2010

The Boulder Valley Comprehensive Plan

2010 Boulder Valley Comprehensive Plan

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Introduction

Since 1970, the City of Boulder and Boulder County have jointly adopted a comprehensive plan that guides land use decisions in the Boulder Valley. The Boulder Valley Comprehensive Plan seeks to protect the natural environment of the Boulder Valley while fostering a livable, vibrant and sustainable community. The current plan was first adopted in 1977. Since then, six major updates have been completed: 1982, 1990, 1995, 2000, 2005 and 2010.

The Boulder Valley Comprehensive Plan provides a general statement of the community's desires for future development and preservation of the Boulder Valley. The principle of sustainability drives the overall framework of the Boulder Valley Comprehensive Plan.

The core components of the Boulder Valley Comprehensive Plan are:

- The Boulder Valley Comprehensive Plan **policies** guide decisions about growth, development, preservation, environmental protection, economic development, affordable housing, culture and the arts, urban design, neighborhood character and transportation. The policies also inform decisions about the manner in which services are provided, such as police, fire, emergency medical services, water utilities, flood control and human services.

- The Boulder Valley Comprehensive Plan **Land Use and Area I, II, III Maps** define the desired land use pattern for the Boulder Valley regarding location, type and intensity of development.

The planning area encompasses the Boulder Valley, which is generally defined as those areas bounded by the mountain backdrop on the west, 95th Street on the east, Davidson Mesa and the Coal Creek drainage on the southeast, the south county line on the south, Mineral Road on the northeast and Neva Road and Niwot Road on the north, as delineated on the approved Area I, II, III Map.

Boulder Planning History

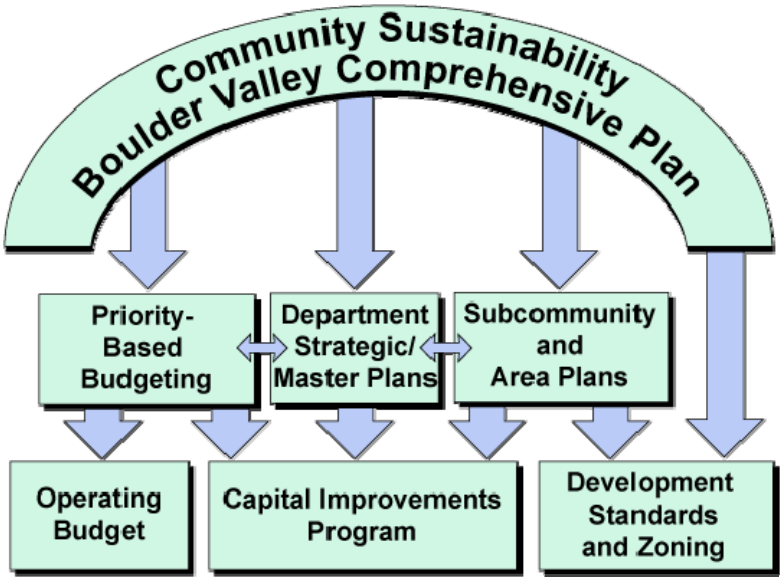
Boulder enjoys a long history of community planning. Some key planning milestones include:

- In 1910, Frederick Law Olmsted, Jr. developed plans for parks and street improvements.
- In 1959, Boulder voters approved a 'blue line' charter amendment that limited water extensions above an elevation of 5,750 feet to preserve the mountain backdrop.
- In 1967, Boulder was the first city in the nation to institute a dedicated sales tax to purchase open space lands.
- In 1971, voters approved a 55-foot building height limit.

- In 1974, the city adopted the Historic Preservation Ordinance, which has been instrumental in preserving and encouraging rehabilitation of historic buildings and districts.
- In 1976, city voters instituted one of the nation's more restrictive residential growth-management ordinances.
- In 1977, the city and county approved an intergovernmental agreement and the Boulder Valley Comprehensive Plan to concentrate urban development in the city and preserve the rural character of lands outside the city service area.
- In 1982, the city adopted the Solar Access Ordinance to ensure residential buildings have access to sunlight.
- In 1986, the Downtown Plan and Downtown Design Guidelines were adopted.
- In 1992, the Wetlands Protection Ordinance was adopted, regulating development within a buffer area of streams and wetlands in the city.
- In 1993, with the amount of vacant land in the city diminishing, a community visioning exercise called the Integrated Planning Project focused on "what's best for what's left" and resulted in a set of goals and action items that included reducing the non-residential development potential within the city.
- Also in 1993, after an analysis of the development potential of Area III, the Planning Area III-Rural Preservation Area and Area III-Planning Reserve designations were created.
- In 1995, the city adopted its first subcommunity plan, the North Boulder Subcommunity Plan.
- In 1997, the city reduced projected job growth through a combination of land purchases, rezoning, and floor area limitations in industrial zones.
- In 1999, an inclusionary zoning ordinance was adopted, requiring 20 percent of new residential development in the city to be permanently affordable for low- and moderate-income households.
- The 2000 major update to the Comprehensive Plan resulted in policy and land use changes to promote additional housing and mixed use development in appropriate locations. Also, the size of the Planning Reserve was reduced by 200 acres and some properties on the eastern edge of Boulder were moved from Area II to Area III-Rural Preservation Area.
- In 2004, implementation of the 2000 major update and the city's Jobs: Housing Project included land use regulation changes to allow residential uses in industrial zones, a new high density residential zone district and rezonings in certain areas to higher residential densities and mixed use.
- In 2009, the Compatible Development Ordinance revised regulations on house form and mass to protect the character of established single-family home neighborhoods.

Plan Implementation

Planning for the Boulder Valley does not end with the adoption of the Boulder Valley Comprehensive Plan. More detailed planning puts the vision into practice. The diagram below shows subsequent steps for implementing the Comprehensive Plan.



The following implementation tools translate the Comprehensive Plan into action:

Subcommunity and Area Plans
Subcommunity plans and area plans provide direction for specific geographic areas. They provide a link between the broad policies of the Comprehensive Plan and more detailed zoning, development review and capital improvement programming decisions.

Master Plans
City departmental master plans are developed to be consistent with the Comprehensive Plan. They establish detailed policies, priorities, service standards, facility and system needs and capital budgeting for the delivery of specific services and facilities provided by each city department. The plans identify three levels of funding or investment strategies: fiscally constrained, action and vision.

Zoning District Regulations
Whereas the Comprehensive Plan Land Use Map provides a generalized picture of desired future uses in the Boulder Valley, the city zoning map assigns every parcel of land in the city a zoning district. This regulates allowable uses, density, setbacks, height, affordable housing requirements, solar access protection and more. The county's zoning code regulates parcels within the Boulder Valley not annexed to the city.

Programs and Services
Many of the Comprehensive Plan policies are implemented through city programs and services. Funding for these is allocated annually through the city budget, using a model of priority-based budgeting, which reflects the core mission of the city and individual departments.

Capital Improvements
Capital improvements carry out the Comprehensive Plan's policies of orderly and efficient provision of urban facilities and services. Funding for capital improvements are planned on a six-year timeframe through the Capital Improvements Program (CIP). Departmental master plans and subcommunity and area plans help guide prioritization of improvement projects.

Development Review
All new development or redevelopment projects must conform to land use and zoning regulations, which are developed and amended to be consistent with the goals and policies of the Comprehensive Plan.

Action Plan
The Comprehensive Plan Action Plan outlines the actions needed to implement Comprehensive Plan policies that are not currently addressed through other plans or programs. The action plan establishes the timing and priorities for new program initiatives, planning projects and regulatory changes; ongoing programs or projects are not included. The plan is developed to be flexible and responsive to city goals and resources.

The action plan is adopted by City Council and revisited at each annual update to the Comprehensive Plan. The county is sent a referral and invited to identify those actions, projects or other activities in the action plan in which they wish to participate. The county may also propose new or additional collaborative actions to the city for its consideration during the action plan review as part of the annual update.

The city and county have been remarkably successful in working together to implement the vision set forth in the 1977 Comprehensive Plan, most notably in channeling growth to the city's service area, preserving lands outside the urban growth boundary, keeping the community compact, intensifying the core area, providing for affordable housing, and improving alternative transportation modes.

Boulder Today and Tomorrow
As of January 2010, the City of Boulder (Area I) had approximately 43,400 housing units, 97,500 residents and 97,000 jobs. The remainder of the Service Area (Area II) had approximately 6,000 housing units, 12,000 residents and 3,000 jobs. About 30,000 students attend the University of Colorado.

Over the next 25 years, Area I is projected to add about 6,000 housing units, 15,000 residents and 19,000 jobs. CU student enrollment could increase by 5,000 to 15,000 by 2030. Most of the growth that will occur in Area II will follow annexation to the city and therefore is included in the projection numbers for Area I. Since there is little vacant land left in the city's Service Area, most of this growth will occur through redevelopment.

The 2010 Major Update

Some key trends point to changing conditions in the community and provide the context for the 2010 major update.

1. *Demographic challenges*. Boulder's population is aging, and the county population of age 60 and over is expected to more than double by 2020. The majority of Boulder households are now non-family households, and the poverty rate for local households is continuing to increase. These trends will likely result in a higher demand for human services and a wider range of housing types. Also, Boulder continues to lack adequate amounts of housing for low and moderate income households. Both affordable and market rate housing will increasingly occur in commercial and industrial areas, which will require new services and amenities to create livable neighborhoods.
2. *Ramped up climate action.* The urgency of the need to reduce our greenhouse gas emissions and dependence on fossil fuels has intensified, and so has the city's efforts to be both a leader and a partner in the community in reducing local energy demand, improving energy efficiency and moving toward more renewable energy. This calls for strengthening policy direction on climate action and related factors in transportation, land use, agriculture, urban forestry and waste reduction.
3. *Economic challenges.* The city's competitive position in retail development and job growth has changed as neighboring communities have developed retail and employment centers of their own. This combined with a recent national economic downturn has meant that city revenues have not kept pace with the rising costs of providing public services and facilities. The effect is that economic vitality efforts are more important than ever.

To respond to these trends and other concerns, two broad focus areas were identified for the 2010 major update: 1. Sustainability policies encompassing social equity, environmental health and economic vitality, and 2. Urban form and community design. Also identified for 2010 update was the need to simplify and clarify the process for considering service area expansion into the Area III-Planning Reserve.

1. Core Values, Sustainability Framework and General Policies

The Boulder Valley Comprehensive Plan is a joint plan between the City of Boulder and Boulder County to inform and guide their shared responsibility for planning and development in the Boulder Valley. This section of the plan sets forth the plan's core values and sustainability framework, and provides overall planning guidance for intergovernmental cooperation, growth management, annexation and provision of urban facilities and services.

Core Values

Many of the key policies in the Boulder Valley Comprehensive Plan stem from long-standing community values and represent a clear vision of our community and our commitment to:

- **Sustainability** as a unifying framework to meet environmental, economic and social goals
- A welcoming and **inclusive** community
- Culture of creativity and **innovation**
- Strong **city and county** cooperation
- Our unique community **identity and sense of place**
- **Compact, contiguous** development and infill that supports evolution to a more **sustainable urban form**
- **Open space** preservation
- Great **neighborhoods** and **public spaces**
- **Environmental** stewardship and c**limate** action
- A vibrant **economy** based on Boulder's quality of life and economic strengths
- A diversity of **housing** types and price ranges
- An all-mode **transportation** system to make getting around without a car easy and accessible to everyone
- Physical health and well-being

Applying a sustainability framework to decision-making in Boulder means considering the issues of environment, economy and social equity together. An action or decision in any one of these areas will have consequences on the others. The policies in this plan outline the future vision of the community, focusing on the built environment and its relationship to environmental, economic and social well-being and overall community livability. At the intersection of all these areas is the community's ability to sustainably meet its needs now and in the future.

Sustainability Framework

1.01 Sustainability Principles

The city and county recognize that:

a) There are critical interrelationships among economic, social and environmental health;
b) The way we produce, trade and consume impacts our ability to sustain natural resources;
c) Social and cultural equity and diversity creates valuable human capital that contributes to economic and environmental sustainability;
d) The built environment has an impact on social, economic and environmental conditions; and
e) The quality of our environmental, economic and social health is built upon the full engagement and involvement of our community.

Therefore, the city and county seek to maintain and enhance the livability, health and vitality of the Boulder Valley and the natural systems of which it is a part, without compromising the ability of future generations to meet their needs, anticipating and adapting to changes in community needs and external influences.

1.02 Principles of Environmental Sustainability

The city and county will strive to preserve and protect the natural resource base and environmental quality on which life depends by:

a) Maintaining and enhancing the biodiversity and productivity of ecological systems;
b) Ensuring the efficient use of natural resources in a manner that does not deplete them over time; and
c) Reducing and minimizing the use of non-renewable resources.

1.03 Principles of Economic Sustainability

The city and county will strive to develop and maintain a healthy, adaptable economy that is vital to the community's quality of life and high level of services and amenities by:

a) Promoting a diverse economy that supports the needs of all community members;
b) Promoting a qualified and diversified work force that meets employers' needs and supports a range of jobs; and
c) Providing for and investing in a quality of life, unique amenities, and infrastructure that attracts, sustains, and retains businesses and entrepreneurs.

1.04 Principles of Social Sustainability

The city and county will strive to promote a healthy community and address social and cultural inequities by:

a) Respecting and valuing cultural and social diversity;
b) Ensuring the basic health and safety needs of all residents are met; and
c) Providing infrastructure and services that will encourage culturally and socially diverse communities to both prosper within and connect to the larger community.

1.05 Community Engagement

The city and county recognize that environmental, economic and social sustainability are built upon full involvement of the community. The city and county therefore support the right of all community members to play a role in governmental decisions, through continual efforts to maintain and improve public communication and the open conduct of business. The city and county will continue to support programs and provide opportunities for public participation and neighborhood involvement. Efforts will be made to use effective technologies and techniques for public outreach and input, remove barriers to participation and involve community members not usually engaged in civic life. Emphasis will be placed on notification and engagement of the public in decisions involving large development proposals or major land use decisions that may have significant impact on or benefits to the community.

1.06 Indicators of Sustainability

The city and county will establish indicators of sustainability specific to the Boulder Valley to measure progress in the health and well-being of the community, environment and economy. The choice of indicators will be based on their ability to provide feedback that support and strengthen efforts taken to achieve the community's sustainability principles in a reasonable period of time. Efforts will be made to develop indicators to measure changes related to elements of sustainable urban form.

1.07 Leadership in Sustainability

The city and county will act as leaders and role models for others in striving to create a sustainable community. Through their master plans, regulations, policies and programs, the city and county will strive to create a healthy, vibrant and sustainable community for future generations.

1.08 Consideration of Environmental, Economic and Social Impacts

The city and the county will consider social, economic and environmental impacts in decision making for all city services, processes and facilities and in development review.

Plan Time Frame and Updates

1.09 Planning Time Frame

The time horizon for the plan is approximately 15 years. This has been determined to be a reasonable length of time for which to plan and was arrived at after weighing a combination of facts and policy considerations: land use and land use projections, Service Area projections, the capacity of the city to fund capital improvements, the growth rate, and the desires of the community in regard to accommodating growth. Each five-year review of the plan extends the planning period approximately five years.

The city and county recognize that some issues require consideration of impacts over a longer time period, and when appropriate, the plan may analyze trends and impacts over longer time periods.

1.10 Plan Update

The Boulder Valley Comprehensive Plan will be reviewed at least every five years for possible amendments to reflect changes in circumstances and community desires.

Intergovernmental Cooperation

1.11 Regional and Statewide Cooperation

Many of the problems and opportunities faced by Boulder and other jurisdictions, particularly providing affordable housing, addressing the jobs-housing imbalance, creating a healthy economy, improving regional transportation, protecting the environment, managing open space, delivering human services and managing growth can only be dealt with effectively through regional or statewide cooperation and solutions.

Therefore, the city and county will actively pursue cooperative planning opportunities, intergovernmental agreements, broader information exchange and communication, collaborative initiatives and closer cooperation with each other and with other entities in the region and state. This may include other cities, counties, unincorporated communities, the University of Colorado, the school districts, regional organizations and other policy-making bodies. These entities will be encouraged to identify and address issues of shared concern for which a multi-jurisdictional perspective can best achieve mutually beneficial solutions.

1.12 Policy Assessment

The city and county will assess and be responsive to the external effects of their policies on other entities and jurisdictions. Consequences and tradeoffs will be considered before making decisions on them.

1.13 Collaboration in Service Delivery

The city and county will support consolidation and collaboration among service providers to reduce duplication of efforts, maximize economic and resource efficiencies and provide the public with reliable and equitable levels of service.

1.14 Compliance with Land Use Regulations

With regard to public facilities owned and operated in the other's jurisdiction, the city and county will respect and abide by existing land use regulations insofar as reasonably practicable.

Growth Management

1.15 City's Role in Managing Growth and Development

In order to achieve community goals and policies, the city will develop and implement urban design and growth management tools that control the scale, location, type, intensity and timing of new development and redevelopment. Where appropriate, the county will work with the city in developing and implementing growth management tools.

1.16 Adapting to Limits on Physical Expansion

As the community expands to its planned physical boundaries, the city and county will increasingly emphasize preservation and enhancement of the physical, social and economic assets of the community. Cooperative efforts and resources will be focused on maintaining and improving the quality of life within defined physical boundaries, with only limited expansion of the city.

1.17 Growth Projections

In order to ensure that past and projected growth impacts can be better mitigated or avoided, , the city will develop projections for population and employment for twenty five years in the future. Projections will be used to evaluate long-term trends, analyze problems and opportunities that could occur during this period, project long-term infrastructure needs, and coordinate Boulder Valley growth projections with regional and county-wide projections.

1.18 Growth Requirements

The overall effect of urban growth must add significant value to the community, improving quality of life. The city will require development and redevelopment as a whole to provide significant community benefits, achieve sustainability goals for urban form, and to maintain or improve environmental quality as a precondition for further housing and community growth.

1.19 Jobs:Housing Balance

Boulder is a major employment center, with more jobs than housing for people who work here. This has resulted in both positive and negative impacts including economic prosperity, significant in-commuting, and high demand on existing housing. The city will continue to be a major employment center and will seek opportunities to improve the balance of jobs and housing while maintaining a healthy economy. This will be accomplished by encouraging new housing and mixed use neighborhoods in areas close to where people work, encouraging transit-oriented development in appropriate locations, preserving service commercial uses, converting industrial uses to residential uses in appropriate locations, improving regional transportation alternatives and mitigating the impacts of traffic congestion.

Framework for Annexation and Urban Service Provision

1.20 Definition of Comprehensive Planning Areas I, II and III

The Boulder Valley Planning Area is divided into three major areas.

Area I is that area within the City of Boulder, which has adequate urban facilities and services and is expected to continue to accommodate urban development.

Area II is the area now under county jurisdiction, where annexation to the city can be considered consistent with policies 1.16 Adapting to Limits on Physical Expansion, 1.18 Growth Requirements, & 1.24 Annexation. New urban development may only occur coincident with the availability of adequate facilities and services and not otherwise. Master plans project the provision of services to this area within the planning period.

Area III is the remaining area in the Boulder Valley, generally under county jurisdiction. Area III is divided into the Area III-Rural Preservation Area, where the city and county intend to preserve existing rural land uses and character and the Area III-Planning Reserve Area, where the city and county intend to maintain the option of future Service Area expansion. (See Area I, II, III Map and Policy 2.07 Delineation of Rural Lands.)

1.21 Preclusion of New Incorporated Places

The city and county will oppose the establishment of new incorporated communities within the Boulder Valley.

1.22 Definition of New Urban Development

It is intended that 'new urban development,' including development within the city, not occur until and unless adequate urban facilities and services are available to serve the development as set out in Section IV.D. Urban Service Criteria and Standards. 'New urban development' is defined to include:

a) All new residential, commercial and industrial development and redevelopment within the city; or

b) Any proposed development within Area II subject to a county discretionary review process before the Board of County Commissioners, provided the county determines that the proposed development is inconsistent with the land use projections, maps or policies of the Boulder Valley Comprehensive Plan in effect at that time.

