106 13th
26	**1089 13th Street**	12,111	Retail	9,112		5,629	S&G Barber Shop - 1087 13th 7-Eleven - 1091 13th Rose Hill Wine and Spirits - 1087 13th Beat Cycle - 1262 College Cost Cutters - 1264 College
27	**1083 13th Street**		Basement First Floor Second Floor	2,169 1,332 1,332	4	Not Studied (Outside UHGID)	100% Residential
28	**1135 Broadway**	13,215	Retail Retail	4,306 8,909		10,604	Meininger Art Supply - 1135 Broadway Cycle Urbano - 1135 Broadway Freaky's - 1135 Broadway
29	**1127 Broadway**	5,546	Unfinished Basement Ground Floor (Res.) Second Floor	160 2,735 2,651	13	7,405	100% Residential
30	**1121 Broadway**	10,131	Office Off St. Retail Retail	3,309 3,231 3,591		5,771	Gebau Engineering The Root of the Hill Terra Thai Illegal Pete's Commissary
31	**1111 Broadway**	15,702	Unfinished Area Retail	6,161 9,541		14,935	Colorado Bookstore

Number	Address	Existing Square Footage	Square Footage of Each Land Use		Dwelling Units	Projected additional square foot per RRC study	Businesses
32	**1310 College**	27,428	Unfinished Area	5,988		0	Spark Boulder #100 Boulder Salad #200 "Mami's Mexican Cafe" #210 Thai Avenue #220 Gurkhas on the Hill #230 Goody Monster Korean Eats #235 Vacant #250 BoCo Cafe #260 Chase Bank #300 Vacant #310 Vacant #320 Vacant #330 Princeton Review #400 Flatiron Meal Plan #475 Peterson Development Police Station - 13th Street
			Restaurant	8,380			
			Office	4,680			
			Retail	8,380			
33	**1324 College**	4,339	Restaurant	4,339		675	Illegal Pete's - 1320 College Brooklyn Hero's Deli Zone - 1322 College Classic Eyebrow Threading - 1326 College
34	**1350 College**	22,998	Attached Garage	5,285	13	1,024	College Optical - 1350 College Silver and Gold Barbers - 1350 College Starbucks - 1352 College Aspen Tan - 1352 College
			Retail	2,206			
			Retail	3,729			
			Second Floor	8,672			
			Third Floor	6,333			
35	**0 14th Street**	0	Parking Lot	N/A (Size of the lot)		35,133	

Appendix 3
Historic Preservation Tax Credits
Available Programs

	Federal 20%	Federal 10%	State 20-25% (25-30% in 2015 for Boulder) [1]
Building must be:	Listed individually in the National Register; OR considered eligible for listing; OR a contributing building in a historic district listed in the National Register	Built before 1936; not individually eligible for listing in the National Register; AND not contributing to a historic district	More than 50 years old; listed in the State Register OR landmarked by a Certified Local Government (CLG)
Eligible Buildings:	Income-producing properties, including commercial, industrial, agricultural, or rental residential	Income-producing (non-residential)	All buildings meeting the requirements listed above
Minimum Cost of Rehabilitation	More than $5,000 OR the adjusted basis of the property, whichever is greater	More than $5,000 OR the adjusted basis of the property, whichever is greater	More than $5,000
Maximum Credit	Unlimited	Unlimited	$1,000,000 for commercial in 2015
Time Limit	24 months; if in phases, 60 months total	None	24 months
Credits can be carried forward:	20 years (also back one year)	20 years (also back one year)	10 years (also can be sold or transferred)
Rehab requirements:	Must follow the Secretary of the Interior's Standards for Rehabilitation	50-75% of the building's walls must remain	Must follow the Secretary of the Interior's Standards for Rehabilitation
Fees:	$250 for Part 2; $0- 6,500 for Part 3 (depending on rehabilitation costs)	None	$250 for Part 1 (may be waived in some cases); $250-750 for Part 2 (depending on rehab costs)
Reviewed by:	SHPO and NPS; IRS	IRS	CLG (City of Boulder); State Dept. of Revenue
Credits claimed:	The year in which the building is placed in service; for phased projects & buildings open during work, the year substantial rehabilitation test is met	The year in which the building is placed in service; if building is open during work, the year substantial rehabilitation test is met	The year work is completed; official verification (Part 2) is needed
Process:	Part 1 determination of eligibility (if needed) Part 2 reviewed; Part 3 reviewed; Project certified File IRS Form 3468	Part 1 determination of non-eligibility (if needed) Project approved File IRS Form 3468	Part 1 reviewed by CLG or SHPO; Part 2 reviewed (and project certified) by CLG or SHPO *No application needed if also claiming 20% federal credit

1 Projects with qualified costs over one million dollars are eligible for a 20% state tax credit, while projects under one million are eligible for a 25% tax credit. Additionally, communities such as Boulder that have been declared a disaster relief area by the governor or president are eligible for an additional 5% tax credit available.

Levels of Designation:

National

The National Register of Historic Places is managed by the National Park Service in conjunction with the State historic Preservation Office. Unless a property is exceptionally significant, a structure must be at least 50 years old to be considered. The National Register is strictly honorary, and does not carry additional regulation or protection from demolition.

State

The State Register is managed by History Colorado's Preservation Office. Properties listed on the National Register are automatically listed on the State Register. Buildings can also be listed separately on the State Register. Like the National Register, buildings must be at least 50 years old to be considered, and are not protected from demolition.

Local

In 1974, the Historic Preservation Ordinance was adopted, providing recognition and protection for buildings and sites that are architecturally, historically and/or environmentally significant to Boulder's history. Today, Boulder has ten historic districts and nearly 170 individual landmarks, totaling over 1,300 designated properties. Exterior changes to designated properties requires review and approval through a Landmark Alteration Certificate, and the work must meet the General Design Guidelines and district-specific guidelines.

