

# Alpine-Balsam City and County Working Group

Meeting #4 – Tuesday, Jan. 7, 1 - 2 p.m.

Boulder Municipal Building, Broadway Conference Room – 1st Floor, 1777 Broadway, Boulder, CO

Purpose: Review draft communiqué to City Council, Board of County Commissioners and Community; discuss and recommend next steps for the Working Group and decision-making processes

## AGENDA

1. Agenda review and introductions (5 minutes)
2. Overview of process and redevelopment considerations (10 minutes)
3. Discuss draft communiqué (40 minutes)
  - Does the draft communiqué include the information you want and what revisions do you suggest?
  - Do you prefer to conclude this Working Group or pause and restart at an appropriate time once the county's site evaluation is further along to inform process around changes at the Iris-Broadway Campus?
4. Next steps / Working Group wrap-up (5 minutes)

# Alpine-Balsam City-County Working Group

## Findings and Recommended Next Steps

### Draft Communiqué

**Brief Overview:** The process to determine if Boulder County can and chooses to be co-located at Alpine-Balsam has been informed by a joint working group of two Boulder City Council members, a county commissioner and staff. The group's role is to clarify process and decision-making to assess the feasibility of relocating county facilities to Alpine-Balsam, including analysis to understand if the criteria identified in Chapter 2 of the Area Plan can be met.

The City-County Working Group met several times over the past few months and found unsurmountable challenges to bring county services to Alpine-Balsam. This document will summarize why. This document will also showcase why we recommend a continuation of this Working Group (or formation of a new group) to help guide community process at a future time when Boulder County's process is at a point to share the results of further analysis.

The following describes:

1. The Alpine-Balsam Area Plan criteria
2. Working Group purpose, membership, roles and objectives
3. Working Group achievements
4. Findings from parking analysis
5. Recommendations

### The Alpine-Balsam Area Plan Criteria for Boulder County Relocation

At the time of adoption of the [Alpine-Balsam Area Plan](#), several factors were identified as needing more analysis to support the decision to potentially relocating Boulder County Services to Alpine-Balsam from the Broadway and Iris Campus. Likewise, [the County's Facilities Master Plan](#) included reasons to look at the Alpine Balsam site as a top site for consideration. The plan includes criteria to inform this decision, including:

1. Redevelopment of the Iris and Broadway Campus would achieve "materially" more housing and preferably a higher percentage of affordable housing in the already developed portions of the campus (i.e. excluding the ballfields).
2. The Boulder County facility can be achieved at Alpine-Balsam in the location along Alpine Avenue as indicated on the land use map.
3. The county's parking needs can be met by shared use of the existing city-owned parking structure (with an additional level of parking added).
4. The civic uses on the site can be designed to achieve high-quality sense of place, appropriate levels of activity, benefits to the community and neighborhood, high-quality public realm and community gathering spaces.

5. The city and county will determine appropriate fair compensation for the conveyance of land that reflects a combination of factors including current market value and city investment. The city and county will also decide other cost-share agreements related to public infrastructure, operations and maintenance of the site and parking to determine the financial feasibility of co-location.

### Purpose of the Working Group

The purpose of the Working Group is to guide the process of evaluating the feasibility of relocating Boulder County facilities to Alpine-Balsam and assessing the resulting development potential and planning process at Iris-Broadway. See [Working Group Charter](#).

### Group Member Roles

Working Group Decision-Making Members include liaisons and proxies for both Boulder City Council and the Board of County Commissioners to provide leadership and guidance to staff for analysis, documentation, public engagement processes and planning processes. Full City Council and Board of County Commissioners have final decision-making authority.

### Working Group Objectives

1. Clarify processes and decision-making steps to further assess the feasibility of relocating county facilities to Alpine-Balsam.
2. Conduct analysis to understand if the criteria identified in Chapter 2 of the Alpine-Balsam Area Plan and Boulder County's criteria for relocation can be met.
3. Guide planning and public processes for future changes at the Iris-Broadway Campus in the context of a relocation of county facilities to Alpine-Balsam.