1.23 Over-Intensive Rural Development

The Area III-Rural Preservation Area is that portion of Area III where rural land uses and character are to be maintained and preserved. A variety of land use activities are permitted by county zoning pursuant to examination through one or more of the review processes enumerated in the Boulder County Land Use Code. A preliminary analysis may conclude that an otherwise permitted land use proposal would have an impact of urban intensity and thus be considered an over-intensive rural development.

Criteria to be examined in making an over-intensive determination may include, but are not limited to traffic, structure size, number of users, hours of operation, outside lighting, water needs and wastewater flows, impacts extending outside of the property boundaries, compatibility with surrounding land uses, and the availability or lack of other more appropriate sites for the proposed activity. Any application for a land use that triggers an over-intensive rural development analysis will be referred to the City of Boulder for comment.

1.24 Annexation

The policies in regard to annexation to be pursued by the city are:

a) Annexation will be required before adequate facilities and services are furnished.

b) The city will actively pursue annexation of county enclaves, Area II properties along the western boundary, and other fully developed Area II properties. County enclave means an unincorporated area of land entirely contained within the outer boundary of the city. Terms of annexation will be based on the amount of development potential as described in (c), (d), and (e) of this policy. Applications made to the county for development of enclaves and Area II lands in lieu of annexation will be referred to the city for review and comment. The county will attach great weight to the city's response and may require that the landowner conform to one or more of the city's development standards so that any future annexation into the city will be consistent and compatible with the city's requirements.

c) Annexation of existing substantially developed areas will be offered in a manner and on terms and conditions that respect existing lifestyles and densities. The city will expect these areas to be brought to city standards only where necessary to protect the health and safety of the residents of the subject area or of the city. The city, in developing annexation plans of reasonable cost, may phase new facilities and services. The county, which now has jurisdiction over these areas, will be a supportive partner with the city in annexation efforts to the extent the county supports the terms and conditions being proposed.

d) In order to reduce the negative impacts of new development in the Boulder Valley, the city will annex Area II land with significant development or redevelopment potential only if the annexation provides a special opportunity or benefit to the city. For annexation considerations, emphasis will be given to the benefits achieved from the creation of permanently affordable housing. Provision of the following may also be considered a special opportunity or benefit: receiving sites for transferable development rights (TDRs), reduction of future employment projections, land and/or facilities for public purposes over and above that required by the city's land use regulations, environmental preservation, or other amenities determined by the city to be a special opportunity or benefit. Parcels that are proposed for annexation that are already developed and which are seeking no greater density or building size would not be required to assume and provide that same level of community benefit as vacant parcels unless and until such time as an application for greater development is submitted.

e) Annexation of substantially developed properties that allows for some additional residential units or commercial square footage will be required to demonstrate community benefit commensurate with their impacts. Further, annexations that resolve an issue of public health without creating additional development impacts should be encouraged.

f) There will be no annexation of areas outside the boundaries of the Boulder Valley Planning Area, with the possible exception of annexation of acquired open space.

g) Publicly owned property located in Area III and intended to remain in Area III may be annexed to the city if the property requires less than a full range of urban services or requires inclusion under city jurisdiction for health, welfare and safety reasons.

h) The Gunbarrel Subcommunity is unique because the majority of residents live in the unincorporated area and because of the shared jurisdiction for planning and service provision among the county, the city, the Gunbarrel Public Improvement District and other special districts. Although interest in voluntary annexation has been limited, the city and county continue to

support the eventual annexation of Gunbarrel. If resident interest in annexation does occur in the future, the city and county will negotiate new terms of annexation with the residents.

1.25 Assimilation of Special District Facilities and Services
Where the provider(s) of the facilities and services is (are) other than the city, the county and the city will take all reasonable and legal steps to facilitate assimilation of facilities and services by the city upon annexation.

1.26 Provision of Urban Services in the Boulder Valley
The city is an adequate provider of facilities and services. These facilities and services will continue to be supplied to Area I, and the city will make them available to Area II within the planning period pursuant to the city's annexation policies and Capital Improvements Program. The city and county intend that new urban development not occur until adequate urban facilities and services are available to serve the development. The county experience indicates that provision of the full range of urban facilities and services by a municipality is preferable to provision of urban facilities and services by special districts and private groups in part because municipalities have politically accountable leadership, general police power and the ability to coordinate provision of adequate urban facilities and services. Therefore, it is hereby presumed that adequate facilities and services can be provided only by the City of Boulder. The city will extend, furnish or provide such services at such time as it can provide them all as provided under paragraph 1.27(a) below and the Urban Service Criteria and Standards section of this plan. However, it is not the intent to preclude the development and use of alternative facilities and service systems for new urban development so long as they are adequate as provided under paragraph 1.27(b) and the Urban Service Criteria and Standards section of this plan.

1.27 Definition of Adequate Urban Facilities and Services
a) The city provides adequate facilities and services for new urban residential, commercial and industrial development within the planning area. Adequate facilities and services for:

(i) All development include: public water, public sewer, stormwater and flood management, urban fire protection and emergency medical care, urban police protection, urban transportation; and
(ii) Residential development also includes developed urban parks and schools.

b) The availability and adequacy of urban facilities and services as set forth in subparagraph (a) above will be determined based upon the Urban Service Criteria and Standards section of this plan.

c) In order to make efficient use of existing infrastructure and investment, new development and redevelopment will be located in areas where adequate public services and facilities presently exist or are planned to be provided under the city's Capital Improvements Program.

d) Due to size, location and other unique requirements, some city facilities that do not require the full range of urban services will be located in Areas II and III. Extending a limited range of urban services to such city facilities is appropriate when extension is consistent with the Boulder Valley Comprehensive Plan or otherwise necessary for the city to provide another urban facility and service to Area I.

1.28 Phased Extension of Urban Services/Capital Improvements Program
a) The city and county agree that extensions, furnishing, or provision of less than adequate facilities and services for new urban development would be injurious to the public health, safety

and welfare because it would seriously impair the county's efforts implementing the Boulder Valley Comprehensive Plan through reasonable land use and development regulations in the unincorporated areas of the county.

b) The county requests that the city accompany any extension of facilities and services to urban development outside the boundaries of the city with concurrent annexation to the city of the land served. The city agrees not to extend or furnish facilities and services to new urban development outside the boundaries of the city without annexing to the city the land to be served, except as indicated in Policy 1.36 Out-of-City Utility Service.

c) The city and county recognize that certain properties within the Boulder Valley have filed for subdivision approval with Boulder County prior to June 13, 1977, the date on which the county approved amendments to its subdivision regulations that require compatibility of applicants for subdivision approval with the Boulder Valley Comprehensive Plan and have previously been granted water and sewer by the city. The development of these particular properties may be permitted to occur without a full range of urban facilities and services provided that such development is otherwise in accordance with the Comprehensive Plan and existing Boulder County land use regulations at the time of submission of the application.

d) The city will use the Capital Improvements Program (CIP) process, within the framework of a responsible budget of balanced revenues and expenditures, to plan for the funding of an adequate range of urban services and facilities within Area I and Area II as annexation occurs during the planning period. . The CIP is a tool to direct the location and timing of growth by coordinating and targeting public capital expenditures.

1.29 Channeling Development to Areas with Adequate Infrastructure

In order to protect and use past investments in capital improvements, new development and redevelopment will be located in areas where adequate public services and facilities presently exist or are planned to be provided under the city's Capital Improvements Program.

1.30 Growth to Pay Fair Share of New Facility Costs

Since the public costs of annexation and developing several areas concurrently could prove excessive, the city will limit said costs to those, which can reasonably be accommodated within the Capital Improvements Program and are compatible with anticipated revenues. When permitting additional development or redevelopment, the city will consider whether public facilities and services are adequate to reasonably maintain current levels of service or service standards given the impacts of such additional development or committed funding sources for such adequate facilities are sufficient to ensure their provision in a timely fashion. Growth will be expected to pay its own way, with the requirement that new development pay the cost of providing needed facilities and an equitable share of services including affordable housing, and to mitigate negative impacts such as those to the transportation system.

1.31 Adjacency of Open Space/Utility Impacts

The city and county will consider the impacts of open space management and utility installation on abutting property.

1.32 Multi-Purpose Use of Public Lands

Multi-purpose use of public lands, facilities and personnel services will be emphasized. However, in consideration of potential use of parks and open space lands, only activities consistent with the original intent of acquisition will be considered.

Utilities

1.33 Consistency of Utility Extensions with Comprehensive Plan
The installation and extension of all utilities will be consistent with the provisions of the Boulder Valley Comprehensive Plan and with the responsibilities of the respective utility providers.

1.34 Efficient Extension of Utilities
Nothing within the Boulder Valley Comprehensive Plan will prohibit the city from denying the provision of utility services to any property within the Boulder Valley for utility-related reasons.

1.35 Utility Provision to Implement Community Goals
The city will consider the importance of the other objectives of the Boulder Valley Comprehensive Plan in the planning and operation of the water, wastewater, stormwater and flood management utilities. These other objectives include in-stream flow maintenance, enhancement of recreational opportunities, water quality management, preservation of natural ecosystems, open space and irrigated agricultural land, and implementation of desired timing and location of growth patterns.

1.36 Out-of-City Utility Service
In furtherance of policies 2.01, 2.02, 2.03, 1.33, 1.34, 1.35, and not withstanding Policy 1.28, the city and county agree that it is appropriate for the city to: a) Decline support for utility provision in Area III and Area II when its provision would defeat Boulder Valley Comprehensive Plan goals.
b) Extend limited utility service in Area III and Area II in circumstances that further Boulder Valley Comprehensive Plan goals. c) Evaluate opportunities for cooperation with other utility service providers, in concert with the county, to further Comprehensive Plan goals.

2. Built Environment

Boulder's compact, interconnected urban form helps ensure the community's environmental health, social equity and economic vitality. It also supports cost-effective infrastructure and facility investments, a high level of multimodal mobility, and easy access to employment, recreation, shopping and other amenities, as well as a strong image of Boulder as a distinct community.

Background

Elements That Define Boulder's City Structure

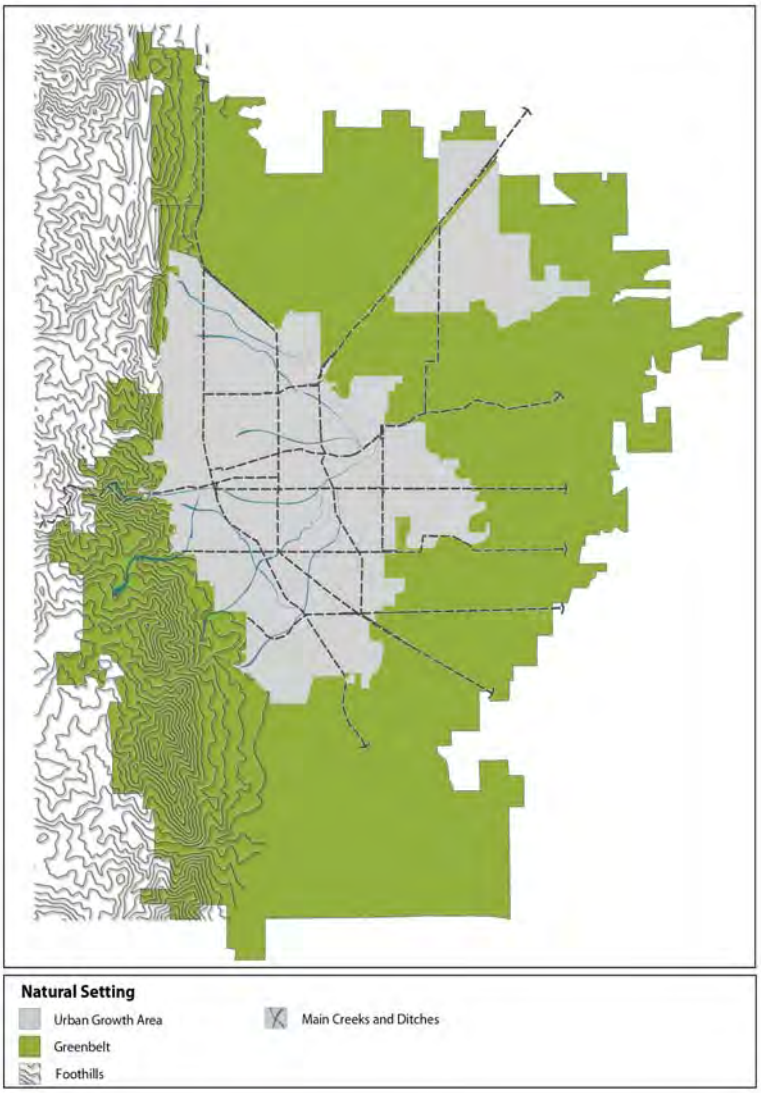
Boulder's distinctive 'sense of place' and compact size did not happen by accident. It has taken creative public policies and pragmatic planning decisions over many years to produce and preserve Boulder's unique character and physical beauty. Elements that define Boulder's city structure and support its continuing evolution to a more sustainable urban form are described below.

1. Natural Setting

Boulder's natural setting defines its size and shape.

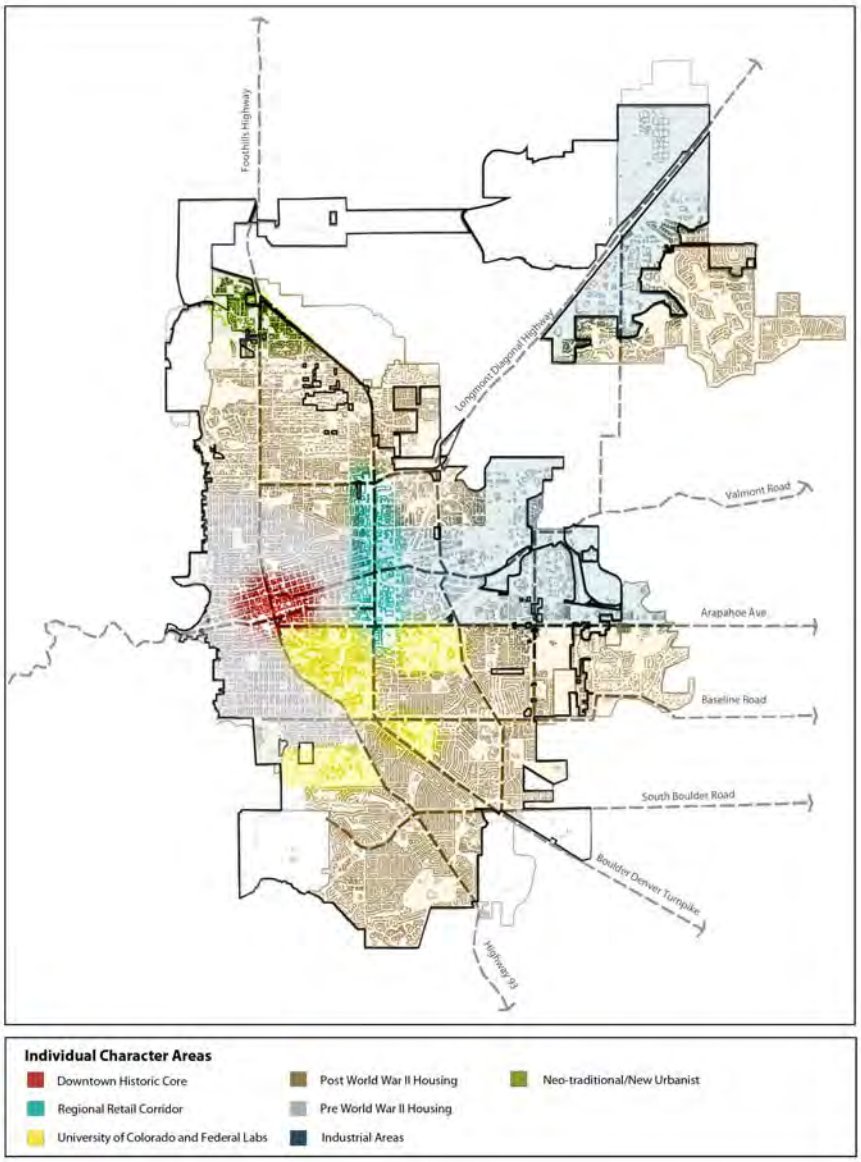
The two most important factors that shape the City of Boulder are its mountain backdrop and surrounding greenbelt. These natural features form a clearly-defined edge that separates the urban

area from the open countryside. Creeks and ditches have also shaped the layout of the city.



2. Individual Character Areas

Different parts of Boulder are distinguished by their individual character. Boulder's city structure is also defined by the individual character and distinctive qualities of its different areas, drawing on each area's unique history, development pattern, land uses, amenities and other factors. Some of the more distinctive character areas within the city are: the downtown historic core and surrounding pre-World War II residential neighborhoods, the 28th/30th Street regional retail corridor, the University and federal lab campuses, the industrial areas in East Boulder and Gunbarrel, the post-World War II residential neighborhoods and the North Boulder neo-traditional/New-Urbanist neighborhoods.



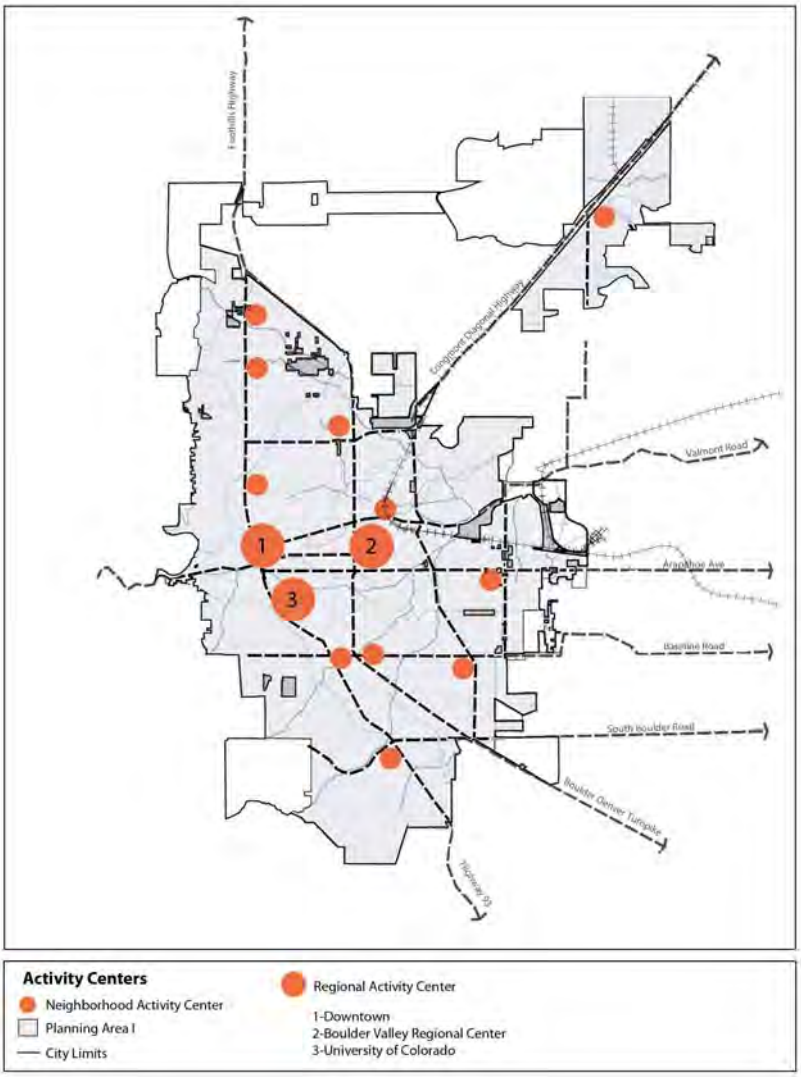
3. Activity Centers

Activity centers concentrate activities into nodes at a variety of scales.

Boulder's commercial, entertainment, educational and civic centers are focused in concentrated nodes of activities at a variety of scales distributed throughout the community.

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 (CU) with the University Hill business district, which also serves as a neighborhood center for the surrounding area. Each regional center has a distinct function and character, provides a wide range of activities and draws from the entire city as well as the region.