Appendix 4
BMS Zoning District Analysis

History of zoning in the University Hill commercial area

Historically, University Hill was zoned for a mix of uses all the way back to the city's first zoning ordinance in 1928. At that time, the "D" business zone was applied to the area, which was experiencing an evolution from predominantly residential uses to commercial uses along 13th Street at the turn of the last century. After a series of "business" zones, the area was zoned CB-E (Commercial Business – Existing) in 1971.

The CB-E zone was based on a more suburban, auto-oriented land use pattern, with large front yard setbacks and parking lots inconsistent with the established character. For this reason, the University Hill Area Plan (1996) recommended various zoning changes and development of design guidelines to better reflect the Hill's unique character.

The current BMS zoning district was created to implement the North Boulder Subcommunity Plan's concept of a village center – a place with a full complement of neighborhood-scale services for residents and employees to visit and congregate. The BMS zone was applied to other areas of the city where this kind of mixed-use center was desired. These include Pearl Street west of Ninth Street and Boulder Junction on the east side of 30th near Bluff, and on 29th Street and Bluff. Because the zone supported a mix of uses and similar form and massing as the Hill, it was applied to the Hill area in 1997.

A summary of zoning changes that have affected the Hill since 1997 are listed below:

- 1997- University Hill Business District rezoned BMS-X given the contextual and use similarities to other areas zoned BMS-X.
- 2002- Ordinance passed to allow restaurants greater than 1,500 square feet but no larger than 4,000 square feet to be allowed on the Hill through staff level conditional use review instead of Use Review. Businesses operated after 11pm would still require Use Review.
- 2004- Code changed to permit buildings within the BMS-X zone to be built up to 38 feet by-right. The previous limit was 35 feet.
- 2006- Land Use Code Simplification (LUCS) project approved. BMS-X renamed BMS. Reorganization of floor area ratio and floor area standards erroneously makes 15,000 sf building maximum standard not subject to modification in the code.
- 2010- Floor area regulations updated to exempt basement space from the floor area calculation in BMS to incentivize redevelopment.
- 2013- New conditional use standards created for restaurants and taverns on the Hill. No new Use Reviews can be requested for establishments open after 11pm. New establishments without a liquor license can operate after 11pm with approval, but those with liquor licenses would have to close at 11pm. New standards on amount of food service also added.

Existing Business Main Street (BMS) Zoning District on the Hill

The BMS zone is a commercial mixed-use zoning district patterned after the character of historic Main Street business districts. BMS is designed to encourage development in a pedestrian-oriented pattern, with buildings built up to the street; retail uses on the first floor, residential and office uses above the first floor; and where complementary uses may be allowed.

Key features of the BMS zone in terms of scale and character are as follows:

- There is a mixture of one-, two- and three-story buildings along the street with retail uses on the first floor, pedestrian interest windows lining the street, and office and residential uses above or below the first floor. Third stories must be setback 20 feet so they have limited visibility from the street. Buildings are permitted up to 38 feet by-right.
- Buildings have a pedestrian scale and are flexible to allow for changes in use over time (maximum by-right building sizes is 15,000 square feet).
- Buildings are oriented to the street, not to parking lots, and front doors face the street.
- Buildings are located up to and continuously along the sidewalk with very few gaps (parking is not allowed in front of buildings except for on-street, and a minimum of 70% of building lot frontage must have a building along it.)
- Sidewalks are wide and lined with street trees planted in tree grates.

BMS floor area and parking regulations:

The total permitted floor area ratio (FAR; total floor area divided by the lot area) on BMS properties in locations other than properties within a parking districts, such as the Hill, is up to 1.0: 1. The base FAR is 0.67. However, if residential uses are proposed within a project, the FAR is permitted to increase by 0.33 FAR to a total of 1.0 in order to encourage residential uses and mixed uses.

In general improvement parking districts like University Hill, however, the allowable FAR is higher at a maximum of 1.85. This correlates to the historic character of the Hill with three story buildings built up to the street, with the third story set-back approximately 20'. Due to the proximity of city managed on-street and off-street parking, on-site non-residential parking is not required for commercial uses on the Hill.

BMS Analysis in relation to the BVCP vision for the Hill

A detailed analysis of the BMS zoning district standards and uses was prepared by city staff. Below is a summary of the preliminary findings of this analysis.

1. BMS was applied to University Hill in recent history considering the zone's intent of allowing a mixture of uses and forms consistent with historic 'main street' neighborhood centers. BMS has been successfully implemented in other areas of the city, but in the case of the Hill, may be less successful given the intended vision of the area being more regional serving. The Hill also differs as it is within a general improvement district.
2. While the BMS zoning permits a diversity of uses, it does not guarantee uses that would be more regional serving or beneficial to wider neighborhood consistent with the BVCP vision for the area.
3. The size of the BMS zone as a commercial district is relatively small and without more specific use standards the diversity of uses could be impacted by an over-concentration of uses contrary to more regional and neighborhood serving uses.
4. While diversity of uses is important on the Hill, there are some uses that are permitted that are not conducive to the pedestrian-oriented setting and the intent to create streetscape activity.
5. The current BMS zoning does not necessarily protect and preserve the variety of unique contexts present in the University Hill business district as evidenced by the different character along Broadway vs. along 13th Street etc.
6. Some design standards that apply to buildings in BMS have not been successful and have resulted in low quality products that are not necessarily pedestrian friendly and harmonious with existing historic building patterns.

1. There appears to be an error in the zoning code that has hindered the option of discretionary reviews, which could have resulted in more high quality projects. The current minimum Site Review threshold of 50,000 square feet of building area was originally15,000 square feet, was unintentionally changed, and should be corrected.