### Working Group Achievements

The Working Group met four times between late-October 2019 and January 2020. In those meetings, the group agreed to a purpose and charter, reviewed analysis regarding the Alpine-Balsam Area Plan's criteria including parking needs and feasibility to accommodate parking in the existing structure, real estate and financial considerations, initial analysis of ballfield service capacity and needs and decision-making considerations for Boulder County's consolidation process and future of the North Broadway Center.

### Findings from Parking Analysis

Even a most conservative estimate concludes that parking demand for both city and county staff and customer needs cannot be met in the existing structure at Broadway and Alpine Avenue even with an additional deck. Combined city and housing parking needs appear to be able to be accommodated within the existing structure with few spaces to spare.

Staff provided analysis of the estimated parking needs for the site:

- City staff, customers, fleet: 250-330 spaces

- County staff, customers: 385 spaces
- Housing: 85 spaces
- Total Identified Parking Needs: 730-800 spaces
- Capacity in the structure: 400 (plus 60-80 spaces in an additional deck)

The group explored a range of ideas for creative ways to potentially meet the needs including more expansive transportation demand management, off-site parking and on-street parking. A link to the [Parking Analysis can be found here](#).

**The working group concluded that the parking studies have shown the Alpine-Balsam site doesn't provide adequate parking to support the county consolidation of services as described by criteria in the Alpine-Balsam Area Plan and described in the Working Group charter.**

### Recommendations (DRAFT)

Working Group members acknowledged that while the parking analysis shows that parking appears to be an insurmountable challenge for Boulder County to relocate to Alpine-Balsam, the group discussed next steps and potential process for county relocation and/or Broadway and Iris future redevelopment together to inform recommended next steps.

Near term next steps will be for Boulder County Commissioners and staff to continue their work to assess potential locations and process for service consolidation that do not include Alpine-Balsam. This work is underway and is expected to continue through 2020 and will include assessment of redevelopment of the North Broadway campus and other sites.

### DESCRIBE INTENTIONS OF THE GROUP REGARDING COMMUNITY INFORMATION AND ENGAGEMENT IN NEXT STEPS / FUTURE DECISION-MAKING

Due to the complexity of the decision-making and questions around future development, the group recommends:

- Continuation of this Working Group or formation of a new group to help guide community process at a future time when Boulder County's process is at a point to share the results of further analysis.
- City and county commitment to cooperative efforts to provide transparent information to community members about the process, decision-making, analysis and range of options at appropriate times to facilitate community engagement and seek community input on values and priorities to inform decision-making.

## Boulder County Iris-Broadway Campus Process and Decision-Making Considerations

Boulder County (BC) seeks to relocate or redevelop the Iris-Broadway Campus to create a consolidation of services in a Service Hub (similar to the St. Vrain Hub in Longmont) to serve Boulder and southeast Boulder County residents. Consolidation goals present a range of space needs:

- Minimum: 120,000 sq. ft. to house Health and Human Services
- Up to 150,000 sq. ft. to include Transactions
- Up to 210,000 sq. ft. to include Transactions and Permits
- Parking for associated staff and customers (385 stalls for minimum square footage consolidation)

### Decision-Making Roles

#### Boulder County Board of County Commissioners

- Conducts initial internal process to evaluate consolidation options for future Service Hub
- Funding for new Service Hub
- Approval of relocation options
- Landowner of Iris-Broadway Campus including ballfields

#### Boulder City Council

- Land use / zoning – regulatory authority for redevelopment
- Budget – approval for capital infrastructure or partnerships
- Boulder Parks and Recreation (BPR) – provides and manages active recreation facilities within Boulder
- Historic Preservation – administers and enforces preservation program, codes and review processes
- Parks and Recreation Advisory Board – approves any capital expenditures or park land acquisition and disposition