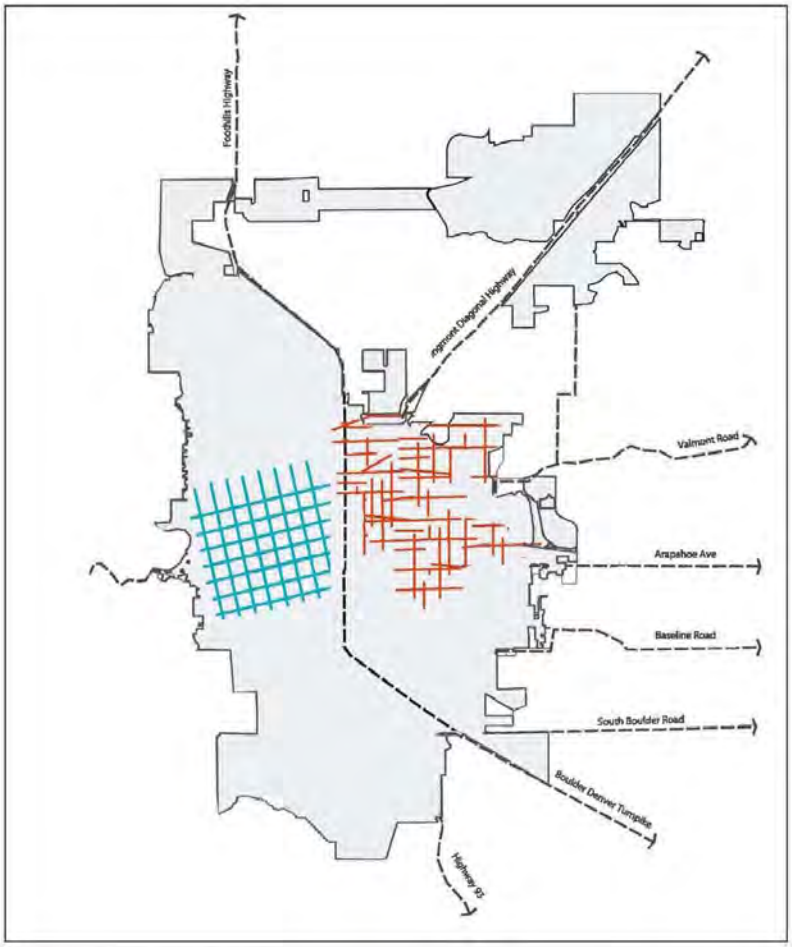
The next tier of intensity is neighborhood activity centers. In addition to serving as neighborhood gathering places, these centers also provide goods and services for the day-to-day needs of nearby residents, workers and students, and are easily accessible from surrounding areas by foot, bike and transit.



4. Mobility Grid

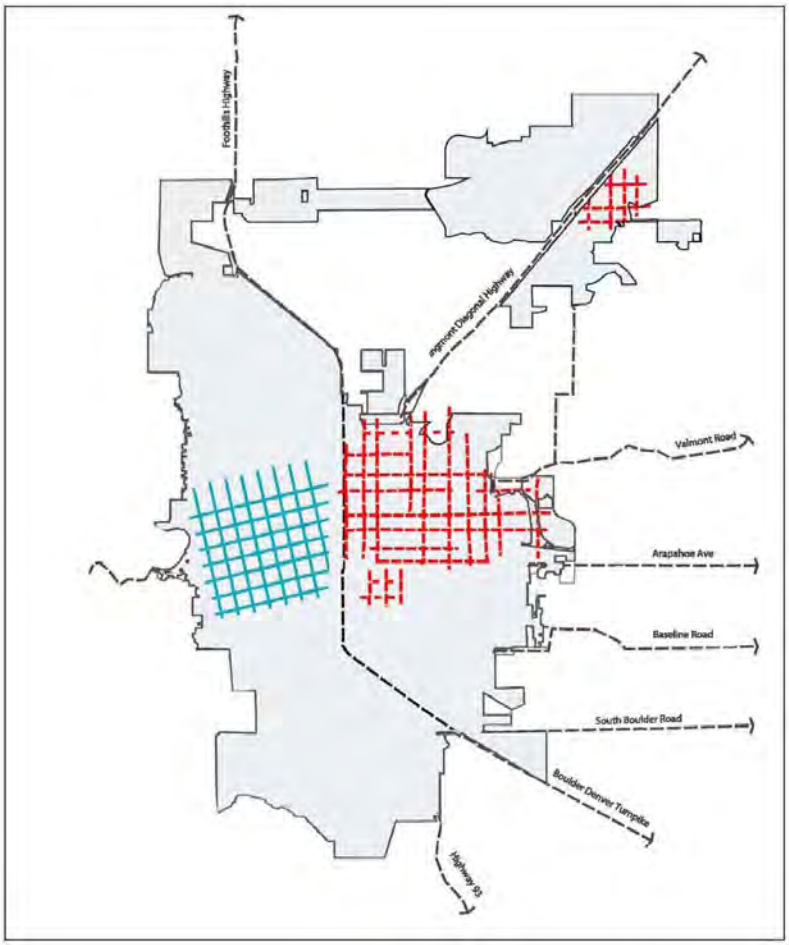
Boulder's 'mobility grid' interconnects the city.

Boulder's 'mobility grid'—the system of streets, alleys, transit corridors, multi-use and greenway paths—interconnects the city and both serves and reflects the city's land use pattern. Networks for vehicles, bicycles, pedestrians and transit—sometimes shared, sometimes separate—overlay the city and create a lacework of movement between and within regional centers, neighborhood centers, and residential and employment areas. In general, the western historic neighborhoods of the city have a fine-grained, walkable and bikeable street grid, whereas other parts of the city, for example, East Boulder, have larger, more car-oriented super-blocks. Over time, the city seeks to extend a more pedestrian and bike-friendly mobility grid to all parts of the community.



Existing Mobility Grid Diagram

- Connected Grid
- Disconnected Grid
- City Limits

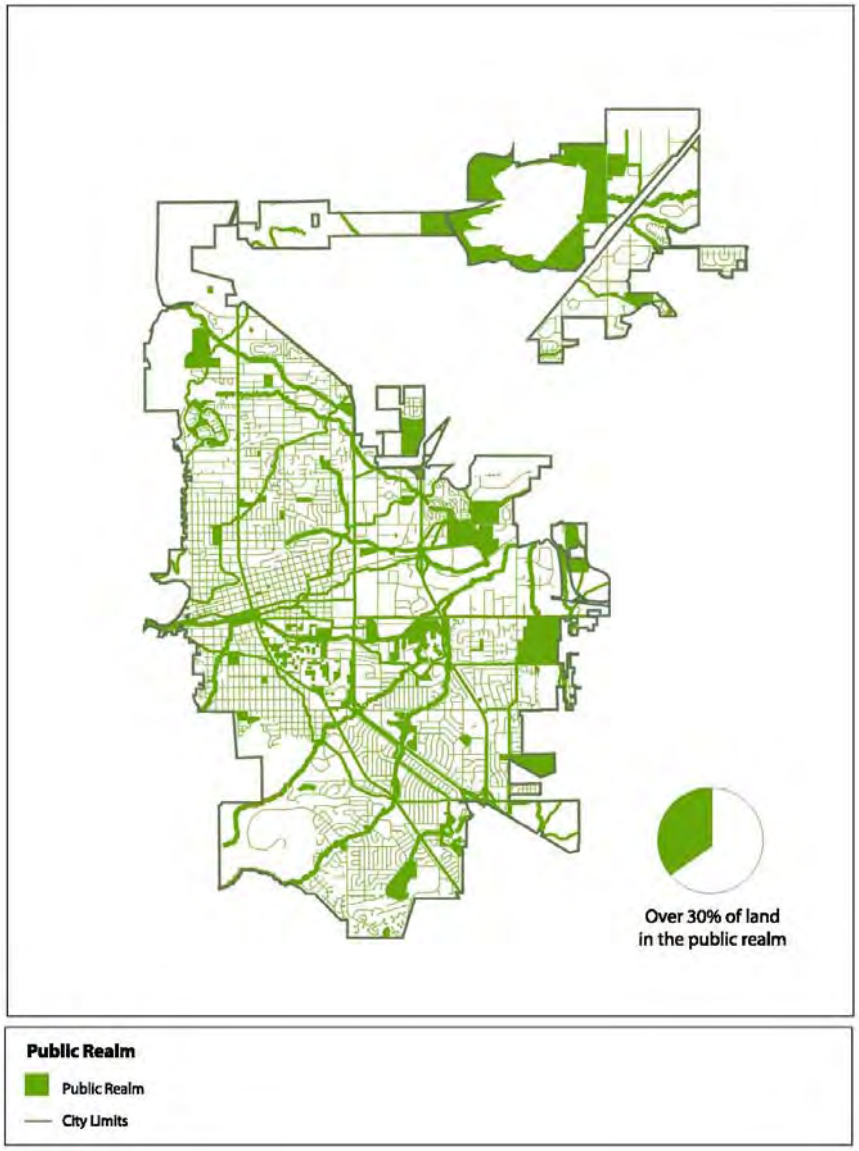


Future Mobility Grid Diagram

- Existing Connected Grid
- Future Connections
- City Limits

5. The Public Realm

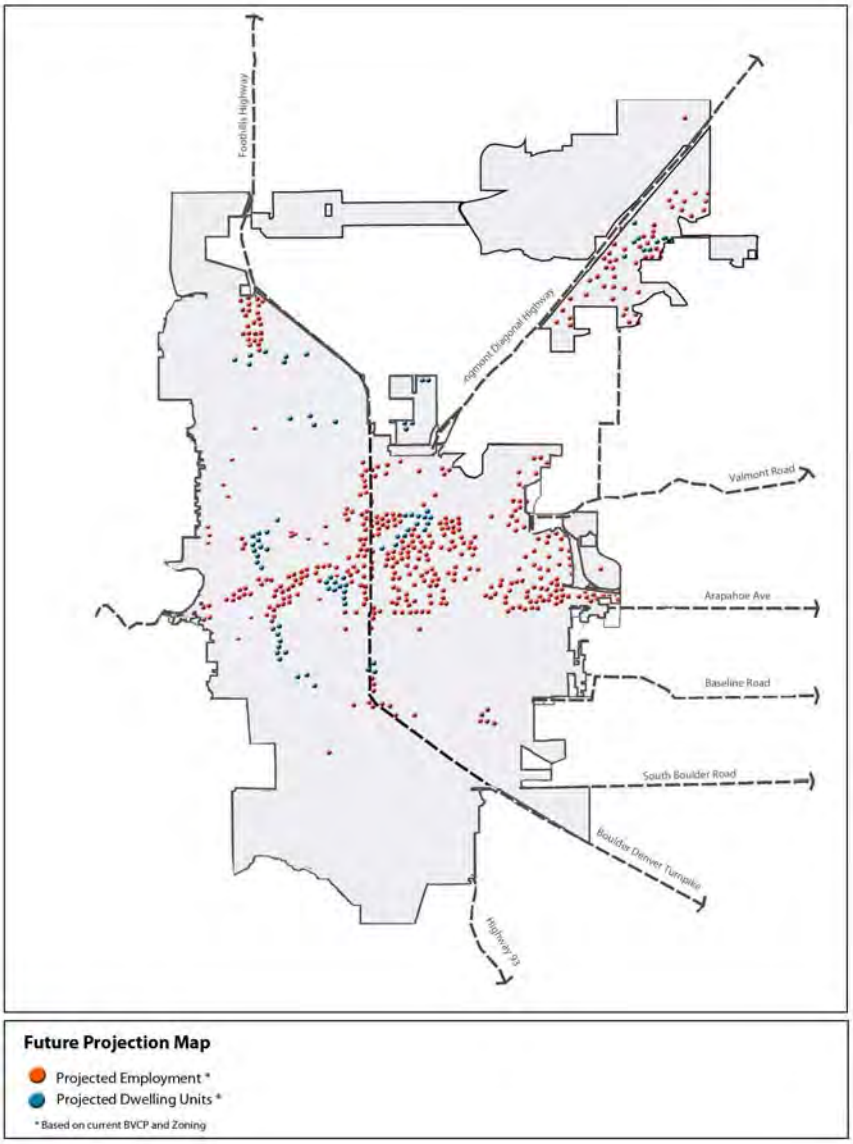
The public realm provides key functions and strongly influences character and aesthetics. The public realm includes the city's streets, sidewalks and paths, ditches, parks, plazas and other urban outdoor spaces. It comprises a large portion of Boulder's land and represents a substantial public investment. The design of the public realm plays a major role in defining the character, identity and aesthetic quality of the city overall and individual neighborhoods. It also serves a variety of important functions: transportation, passive and active recreation, gathering places, opportunities to connect to nature, enhancement of air and water quality, and mitigation of urban heat island effects.



Projected Growth

This diagram illustrates where housing and jobs could be added within the city Service Area through development of vacant parcels and redevelopment of properties under current plans and regulations. The Built Environment policies help shape the form and quality of future growth, in

addition to protecting historic and environmental resources and preserving established neighborhood character.



Sustainable Urban Form Definition

The city's urban form is shaped by the location and design of streets, paths and open spaces; the mix of uses and activities that are allowed in each area of the city; and the design and intensity of development and public improvements. The city's goal is to evolve toward an urban form that supports sustainability. This "sustainable urban form" is defined by the following components:
Compact:

- A compact development pattern with density in appropriate locations to create and support viable, long term commercial opportunities and high frequency public transit.

Connected:

- An integrated multimodal system with abundant, convenient and pleasant ways to get around on foot, by bike, and by local and regional transit service.
- Opportunities for people to connect to nature and natural systems.

Complete:

- Daily needs within easy access from home, work or school without driving a car.
- A quality of life that attracts, sustains and retains diverse businesses, creative entrepreneurs and investment in the local economy.

Green, Attractive and Distinct:

- Comfortable, safe, and attractive places to live, work, learn and recreate that have a distinct, memorable character and high-quality design and that promote healthy, active living.
- A public realm that is beautiful, well-used and enriched with art, trees and landscaping.
- Buildings, streets, utilities and other infrastructure that protect natural systems, minimize energy use, urban heat island effects and air and water pollution, and support clean energy generation.
- Preservation of agriculturally significant lands, environmentally sensitive areas and historic resources.

Inclusive:

- A diversity of employment, housing types, sizes and prices, and other uses to meet the needs of a diverse community.
- Welcoming, accessible public gathering spaces for interaction among people of all ages, walks of life and levels of ability.

Community Identity/Land Use Pattern

2.01 Unique Community Identity

The unique community identity and sense of place that is enjoyed by residents of the Boulder Valley and characterized by the community's setting and history will be respected by policy decision makers.

2.02 Physical Separation of Communities

The city and county will strive to maintain and enhance an open land buffer that separates development in the Boulder Valley from surrounding communities and contributes to distinct community identities.

2.03 Compact Development Pattern

The city and county will, by implementing the Boulder Valley Comprehensive Plan, ensure that development will take place in an orderly fashion, take advantage of existing urban services, and avoid, insofar as possible, patterns of leapfrog, noncontiguous, scattered development within the Boulder Valley. The city prefers redevelopment and infill as compared to development in an expanded Service Area in order to prevent urban sprawl and create a compact community.

2.04 Open Space Preservation

The city and county will permanently preserve lands with open space values by purchasing or accepting donations of fee simple interests, conservation easements or development rights and other measures as appropriate and financially feasible. Open space values include use of land for urban shaping and preservation of natural areas, environmental and cultural resources, critical ecosystems, water resources, agricultural land, scenic vistas and land for passive recreational use.

2.05 Design of Community Edges and Entryways
Well-defined edges and entryways for the city are important because they support an understanding and appreciation of the city's image, emphasize and preserve its natural setting, and create a clear sense of arrival and departure. Natural features are most effective as edges, but public open land, major roadways or heavy tree planting can also function as community edges. As new areas are developed, the definition of a community edge will be a design priority. Major entryways into the Boulder Valley will be identified, protected and enhanced.

Rural Lands Preservation

2.06 Preservation of Rural Areas and Amenities
The city and county will attempt to preserve existing rural land use and character in and adjacent to the Boulder Valley where environmentally sensitive areas, hazard areas, agriculturally significant lands, vistas, significant historic resources, and established rural residential areas exist. A clear boundary between urban and rural areas at the periphery of the city will be maintained, where possible. Existing tools and programs for rural preservation will be strengthened and new tools and programs will be put in place.

2.07 Delineation of Rural Lands
Area III consists of the rural lands in the Boulder Valley, outside the Boulder Service Area. The Boulder Service Area includes urban lands in the city and lands planned for future annexation and urban service provision. Within Area III, land is placed within one of two classifications: the Area III-Rural Preservation Area or the Area III-Planning Reserve Area. The boundaries of these two areas are shown on the Area III-Rural Preservation Area and Area I, II, III Map. The more specific Area III land use designations on the Boulder Valley Comprehensive Plan map indicate the type of non-urban land use that is desired as well as recognize those county developments that have or can still develop at other than rural densities and uses. The Area III-Rural Preservation Area is intended to show the desired long-term rural land use; the Area III-Planning Reserve Area is an interim classification until it is decided whether or not this land should be placed in the Area III-Rural Preservation Area or in the Service Area.

a) Area III-Rural Preservation Area
The Area III-Rural Preservation Area is that portion of Area III where rural land uses and character will be preserved through existing and new rural land use preservation techniques and no new urban development will be allowed during the planning period. Rural land uses to be preserved to the greatest possible extent include: rural town sites (Eldorado Springs, Marshall and Valmont); existing county rural residential subdivisions (primarily along Eldorado Springs Drive, on Davidson Mesa west of Louisville, adjacent to Gunbarrel, and in proximity to Boulder Reservoir); city and county acquired open space and parkland; sensitive environmental areas and hazard areas that are unsuitable for urban development; significant agricultural lands; and lands that are unsuitable for urban development because of a high cost of extending urban services or scattered locations, which are not conducive to maintaining a compact community.

b) Area III-Planning Reserve Area
The Area III-Planning Reserve Area (PRA) is that portion of Area III with rural land uses where the city intends to maintain the option of limited Service Area expansion. The location and characteristics of this land make it potentially suitable for new urban development, based on the apparent lack of sensitive environmental areas, hazard areas, and significant agricultural lands, the feasibility of efficient urban service extension, and contiguity to the existing Service Area, which maintains a compact community.

2.08 Rural Density Transfer

The city and county will jointly determine criteria and areas for transfer of development rights (TDRs) within or in proximity to the Boulder Valley, in order to secure conservation easements on valuable rural lands from which density may be transferred and shift those rural residential densities to appropriate urban settings where the negative impacts of growth can be better mitigated or avoided.

Neighborhoods

2.09 Neighborhoods as Building Blocks

The city and county will foster the role of neighborhoods to establish community character, provide services needed on a day-to-day basis, foster community interaction, and plan for urban design and amenities. All neighborhoods, whether residential areas, business districts, or mixed land use areas, should offer unique physical elements of neighborhood character and identity, such as distinctive development patterns or architecture; historic or cultural resources; amenities such as views, open space, creeks, irrigation ditches, and varied topography; and distinctive community facilities and business areas.

2.10 Preservation and Support for Residential Neighborhoods

The city will work with neighborhoods to protect and enhance neighborhood character and livability and preserve the relative affordability of existing housing stock. The city will seek appropriate building scale and compatible character in new development or redevelopment, appropriately sized and sensitively designed streets and desired public facilities and mixed commercial uses. The city will also encourage neighborhood schools and safe routes to school.

2.11 Accessory Units

Consistent with existing neighborhood character, accessory units will be encouraged in order to increase rental housing options in single family residential neighborhoods. Regulations developed to implement this policy will address potential cumulative negative impacts on the neighborhood. Accessory units will be reviewed based on the characteristics of the lot, including size, configuration, parking availability, privacy and alley access.

2.12 Preservation of Existing Residential Uses

The city will encourage the preservation or replacement in-kind of existing, legally established residential uses in non-residential zones. Non-residential conversions in residential zoning districts will be discouraged, except where there is a clear benefit or service to the neighborhood.