Adjacent Residential Area (RH-5)

Immediately surrounding the business district is the Residential High – 5 (RH-5) zoning district. RH zones are high density residential areas primarily used for a variety of types of attached residential units, including without limitation, apartment buildings, and where complementary uses may be allowed.

RH-5 zones permit densities of 14 or more dwelling units per acre. Residential uses are allowed by-right and non-residential uses like offices or retail can be permitted with approval of Use Review application from the Planning Board. Other uses that would present more impacts on the neighborhood are prohibited.

The area has traditionally contained a mix of single-family and attached housing units that have been converted to student housing over time.

Site Review is required for any projects on a site greater than 2 acres or proposing 20 or more units. There are no FAR limits in the RH-5 zoning district. Building size limits are instead based on meeting other zoning district standards (e.g., open space, minimum lot area per unit, parking

Appendix 5
Hill Reinvestment Strategy Update

Summary

In spring 2014, the Boulder City Council made it a priority to improve the quality of life on University Hill for its residents, visitors and businesses. The University Hill Reinvestment Strategy provides a framework for pursuing the improvements, with the City acting as a catalyst for sustained public/private partnerships and private investment over the long term. The City Council vision for University Hill includes: business and residential diversity; the arts; multi-modal access; health and safety; stakeholder partnerships; and code enforcement.

2014/2015 Implementation

Implementation of the University Hill Reinvestment Strategy began in spring 2014, under the oversight of the Downtown & University Hill Management Division/Parking Services (DUHMD/PS) division and an inter-departmental Hill Staff Planning Group. Initial efforts included:

- Pilot Parklet on Pennsylvania Avenue;
- Alley Mural Projects behind the Fox Theater and the former Flatirons Theater;
- Installation of the Boulder-based B-Cycle bike sharing station on College Ave: www.boulder.bcycle.com;
- Partnership with the Boulder-based non-profit eGO car sharing service for a location at the 14th Street University Hill General Improvement District (UHGID) parking lot: www.carshare.org;
- Support for the formation of a University Hill merchants association, The Hill Boulder: www.thehillboulder.com;
- Entered into a MOU for the mixed use redevelopment of the 14th Street UHGID parking lot;
- Completed a study of Hill commercial district employee/visitor transportation mode shares; and,
- Completed preliminary plans for three projects to be funded by the Community, Culture and Safety tax: creation of an event street on Pennsylvania Ave; commercial area street tree improvements and irrigation; and pedestrian lighting improvements in the Hill residential area.

In September 2014, the City hired its first Hill Community Development Coordinator to work full-time on strategy implementation and building strategic partnerships. Since September, additional progress has been made, including:

- Drafting of an inter-departmental work program to pursue the Hill Reinvestment Strategy;
- Updated and expanded the stakeholder distribution list for regular communications about Hill activities and opportunities. To be added to this list, write to: wiebensons@bouldercolorado.gov;
- Initiated a pilot program with CU student organizations to provide regular cleanup of the commercial district;
- Partnered with CU on a banner program in the commercial district;
- Began the Residential Service District (RSD) as a multi-year pilot cleanup program in high-density residential areas; and,
- Supported the inter-departmental Moratorium effort to investigate possible code changes or other policy measures to pursue a balanced mix of uses in the Hill commercial district for year-round vitality.

The Hill Reinvestment Strategy is notable for its emphasis on strategic partnerships between public and private stakeholders, including the City of Boulder, the University of Colorado (CU), CU Student Government (CUSG), the University Hill Neighborhood Association (UHNA), The Hill Boulder merchants association and

Hill property owners. Efforts completed in 2014 by these partner organizations include:

- Move-in Orientation and 'Welcome Bags' for CU students moving into rental housing on the Hill (CU, UHNA and Four Star Realty);
- Party Registration program (CU, Boulder Police Department); and,
- 'Walk this Way' pedestrian safety and noise reduction effort (CU, CUSG).

Next Steps

Current efforts to coordinate the Hill Reinvestment Strategy are focused on developing partnerships and building coalitions among Hill stakeholders to eventually support a longer-term, sustainable governance structure for continued improvements. The form of this governing organization will be determined as an essential part of the Hill Reinvestment Strategy process.

Additional long-term projects include a looking at the feasibility of incentives to promote desired uses on the Hill, including: enhanced transit access for Hill employees; structured parking on the UHGID sites; additional office uses; permanently affordable housing; an arts/innovation district program; and public open space.

Contact:

Sarah Wiebenson, Hill Community Development Coordinator at 303-413-7335 or

wiebensons@bouldercolorado.gov

Appendix 6

Overview of Past Studies and Planning Efforts in the Uni Hill Area

1996 *University Hill Area Plan* (see following pages) adopted by Planning Board and City Council: established goals to make the area comfortable, safe, and attractive and resulted in a package of civic improvements and land use regulation changes in the business district.

2001 *Market Based Study* sponsored by the University Hill General Improvement District (UHGID): included a competitive analysis, niche strategy and recommendations for the Hill commercial district.

2004 *Ross Consulting Report* sponsored by UHGID: studied redevelopment from the property owner/developer perspective noting specific issues that could facilitate development.

Boulder Valley Comprehensive Plan: revised in 2005 to reflect the Hill's unique role as a neighborhood center and - with the adjacent University of Colorado (CU) - an area that also provides education, culture, and entertainment to a large portion of Boulder's population

2007 New Hill Company's *Hill Commercial Context Study* (HCCS): A privately sponsored urban design study that involved residents, businesses, and property owners.

2008 *University Hill Commercial Area Historic District Re-evaluation:* produced for the Planning Department: an analysis of the Hill's historic and cultural resources.

2011 *Urban Land Institute (ULI) Technical Advisory Panel (TAP):* Urban Land Institute convened a Technical Advisory Panel to review and assess revitalization strategies for the University Hill commercial area. The ULI TAP recommendations are organized in three areas: programming, organization, and bricks and mortar, and provide a road map for Hill revitalization. Generally the panel urged Boulder "to revitalize, don't reinvent" the Hill as it is not completely broken and does not need a sweeping fix.