### Decision-Making Processes

#### Near-Term Processes (0- six months):

- BC consolidation and relocation evaluation (with Alpine-Balsam off the table)
- BC and BPR: Explore management of existing ballfields; begin assessment of potential future of Iris Ballfields within the city's system as part of BPR Master Plan process and athletics studies

#### Subsequent Processes (six months -TBD )

- If BC to consolidate at Iris-Broadway: Concept/Site Review process with appropriate community input
- If BC to consolidate and relocate elsewhere: BC + city to determine appropriate planning and engagement process to determine priorities, future land uses and zoning

**Once there is clarity around subsequent processes, the city and county can work to determine appropriate ways for the community to weigh in on values, priorities and criteria that should guide decision-making.**

# Boulder County Iris-Broadway Campus Redevelopment Process

## Considerations for City-County Working Group - Draft

The information below outlines considerations and some of the known decision-making processes and decision-makers regarding potential redevelopment of the Iris-Broadway Campus.

There are basically two routes of process to redevelop a site of this size and nature. One option is to design a comprehensive planning process that defines future uses, scale and density. This option would include an appropriate public process. The other option is the property owner pursues redevelopment of the site and securing entitlements through the city's land use code. This typically includes a concept plan and Site Review (see below) with public process at good neighbor meetings and public hearings.

### Data about the site

- 17.5 total acres
- Approx. 9 acres of ballfields and open space
- Approximately 109,540 SF in five buildings; 368 parking spaces
- Flood Impacts:
  - Approx .85 acre in 100-year flood plain
  - Approx .55 acre in Conveyance and High Hazard flood plain, primarily located along the southern property line
  - Approx. 5 acres in the 500-year flood plain
- Public / Semi-Public Land Use and Public (P) Zoning (described below)

### What is allowed with Public Land Use and Zoning

**Public / Semi-Public Land Use:** PUB land use designation on the Boulder Valley Comprehensive Plan (BVCP) Land Use Map encompasses a wide range of public and private non-profit uses that provide a community service. Areas with this designation are dispersed throughout the city. Allowed uses include municipal and public utility services and also educational facilities; government offices; libraries and the jail; government laboratories; and nonprofit facilities and may include other uses as allowed by zoning.

### Public Zoning:

- Allowed, Conditional and Use Review Uses - Allowed uses tend to be limited in this district. Generally, the allowed uses include cemeteries, utilities, education facilities, hospitals, agriculture and park/recreational uses. A conditional use and/or use review could allow government facilities, recycling collection facilities, parking and transportation facilities, accessory sales, medical/dental clinics, various types of shelters, non-profits, daycare, arts/craft spaces, mobile food truck, museums, transitional housing, congregate care and other types of housing from attached to detached units.
- Intensity/Form & Bulk Standards – While housing is a use review in this zone, the housing density is low-density. The overall housing yield is determined by a minimum of 7000 sf per DU and 6.2 DU/AC. While there is no minimum open space per DU or private open space requirements, the overall required open space across the site is 10% of the site. In addition, any redevelopment would require meeting landscape and usable open space standards. This parcel is limited to 35' and without the parcel(s) being

added to the areas where height modifications are allowed. To go over 35' in building height would require meeting community benefit requires. At this time the community benefit to be eligible is 40% affordable housing on-site.