2.13 Protection of Residential Neighborhoods Adjacent to Non-residential Zones

The city and county will take appropriate actions to ensure that the character and livability of established residential neighborhoods will not be undermined by spill-over impacts from adjacent regional or community business zones or by incremental expansion of business activities into residential areas. The city and county will protect residential neighborhoods from intrusion of non-residential uses by protecting edges and regulating the impacts of these uses on neighborhoods.

2.14 Mix of Complementary Land Uses

The city and county will strongly encourage, consistent with other land use policies, a variety of land uses in new developments. In existing neighborhoods, a mix of land use types, housing sizes and lot sizes may be possible if properly mitigated and respectful of neighborhood character. Wherever land uses are mixed, careful design will be required to ensure compatibility, accessibility and appropriate transitions between land uses that vary in intensity and scale.

2.15 Compatibility of Adjacent Land Uses

To avoid or minimize noise and visual conflicts between adjacent land uses that vary widely in use, intensity or other characteristics, the city will use tools such as interface zones, transitional areas, site and building design and cascading gradients of density in the design of subareas and zoning districts. With redevelopment, the transitional area should be within the zone of more intense use.

Mixed Use and Higher Density Development

2.16 Mixed Use and Higher Density Development

The city will encourage well-designed mixed use and higher density development that incorporates a substantial amount of affordable housing in appropriate locations, including in some commercial centers and industrial areas and in proximity to multimodal corridors and transit centers. The city will provide incentives and remove regulatory barriers to encourage mixed use development where and when appropriate. This could include public-private partnerships for planning, design or development; new zoning districts; and the review and revision of floor area ratio, open space and parking requirements.

Activity Centers

2.17 Variety of Activity Centers

The city and county support a variety of regional, subcommunity and neighborhood activity centers where people congregate for a variety of activities such as working, shopping, going to school or day care, accessing human services and recreating Activity centers should be located within walking distance of neighborhoods and business areas and designed to be compatible with surrounding land uses and intensity and the context and character of neighborhoods and business areas. Good multimodal connections to and from activity centers and accessibility for people of all ages and abilities will be encouraged.

2.18 Role of the Central Area

The central area will continue as the regional service center of the Boulder Valley for office, retail, financial, governmental, medical, cultural and university activities. As such, it will remain the primary activity center and focal point of the Boulder Valley. The central area includes distinct, interrelated activity centers such as the Downtown Business District, University of Colorado, Canyon Boulevard Cultural Corridor, and Boulder Valley Regional Center. A variety of land uses surrounds these activity centers, and transportation alternatives provide direct connections between them.

Urban Design Linkages

2.19 Urban Open Lands

Open lands within the fabric of the city constitute Boulder's public realm and provide recreational opportunities, transportation linkages, gathering places and density relief from the confines of the city, as well as protection of the environmental quality of the urban environment. The city will promote and maintain an urban open lands system to serve the following functions: active and passive recreation, environmental protection, flood management, multimodal transportation, enhancement of community character and aesthetics.

2.20 Boulder Creek, Tributaries and Ditches as Important Urban Design Features

Boulder Creek, its tributaries and irrigation ditches will serve as unifying urban design features for the community. The city and county will support the preservation or reclamation of the creek corridors for natural ecosystems, wildlife habitat and cultural resources; for recreation and bicycle and pedestrian transportation; to provide flood management; to improve air and water quality;

and to provide a contrast to urban development. Path development will be sensitive to the ecology, terrain and privacy of adjacent residents and surroundings.

2.21 Commitment to a Walkable and Accessible City
The city and county will promote the development of a walkable and accessible city by designing neighborhoods and business areas to provide easy and safe access by foot to places such as neighborhood centers, community facilities, transit stops or centers, and shared public spaces and amenities. The city will consider additional neighborhood-serving commercial areas where appropriate and supported by the neighbors they would serve.

2.22 Improve Mobility Grid
The walkability, bikeability and transit access should be improved in parts of the city that need better connectivity and mobility, for example, in East Boulder. This should be achieved by coordinating and integrating land use and transportation planning and will occur through both public investment and private development.

2.23 Trail Corridors/Linkages
In the process of considering development proposals, the city and county will encourage the development of paths and trails where appropriate for recreation and transportation, such as walking, hiking, bicycling or horseback riding.. Implementation will be achieved through the coordinated efforts of the private and public sectors.

Community Conservation

2.24 Preservation of Historic and Cultural Resources
The city and county will identify, evaluate and protect buildings, structures, objects, districts, sites and natural features of historic, architectural, archaeological, or cultural significance with input from the community. The city and county will seek protection of significant resources through local designation when a proposal by the private sector is subject to discretionary development review.

2.25 Leadership in Preservation: City- and County-Owned Resources
The city and county will evaluate their publicly owned properties to determine their historical, architectural, archaeological or cultural significance. Eligible resources will be protected through local designation. Secondary structures that are part of and convey the cultural significance of a site, such as a farm complex and alley structure, should be retained and preserved as well.

2.26 Historic and Cultural Preservation Plan
The city and county will develop a Boulder Valley-wide preservation plan in order to: integrate historic preservation issues into the Boulder Valley Comprehensive Plan; ensure coordination between preservation goals and zoning, land use, growth management, transportation and housing goals; and ensure consistency among governmental policies that affect the community's historic, archeological and cultural resources. Preservation plans will be developed with public and landowner participation.

2.27 Eligible Historic Districts and Landmarks
The city has identified areas that may have the potential to be designated as historic districts. The Designated and Eligible Historic Districts map shows areas with designation potential, as well as areas that are already designated as historic districts. There are also many individual buildings of landmark quality both within and outside of these eligible areas. Additional historic district and landmark designation will be encouraged.

2.28 Historic Preservation/Conservation Tools
The city will develop a variety of tools that address preservation and conservation objectives within the community. Specific tools that address historic preservation and conservation objectives will be matched to the unique needs of specific areas. Preservation tools may include incentives programs, designation of landmark buildings and districts, design review, and public improvements. Conservation districts, easements and other tools may be applied in areas that do not qualify as local historic districts but contain features that contribute to the quality of the neighborhood or community. These could include historic resources that have lost integrity, neighborhoods with significant character but that are not historically significant, and scattered sites that share a common historic or architectural theme.

2.29 Preservation of Archaeological Sites and Cultural Landscapes
The city will develop a plan and processes for identification, designation and protection of archaeological and cultural landscape resources, such as open ditches, street and alleyscapes, railroad rights-of-way, and designed landscapes.

Design Quality

2.30 Sensitive Infill and Redevelopment
With little vacant land remaining in the city, most new development will occur through redevelopment. The city will gear subcommunity and area planning and other efforts toward defining the acceptable amount of infill and redevelopment and standards and performance measures for design quality to avoid or adequately mitigate negative impacts and enhance the benefits of infill and redevelopment to the community and individual neighborhoods. The city will also develop tools, such as neighborhood design guidelines, to promote sensitive infill and redevelopment.

2.31 Design of Newly-Developing Areas
The city will encourage a neighborhood concept for new development that includes a variety of residential densities, housing types, sizes and prices, opportunities for shopping, nearby support services and conveniently sited public facilities, including roads and pedestrian connections, parks, libraries and schools.

2.32 Physical Design for People
The city and county will take all reasonable steps to ensure that public and private development and redevelopment be designed in a manner that is sensitive to social, health and psychological needs. Broadly defined, this will include factors such as accessibility to those with limited mobility; provision of coordinated facilities for pedestrians, bicyclists and bus-riders; provision of functional landscaping and open space; and the appropriate scale and massing of buildings related to neighborhood context.

2.33 Environmentally Sensitive Urban Design
For capital improvements and private development, the city and county will strive to ensure that buildings, streets, utilities and other infrastructure are located and designed to protect natural systems, minimize energy use, urban heat island effects and air and water pollution, and support clean energy generation.

2.34 Importance of Street Trees and Streetscapes
The city and county will develop regulations and programs to encourage the planting and maintenance of attractive, healthy street trees and streetscapes, which act as the primary

connection between the private and public realm and provide aesthetics, comfort and environmental benefits for the public realm.

2.35 Outdoor Lighting/Light Pollution
The city and county will encourage the efficient use of outdoor lighting to reduce light pollution and conserves energy while providing for public safety. The city will seek to provide a nighttime environment that includes the ability to view the stars against a dark sky so that people can see the Milky Way Galaxy from residential and other appropriate viewing areas. Measures such as using more energy-efficient lights, ensuring that the level of outdoor lighting is appropriate to the application, minimizing glare, and using shielding techniques to direct light downward will be required.

2.36 Design Excellence for Public Projects
Public projects bear a special responsibility to exhibit design excellence. The city and county will work to ensure that new capital projects and transportation facilities are visually attractive and contribute positively to the desired community character.

2.37 Enhanced Design for Private Sector Projects
Through its policies and programs, the city will encourage or require quality architecture and urban design in private sector development that encourages alternative modes of transportation, provides a livable environment and addresses the elements listed below.

a) The context. Projects should become a coherent part of the neighborhood in which they are placed. They should be preserved and enhanced where the surroundings have a distinctive character. Where there is a desire to improve the character of the surroundings, a new character and positive identity as established through area planning or a community involvement process should be created for the area. Special attention will be given to protecting and enhancing the quality of established residential areas that are adjacent to business areas.

b) Relationship to the public realm. Projects should relate positively to public streets, plazas, sidewalks, paths, ditches and natural features. Buildings and landscaped areas—not parking lots—should present a well-designed face to the public realm, should not block access to sunlight, and should be sensitive to important public view corridors. Future strip commercial development will be discouraged.

c) Transportation connections. Projects should provide a complete network of vehicular, bicycle and pedestrian connections both internal to the project and connecting to adjacent properties, streets and paths, including dedication of public rights-of-way and easements where required.

d) Human scale. Projects should provide pedestrian interest along streets, paths and public spaces.

e) Permeability. Projects should provide multiple opportunities to walk from the street into projects, thus presenting a street face that is permeable. Where appropriate, they should provide opportunities for visual permeability into a site to create pedestrian interest.

f) On-site open spaces. Projects should incorporate well-designed functional open spaces with quality landscaping, access to sunlight and places to sit comfortably. Where public parks or open spaces are not within close proximity, shared open spaces for a variety of activities should also be provided within developments.

g) Buildings. Buildings should be designed with a cohesive design that is comfortable to the pedestrian, with inviting entries that are visible from public rights of way. Design innovation and the use of high quality building materials are encouraged.

3. Natural Environment

The natural environment that characterizes the Boulder Valley is a critical asset that must be preserved and protected. It is the framework within which growth and development take place. The city and county recognize that the Boulder Valley is a complex ecological system and that there are inextricable links among our natural environment, the economy, the built environment and community livability. The Boulder Valley is an open system in that our natural and human systems are connected to the region as well as to the entire world. The city and county acknowledge that regional and global changes can have a profound effect on the local environment and that the local economy and built environment can have adverse impacts on natural systems beyond the Boulder Valley.

Boulder has been at the forefront of environmental protection and preservation for many years. The vast amount of natural land protected by the city and county contributes to the high quality of life for residents. The community's historic and on-going emphasis on clean air and water has resulted in significant progress toward a sustainable and healthy urban environment.

The city places strong emphasis on being a leader and role model to other communities for its exemplary environmental protection practices and accomplishments. The city will continue to develop and implement state of the art environmental policies both community wide and within the city government organization to further its environmental sustainability goals.

The policies in this section support the following city and county goals related to the conservation and preservation of land, water, air resources and pollution prevention:

- Biodiversity and Native Ecosystems
- Urban Environmental Quality
- Geologic Resources and Natural Hazards
- Water and Air Quality

3.01 Incorporating Ecological Systems into Planning
The city and county will approach planning and policy decisions in the Boulder Valley through an ecosystem framework in which natural regions like airsheds and watersheds are considered and incorporated into planning.

3.02 Adaptive Management Approach
The city will employ an adaptive management approach to resource protection and enhancement. An adaptive management approach involves ongoing monitoring of resource conditions, assessment of the effectiveness of management actions, revision of management actions based on new information from research, and learning from experience what works and what does not.

Biodiversity and Native Ecosystems

3.03 Natural Ecosystems
The city and county will protect and restore significant native ecosystems on public and private lands through land use planning, development review, conservation easements, acquisition and public land management practices. The protection and enhancement of biological diversity and habitat for federal endangered and threatened species and state, county and local species of concern will be emphasized. Degraded habitat may be restored and selected extirpated species may be reintroduced as a means of enhancing native flora and fauna in the Boulder Valley.

3.04 Ecosystem Connections and Buffers
The city and county recognize the importance of preserving large areas of unfragmented habitat in supporting the biodiversity of its natural lands and viable habitat for native species. The city and county will work together to preserve, enhance, restore and maintain undeveloped lands critical for providing ecosystem connections and buffers for joining significant ecosystems.

3.05 Maintain and Restore Ecological Processes
Recognizing that ecological processes, such as wildfire and flooding, are integral to the productivity and health of natural ecosystems, the city and county will work to ensure that, when appropriate precautions have been taken for human safety and welfare, ecological processes will be maintained or mimicked in management of natural lands.

3.06 Wetland and Riparian Protection
Natural and human-made wetlands and riparian areas are valuable for their ecological and, where appropriate, recreational functions, including their ability to enhance water and air quality. Wetlands and riparian areas also function as important wildlife habitat, especially for rare, threatened and endangered plants, fish and wildlife. The city and county will continue to develop programs to protect and enhance wetlands and riparian areas in the Boulder Valley. The city will strive for no net loss of wetlands and riparian areas by discouraging their destruction or requiring the creation and restoration of wetland and riparian areas in the rare cases when development is permitted and the filling of wetlands or destruction of riparian areas cannot be avoided.

3.07 Invasive Species Management
The city and county will promote efforts, both public and private, to prevent the introduction or culture of invasive plant and animal species and seek to control their spread. High priority will be given to managing invasive species that have, or potentially could have, a substantial impact on city and county resources.

3.08 Public Access to Public Lands
Certain city and county-owned or managed lands provide a means for educating users on the importance of the natural environment. Public lands may include areas for recreation, preservation of agricultural use, unique natural features, and wildlife and plant habitat. Public access to natural lands will be provided for, except where closure is necessary to protect areas from unacceptable degradation or impacts to agriculture, habitat or wildlife, for public safety, or limits on access necessary to preserve the quality of the visitor experience.

Urban Environmental Quality

3.09 Management of Wildlife-Human Conflicts
The city recognizes the intrinsic value of wildlife in both the urban and rural setting. The city will promote wildlife and land use management practices to minimize conflicts with residents and urban land uses while identifying, preserving and restoring appropriate habitat for wildlife species in the urban area. When a wildlife species is determined to be a nuisance or a public health hazard, a full range of alternative wildlife and land use management techniques will be considered by the city and county in order to mitigate the problem in a manner that is humane, effective, economical and ecologically responsible.

3.10 Urban Environmental Quality

To the extent possible, the city and county will seek to protect the environmental quality of areas under significant human influence such as agricultural and urban lands and will balance human needs and public safety with environmental protection. The city will develop community wide programs and standards for new development and redevelopment so that negative environmental impacts will be mitigated and overall environmental quality of the urban environment will not worsen and may improve.

3.11 Urban Forests

The city will support, promote and, in some cases, regulate the protection of healthy existing trees and the long term health and vitality of the urban forest in the planning and design of public improvements and private development. The city will encourage overall species diversity, native and low water demand tree species where appropriate.

3.12 Water Conservation

The city and county will promote the conservation of water resources through water quality protection, public education, monitoring and policies that promote appropriate water usage. The city will endeavor to minimize water waste and reduce water use during peak demand periods. New development and redevelopment designed to conserve water will be encouraged.

3.13 Integrated Pest Management

The city and county will encourage efforts to reduce the use of pesticides and synthetic, inorganic fertilizers. In its own practices, the city and county commits to the use of integrated pest management principles, which emphasizes the selection of the most environmentally sound approach to pest management and the overall goal of reducing or eliminating the dependence on chemical pest-control strategies. When public or environmental health risks are identified, the city will balance the impacts and risks to the residents and the environment when choosing control measures.

Geologic Resources and Natural Hazards

3.14 Unique Geological Features

Due to its location at the interface of the Great Plains and the Rocky Mountains, Boulder Valley has a number of significant or unique geological and paleontological features. The city and county will attempt to protect these features from alteration or destruction through a variety of means, such as public acquisition, land use planning and regulation, and density transfer within a particular site.

3.15 Mineral Deposits

Deposits of sand, gravel, coal and similar finite resource areas will be delineated and managed according to state and federal laws. Mineral deposits and other non-renewable resources will be used with the greatest practical efficiency and the least possible disturbance to existing natural and cultural resources.

3.16 Hazardous Areas

Hazardous areas that present danger to life and property from flood, forest fire, steep slopes, erosion, unstable soil, subsidence or similar geological development constraints will be delineated, and development in such areas will be carefully controlled or prohibited.

3.17 Hillside Protection
Hillside and ridge-line development will be carried out in a manner that, to the extent possible, avoids both negative environmental consequences to the immediate and surrounding area and the degrading of views and vistas from and of public areas.

3.18 Wildfire Protection and Management
The city and county will require on-site and off-site measures to guard against the danger of fire in developments adjacent to natural lands and consistent with forest and grassland ecosystem management principles and practices. Recognizing that fire is a widely accepted means of managing ecosystems, the city and county will integrate ecosystem management principles with wildfire hazard mitigation planning and urban design.

3.19 Preservation of Floodplains
Undeveloped floodplains will be preserved or restored where possible through public land acquisition of high hazard properties, private land dedication and multiple program coordination. Comprehensive planning and management of floodplain lands will promote the preservation of natural and beneficial functions of floodplains whenever possible.

3.20 Flood Management
The city and county will protect the public and property from the impacts of flooding in a timely and cost-effective manner while balancing community interests with public safety needs. The city and county will manage the potential for floods by implementing the following guiding principles: a) Preserve floodplains b) Be prepared for floods c) Help people protect themselves from flood hazards d) Prevent unwise uses and adverse impacts in the floodplain e) Seek to accommodate floods, not control them. The city seeks to manage flood recovery by protecting critical facilities in the 500-year floodplain and implementing multi hazard mitigation and flood response and recovery plans.

3.21 Non-Structural Approach
The city and county will seek to preserve the natural and beneficial functions of floodplains by emphasizing and balancing the use of non-structural measures with structural mitigation. Where drainageway improvements are proposed, a non-structural approach should be applied wherever possible to preserve the natural values of local waterways while balancing private property interests and associated cost to the city.

3.22 Protection of High Hazard Areas
The city will prevent redevelopment of significantly flood-damaged properties in high hazard areas. The city will prepare a plan for property acquisition and other forms of mitigation for flood-damaged and undeveloped land in high hazard flood areas. Undeveloped high hazard flood areas will be retained in their natural state whenever possible. Compatible uses of riparian corridors, such as natural ecosystems, wildlife habitat and wetlands will be encouraged wherever appropriate. Trails or other open recreational facilities may be feasible in certain areas.

3.23 Larger Flooding Events
The city recognizes that floods larger then the 100-year event will occur resulting in greater risks and flood damage that will affect even improvements constructed with standard flood protection measures. The city will seek to better understand the impact of larger flood events and consider necessary floodplain management strategies including the protection of critical facilities.

Water and Air Quality

3.24 Protection of Water Quality
Water quality is a critical health, economic and aesthetic concern. The city and county will protect, maintain and improve water quality within the Boulder Creek watershed as a necessary component of existing ecosystems and as a critical resource for the human community. The city and county will seek to reduce point and nonpoint sources of pollutants, protect and restore natural water system, and conserve water resources. Special emphasis will be placed on regional efforts such as watershed planning and priority will be placed on pollution prevention over treatment.

3.25 Water Resource Planning and Acquisition
Water resource planning efforts will be regional in nature and incorporate the goals of water quality protection, and surface and ground water conservation. The city will continue to obtain additional municipal water supplies to insure adequate drinking water, maintain instream flows and preserve agricultural uses. The city will seek to minimize or mitigate the environmental, agricultural and economic impacts to other jurisdictions in its acquisition of additional municipal water supply to further the goals of maintaining instream flows and preventing the permanent removal of land from agricultural production elsewhere in the state.