UNIVERSITY HILL AREA PLAN

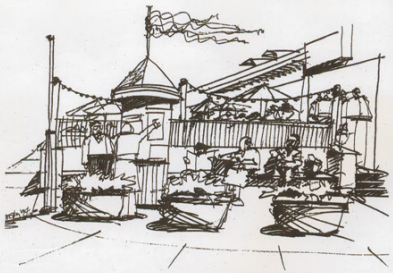
UNIVERSITY HILL GENERAL IMPROVEMENT DISTRICT

Adopted By Planning Board: December 14, 1995
Adopted By City Council: March 19, 1996

Prepared By:
SHAPINS ASSOCIATES
EDAW-HRV
RRC
TransPlan Associates
GRAPHIS

CITY OF BOULDER
Public Works Department
Planning Department

Broadway Character



- On select corners provide special features including landscaping, and rest areas which create comfortable and interesting places with unifying elements carried throughout the site.

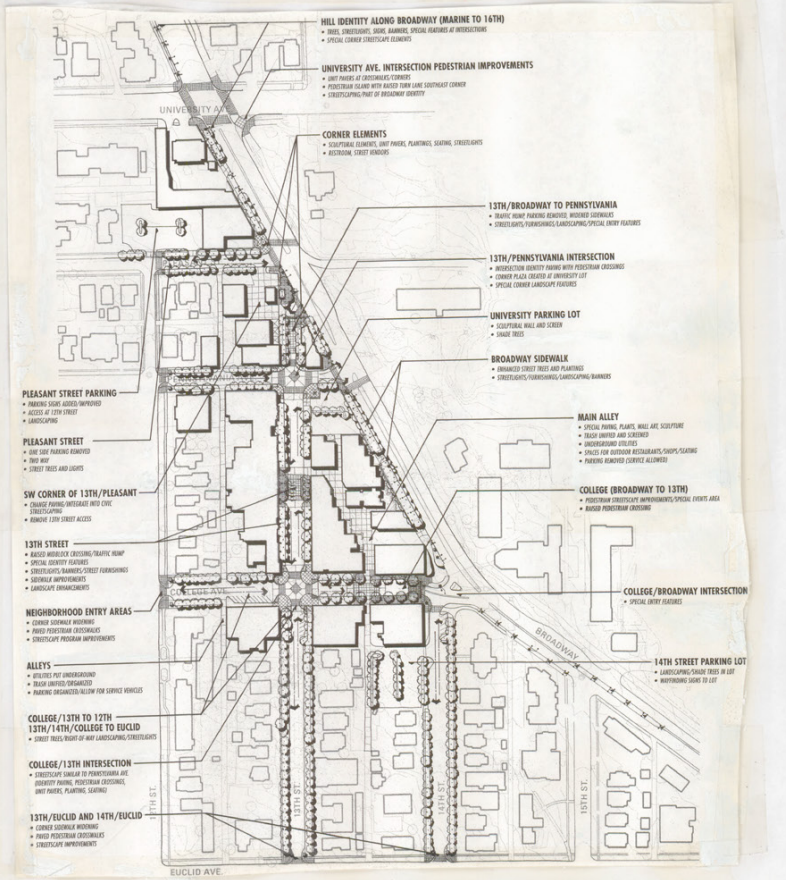
- Create a uniquely designed wall at the parking lot at 13th Street and Pennsylvania Avenue which incorporates distinctive art elements, identifies the public realm, screens cars, and provides a special image for a highly visible corner.

- Add colorful flower pots, street trees, and pedestrian scale lights along Broadway to create a more attractive and pedestrian friendly environment.

Vision

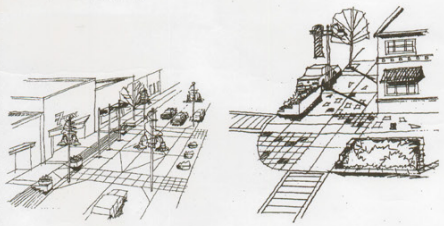
To Make the University Hill Commercial Area a Safe, Comfortable, and Attractive Place to Shop, Work, Visit, and Live

The Civic Improvement Plan

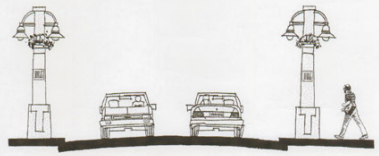


Core Area Character

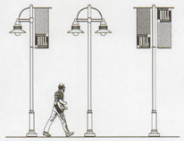
- Create a "mini park" on the southeast corner of 13th Street and Pennsylvania Avenue which provides special features such as a fountain, pedestrian scale lights, colorful banners, and artistic paving.



- Develop special improvements in front of the Fox Theater to create a multipurpose pedestrian setting and to calm traffic on 13th Street. These improvements include a specially paved raised pedestrian crossing, amphitheater seating, street trees, pedestrian scale lighting, banners and other artistic elements. The development of corner landscape components and unique paving patterns will also express the playful and youthful spirit of the Hill.



- This typical section above illustrates a gateway monument feature that will identify the historic commercial area. Two locations are proposed, one at College Avenue, just west of 14th Street, and the other at 13th Street, just south of Broadway Avenue. The purpose of the monument features is to identify the core area from Broadway, and to provide a friendly and attractive welcome to the shopping area. The design will incorporate the timeless character of civic improvements in the area, an identification sign, and public art.



- Decorative pedestrian scale streetlights, a banner program, and a new area identification program are proposed to more clearly identify the commercial area, to improve safety, and to enhance the image of the area.