### *What is the process for private-owner redevelopment?*

- *What can be done by right? This would depend on the owner's scope.* It could be an administrative review for very minor changes, e.g. landscape standards variance, parking reduction up to 50%, Landmark Alteration Certificate (LAC), etc.
- *What is the process to redevelop under existing Public land use and zoning?* Due to the size of the property and assuming an extensive redevelopment, a concept plan and Site Review would be required. Some uses would require the property owner to conduct good-neighbor meetings.
  - *Concept Plan Review:* The purpose of the concept plan review step is to evaluate conceptual site development options at an early stage. It provides an opportunity to “test” development options before investing in creation of detailed plans and engineering. A concept plan will help determine a general development plan for a site as well as to identify any additional regulatory processes required prior to development. This review and comment process can identify additional constraints and opportunities. The Planning Board reviews and provides comments on Concept Plans but they are non-binding.
  - *Site Review:* This is a discretionary review process that allows modification of certain development standards of the city's land use regulations. By allowing flexibility and encouraging innovation in land use development, the process aims to improve the character and quality of new development. Criteria are established in the Boulder Revised Code. The Planning Board reviews and approves a Site Plan conditions and they are subject to Call-Up by City Council.
- If it becomes clear that there will be significant changes in land use, the city may initiate some form of area planning to determine desired future land uses and inform future zoning. Once land use and zoning are changed, the development approval processes would entail a concept and Site Review. Community engagement processes would be designed appropriately for potential change of uses.
- Currently, the North Boulder Subcommunity Plan spells out this area to remain public and operating as a county service facility. If that changes, there may need to be an amendment to the Subcommunity Plan as well as the BVCP.

### *What is the review process for demolition of buildings over 50 years of age?*

The City of Boulder's Historic Preservation ordinance provides an official municipal process to preserve and protect places of historic, architectural and environmental significance to Boulder's past. Appointed by the City Council, the City of Boulder's Landmarks Board, implements the ordinance by recommending landmark designations, reviewing exterior changes to designated properties through the landmark alteration certificate process and reviewing the demolition of non-designated buildings older than 50 years in age. The ordinance is not intended to preserve every old building in the city, but instead to draw a reasonable balance between private property rights and the public interest.

There are three major review processes which apply:

- Design Review Process – all exterior changes to a property designated as an individual landmark or located within a historic district requires review and approval through a Landmark Alteration Certificate (LAC). The intent of the design review process is to ensure that proposed changes will not adversely affect or destroy historic character or architectural integrity.
- Demolition Permit Review Process – Demolition review is required for any non-designated building over 50 years old. The intent of the demolition review process is to prevent the loss of buildings that may have historic or architectural significance and to provide the time necessary to consider alternatives to demolition which may include landmark designation.
- Local Landmark and Historic District Designation Process – Landmark designation recognizes, preserves, and protects buildings, structures and areas that have been determined to have historic, architectural, or environmental significance. There are currently 10 locally designated historic districts and over 200 individual landmarks, together protecting over 1400 properties in the City of Boulder. Individual landmarks and historically contributing resources in historic districts have the same protection and require the same procedures or review for exterior changes.

What are the specific considerations for the buildings on the Iris-Broadway Campus that are over 50 years of age?

- Initial assessment indicates that there are two buildings that are potentially eligible for landmark designation: the old County Hospital Building (1918) designed by Huntington Jones and Hunter Architects and the 1964 Building designed by local architect, Hobart Wagener.
- Staff recommends that a historic resource survey and a Phase 1 archaeological survey of the entire campus be undertaken by a third party early in the planning process.
- Since redevelopment will require Site Review, it is likely that local landmark designation of eligible historic resources would be a recommended condition of Site Review. An initial determination of landmark eligibility may be made at the pre-application phase of the planning process provided a completed historic resource survey and Phase 1 archaeological survey of the campus has been completed.
- Submittal of a demolition applications early in the process is recommended as it provides an early determination as to the viability of a proposed demolition(s) understanding that demolition approvals has a limited (six month) lifespan.



*Old County Hospital Building at 3460 Broadway*



*Health and Welfare Building at 3400,3450 Broadway*

### Housing Potential Initial Analysis

Earlier this year Boulder County completed an initial assessment of the housing potential at the Iris and Broadway Campus, taking into account several constraining factors such as floodplain, existing buildings, ballfields, and a range of potential future density. The county has not completed a similar site analysis for redeveloping that site for county uses. If the Broadway and Iris site rises to the top of the sites being considered for their Health and Human Services, a similar plan will be developed with input from city planning staff.

- Housing potential ranges from approximately 120 to 420 depending on potential density, utilization of existing buildings and developable area.
- If the existing ballfields are not included in redevelopable area, the housing estimates range from approximately 50 to 240 dwelling units, depending on utilization of existing buildings and potential density.