3.26 Drinking Water
The city and county will continually seek to improve the quality of drinking water and work with other water and land use interests as needed to assure the integrity and quality of its drinking water supplies. The city and county will employ a system-wide approach to protect drinking water quality from sources waters to the water treatment plant and throughout the water distribution system.

3.27 Minimum Flow Program
The city will pursue expansion of the existing in-stream flow program consistent with applicable law and manage stream flows to protect riparian and aquatic ecosystems within the Boulder Creek watershed.

3.28 Surface and Ground Water
Surface and groundwater resources will be managed to prevent their degradation and to protect and enhance aquatic, wetland and riparian ecosystems. Land use and development planning and public land management practices will consider the interdependency of surface and groundwater and potential impacts to these resources from pollutant sources, changes in hydrology, and dewatering activities.

3.29 Wastewater
The city will pursue sustainable wastewater treatment processes to achieve water quality improvements with greater energy efficiency and minimal chemical use. Pollution prevention and proactive maintenance strategies will be incorporated in wastewater collection system management. The county will discourage the installation of private on-site wastewater systems where municipal collection systems are available or where a potential pollution or health hazard would be created.

3.30 Protection of Air Quality

Air quality is a critical health, economic and aesthetic concern. The city and county will seek to reduce stationary and mobile source emissions of pollutants. Special emphasis will be placed on local and regional efforts to reduce pollutants, which cause adverse health effects and impair visibility.

4. Energy and Climate

Boulder's efforts to promote energy efficiency and renewable energy are essential to reducing greenhouse gas emissions and helping reduce the severity of future climate change, as are our efforts to promote alternative transportation options and a compact city form. The objective is to help address energy and climate goals and integrate them with other planning activities, such as decisions regarding development patterns, infrastructure, transportation, economic development, building and site design, and natural resources.

Changes in the dynamics of energy markets as well as the threat of climate change may profoundly affect our community both economically and physically. A number of factors are increasing uncertainty about future energy issues, but rapidly evolving technology and the economic benefits of energy efficiency and renewable energy are providing Boulder and Boulder County with new opportunities to take charge of our energy future and make greater use of local and regional energy resources.

The policies in this section support the city and county's goals of meeting energy needs, reducing greenhouse gas emissions, and adapting to climate changes:

- Climate Action and Greenhouse Gases
- Energy Conservation and Renewable Energy
- Land Use and Building Design
- Waste and Recycling
- Sustainable Purchasing

Climate Action and Greenhouse Gas Emissions

4.01 Greenhouse Gas Emissions

The city and county will identify and implement innovative as well as cost-effective actions to dramatically reduce the community's contribution to total global greenhouse gas emissions.

4.02 New Policy: Climate Adaptation Planning

The city and county will cooperatively develop and implement a climate change adaptation plan to identify current vulnerabilities and determine strategies to protect the community against the potential negative impacts associated with climate change. These challenges include droughts, flash flooding, communicable diseases, heat waves, fire mitigation and fire protection and increased road maintenance, among others. The city and county seek to improve the community's ability to effectively and quickly respond to and recover from adversity and disruptions.

Energy Conservation and Renewable Energy

4.03 Energy Conservation and Renewable Energy

The city and county will implement innovative programs and opportunities for individuals, businesses and organizations to reduce energy consumption and develop local energy generation. The city will support private decisions to use renewable energy, develop local renewable energy resources and preserve options for developing renewable energy in the future. The city will

review and consider revisions to regulations to support on-site energy generation, including solar and wind.

The city and county will pursue an energy path that not only reduces carbon emissions, but also promotes innovation, competition and economic vitality, and will set goals to ensure that the community has access to reliable, competitively priced and increasingly clean energy.

Land Use and Building Design

4.04 Energy-Efficient Land Use
The city and county will encourage energy conservation through land use policies and regulations governing placement, orientation and clustering of development.

4.05 Energy-Efficient Building Design
The city and county will pursue efforts to improve the energy and resource efficiency of new and existing buildings. The city and county will improve regulations ensuring energy and resource efficiency in new construction, remodels and renovation projects and will establish energy efficiency requirements for existing buildings. Energy conservation programs will be sensitive to the unique situations that involve historic preservation and low-income homeowners and renters and will ensure that programs assisting these groups are continued.

Waste and Recycling

4.06 New Policy: Construction Waste Minimization
The city and county will encourage renovation of existing buildings over demolition and will develop policies and programs that promote the reuse of materials salvaged after deconstruction.

4.07 Waste Minimization and Recycling
The city and county will pursue and support programs and activities that reduce the amount of waste that must be landfilled and pursue Zero Waste as a long term goal. Policies, programs and regulations will emphasize waste prevention, reuse, composting, recycling and the use of materials with recycled content.

Sustainable Purchasing

4.08 Environmental Purchasing Policy
The city will maintain a robust Environmental Purchasing Policy for the city organization that promotes the purchase of recycled and compostable products and encourages consideration of materials, length of use, re-use and disposal options, as well as cost when procuring materials and products.
Relevant Links:
CAP and Community Guide
Waste Reduction MP
Built Environment Policies – energy efficient land use
Economy: sustainable business practices

5. Economy

Boulder is recognized and respected throughout the world as a city where companies thrive and people are constantly creating innovative businesses and products. Boulder is fortunate to have a talented, highly educated workforce, world class institutions and a quality of life that allows companies to attract capable employees. Home to a wide variety of small and mid-sized businesses and several significant large employers, Boulder has a clear niche for environmentally sustainable, technological, entrepreneurial, scientific and outdoor-oriented businesses. Economic policies and programs are aimed at supporting and enhancing our community's unique, entrepreneurial assets while achieving essential goals and livability.

Boulder recognizes the need to revitalize its older commercial and industrial areas, renovate "tired buildings" and support renovation and business growth in these areas. As a mature, compact city with little remaining vacant land, the city must engage in strategic planning for redevelopment areas and ensure that economic benefit is a primary outcome. The city also recognizes that economic growth can bring many benefits to the community, including greater tax revenues, local job opportunities, increased diversity, a variety of services and business types and physical improvements. The city will collaborate with the business community to facilitate growth, development, and infrastructure improvements that benefit residents and businesses alike.

The policies in this section support the following goals related to maintaining a sustainable economy:

- Strategic Redevelopment and Sustainable Employment
- Diverse Economic Base
- Quality of Life
- Sustainable Business Practices
- Job Opportunities, Education and Training

Strategic Redevelopment Opportunities and Sustainable Employment

5.01 Revitalizing Commercial and Industrial Areas
The city will develop specific strategies to optimize redevelopment opportunities, partner with the private sector and proactively support redevelopment of commercial and industrial areas. Examples of areas for revitalization that have been identified are Diagonal Plaza, University Hill Commercial district and the East Boulder Industrial area.

The city will use a variety of tools to create public/private partnerships that lead to successful redevelopment. These tools may include, but are not limited to, area planning, infrastructure improvements, changes to zoning or development standards and incentives including financial incentives, increased development potential or urban renewal authority.

5.02 Regional Job Center
The city is one of several job centers in the region, and significant additional employment growth is projected in the future. The city will adopt policies and strategies that support the city's role as a regional job center in the future consistent with sustainability goals. The city will support the growth and success of existing businesses, including primary and secondary employers.

Diverse Economic Base

5.03 Diverse Mix of Uses and Business Types
The city and county will support a diversified employment base within the Boulder Valley, reflecting labor force capabilities and recognizing the community's strengths in scientific, professional, technological and related industries. The city will identify areas that should be protected for industrial, service and office uses and will evaluate areas with non-residential zoning to ensure that the existing and future needs of a rapidly changing and technologically-oriented global economy and employment base are adequately accommodated. Where appropriate, mixed use development will be encouraged incorporating residential uses and support services for the employment base.

As an integral part of redevelopment and area planning efforts, the city acknowledges that displacement and loss of service and affordable retail uses will be considered in the context of redevelopment and planning goals.

5.04 Vital and Productive Retail Base
The city will develop and implement a retail strategy that will address the market opportunities and shopping needs of the community, ensure an appropriate mix of retail and identify strategies to improve the retail base and the city's sales tax revenues including affordable retail.

5.05 Support for Local Business and Business Retention
The city and county recognize the significant contribution of existing businesses in the local economy and will work to nurture and support established businesses and maintain a positive climate to retain businesses. Business retention and expansion is a primary focus for the city. The existing jobs that are in Boulder are the city's most important jobs.

5.06 Industry Clusters
The city will adopt an industry cluster approach to business development and consider special financial and technical assistance programs and other tools to retain, expand and attract businesses in those clusters. Cluster efforts focus on supporting multiple businesses in an industry. Boulder's primary clusters include: the technological and scientific sectors, natural and organic products, biosciences, active living / outdoor recreation, clean technology and creative arts. Boulder acknowledges that these clusters will evolve and change over time.

Quality of Life

5.07 Funding City Services and Urban Infrastructure
The city will encourage a strong sustainable economy to generate revenues to fund quality city services for the public that are consistent with community goals and character.

The city recognizes that urban infrastructure and amenities are important to the quality of life of residents, employees and visitors to the community. A strong and complete transportation system is essential to a thriving economy, helps attract and retain key businesses and employers and provides regional access to global markets. The city will continue to plan for and invest in urban amenities such as bike paths, parks, public spaces, quality gathering places as well as community services.

5.08 Role of Tourism in the Economy
Recognizing the unique qualities of Boulder, the city supports ongoing tourism efforts with various partners including the Boulder Convention and Visitors Bureau, study the existing and future role of tourism in the community, track the impact of tourism on the economy and invest in ways to enhance the sector.

5.09 Role of Arts and Cultural Programs
The city and county will support and encourage further development of arts and cultural programs that can serve as attractors for new business investment and visitors to the city. The city values the arts within the public realm and will work to enhance the capacity of arts and culture to act as an economic generator.

5.10 New Policy: Communications
The city will support and facilitate the development of technologically-advanced communications infrastructure and other improvements that will provide support to the community, help businesses thrive and grow as well as facilitate the growth of emerging telecommunications industries.

Sustainable Business Practices

5.11 New Policy: Sustainable Business Practices
The city will promote and encourage sustainable and energy efficient business practices. The city will continue to establish and maintain programs to assist businesses and individuals in reducing energy costs, employing sustainable practices, making building renovations to reduce greenhouse gas emissions and reducing transportation impacts.

5.12 New Policy: Home Occupations
The city will evaluate regulations for home based occupations to balance potential impacts to residential neighborhoods and reflect the goal of allowing more flexibility to have home based businesses, neighborhood services, and employment opportunities. The city supports the entrepreneurial activity of residents who are in the very early stages of creating start up companies or providing neighborhood services, supports people's efforts to reduce number and length of trips and will revise its regulations to be responsive to new uses and types of businesses, and neighborhood services that may be compatible with residential areas.

5.13 New Policy: Responsive to Changes in the Marketplace
The city recognizes that development regulations and processes have an impact on the ability of business to respond to changes in the marketplace. The city will work with the local business community to make sure regulations and development review processes provide a level of flexibility to allow for creative solutions while meeting broader community goals. This could involve modifying regulations to make them more responsive to emerging technologies, and evolving industry sectors.

Job Opportunities, Education and Training

5.14 Employment Opportunities
The city and county will encourage local employers to provide employment opportunities for all persons including the local unemployed and underemployed work force, and to implement equal opportunity and workplace diversity programs in cooperation with various agencies providing employment assistance programs.

5.15 Business Partnerships
The efforts of the city and the private sector to enhance the economic prosperity of the community are directly and indirectly supported by many organizations and entities. These include the University of Colorado, Downtown Boulder Inc., Boulder Chamber, Boulder Economic Council, Boulder Convention and Visitors Bureau, Boulder Innovation Center, the Boulder Valley School District, the Boulder Independent Business Association and other groups. Though each has an independent focus, their work contributes to the overall quality of life enjoyed within the community.

5.16 Support for the University of Colorado and Federal Labs
The city and county understand the central role that the federal labs and the University of Colorado play in our economy. The city will take an active role in efforts to preserve the state and federal funding for these entities to ensure they remain in Boulder and will pursue mutually beneficial partnerships. The city recognizes the importance of having strong institutions for higher education, continuing education and workforce training thriving in the community. Also, the seminal role of the University of Colorado, a world class research university, and the federal labs in technology transfers, tech start ups and entrepreneurial business creation needs to be fully understood, evaluated and enhanced. The city will work with CU to further the community's goals for sustainable urban form as university owned land is developed or redeveloped.

5.17 New Policy: Diverse Workforce, Education and Training
The city and county will encourage and support the Boulder Valley School District as well as the variety of post-secondary educational institutions to offer quality continuing education and vocational training. The city will support efforts to add focused workforce vocational training facilities, including those that provide training for "green" jobs.

Related Topics:

- See the Built Environment Section for policies related to infill/redevelopment priorities, enhancing activity centers, mixed-use development, and historic preservation.
- See Community Well-Being Section for policies on community infrastructure and ability of people to meet their basic needs.
- See Transportation Section for policies on improving the transportation system.
- See Energy and Climate Action for policies on support for sustainable practices and buildings.
- See Local Food and Agriculture for policies on access to markets for food and agricultural products.

6. Transportation

The Boulder Valley Comprehensive Plan and the city's Transportation Master Plan (TMP) have the fundamental premise that the transportation system be developed and managed in conjunction with land use, social and environmental goals. A mature community like Boulder has little opportunity or desire to add road capacity as widening streets and building new roads would have significant negative environmental, community character and financial impacts. Consequently, the strategies of the TMP center on maintaining and developing a balanced transportation system that supports all modes of travel, on making the system more efficient in carrying travelers, maintaining a safe system and on shifting trips away from the single-occupant vehicle.

Boulder's challenge is to manage and improve the existing system to accommodate increasing demands for travel, both local and regional, through greater efficiency, better access, and by providing a broader range of travel choices. Important issues and trends include:

- Limited funding for both new infrastructure and maintenance of existing resources at all levels of government;
- Increasing importance of frequent and affordable regional transit; and
- Increasing energy costs with corresponding increases in the cost of travel.

The policies in this section support the following city and county goals related to providing a balanced, multimodal transportation system:

- Complete Transportation System
- Integration of Land Use and Transportation
- Air Quality
- Boulder Municipal Airport

Complete Transportation System

6.01 All-Mode Transportation System

The Boulder Valley will be served by an integrated all-mode transportation system, developed cooperatively by the city and county. This transportation system will include completed networks for each mode, make safe and convenient connections between modes, and provide seamless connections between the city and county systems. Improvements to the travel corridors network will be made in a manner that preserves or improves the capacity or efficiency of all modes and recognizes pedestrian travel as a component of all trips.

6.02 Reduction of Single Occupancy Auto Trips

The city and county will support greater use of alternatives to single occupancy automobile travel. It is the city's specific objective to continue progress toward 'no long-term growth in traffic' from 1994 levels through the year 2025 within the Boulder Valley. Both the city and county are committed to reductions in green house gas emissions. These efforts will include other communities and entities and will include developing and implementing integrated travel demand management programs and new services. Within the city, new developments will be required to include travel demand management to reduce the vehicle miles traveled produced by the development.

6.03 Congestion

The city and county will strive to limit the extent and duration of congestion, defined as Level of Service (LOS) F, to 20 percent of the roadway system within the Boulder Valley while providing for increased mobility.

6.04 Regional Cooperation
The city and county will work to develop regional consensus for multimodal improvements to regional corridors, and work with the Colorado Department of Transportation and the Regional Transportation District (RTD) to develop high quality, high frequency transit service between the communities of the region and between centers of employment and housing.

6.05 Accessibility
The city and county will develop a complete all-mode transportation system that accommodates all users, including people with mobility impairments, as well as youth, older adults and low-income persons. Efforts should focus on giving people options to live well without a car and may include prioritizing affordable public transportation and transit passes.

6.06 Mobility Services
The city and county will increase their support for mobility services for older adults and people with disabilities to reflect the expected increases in these populations.

6.07 Investment Priorities
To protect previous investments and ensure efficient use of existing travel corridors, the city and county will prioritize their investment first to maintenance and safety improvements of the existing systems. Second priority is given to capacity additions for the non-automotive modes and efficiency improvements for existing road facilities that increase levels of service without adding general purpose lanes.

6.08 Transportation Impact
Traffic impacts from a proposed development that cause unacceptable community or environmental impacts or unacceptable reduction in level of service will be mitigated. All development will be designed and built to be multimodal, pedestrian-oriented and include strategies to reduce the vehicle miles traveled generated by the development. New development will provide continuous pedestrian, bike and transit systems through the development and connect these systems to those surrounding the development. The city and county will provide tools and resources to help businesses manage employee access and mobility and support public-private partnerships, such as transportation management organizations, to facilitate these efforts.

Land Use Integration

6.09 Integration with Land Use
Three intermodal centers will be developed or maintained in the downtown, Boulder Junction and on the university's main campus as anchors to regional transit connections and as hubs for connecting pedestrian, bicycle and local transit to regional services. The land along multimodal corridors will be designated as multimodal transportation zones when transit service is provided on that corridor. In these multimodal transportation zones, the city will develop a highly connected and continuous transportation system for all modes, identify locations for mixed use and higher density development integrated with transportation functions through appropriate design, and develop parking maximums and encourage parking reductions. The city will complete missing links in the transportation grid through the use of area transportation plans and at the time of parcel redevelopment.

6.10 Managing Parking Supply
Providing for vehicular parking will be considered as a component of a total access system of all modes of transportation - bicycle, pedestrian, transit and vehicular - and will be consistent with

the desire to reduce single occupant vehicle travel, limit congestion, balance the use of public spaces and consider the needs of residential and commercial areas. Parking demand will be accommodated in the most efficient way possible with the minimal necessary number of new spaces. The city will promote parking reductions through parking maximums, shared parking, unbundled parking, parking districts and transportation demand management programs.

6.11 Transportation Facilities in Neighborhoods
The city and county will strive to protect and improve the quality of life within neighborhoods while developing a balanced transportation system. Improving access and safety within neighborhoods by controlling vehicle speeds or providing multi-modal connections will be given priority over vehicle mobility. The city and county will design and construct new transportation facilities to minimize noise levels. Neighborhood needs and goals will be balanced against the community benefit of a transportation improvement.

6.12 Neighborhood Streets Connectivity
Neighborhood streets and alleys will be developed in a well connected and fine grained pattern to facilitate public access, to effectively disperse and distribute vehicle traffic and promote bike and pedestrian travel.

Air Quality

6.13 Improving Air Quality
The city and county will design the transportation system to minimize air pollution by promoting the use of non-automotive transportation modes, reducing auto traffic, encouraging the use of fuel efficient and alternatively fueled vehicles that demonstrate air pollution reductions and maintaining acceptable traffic flow.

Boulder Municipal Airport

6.14 Municipal Airport
The Boulder Municipal Airport will continue as a small-scale general aviation airport. The city will seek to mitigate noise, safety and other impacts of airport operation while assuring that new development in proximity will be compatible with existing and planned use of the airport.

7. Housing

The range of available housing opportunities helps to define a community. The social, economic and environmental well-being of the community is enhanced when individuals and families are retained, workforce housing is available, and existing residents with changing or special housing needs are served. The Boulder Valley Comprehensive Plan, which identifies desired locations, densities and types of housing planned for Boulder, is an integral link in the community's housing strategy. Through a variety of policies, programs and regulations, the type, number, and affordability of new and existing housing units can be influenced, and programs and assistance made available to those who have limited resources or special needs.

The high cost of local housing results in many households paying a disproportionate amount of their income for housing or moving farther from their work in order to find housing that they can afford. Households who are burdened by housing costs or by the combined costs of housing and transportation have less money available for other necessities and may find it difficult to actively participate in the community, which can lead to additional demands on supportive human services and to an exclusion of key members of our society from the civic infrastructure.

Emerging trends facing the community include:

- Growth in the senior population;
- The addition of over 5,000 university students by 2030;
- The growing difficulty of providing affordable housing attractive to families with children in a land-constrained community; and
- The need to evaluate regulations to creatively accommodate an expanding variety of household types, including multi-generational households.