Goals & Principles

1. *Encourage an attractive urban village image and development character that is active, inviting, and accessible to all modes of travel, and which strengthens connections with the surrounding community.*
2. *Promote a diverse mix of neighborhood and community uses to provide the opportunity to live/work/shop/play within the area, and to appeal to a wide variety of users.*
3. *Develop a transportation system that is designed for pedestrians, bicycles, transit, and cars, and which connects to the regional transportation system.*
4. *Improve the retail quality and operations within the district to better serve residents, the University, and the surrounding community, and to provide an economically healthy area with opportunities for careful redevelopment.*
5. *Improve the safety of the public right-of-way so that many different users can participate and enjoy the commercial area.*

UNIVERSITY HILL AREA PLAN

UNIVERSITY HILL GENERAL IMPROVEMENT DISTRICT

Adopted By Planning Board: December 14, 1995
Adopted By City Council: March 19, 1996

Prepared By:
SHAPINS ASSOCIATES
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CITY OF BOULDER
Public Works Department
Planning Department

Background

The Area Today

The University Hill commercial area is surrounded by the University of Colorado to the east and a high-density residential area to the south and west. To the north, the area transitions between high-density residential and commercial as it approaches the downtown. The Uni-Hill commercial area is very compact and includes restaurants, bars, entertainment venues, personal services, and specialty retail uses. Its primary user is the University student. There are some neighborhood services in the area including a small grocery store, a drug store, and two barbershops. There is limited office use and a high percentage of alcohol-related establishments.

There is excellent City and regional access to the commercial area from Broadway Avenue. There is also good transit access in and around the district. However, vehicular access to the three surface parking lots within the district is indirect and unclear. There are pedestrian and vehicular conflicts at most of the major intersections within the district. The existing alleys are not functional for delivery vehicles or for pedestrians.

The area has a "youth-oriented" character and is a 24-hour environment. The "Hill" is the current identity for the area and there is a strong tie to the University and its services. Maintenance and upkeep of the area is an ongoing problem due to the nature of the users and the activities of the area.

There is a lot of diversity and an eclectic mix to the buildings in the commercial area. The historic buildings give special character to the area -- however, many of these historic buildings are screened by modern facades. Many of the commercial buildings are not well maintained and many have deep setbacks which are unattractive to pedestrians. There are major pedestrian and vehicular gateways to the area along Broadway Avenue and there is an active pedestrian life in the area. However, there are no areas for special events.

Purpose of the Plan

The University Hill Area Plan was undertaken in order to give the University Hill General Improvement District (UHGID) guidance on how to improve the area and to deal with problems and concerns the area was experiencing. The community was concerned with the area's safety, types of users, conflicts between travel modes, and the area's image and economic health. It was determined that a "master plan' for civic improvements for the area should be created to guide UHGID in making improvements.

The objectives of the plan were:

- To gain an understanding of the issues and concerns of neighborhood residents, property owners, merchants, the University, students, customers, and other users of the area.
- To build a vision based on the district and community's needs and desires.
- To develop integrated strategies to achieve this vision including the economic, transportation, urban design, and marketing components necessary to achieve the intended effect.
- To develop implementable designs and financing strategies.

Goals of the Plan

The following goal statements form the basis of the plan:

1. Improve connections and relationships to the surrounding community.
2. Strengthen the district by developing an image that appeals to a wide variety of users and reflects the unique characteristics of the University Hill area.
3. Improve the pedestrian life for citizens of all ages and types by improving the streetscape amenities and providing a variety of services.
4. Mitigate the impacts of the automobile and encourage access by alternate modes of transportation.
5. Improve the retail quality, mix, and operations within the district to better service residents, the University, and the surrounding community.
6. As a long term goal, spur careful redevelopment of the district and adjacent areas to meet the affordable housing and commercial use needs of the community, and to strengthen the quality and image of the district.

Premises of the Plan

The plan recommends projects that will improve vehicular circulation and access, improve pedestrian and bicycle access and safety, create public spaces, unify the design and image of the area, and encourage the area to become a neighborhood center which provides services and uses for its surrounding neighborhood. The primary intent of this plan, and the associated land use and urban design recommendations, is to strengthen the use of the area by making the area more attractive and useable by the surrounding neighborhoods and University community that is within walking distance to the commercial area. By eventually attracting this close-in market, in addition to the existing user base, the area will eventually be a stronger and more diverse pedestrian district.

1. Enhance Pedestrian and Bicycle Access and Safety.

The pedestrian streetscape and civic environment in the commercial area will include a number of pedestrian features such as seating, landscaping, lighting, and buffers from vehicles. A series of traffic calming measures, which include raised pedestrian crossings and sidewalk widenings, intersection and corner improvements, and crosswalk improvements will be installed to improve pedestrian and bicycle access and safety.

2. Create Attractive and Interesting Streets and Public Spaces

Street trees, sidewalk treatments, and street furnishings will unify the streetscape, complement the unique character of the commercial area, and make the sidewalks more attractive and pleasant for pedestrians.

3. Reinforce Walking as a Primary Mode

By improving the safety, accessibility, and aesthetics on sidewalks, the plan reinforces walking as the primary mode of access in the commercial area. With the addition of improved corners, intersections and crosswalks, and a concentration on improving important streets and alleys, walking will become a more viable alternative for trips to the commercial area. By directing parking to the perimeter parking lots and providing bike parking, people will leave their cars and bikes on the outside of the district and walk within the area.

4. Establish a Unified Design Approach and Adopt Design Guidelines

The commercial area will establish a unified and special design theme. The design elements and materials should enhance the civic environment and provide a uniform and special image that is visible in all public projects on the Hill. This unified approach should be encouraged for private development as renovation and redevelopment of existing properties occurs. Design guidelines for both the historic and non-historic portions of the commercial area should be developed.