The policies in this section support the following city and county goals related to housing:

- Local Support for Community Housing Needs
- Preserve Housing Choices
- Advance and Sustain Diversity
- Integrate Growth and Community Housing Goals

Local Support for Community Housing Needs

7.01 Local Solutions to Affordable Housing

The city and county will employ local regulations, policies, and programs to meet the housing needs of their low and moderate income households and workforce. Appropriate federal, state and local programs and resources will be used locally and in collaboration with other jurisdictions. The city recognizes that affordable housing provides a significant community benefit and will continually monitor and evaluate its policies, programs and regulations to further the city's affordable housing goals.

7.02 Permanently Affordable Housing

The city will increase the proportion of permanently affordable housing units to an overall goal of at least ten percent of the total existing housing stock through regulations, financial subsidies and other means. City resources will also be directed toward maintaining existing permanently affordable housing units and securing replacements for lost low and very low income units.

7.03 Populations with Special Needs
The city and county will encourage development of housing for populations with special needs including residences for people with disabilities, populations requiring group homes or other specialized facilities, and other vulnerable populations where appropriate. The location of such housing should be in proximity to shopping, medical services, schools, entertainment and public transportation. Every effort will be made to avoid concentration of these homes in one area.

7.04 Strengthening Community Housing Partnerships
The city will create and preserve partnerships dedicated to the community's housing needs by supporting private and nonprofit agencies that create and maintain permanently affordable housing in the community, and fostering nonprofit and private sector partnerships. The city recognizes the role of the university in the housing market and will encourage the University of Colorado and other post-secondary institutions in their efforts to increase the amount of on-campus housing.

7.05 Strengthening Regional Housing Cooperation
The city and the county will work to enhance regional cooperation on housing issues to address regional housing needs and encourage the creation of housing proximate to regional transit routes. Such efforts include the Regional HOME Consortium and the Ten Year Plan to Address Homelessness.

Housing Choices

7.06 Mixture of Housing Types
The city and county, through their land use regulations and housing policies will encourage the private sector to provide and maintain a mixture of housing types with varied prices, sizes and densities, to meet the housing needs of the full range of the Boulder Valley population.

7.07 Preserve Existing Housing Stock
The city and county, recognizing the value of their existing housing stock, will encourage its preservation and rehabilitation through its land use policies and regulations. Special efforts will be made to preserve and rehabilitate existing housing serving low and moderate income individuals and households.

7.08 Preservation and Development of Manufactured Housing
Recognizing the importance of manufactured housing as an option for many households, the city and county will encourage the preservation of existing mobile home parks and the development of new manufactured home parks, including increasing opportunities for resident-owned parks. Whenever an existing mobile home park is found in a hazardous area, every reasonable effort will be made to reduce or eliminate the hazard, when feasible, or to help mitigate for the loss of housing through relocation of affected households.

Diversity

7.09 Housing for a Full Range of Households
The city and county will encourage preservation and development of housing attractive to current and future households, persons at all stages of life and to a variety of

household configurations. This includes singles, couples, families with children and other dependents, extended families, non-traditional households and seniors.

7.10 Balancing Housing Supply with Employment Base
Expansion of the Boulder Valley housing supply should reflect to the extent possible current employer locations, projected industrial/commercial development sites, variety of salary ranges, and the demand such developments bring for housing employees. Key considerations include housing type, mix, and affordability. The city will explore policies and programs to increase housing for Boulder workers by fostering mixed-use and multi-family development proximate to transit, employment or services and by considering the conversion of commercial and industrial zoned or designated land to residential use.

Growth and Community Housing Goals

7.11 Incorporate Mix of Housing in Future Service Area
In considering future expansion of the Service Area, the city will identify possible sites for housing that serves low and moderate income households. Designation of land uses in new growth areas will provide for a mixture of housing types and densities in order to meet the diversity of housing needs.

7.12 Conversion of Residential Uses in the Community
The city will evaluate and revise its regulations to reduce the opportunities for the conversion of residential uses to non-residential uses or to require mitigation for residential units lost through the redevelopment of existing housing or the conversion of a residential use to non-residential uses.

7.13 Integration of Permanently Affordable Housing
Permanently affordable housing, whether publicly, privately or jointly financed will be designed as to be compatible, dispersed, and integrated with housing throughout the community.

7.14 Minimizing Displacement
The city will evaluate its policies and regulations in order to minimize the negative effects of displacement on low income persons when housing sites are redeveloped by the private sector. Available relocation assistance options in the community will continue to be offered to displaced low-income persons.

8. Community Well-Being

Boulder, like all communities, is much more than its physical form. It is composed of people as well as the places where they live and work; it is as much a social environment as it is a physical environment. Boulder is a center of active living, attracting residents, businesses and visitors who value community and individual health. The city is committed to continuing to be a national leader in promoting the physical health and welfare of the community as well as promoting civil and human rights.

Boulder is a fluid, growing community, with changing demographics. The city and county proactively anticipate and plan for emerging demographic trends and social issues, including:

- Needs of a growing **older adult population** and their family caregivers;
- Healthy child and youth development and opportunities to be contributing members of the community;
- Support and inclusion of **immigrants** into the community;
- Impacts of a large **university population** on housing and other infrastructure;
- Need for ongoing support of services and facilities for **basic needs** such as food, health care, shelter, child care, elder care, and education and training;
- Support for **community non-profits**; and
- **Accessibility and affordability** of basic health and human services.

In providing human services, the vision for Boulder is to create and support a comprehensive safety net of services for residents, through coordinated regional planning, service delivery, and integrated partnerships. Generally, Boulder County provides state and federally mandated programs, entitlement programs and countywide services. The city provides services identified as important to the Boulder community including safety net services and early intervention and prevention services to meet critical human service needs.

The policies in this section support the city's and county's goals related to:

- Human Services
- Social Equity
- Community Health
- Community Infrastructure and Facilities

Human Services

8.01 Providing for a Broad Spectrum of Human Needs

The city and county will develop and maintain human service programs that provide for the broad spectrum of human needs, from safety net services to early intervention and prevention programs which mitigate more costly, long-term interventions and forestall worsening social conditions. Services balance meeting immediate needs with long-term solutions to critical social issues.

8.02 Regional Approach to Human Services

The city will continue its collaborative role in human services planning and funding through partnerships with other agencies and local governments. The city and county will coordinate a regional approach such as that articulated in the Ten-Year Plan to Address Homelessness and the Human Services Strategic Plan. The city will seek to address the disproportionate burden placed on Boulder as a key regional service center.

Social Equity

8.03 Equitable Distribution of Resources

The city will work to ensure that basic services are accessible and affordable to those most in need. The city and county will consider the impacts of policies and planning efforts on low and moderate income and special needs populations and ensure impacts and costs of sustainable decision making do not unfairly burden any one geographic or socio-economic group in the city. The city and county will consider ways to reduce the transportation burden for low income and disabled populations, enabling equal access to community infrastructure.

8.04 Addressing Community Deficiencies

The city will identify barriers to provision of important basic human services and work to find solutions to critical social issues such as lack of housing options for very low income and special needs populations, access to and affordability of basic services, and limited availability of affordable retail products.

8.05 Diversity

The community values diversity as a source of strength and opportunity. The city and county will support the integration of diverse cultures and socio-economic groups in the physical, social, cultural and economic environments; promote opportunities for community engagement of diverse community members; and promote formal and informal representation of diverse community members in civic affairs.

Community Health

8.06 Safety

The city will promote safety by fostering good neighborhood relations, building a sense of community pride and involvement, and promoting safe and attractive neighborhoods. The city and county will provide police, fire protection and emergency management services and preparedness education to ensure a safe community.

8.07 Physical Health

The city and county strive to ensure that this community continues to be a leader in promoting physical health and welfare of community members. The city recognizes that physical activity is essential to health and well-being. The city will support opportunities for people to exercise. Neighborhood and community design will encourage physical activity by establishing easy access to parks and trails, and locating activity centers close to where people live, work and attend school. The city will support community health programs such as: obesity prevention, outdoor education, safe routes to school, and healthy eating.

Community Infrastructure and Facilities

Elementary and Secondary Schools

8.08 Planning for School Sites and Facilities

The city and county will assist the Boulder Valley School District in its planning efforts to assure that the number, size and location of school lands and facilities is adequate to serve the population for the foreseeable future. The city and county will consider current and projected school enrollment and available school capacities when approving the type, scale and timing of residential development. The city and county will work with the school district to consider transportation impacts when planning for school sites and facilities.

8.09 Accessibility to Schools
The city and county will work with the Boulder Valley School District to develop safe and convenient pedestrian, bicycle and transit access for students to existing and new schools. New school facilities will be located so that school-age children have the opportunity to arrive safely on their own.

Community Facility Needs

8.10 Support for Community Facilities
The city and county recognize the importance of educational, health and non-profit community agencies that provide vital services to the residents of the Boulder Valley and will work collaboratively with these agencies to reasonably accommodate their facility needs and consider location based on transportation accessibility.

Parks and Trails

8.11 Parks and Recreation
Park and recreation facilities and services of the city or other service entities will provide an adequate range of exercise and recreational opportunities for residents. Such facilities and services will be designed in a manner that responds to the needs of the intended users. City park and recreation facilities will provide a variety of landscape types as amenities and recreational resources for urban dwellers, including irrigated green spaces, low water need plantings and natural vegetation areas.

8.12 Trail Functions and Locations
Trails serve a variety of functions such as exercise, recreation, transportation, education and/or environmental protection. Trails should be designed and managed to minimize conflicts among trail users. Trailheads should be located so they are convenient and safe for those arriving by alternate modes of transportation as well as automobiles. In order to provide environmental protection, informal trails and user widening of trails should be discouraged by ensuring that formal trails are well designed, monitored and adequately maintained. Trail and trailhead locations and alignments should avoid environmentally sensitive areas and minimize environmental impacts.

8.13 Trails Network
The city and county will coordinate with other trail providers and private landowners in trail system planning, construction, management and maintenance. Where compatible with environmental protection goals and conservation easement agreements, trail connections will be developed to enhance the overall functioning of the trails network.

Culture

8.14 Libraries
Library facilities and services of the Boulder Valley will be responsive to the needs of all populations, providing an adequate range of informational, educational and intellectual opportunities for all residents.

8.15. Information Resource/Community Center
The city will provide access to information through a variety of formats providing materials, technology and services to enhance the personal development of the community's residents. In its role as the community's public and civic information center, the library will provide venues for community group meetings and resources and services to meet the needs of the community's

multicultural and special populations. Other community gathering spaces and information sources include the city and county websites, municipal buildings, and recreation and senior centers.

8.16 Education Resource
The city will seek to provide educational and literacy resources and services for the community. The city will develop and maintain resources to assist learners and students of all ages, including support for formal education programs, and provide public workspaces and independent learning resources. The city will develop collaborative relationships with community educational institutions and function as a research center for residents.

8.17 Performing and Visual Arts
The city, recognizing the need to enhance the personal development of the public and to build a sense of community by providing for cultural needs, will encourage the provision of facilities for the performing and visual arts and the provision of art in public buildings and spaces.

8.18 The Arts
The city and county recognize and support the arts. They are central to the cultural life for children, youth and adults of the Boulder community and a clean industry that contributes significantly to the Boulder economy. They present significant quality of life advantages to the Boulder community through education, entertainment and the aesthetic environment and provide a vehicle to bring together people of all walks of life and diverse ages, genders, religions, abilities, opinions, races, ethnicities, classes, and economic means for better communication and mutual understanding.

8.19 Public Art
The city and county will incorporate artistic elements in public projects whenever possible.

8.20 Canyon Boulevard Cultural Corridor
The city will encourage public and private projects within the Canyon Boulevard Cultural Corridor to have an arts focus and to incorporate public art.

9. Agriculture and Food

A strong local food system can positively impact the resiliency, health, economy and environment of the Boulder Valley and surrounding region. Food choices and their method of production represent one of the most significant impacts that humans have on the world around us. Sustainable agricultural practices and short distances to transport food can help reduce energy used to feed the community. Access to safe food, including locally grown food for all Boulder residents is a top priority for our community. It is important that healthy food be available to individuals and families in all neighborhoods, regardless of economic situation and location.

Roots in progressive food movements run deep in Boulder County and have contributed to the dynamic and thriving natural foods industry. Many local restaurants specialize in providing local ingredients in their food, garden to table processes have been developed in local schools, and the desire for a year-round farmers market are all indications of people's growing interest and demand for locally produced food.

The city and county have made significant contributions to the preservation of lands suitable for agricultural production, and the water needed to use these areas for agriculture. Most agricultural production in the Boulder Valley occurs on city and county open space.

The following policies on agriculture and access to local food guide public policy and decision-making to move our community toward a more robust agricultural economy and ensuring everyone has access to food.

- Support for Agriculture
- Local Food Production
- Sustainable Agricultural Practices
- Regional Efforts to Enhance the Food System
- Urban Gardening and Food Production
- Access to Locally Produced Food

9.01 Support for Agriculture

The city and county will encourage the preservation and sustainable use of agricultural lands as a current and renewable source of food and feed and for their contribution to cultural, environmental and economic diversity. These areas are important for preserving the rural character of Area III. The city and county will demonstrate and encourage the protection of significant agricultural areas and related water supplies and facilities, including the historic and existing ditch systems, through a variety of means, which may include public acquisition, land use planning, and sale or lease of water for agricultural use.

9.02 Local Food Production

The city and county will encourage and support local food production to improve the availability and accessibility of healthy foods and to provide other educational, economic and social benefits. The city and county support increased growth, sales, distribution and consumption of foods that are healthy, sustainably produced and locally grown for all Boulder Valley residents with an emphasis on affordable access to food for everyone and long term availability of food.

9.03 Sustainable Agriculture Practices

The city and county will promote sustainable agricultural practices on publicly owned lands and will encourage them on private lands. Sustainable practices include food production methods that

are healthy, have low environmental impact, respectful to workers, are humane to animals, provide fair wages to farmers and support farming communities. These can include a range of production types that take into account land suitability, water availability, invasive species, energy use and labor and capital needs.

9.04 Regional Efforts to Enhance the Food System
The city and county will participate in regional agricultural efforts and implement recommendations at a local level to the extent appropriate and possible.

9.05 Urban Gardening and Food Production
The city will encourage community and private gardens to be integrated in the city. This may include allowing flexibility and/or helping to remove restrictions for food production in shared open spaces and public areas, encouraging rooftop gardens and composting and planting edible fruit and vegetable plants where appropriate.

9.06 Access to Locally Produced Food
The city will support cooperative efforts to establish community markets throughout the community and region. Such efforts include working to identify a location or develop facilities to allow a year round farmers market and support sales of produce from small community gardens.

II. Amendment Procedures

The Boulder Valley Comprehensive Plan is a joint policy document that is adopted by the City of Boulder and Boulder County in their legislative capacities. Any amendment to the plan is also legislative in nature. The plan is updated periodically to respond to changed circumstances or community needs. Changes to the comprehensive plan fall into three categories:

- Changes that may be considered at any time
- Changes that may be considered during a mid-term review
- Changes that may only be considered during the five-year update

For changes to the plan:

- Where the "county" alone is referred to in the policy, the policy may be amended by the county, after referral to the city.
- Where the "city" alone is referred to in the policy, the policy may be amended by the city, after referral to the county.
- All other policies will be construed to be joint city and county statements of policy, and are to be amended by joint action.
- Where a particular "area" is not specified in the policy text, the policy will apply to all areas.

This section describes the different types of changes, the process for making changes, the criteria for determining which process to follow, and the procedures for approving proposed changes. The types of changes, when they may be considered, and whether they are subject to approval by the city (Planning Board and City Council), the county (County Planning Commission and County Commissioners), or the city and county (Planning Board, City Council, County Planning Commission, and County Commissioners) is summarized in the following table:

Type of Change	**When**	**Process**
Land Use Map	If related to rezoning or annexation, may be considered at any time All others, at Mid-term or 5 year update	City approval subject to county referral if meets criteria and related to annexation or rezoning, or in Area I All others, city and county approval
Change from Area IIb to IIa	May be considered at any time if meets criteria	City approval subject to county referral
Changes to the Area II/III boundary	Mid-term (minor changes) 5 year	City and county approval
Policies	Mid-term (minor only) 5 year	Joint policies approved by city and county; city or county policies by relevant jurisdiction
• Amendment Procedures • Referral Process • Land Use Map • Descriptions	Mid-term 5 year	City and county approval
• Plan and Program Summaries • Urban Service Criteria and Standards	Any time	City approval

1. Changes that may be considered at any time

The following changes may be considered at any time and require approval by the city Planning Board and City Council.

a. Types of changes that may be considered at any time if they meet the criteria in Subsection b below:

1. Land Use Map changes
2. Changes to the Master Plan and Program summaries
3. Changes to the Urban Service Criteria and Standards
4. Changes to the Subcommunity and Area Plan section
5. Changes in designation of land from Area IIB to Area IIA

a. Criteria for eligibility for changes that may be considered at any time:

(1) Land Use Map changes:

The Land Use Map is not intended to be a zoning map. It is intended to provide policy direction and definition for future land uses in the Boulder Valley. Thus, a change to the land use designations may be considered at any time if it is related to a proposed change in zoning or proposed annexation and meets all of the following criteria:

(a) The proposed change is consistent with the policies and overall intent of the comprehensive plan.

(b) The proposed change would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the city.

(c) The proposed change would not materially affect the land use and growth projections that were the basis of the comprehensive plan.

(d) The proposed change does not materially affect the adequacy or availability of urban facilities and services to the immediate area or to the overall service area of the City of Boulder.

(e) The proposed change would not materially affect the adopted Capital Improvements Program of the City of Boulder.

(f) The proposed change would not affect the Area II/Area III boundaries in the comprehensive plan.

(2)Criteria for changes in designation of land from Area IIB to Area IIA:

(a) The proposed change is compatible with the city's existing and planned urban facilities and service systems, as demonstrated by such factors as:

(i) The full range of urban facilities and services are available, or will be available within three years, as specified in the urban service standards to be provided through city capital improvements and private investment.

(ii) The timing, design and operation of required facility and service improvements are consistent with the city's Capital Improvements Program, master plans and urban service standards in the comprehensive plan.

(iii) Off-site improvements that are provided by developers ahead of scheduled capital improvements will not result in premature demand for additional city-provided improvements.

(iv) City off-site capital facility costs to serve the property can be recovered by development excise taxes and development exactions.

(b) The proposed change would be consistent with the city's ability to annex within three years, as demonstrated by such factors as:

(i) The property is currently contiguous to the city or there is a reasonable expectation of contiguity within three years, based on expected development trends and patterns.

(ii) The public costs of annexation and development of Area IIA properties can be accommodated within the city's Capital Improvements Program and operating budget.

(c) The proposed change would be consistent with a logical expansion of city boundaries, as demonstrated by such factors as: encouraging a contiguous and compact development pattern; encouraging infill and redevelopment or a desired opening of a new growth area; enhancing neighborhood boundaries or edges.

c. Procedures for changes that may be considered at any time:

(1) Requests for changes may be initiated by the city or the property owner:

A request initiated by the property owner must be submitted in writing to the city's Planning Department and must address the criteria for processing the request separately from a mid-term or five-year review.

(2) The city will make a referral with preliminary comments to the county Land Use Department for comment:

For land use changes and changes from Area IIB to IIA, the county will have 30 days after receipt of the referral to provide written notice to the city as to whether the proposed change meets the criteria. If the county determines that the proposed change does not meet the criteria, then the requested change will be processed at the time of the next mid-term or five-year review and will require four body review and approval.

(3) Requests for land use changes and changes from Area IIB to IIA will be considered based on the criteria in Section 1.b.(2) above at a public hearing of the city Planning Board.

If there is an accompanying rezoning application or annexation petition, this review may be concurrent with consideration of those matters. Changes determined to meet the criteria in this section may still be deferred by the city Planning Board or City Council to the mid-term or five-year review upon a finding of good cause.

2. Mid-term review changes

Changes to the comprehensive plan may be proposed in a mid-term review. A mid-term review may be initiated at some point between five-year major updates as needed. The purposes of the mid-term review are to address objectives identified in the last major update and progress made in meeting those objectives, provide an opportunity for the public to request changes to the plan that do not involve significant city and county resources to evaluate, make minor additions or clarifications to the policy section and to make minor adjustments to the service area boundary. The mid-term review is not intended to be a time to consider major policy changes.

a. Types of changes that may be considered as part of the mid-term review:

The following changes to the Boulder Valley Comprehensive Plan may be considered at the midterm review:

(1) Changes that require approval by the city Planning Board and City Council:

- Land Use Map changes located in Area I subject to the criteria in Section 1.b.(1) above

- Changes to the Master Plan and Program summaries
- Changes to the Urban Service Criteria and Standards
- Changes to the Subcommunity and Area Plan section
-
- Changes in designation of land from Area IIB to Area IIA subject to the criteria in Section 1.b.(2) above

(2) Changes that require approval by the city Planning Board, City Council, County Planning Commission and County Commissioners.

- Changes to the Land Use Map (other than those allowed by city approval in Section 2.a.(1) above)
- Changes to the Plan Amendments section
- Changes to the Land Use Map Description section
- Minor additions or clarifications to the policy section
- Minor Service Area boundary changes subject to the criteria set forth below
- Boulder Valley Planning Area expansions and contractions, i.e., changes to the Area III outer boundary subject to the criteria set forth below.

b. Criteria for minor service area boundary changes and Boulder Valley Planning Area expansions and contractions:

(1) Minor adjustments to the service area boundary

Minor adjustments to the service area boundary are small, incremental service area expansions that create more logical service area boundaries. Changes in designation of land from Area III to Area II may be eligible to be approved as a minor service area boundary adjustment based on the following criteria:

(a) Maximum size: The total size of the area must be no larger than ten acres.

(b) Minimum contiguity: The area must have a minimum contiguity with the existing service area of at least 1/6 of the total perimeter of the area.

(c) Logical Service Area boundary: The resulting Service Area boundary must provide a more logical Service Area boundary (Area III/II), as determined by factors such as more efficient service provision, a more identifiable edge to the urbanized area or neighborhood, a more functional boundary based on property ownership parcel lines or defining natural features.

(d) Compatibility with the surrounding area and the comprehensive plan: The proposed change of Area III to II must be compatible with the surrounding area as well as the policies and overall intent of the comprehensive plan.

(e) No major negative impacts: It must be demonstrated that no major negative impacts on transportation, environment, services, facilities, or budget will result from an expansion of the Service Area.

(f) Minimal effect on land use and growth projections: The proposed change of Area III to II change does not materially affect the land use and growth projections that were the basis of the Comprehensive Plan.

(g) Minimal effect on service provision: The proposed change of Area III to II does not materially affect the adequacy or availability of urban facilities and services to the immediate area or the overall Service Area of the City of Boulder.

(h) Minimal effect on the city's Capital Improvements Program: The proposed Area III to II change does not materially affect the adopted Capital Improvements Program of the City of Boulder.

(i) Appropriate timing: The proposed Area III to II change will not prematurely open up development potential for land that logically should be considered as part of a larger Service Area expansion.

(2) Boulder Valley Planning Area expansions or contractions:

An Area III outer boundary change may be initiated by the city or the county and will be approved only if it is demonstrated that either expansion or contraction of the planning area is needed due to changed circumstances or past error in determining the boundary.

c. Procedures for changes that may be considered as part of the mid-term review:

(1) Prior to the beginning of the mid-term review, the city Planning Department and county Land Use Department will establish a process and schedule for the update. This will include an opportunity for landowners and the general public to submit request for changes to the plan. The schedule and process will be revised as needed during the review process.

(2) For those changes eligible for approval by the city Planning Board and City Council, the city Planning Department will make a referral to the county Land Use Department for comment. For changes to the Land Use Map located in Area I, and changes from Area IIB to Area IIA, the county will have 30 days from the date of receipt of the city's referral to provide written notice to the city if the county finds that the proposed change does not meet the applicable criteria for eligibility. Such finding on the part of the county will require that the requested change be subject to approval by each of the four bodies.

(3) All four approval bodies will hold initial meetings with their staffs to identify changes they wish to be considered as part of the mid-term review. Public attendance is welcomed, but review of public applications will not occur at this time.

(4) Proposed changes from the public, staff and approval bodies will be reviewed by the city Planning Department, which will prepare a recommendation in consultation with the county Land Use Department on whether to include each proposed change in the mid-term review. Determination of whether to include a proposed change will be made based upon:
(a) consistency with the purposes of the midterm review as described in 3. above,
(b) available resources to evaluate the proposed change (city and county staffing and budget priorities),
(c) consistency with current BVCP policies and
(d) compatibility with adjacent land uses and neighborhood context.

(5) The city Planning Board will consider all requests for changes together with the staff recommendations at a public hearing and will compile a list of proposed changes to be considered during the mid-term review.

(6) Requests for changes to the comprehensive plan that affect an area designated Open Space will be reviewed by the city Open Space Board of Trustees and the county Parks and Open Space Advisory Committee. The board of trustees will make a recommendation prior to any action on that change.

(7) After a list of proposed changes to be considered during that year's review has been determined, the city Planning Department and county Land Use Department will study, seek appropriate public input, and make recommendations concerning proposed changes. The city Planning Board will then initiate the hearings on whether to approve, modify or deny any of the proposed changes.

3. The five-year review

The comprehensive plan will be reviewed at least every five years for possible amendments to reflect changes in circumstances and community desires.

a. Types of changes that may be considered at the five-year review:

Any change to the comprehensive plan may be considered at the five-year review including those that may be considered at other times pursuant to the provisions set forth above. However, certain kinds of changes will be considered only at the five-year review and must be approved by each of the four signatory bodies:

the city Planning Board, City Council, County Planning Commission and County Commissioners. Those include:

- Service area expansions or contractions (changes in the Area II/III boundary) that do not satisfy the criteria for consideration as part of a mid-term review
- Area III-Rural Preservation Area expansions or contractions
- Major changes to policy sections

b. Criteria for approval for Service Area and Area III expansions or contractions:

(1) Service Area expansions (Area III-Planning Reserve to Area II changes)

Following preparation of a service area expansion plan (see Sections 3.c.3 below), the city and county must determine that the proposed change from Area III - Planning Reserve to Area II meets the following criteria:

(a) Provision of a community need: Taking into consideration an identified range of desired community needs, the proposed change must provide for a priority need that cannot be met within the existing service area.

(b) Minimum size: In order to cohesively plan and eventually annex by neighborhoods and to build logical increments for infrastructure, it is encouraged that the minimum size of the parcel or combined parcels for Service Area expansion be at least forty acres.

(c) Minimum contiguity: The parcel or combined parcels for Service Area expansion must have a minimum contiguity with the existing service area of at least 1/6 of the total perimeter of the area.

(d) Logical extension of the service area: The resulting service area boundary must be a logical extension of the service area. Factors used in making this determination include but are not limited to an efficient increment for extending urban services; a desirable community edge and neighborhood boundary; and a location that contributes to the desired compact urban form.

(e) Compatibility with the surrounding area and comprehensive plan: The proposed Area III-Planning Reserve area to Area II change must be compatible with the surrounding area and the policies and overall intent of the comprehensive plan.

(f) No major negative impacts: The Service Area Expansion Plan must demonstrate that community benefits outweigh development costs and negative impacts from new development and that negative impacts are avoided or adequately mitigated. To this end, the Service Area Expansion Plan will set conditions for new development, and it will specify the respective roles of the city and the private sector in adequately dealing with development impacts.

(g) Appropriate timing for annexation and development: A reasonable time frame for annexation is projected within the planning period after Area III-Planning Reserve area land is brought into the service area.

(2) Service Area contractions (changes from Area II to Area III-Rural Preservation Area)

Proposed changes from Area II to Area III-Rural Preservation Area must meet the following criteria:

(a) Changed circumstances indicate either that the development of the area is no longer in the public interest, the land has or will be purchased for open space, or, for utility-related reasons, the City of Boulder can no longer expect to extend adequate urban facilities and services to the area within 15 years;

(b) Any changes in proposed land use are compatible with the surrounding area and the policies and overall intent of the comprehensive plan.

(3) Area III-Rural Preservation Area expansions: Expansion of the Area III-Rural Preservation Area must meet the following criteria:

(a) There is a desire and demonstrated need for expansion of the Area III-Rural Preservation Area due to changed circumstances, community needs, or new information on land use suitability (e.g., environmental resource or hazard constraints, feasibility of efficient extension of urban services, and compact and efficient urban form).

(4) Area III-Rural Preservation Area to Area III – Planning Reserve

Changes of land from the Area III-Rural Preservation Area to the Area III-Planning Reserve Area must meet the following criteria: There is a demonstrated need for contraction of the Area III-Rural Preservation Area due to changed circumstances, community needs, or new information on land use suitability (e.g., environmental resource or hazard constraints, feasibility of efficient extension of urban services, and compact and efficient urban form); and land to be considered for a change from Area III-Rural Preservation Area to Area III-Planning Reserve must have a minimum contiguity with the Area III-Planning Reserve area or the existing service area (Area I or Area II) of at least 1/6 of the total perimeter of the area.

c. Procedures for the five-year review:

(1) Process and schedule

Prior to the beginning of the five-year review, the city Planning Department and the county Land Use Department will establish a process and schedule for the update. The schedule and process will be revised as needed during the review process. The process will include an opportunity for landowners and the general public to submit requests for changes to the plan. All submittals for proposed changes will be reviewed at initial public hearings. Staff will provide recommendations and the approval bodies will provide direction on which proposals should go forward and which proposals should receive no further consideration. During each five-year review, the city and the county will assess whether or not the service area or the Area III-Rural Preservation Area should be expanded or contracted.

(2) Expansions or contractions of Area III – Rural Preservation Area

Prior to consideration of an expansion of the Area III– Rural Preservation Area or a change from Area III-Rural Preservation Area to Area III Planning Reserve Area, a study will be completed by the city and county demonstrating compliance with the criteria applicable to the proposed change. The city or the county will decide whether to authorize a study of the proposed change after a public hearing is held.

(3)Changes from Area III-Planning Reserve to Area II

During each five -year review, the city and county may assess whether or not sufficient merit exists to authorize a service area expansion plan. The determination of sufficient merit will be based on demonstration that a desired community need cannot be met within the existing service area. If the city and county find that sufficient merit exists, the city and county may authorize a planning effort to develop a joint city county service area expansion plan for the area proposed to be brought into the service area in consultation with Area III property owners and the public. The Service Area Expansion Plan must address the following:

(a) the types of development needed to meet long term community needs;

(b) key requirements to ensure compliance with community goals and policies, and to ensure compatibility with the existing development context and surrounding area;

(c) conceptual land use and infrastructure plan components;

(d) requirements for development impact mitigation and offsets (both on-site and off-site); and

(e) development phasing.

(4) Reinstatement of Area III – Rural Preservation Area back to Area II – Service Area

A property owner that has been moved from Area II to Area III may request that the change be reevaluated under the same procedures and criteria that were used to make such a change for a period ten years after the change was made. Thereafter, such properties will be subject to all of the procedural requirements of this section.

4. Notification

a. Any property owner whose property would be affected by a proposed change in land use designation or by service area expansions, contractions or boundary changes will receive timely written notice that such change or changes will be considered. Planning staff will exert its best efforts to provide such notice within 30 days of receiving a request that is to be considered. However, no hearing to approve or deny any such proposal will be held unless the affected property owner was provided with this written notice at least 30 days prior to the date set for the hearing on the proposed change.

b. General public notice of all proposed changes will be provided in the following manner. The city Planning Department will publish a Comprehensive Plan map indicating where the proposed changes are located and a description of each change in the newspaper at least ten days prior to the first public hearing to consider the proposed changes.

5. Errors

If a discrepancy is found to exist within the Boulder Valley Comprehensive Plan that is clearly a drafting error or a clerical mistake, either the city or the county, after a referral request to the other agency, may correct such error.

III.Land Use Map Descriptions

The Boulder Valley Comprehensive Plan Land Use Map provides a sketch plan of the desired land use pattern in the Boulder Valley. Land use categories include residential, business, industrial, public/semi-public, open space, and park use. The map also shows the location and functional classification of roads. The following descriptions are meant to be used in interpreting the map.

Land Use

Residential Land Use and Densities

Residential land use areas on the Boulder Valley Comprehensive Plan, for the most part, reflect the existing land use pattern or current zoning for an area. The highest density areas are generally located close to the University of Colorado or in areas planned for transit oriented redevelopment. Medium density areas are generally situated near community shopping areas or along some of the major arterials of the city. Mixed density areas surround the downtown and are located in some areas planned for new development. Lower density areas in the older section of the city consist predominantly of single-family detached structures. Many of the areas developed in the city and the county over the last 30 years are characterized by a mixture of housing types ranging from single-family detached to cluster and patio homes, townhouses and apartments. A variety of housing types will continue to be encouraged in developing areas during the planning period of the Comprehensive Plan.

Residential densities under the Comprehensive Plan range from very low density (two units or less per acre); low density (two to six units per acre); medium density (six to 14 units per acre); to high density (more than 14 units per acre). It is assumed that variations of the densities on a small area basis may occur within any particular classification, but an average density will be maintained for that classification.

Additionally, in older downtown neighborhoods that were developed with single family homes but for a time were zoned for higher densities, a variety of housing types and densities are found within a single block. The city's goal is to preserve current neighborhood character and mix of housing types, and not exacerbate traffic and parking problems. Some new housing units may be added. The average density in the downtown neighborhoods designated mixed density is in the medium density range (six to 14 units per acre). The mixed density designation is also applied in some areas planned for new development where the goal is to provide a substantial amount of affordable housing in mixed density neighborhoods that have a variety of housing types and densities. The density in the mixed density designation in newly developing areas is from six to 18 units per acre.

The manufactured housing designation is applied to existing mobile home parks. The intent of the designation is to preserve the affordable housing provided by the existing mobile home parks.

Within certain residential areas, there is also the potential for limited small neighborhood shopping facilities, offices or services through special review.

Mixed Use-Residential development may be deemed appropriate and will be encouraged in some residential areas. These areas may be designated Mixed Use-Residential. In these areas, residential character will predominate, although neighborhood scale retail and personal service

uses will be allowed. Specific zoning and other regulations will be adopted which define the desired intensity, mix, location and design characteristics of these uses.

Business Land Use and Intensity

Within the Boulder Valley there are five categories of business land use, based on the intensity of development and the particular needs of the residents living in each subcommunity. The five categories are: Regional, Community, General, Transitional and Mixed Use-Business.

The two major Regional Business areas of the Boulder Valley are the Downtown and the Crossroads Area. Within these areas are located the major shopping facilities, offices, financial institutions, and government and cultural facilities serving the entire Boulder Valley and neighboring communities. These areas will continue to be refurbished and upgraded and will remain the dominant focus for major business activities in the region.

A Community Business area is the focal point for commercial activity serving a subcommunity or a collection of neighborhoods. These are designated to serve the daily convenience shopping and service needs of the local populations and are generally less than 150,000 to 200,000 square feet in area. Offices within the Community Business areas should be offices designated specifically for residents of the subcommunity. Where feasible, multiple uses will be encouraged within these centers.

The General Business areas are located, for the most part, at junctions of major arterials of the city where intensive commercial uses exist. The plan proposes that these areas continue to be used without expanding the strip character already established.

The Transitional Business designation is shown along certain major streets. These are areas usually zoned for less intensive business uses than in the General Business areas, and they often provide a transition to residential areas.

Mixed Use-Business development may be deemed appropriate and will be encouraged in some business areas. These areas may be designated Mixed Use-Business 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 characteristics of these uses.

Service Commercial areas provide a wide range of community and regional retail and service uses generally not accommodated in core commercial areas and which generally require automotive access for customer convenience and the servicing of vehicles.

Industrial Land Use and Intensity

The Comprehensive Plan projects four classifications of industrial use within the Boulder Valley: General, Community, Light, and Mixed Use-Industrial.

The General Industrial classification is shown where the more intensive and heavy industries are located or planned.

The Community Industrial classification is shown for those areas where the predominant uses provide a direct service to the planning area. These uses often have ancillary commercial activity and are essential to the life of the Boulder community. These uses include smaller scale auto-

related uses, small printing operations, building contractors, building supply warehouses, small manufacturing operations and similar uses.

The industrial uses considered as 'Light' on the Comprehensive Plan are primarily research and development, light manufacturing, large scale printing and publishing, electronics, or other intensive employment uses. These uses are concentrated primarily in 'industrial parks' located within the Gunbarrel area along the Longmont Diagonal, and along Arapahoe Avenue between 33rd and 55th streets.

Mixed Use-Industrial development may be deemed appropriate and will be encouraged in some industrial areas where industrial character will predominate. Housing compatible with and appropriate to the industrial character will be encouraged and may be required. Neighborhood retail and service uses may be allowed. Specific zoning and other regulations will be adopted which define the desired intensity, mix, location and design characteristics of these uses.

Public/Semi-Public Land Use Designations

Public/Semi-Public land use designations encompass a wide range of public and private non-profit uses that provide a community service. This category includes municipal and public utility services such as the municipal airport, water reservoirs, and water and wastewater treatment plants. Public/Semi-Public also includes: educational facilities, including public and private schools and the university; government offices such as city and county buildings, libraries, and the jail; government laboratories; and nonprofit facilities such as cemeteries, churches, hospitals, retirement complexes and may include other uses as allowed by zoning.

Agriculture Land Use Designation

An Agriculture land use designation identifies land in the Service Area that is planned to remain in agricultural use. Uses that are auxiliary to agriculture, such as a home, a barn and outbuildings and the incidental sales of farm or horticultural products are expected on land with this designation. Given the urban nature of Boulder, the designation will be used rarely.

Environmental Preservation

The Environmental Preservation designation includes private lands in Areas I and II with environmental values that the city and county would like to preserve through a variety of preservation methods including but not limited to intergovernmental agreements, dedications, development restrictions, rezonings, acquisitions, and density transfers.

Natural Ecosystem Overlay

In order to encourage environmental preservation, a Natural Ecosystem overlay is applied over Comprehensive Plan Land Use Designations throughout the Boulder Valley Planning Area. Natural ecosystems are defined as areas that support native plants and animals or possess important ecological, biological or geological values that represent the rich natural history of the Boulder Valley. The Natural Ecosystems overlay also identifies connections and buffers that are important for sustaining biological diversity and viable habitats for native species, for protecting the ecological health of certain natural systems, and to buffer potential impacts from adjacent land uses.

A Natural Ecosystems overlay will not necessarily preclude development or human use of a particular area or supersede any other land use designation but will serve to identify certain

environmental issues in the area. The overlay will serve to guide the city and the county in decisions about public acquisition, purchase of development rights or conservation easements, promotion of private land conservation practices, density transfers, rezonings, development review, annexations and initial zonings, rezonings, service area boundary changes, and subcommunity and departmental master planning.

A description of the criteria used to identify lands suitable for a Natural Ecosystems designation can be found in the environmental resources element of the plan on the web at: *www.bouldervalleycompplan.net.*

Open Space and Parks

Open Space

Open Space designations on the Boulder Valley Comprehensive Plan Map include the following three categories of land:

Open Space - Acquired: Land already acquired by the city or Boulder County for open space purposes;

Open Space - Development Restrictions: Privately owned land with conservation easements or other development restrictions; and

Open Space - Other: Other public and private land designated prior to 1981 that the city and county would like to preserve through various preservation methods including but not limited to intergovernmental agreements, dedications or acquisitions.

Open Space designations are not intended to limit acquisition, but to be indicative of the broad goals of the program. Other property that meets Open Space purposes and functions should be considered and may be acquired. Open Space designations indicate that the long-term use of the land is planned to serve one or more open space functions. However, Open Space designations may not reflect the current use of the land while in private ownership.