5. Improve the Transportation System to Provide a Balance of Cars, Pedestrians, Bikes, and Transit

Traffic congestion within the area will be managed by addressing the existing street pattern. Intersection improvements will provide safer pedestrian crossings and connections. Traffic will be slowed on main streets. Bicycle access will be improved by emphasizing access connections, minimizing hazards, and providing bike parking. Transit services in and around the area will be continued.

6. Encourage a Diverse Mix of Uses and Better Land Use.

The operating characteristics of restaurants, taverns, and indoor amusement establishments need to be addressed, and the appropriate location and scale of commercial buildings needs to be encouraged. The ability to make improvements to non-conforming high density residential structures in the adjacent residential neighborhood should be made easier, while still minimizing impacts. A historic district for the commercial area as well as the residential areas surrounding the district should be examined. Techniques to ease the transition from the high density neighborhood to the surrounding low density neighborhood should also be examined.

7. Provide Landscaping and Seasonal Color

Add landscaping to encourage greater pedestrian use by screening and softening building walls and by providing shade and a visual, comfortable 'urban park' type feeling. Along public streets and at major intersections, landscaping can enhance the pedestrian environment and present an attractive image of the area. Seasonal color will be achieved through the use of banners.

8. Create More Public Open Space

Provide small public spaces along the public right-of-way. Encourage programmed and spontaneous activities in these areas. These 'mini-parks' should provide a place for concerts, art fairs, exhibits and other special events.

Community Input

A working group consisting of members representing the various Hill constituency groups helped staff direct the study. Three community meetings were held with the Hill community and interested public. To gain more insight into the issues of youth, several classroom projects were developed to involve University, high school, and middle school youth in the design process. A special open house was held for youth to participate in the project.

A meeting specifically for property and business owners of the commercial area was held to discuss the plan. The plan also was displayed in the Hill Annex throughout its different design stages. An open house was held for public review and input. The plan was reviewed by the UHGID Advisory Committee and the Transportation Advisory Board, and was adopted by the Planning Board on December 14, 1995, and by City Council on March 19, 1996.

Aerial view looking northwest over Broadway. UHGID boundaries are denoted by white lines.

Implementation Strategy

The Strategy

Adoption of this plan means that the University Hill General Improvement District and private property owners within the commercial area can proceed with improvements to their area. It means that capital improvement projects for the area can be coordinated and prioritized with other City-wide projects for public funding consideration. Two projects are already included in the Transportation Capital Improvement Program (CIP). Others will be proposed as a result of this plan.

The Projects

The projects fall into four major categories:

1. Transportation Improvements -traffic calming and pedestrian and bike enhancement projects
2. Alley Improvements -undergrounding utilities and reconstructing alleys for shared use and to improve function
3. UHGID Improvements - lighting, streetscape improvements, seating and civic areas, and image program
4. Neighborhood Improvements - pedestrian scale lighting and trees and landscaping immediately outside of UHGID in the residential neighborhoods

Transportation Traffic Calming and Pedestrian & Bike Access Projects

13th Street Improvements:

- Install two raised pedestrian crossings. One between Pennsylvania and Broadway Avenues and one located mid-block in front of the Fox Theater
- Close driveway access on 13th Street between Pleasant Street and Pennsylvania Avenue
- Improve intersections at 13th Street and Pennsylvania and College Avenues with identity paving and pedestrian crossings; widen sidewalks and add corner plaza

College Avenue Improvement:

- Install pedestrian streetscape and make special events area
- Install raised pedestrian crossing

University Avenue Improvements:

- Acquire University of Colorado right-of-way
- Construct pedestrian island with raised turn lane on southeast corner
- Install unit pavers at crosswalks and corners
- Install mid-block raised pedestrian crossing to slow traffic

Gateway Features/Signage:

- Install gateway features at Broadway Avenue and 13th Street and at College and 14th Street
- Install entryway signage along Broadway Avenue northbound and southbound between Euclid and University Avenues
- Add entryway lighting fixtures

Alley Undergrounding and Reconstruction Projects

The utilities will be undergrounded and the following alleys reconstructed with special paving, lighting, and other design features:

- Main alley - north-south alley between Broadway Avenue and 13th street, and between College and Pennsylvania Avenues. Improve as "pedestrian alley."
- Alley #2 - north-south alley between 13th and 14th Streets (College toward Euclid Avenue)
- Alley #3 - north-south alley between 13th and 12th Streets (Pennsylvania to College)
- Alley #4 - north-south alley between 13th and 12th Streets (Pleasant to Pennsylvania)
- Alley #5 - north-south alley between 13th and 12th Streets (College toward Euclid)

UHGID Improvements

Lighting Improvements:

- Add decorative, pedestrian scale lighting throughout the entire commercial area

Streetscape Improvements:

- Add trees and landscaping
- Add amenities - benches, trash containers, banners
- Install additional bike parking throughout areas
- Construct special elements - information kiosks, water feature
- Consider adding a restroom facility

Seating/Civic Areas:

- Make a "mini plaza" at corner of Pleasant and Broadway Avenues
- UHGID will request CU to install a screen wall around University-owned Pennsylvania Lot

Pleasant Avenue - Two-way Traffic Pattern

- Remove parking and restripe street for two-way traffic from Broadway to 12th Street
- Change curb cut to Pleasant Street surface parking lot to align with 12th Street

Neighborhood/Transitional Zone Improvements

Add pedestrian scale lighting, trees, and landscaping outside of UHGID's boundaries in the following transitional zones:

- 13th Street (end of district toward Euclid Avenue)
- College Avenue (end of district to 12th Street)
- Pennsylvania Avenue (end of district to 12th Street)
- 14th Street (end of district toward Euclid)

Financing The Plan

Improvement Costs

The total cost of the civic improvement plan is estimated at $2,990,000 -- $1,214,000 in transportation improvements; $1,050,000 in alley undergrounding improvements; $510,000 in UHGID improvements; and $216,000 in neighborhood improvements. These costs reflect design, build, and contingency costs.

Funding Sources

Although there may be some federal or state funding for art projects or urban open space, it appears that the most logical funding sources for the project will be City funding mechanisms. The funds that appear the most appropriate for consideration of funding this project are the Transportation Fund, UHGID Fund, General Fund, and a Special Assessment District.

A Community Improvements Investment Fund (CIIF), which will be used to help finance capital projects for special areas, is included in the 1996 City budget. The CIIF will be funded by contributions from a combination of the General Fund and specific other City funds. The CIIF will be used to match, dollar for dollar, funds put into the project by the special area (for example, UHGID). Special projects with adopted plans will be considered for this funding. UHGID has requested $50,000 per year for five years in CIIF matching funds. UHGID will most likely have to do a financial assessment district to pay for its improvements. At this level of funding, UHGID can complete all of its proposed projects within five years.

Transportation Capital Improvement Program (CIP) funds will be requested over a ten-year time period for all of the transportation improvements identified in the plan. Funds for the main alley reconstruction project are shown in the 1996 Transportation CIP, and funds for the 13th Street improvements are shown in the 1997-1999 CIP. Each transportation project proposed in the plan will be evaluated with other City-wide transportation projects to determine its priority in the overall CIP.

Each year, Public Service Company contributes funds to an alley undergrounding fund managed by the City. This money is available for undergrounding of Public Service lines throughout the City. Funds to underground the utilities in the main alley are being shown in the 1996 program. Each future alley project will be evaluated with other proposed alley projects to determine its priority in the overall undergrounding plan.

The neighborhood improvement projects for special amenities (lighting, trees, and landscaping) will be undertaken if the property owners within the neighborhoods are willing to form an assessment district to pay for the improvements. CIIF funds will be applied for to help fund these projects.

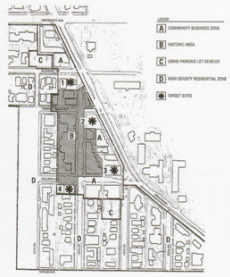
Implementation Schedule

The implementation schedule to the right shows the proposed timing for all of the projects. Phase One projects include streetscape improvements such as lighting and identity features, as well as raised pedestrian crossings and major intersection improvements (13th Street project). Phase Two projects will be implemented as funds from the PSCo alley undergrounding credit program become available.

Implementation Schedule

Project Name	Project Cost	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Phase 1															
Gateway Features	$30,000 Transp. Fund	▢													
Two-Way Pleasant St.	$5,000 UHGID Fund		▢												
Main Alley Underground/ Reconstruction	$455,000 PSCo/Transp. Fund		▢												
Lighting	$293,000 UHGID Fund		▢	▢											
13th Street Traffic Improvements	$725,000 Transp. Fund			▢	▢	▢									
Streetscape Improvements	$148,000 UHGID Fund				▢										
Seating/Civic Areas	$64,000 UHGID Fund					▢									
Alley #2 Underground/ Reconstruction	$250,000 PSCo/Transp. Fund						▢								
University Avenue	$100,000 Transp. Fund							▢							
Neighborhood Improvements	$216,000 Spec. Assessment District		▢	▢	▢	▢									
Phase 2															
Alley #3 Underground/ Reconstruction	$305,000 PSCo/Transp. Fund										▢				
Alley #4 Underground/ Reconstruction	$230,000 PSCo/Transp. Fund														▢
Alley #5 Underground/ Reconstruction	$169,000 PSCo/Transp. Fund														▢

Land Use



Land use, or zoning, can be used as a tool to manage the development and uses within an area to the desires of the City and the community. Many problems identified by the Hill community can be mitigated through different land use approaches.

COMMUNITY BUSINESS ZONE

The business area is zoned CB-E (Community Business-Established). The zoning establishes the permitted uses and things such as building placement and height. The primary land use concern in the Hill commercial area has to do with some of the uses of the area and their impacts -- generally nuisance impacts (trash, noise, security). The appropriate mix of uses should be determined and use charts can be used to reinforce the desired mix.

The zoning district standards should be used to control building placement and overall scale. These bulk chart changes should be augmented with design review of individual projects such as happens in the downtown area under the purview of the Downtown Design Advisory Board. Design guidelines should be established for both the historic and non-historic portions of the commercial area.

The following land use actions should be undertaken:

- In addition to increased enforcement and centralized management, zoning code changes will be explored in the CB-E zone to deal with the operating characteristics of restaurants, taverns, and indoor amusement establishments.
- Zoning code changes will be explored to encourage the appropriate location and scale of commercial buildings based on the urban design of the Hill.
- A process will be initiated to develop design guidelines for the Hill and the appropriate approach to implementation.

HISTORIC AREA

The potential exists for a local historic district in the commercial area. The heart of the historic district would be along 13th Street between College and Pennsylvania Avenues. In addition to design review, there are a variety of incentives that would be available to property owners if the area becomes a historic district.

- A dialogue will be initiated with property owners about the potential benefits of historic district designation

HIGH DENSITY RESIDENTIAL ZONE

The high density residential area surrounding the commercial portion of Uni-Hill is, in many cases, run-down and poorly maintained. The area is zoned HR-E (High Density Residential - Established). Many of the residential properties in the area around the commercial district were developed at densities greater than that permitted under current zoning.

Many properties in the HR-E district are considered non-conforming, due to lack of compliance with density and parking standards, as well as various other site development standards. Because these fall into the category of non-conforming uses, they are prohibited from expanding, modifying, or changing without undergoing a review process. Interior remodels are allowed, but changes beyond that, including physical additions, are not. Thus, while the City has various 'triggers' to require that properties upgrade, the actual impact is that property owners will avoid improvements to the property to avoid the required upgrading to meet current standards.

The City should amend the land use regulations to allow changes to existing buildings and structures while accepting some non-conformity of the building and site.

The 1992 Boulder Survey of Historic Places found the potential for a University Hill historic district in the area between 9th Street, Pleasant Street, 16th Street, and Baseline Road. A historic district would include the development of design guidelines, review of exterior alterations, provisions dealing with "demolition by neglect," and financial and other incentives for property owners.

The transition between the high density residential area around the commercial district to the low density residential area in the neighborhood to the south of the commercial area is rather abrupt. In many situations around the City, there is an intervening medium density zone. The City should examine techniques to ease this transition.

The following actions should be undertaken:

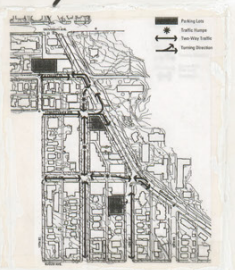
- Make improvements to the non-conforming high density residential structures easier while still minimizing their impact.
- Examine the potential for a residential historic district.
- Examine techniques to ease the transition from the high density neighbor hood to the surrounding low density neighborhood.

TARGET SITES

There are four sites that have special opportunities associated with long term redevelopment of the Uni-Hill area. They were chosen because of their highly visible locations and the opportunity for further redevelopment or enhancement.

1. The present Circle K at Pleasant and 13th Streets is located at the edge of the core historic area along 13th Street at a significant gateway to the area. It is more typical of a suburban development and does not contribute positively to a more urban pedestrian environment. The large expanse of paving and lack of pedestrian interest at the sidewalk could be improved upon at the time this property redevelops.
2. The parking lot owned and operated by the University of Colorado at Pennsylvania Avenue and 13th Street is the most significant redevelopment opportunity on the Hill. The Plan suggests that in the short-term a small public plaza area and screening wall be added to the parking lot site. In the long-term, the addition of a building which is well integrated into the existing commercial area and a more significant public plaza could be a major improvement to the Hill, creating an attractive image from Broadway as well as from the historic core area along 13th Street.
3. The Colorado Book Store building has not been identified for redevelopment. However, through the addition of windows and active uses along the street (e.g., sidewalk cafe) it could provide substantially more pedestrian interest. This building is also highly visible from Broadway and could act as more of an appealing gateway.
4. The Flatirons Theater at College Avenue and 13th Street is located at the "crossroads" of the Hill. Creative use of the building could create an amenity that would aid in establishing a better connection to the surrounding neighborhood through the introduction of more diverse uses and better use of the building.

Transportation



The System Today

There is excellent City and regional access to the commercial area from Broadway Avenue. There is also good transit access in and around the district. Vehicular access to the three surface parking lots within the district is indirect and unclear, and some of the one-way streets are confusing to motorists. Access to the 14th Street parking lot cannot be achieved from Broadway Avenue. There are pedestrian and vehicular conflicts at several intersections within the district.

Premises of Vehicular Access, Circulation and Infrastructure Improvements

Several projects are proposed in the plan to improve vehicular movement and access, provide convenient access to parking lots, and to strengthen the pedestrian environment within the Hill.

- Vehicular access will be improved to the existing parking lots located at the edges of the district through better signage and some minor access changes.
- Pleasant Street will be converted from a one-way street to a two-way street between Broadway and 12th Street and the entry curb cut to the Pleasant Street parking lot will be relocated to align with 12th Street.
- Raised pedestrian crossings will be constructed along 13th Street to slow traffic. One will be located between Pennsylvania and Broadway Avenues and the other will be in front of the Fox Theater.
- Major intersection improvements are proposed at the intersections of 13th Street and College and Pennsylvania Avenues. These improvements include corner sidewalk widening, raised planters, corner and street intersection accent paving, and paved pedestrian crosswalks.
- The major alley within the commercial area (the north-south alley between Broadway Avenue and 13th Street, and College and Pennsylvania Avenues) will be improved as a pedestrian alley. The alley will be made more attractive and functional by undergrounding the utility lines, repaving, and developing more consolidated, functional and screened trash pickup.

Parking Impacts

Review and analysis of parking utilization data show that the existing parking supply is sufficient at this time. In fact, some of the lots seem to be underutilized at certain times throughout the day. Considering very modest growth and projected employee levels, additional parking supply to meet new demand cannot be justified at this time. However, if significant development or redevelopment in the area occurs, then consideration will need to be given to either expanding the parking supply or implementing travel demand management programs to accommodate the increased demand.

A major emphasis of the plan is to encourage parking at the edges of the district, while providing for improved pedestrian access and activity in the core. To accomplish the improvements, 19 public parking spaces will be removed. If the main alley project is undertaken, and if the private businesses along the alley choose to give up their existing private parking, a total of 18 additional spaces will be removed.

Access improvements to existing parking lots as well as better directional signage should provide for increased use of the lots. Implementation of the transportation improvements is projected to be phased-in over a ten year period, therefore, parking will not be lost at one time. Parking supply and demand will be monitored to determine if there is still a need for replacement parking as these projects progress.

Bicycle System

Concepts for improving bicycle access and parking have been incorporated as an integral element of the civic improvement plan.

- Signage and facility improvements should be undertaken on 11th and 12th Streets to connect the Hill with the downtown to the north and with local neighborhoods to the south.
- Bicycle traffic from University to Pennsylvania Avenues needs to be accommodated. Bicyclists should be allowed to use the sidewalk on the west side of Broadway between these two streets.
- Bicyclists will be encouraged to use 13th Street. The traffic calming measures that will be undertaken on 13th Street should make bicycle travel in this corridor safer.
- A study will be undertaken to determine how to address northbound bicycle traffic on 13th Street at the 13th Street and Pennsylvania Avenue intersection.
- Bicycle parking will be distributed throughout the district in available sidewalk locations.