Urban and Other Parks

Urban and Other Parks includes public lands used for a variety of active and passive recreational purposes. Urban parks provided by the city include pocket parks, neighborhood parks, community parks and city parks as defined in the *Parks and Recreation Master Plan*. The specific characteristics of each park depend on the type of park, size, topography and neighborhood preferences. Neighborhood parks typically provide a children's playground, picnic facilities, benches, walkways, landscaped areas and multi-use open grass areas. Other park uses may include recreational facilities such as basketball or tennis courts, community gardens and natural areas. There are three community park sites (Harlow Platts, East Boulder and Foothills) that are fully or partially developed. Large multi-use city parks are planned for two locations: 1) the Valmont Park site and 2) the Area III - Planning Reserve site, which will be held to meet future recreational needs. The Boulder Reservoir is a regional park that provides opportunities for fishing, swimming, boating, picnicking, etc. Other public recreational facilities, including city recreation centers, a golf course, swimming pools, ballfields, and the Eldorado Canyon State Park are also included in this category.

IV. Implementation

The Boulder Valley Comprehensive Plan policies provide overarching direction for planning, development and programs in the Boulder Valley. Implementation tools that translate the plan into action include:

- Subcommunity and Area Planning
- Master Plans
- Trails Map

Subcommunity and Area Planning

Subcommunity and area planning bridges the gap between the broad policies of the Boulder Valley Comprehensive Plan and site specific project review (development applications or city capital projects).

Subcommunity and area plans:

- Establish the official future vision of an area;
- Create a common understanding among residents, business and land owners, and city departments of expected changes in the area;
- Determine the appropriate density, character, scale and mix of uses in an area, and identify the regulatory changes needed to ensure or encourage appropriate development compatible with its surrounding area;
- Define desired characteristics of an area or neighborhood that should be preserved or enhanced;
- Define the acceptable amount of infill and redevelopment and determine standards and performance measures for design quality to avoid or adequately mitigate the negative impacts of infill and redevelopment and enhance the benefits;
- Identify the need and locations for new or enhanced pedestrian, bicycle and vehicular connections;
- Identify the need and locations for new public or private facilities, such as shopping, child care, schools, parks and recreation, library and transit facilities, so that daily needs are close to where people live and work and to contribute to the livability, enjoyment, and sense of physical and social identity of a subcommunity or area;
- Develop implementation methods for achieving the goals of the plan, which may include: neighborhood improvement, trail, park or street projects; changes to the land use regulations or zoning districts; or changes to the Comprehensive Plan Land Use Map.

Area plans typically address planning issues at a more detailed level than subcommunity plans. The planning horizon for subcommunity and area plans is the same as that for the Comprehensive Plan—15 years.

The subcommunity and area planning process includes:

- Identifying opportunities to address Comprehensive Plan goals;
- Developing criteria for decision-making that balance local area interests with those of the broader community;
- Involving interested groups and individuals to identify issues and opportunities to be addressed by the plan and establish a common vision for the future;

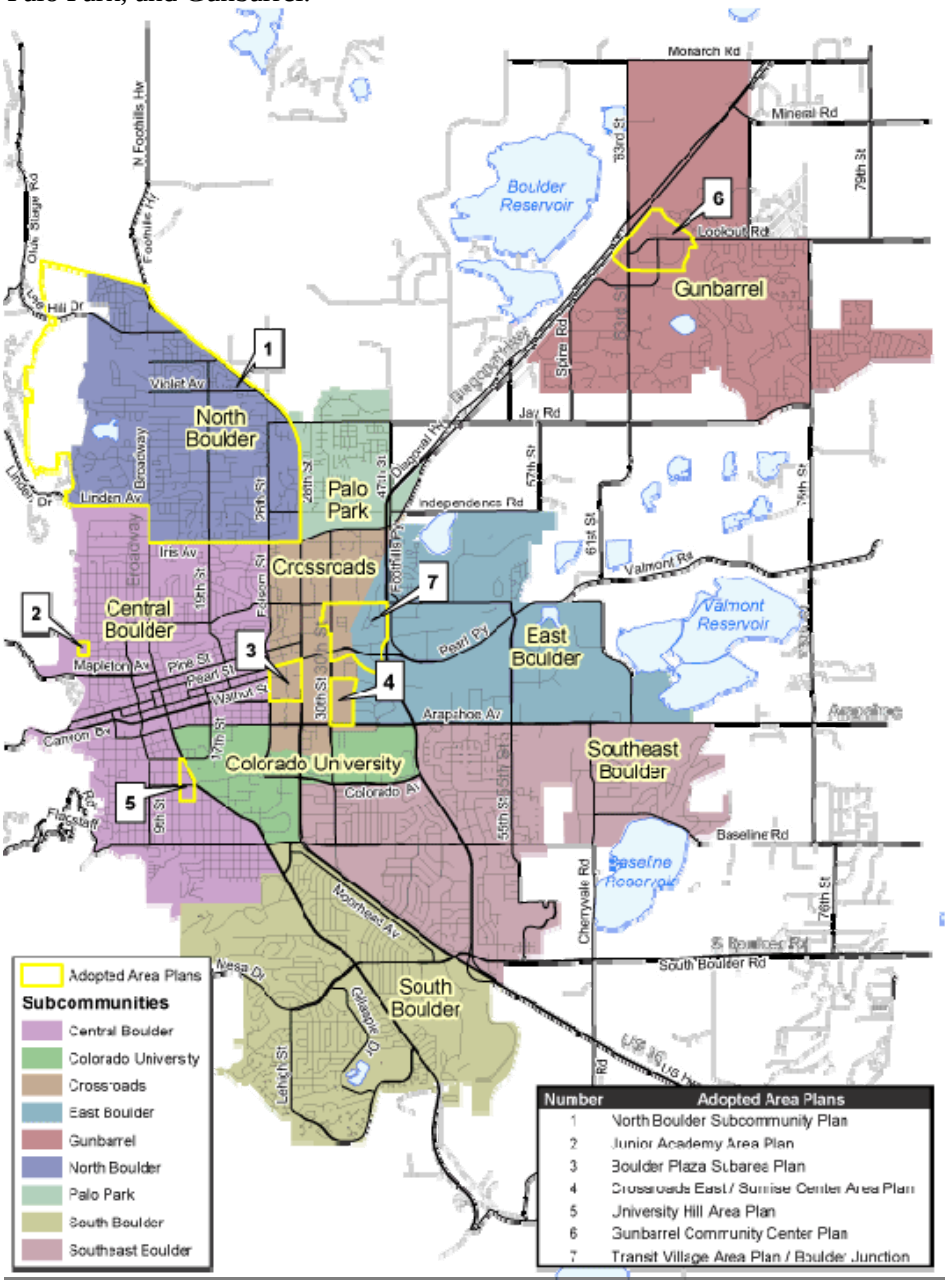
- Identifying a range of appropriate techniques for determining the priority of, and means of financing, plan elements; and
- Establishing a planning framework in which to review public projects, land use changes, and development proposals to implement or ensure compliance with the plan.

Boulder County is involved in the development of plans that affect land in Area II or III.

Subcommunity and area plans are adopted by Planning Board and City Council and amended as needed with the same legislative process as originally adopted.

Subcommunity Planning

There are nine subcommunity planning areas within the Service Area: Central Boulder, Crossroads, the University of Colorado, East Boulder, Southeast Boulder, South Boulder, North Boulder, Palo Park, and Gunbarrel.



When the subcommunity and area planning program was instituted in 1990, the idea was to develop plans for all of the subcommunities. The North Boulder Subcommunity Plan was the first because the area had the largest amount of vacant land in the city at the time and a significant amount of change was anticipated. As the city becomes more fully developed, the need for extensive planning at the subcommunity planning level has lessened, and it is now thought that not all subcommunities will necessarily have subcommunity plans. If they do, they will address fewer issues than were tackled in the North Boulder Subcommunity Plan. It is anticipated that each subcommunity plan will be evaluated as needed and monitored annually through the Capital Improvements Program (CIP) and the Boulder Valley Comprehensive Plan Action Plan.

Area Planning
Area plans are developed for areas with special problems or opportunities that are not adequately addressed by comprehensive planning, subcommunity planning or existing land use regulations. Area planning is initiated as issues or opportunities arise.

Criteria for Selection
The criteria for selecting the priority for the development of subcommunity and area plans are:

- Extent to which the plan implements Boulder Valley Comprehensive Plan goals;
- Imminence of change anticipated in the area;
- Magnitude of an identified problem;
- Likelihood of addressing a recurring problem;
- Cost and time effectiveness of doing the plan; and
- Extent to which plan improves land use regulations, the development review process and the quality of public and private improvements.

Adopted Subcommunity and Area Plans
The city has adopted the following subcommunity or area plans:

- Boulder Plaza Subarea Plan, 1992
- North Boulder Subcommunity Plan, 1995
- University Hill Area Plan, 1996
- Crossroads East/ Sunrise Center Area Plan, 1997
- Gunbarrel Community Center Plan, 2004
- Transit Village Area Plan, 2007
- Junior Academy Area Plan, 2009

North Boulder Subcommunity Plan
The North Boulder Subcommunity Plan was adopted in 1995 to develop a vision for an area that had considerable development potential. The plan aims to preserve the present character and livability of the existing residential neighborhoods and ensure that future changes are beneficial to both the subcommunity and the city as a whole. A new mixed use village center along Broadway is envisioned to become the heart of subcommunity activity. New neighborhoods in the northern portion of the subcommunity are meant to create a strong edge to the city and an attractive entrance into Boulder.

Implementation of the Plan
The North Boulder Subcommunity Plan was the basis for re-zoning of a portion of the area in 1997. Five new zoning districts were created to implement the design guidelines in the plan, including: a business main street zone, patterned after historic ‘Main Street’ business districts; three mixed use zones that provide a transition between the higher intensity business ‘Main

Street' and surrounding residential or industrial areas; and a mixed density residential zone district. The plan also established a street and pedestrian/bicycle network plan, to which developing or re-developing properties must adhere.

Gunbarrel Community Center Plan

The Gunbarrel Community Center Plan, adopted in 2004 and amended in 2006, provides a blueprint for transitioning the Gunbarrel commercial area from mostly light industrial uses to a viable and vibrant, pedestrian-oriented commercial center serving Gunbarrel subcommunity residents and workers. This will involve: expanding the amount of retail and allowing more density in the retail area; adding new residential and some offices uses in proximity to the retail core; and providing more vehicular, pedestrian and bicycle connections to and from and within the center. The new connections will improve access, break down the existing "superblocks," provide better visibility to shops, and promote more pedestrian-scale architecture and outdoor spaces. Spine Road between Lookout and Gunpark roads will become the 'Main Street' for the retail area.

Implementation of the Plan

Implementation of the Gunbarrel Community Center Plan will occur over a long period of time through a combination of actions from both the public and private sectors. Business associations, such as the Gunbarrel Business Alliance, and neighborhood groups will play an important role in promoting collaboration to successfully implement the plan. Land use changes were made in the 2005 Boulder Valley Comprehensive Plan update to reflect the plan vision.

Transit Village Area Plan/ Boulder Junction

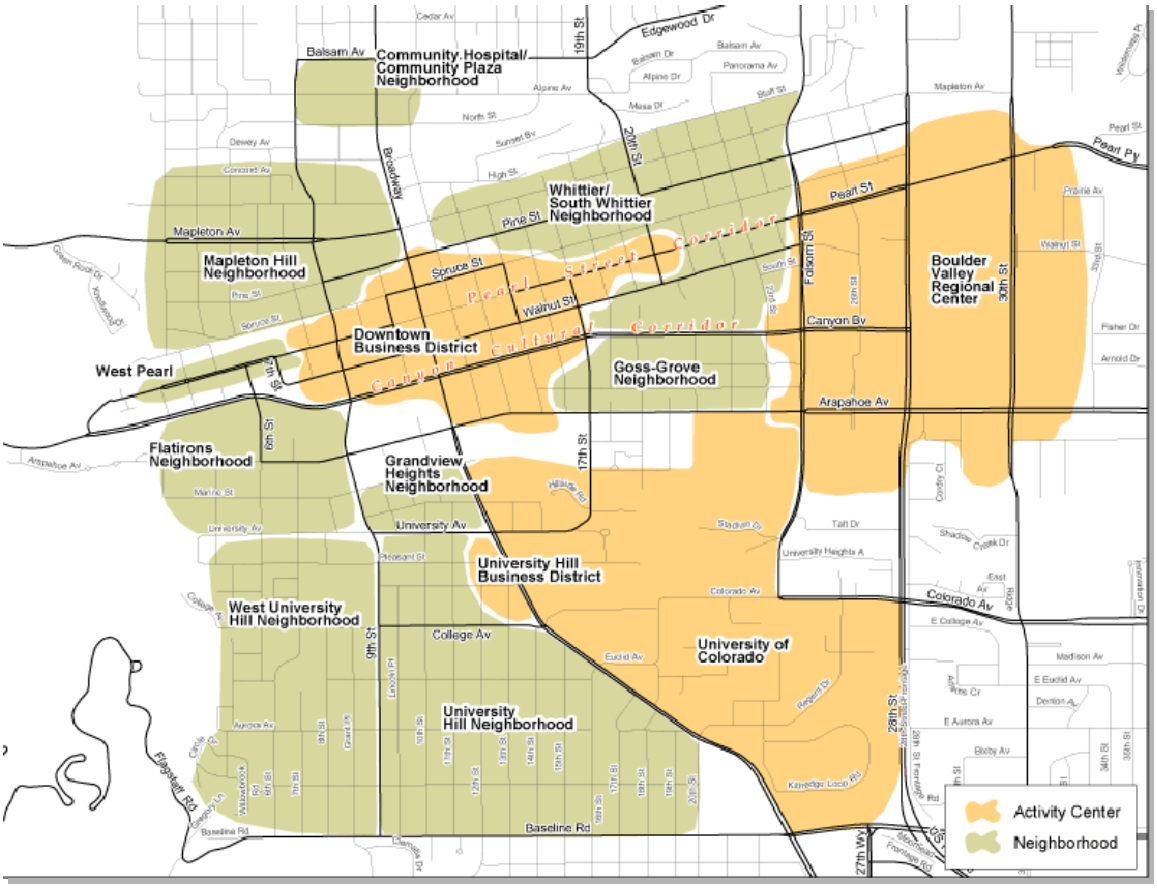
The Transit Village Area Plan guides development of an area that is within walking distance of a future transit hub near 30th and Pearl streets, which will provide regional and local bus and rail service. The plan recommends land use changes to transform this mostly industrial, low density, automobile-oriented area into a more urban, higher density, pedestrian-oriented environment, with a mixture of uses, including new retail and office, and new residential neighborhoods for a diversity of incomes and lifestyles. Many of the existing service commercial and industrial uses on the north and east side of the area, respectively, will continue. The plan also focuses on: developing new, high-quality public spaces and streets; creating a new home for the historic Union-Pacific train depot; and protecting and enhancing Goose Creek.

Implementation of the Plan

After adoption of the plan, the area was renamed Boulder Junction. Implementation will entail significant public investment in the transit facilities, the adjacent pocket park and civic plaza, the new north-south collector road, rehabilitation of the Depot, Goose Creek enhancements and the city-owned site at the northeast corner of the 30th and Pearl intersection. Property owners will contribute to construction of new streets, sidewalks and bicycle facilities when they develop their properties. In 2010 and 2011, land use and zoning changes were made on the west side of the area, and a general improvement district was formed to manage parking and provide Transportation Demand Management services. Land use changes and public improvements on the east side of the area will occur later, after substantial redevelopment of the west side.

Central Area

The Downtown, the University and the Boulder Valley Regional Center areas constitute the three primary activity centers within the Boulder Valley's central area.



Downtown

The Downtown is the heart of Boulder—a hub of civic, social, cultural, entertainment, spiritual, professional and commercial activity. The Pearl Street Mall provides a unique pedestrian experience, with surrounding historic residential neighborhoods, newer commercial and mixed use buildings, the city's civic center and Boulder Creek in close proximity. Several documents and districts work to maintain and enhance the Downtown environment:

- The **Downtown Urban Design Guidelines**, adopted in 1986 and revised in 2002 and 2011, guide the design quality of new construction and preservation and renovation projects located downtown.
- The **Central Area General Improvement District** (CAGID), formed in 1970, provides parking and related improvements and maintenance in a 35-block area encompassing the Downtown.
- The **Downtown Boulder Business Improvement District** (BID), formed in 1999, provides enhancements and services (economic vitality, marketing and enhanced maintenance) in the roughly the same area as CAGID to supplement services provided by the city.
- The **2005 Downtown Strategic Plan** recommends near-term strategies to keep Downtown Boulder vibrant and successful, for example, supporting small businesses and simplifying parking.

Boulder Valley Regional Center

The Boulder Valley Regional Center (BVRC) is a primarily commercial area, providing retail at a range of scales, restaurants, offices, and hotels in the geographic center of Boulder. There is also

some high-density housing, two parks and the Dairy Center for the Arts. The BVRC was established as an urban renewal district in 1979 to revitalize the area, with public improvements financed by bonds that were paid off in 2002. The following plans and guidelines continue to guide redevelopment and evolution of the area into a more attractive, pedestrian-, bicycle- and transit-friendly place:

- The **Boulder Plaza Subarea Plan,** 1992, and the **Crossroads/Sunrise Center Area Plan,** 1997, provide guidance on specific improvements to circulation, the public realm and building design in each area when redevelopment occurs.
- The **BVRC Transportation Connections Plan**, adopted in 1997 and updated in 1998 and 2002, shows where pedestrian, bicycle and vehicular transportation facilities should be constructed or improved through redevelopment or the Capital Improvements Program.
- The **BVRC Design Guidelines,** adopted in 1998, establishes design goals and guidelines for development proposals in the BVRC, including site layout, circulation, buildings, landscaping and open space, streetscape, and signs.

University of Colorado and University Hill

The University of Colorado-Boulder (CU-Boulder) is an important part of the Boulder Valley's intellectual, cultural, social and economic life. The University's plans for expansion are set forth primarily in these documents:

- The **Flagship 2030** strategic plan seeks to position CU-Boulder for global leadership in education, research, and creative works by the year 2030. It envisions an increase in the number of undergraduate, graduate and professional school students and a corresponding increase in faculty.
- The draft **2011 Campus Master Plan** will provide guiding principles for developing facilities over the next ten years in support of the Flagship 2030 vision. The plan proposes development of the East Campus (generally bounded by 30th Street, Colorado Avenue, Arapahoe Avenue, and Foothills Parkway) as a full campus, with higher density building and a broad mix of programs. The Williams Village property will also continue to be developed. Growth on Main Campus will be limited, and the South Campus will continue to be reserved as a land bank for future generations. The final plan is expected to be completed in 2011.

The University Hill business district, to the west of Main Campus across Broadway, serves both the university population and the surrounding neighborhood, with restaurants, shopping and entertainment. Efforts to revitalize and diversify uses on The Hill to include more housing, some office, a broader range of retail offerings and increased cultural activities are guided by the following:

- The **University Hill General Improvement District** (UHGID), created in 1970 and expanded in 1985, provides parking, maintenance and aesthetic improvements to the business district and also has played a leadership role in facilitating revitalization and redevelopment on The Hill.
- The 1996 **University Hill Area Plan** initiated streetscape improvements and land use regulation amendments to enhance the appeal and safety of public spaces, encourage mixed use development, and support and strengthen The Hill's pedestrian-oriented, urban village character
- Direction from City Council in 2010 to explore strategies for Hill revitalization, including creation of a **general improvement district for the surrounding high-density residential neighborhood** and an **"innovation district"** in the commercial area.

Surrounding Neighborhoods

Goals for specific Central Area neighborhoods near the Downtown and the University are as follows:

- The **Pearl Street Corridor** between 18th Street and Folsom links the Downtown with the BVRC. The corridor is half a block wide along both sides of Pearl Street and is separated from established residential neighborhoods by alleys. The vision for the corridor is an interesting and varied mix of uses, combining urban-density housing with small-scale retail uses and office space. The scale of new buildings will be sensitive in use and design to adjacent residential uses. The challenge is to strengthen the pedestrian environment along the street from Downtown to the BVRC and beyond to Boulder Junction.

- The **Community Hospital/Community Plaza neighborhood**, just north of the downtown along Broadway, includes the hospital, medical offices and two shopping centers. The design of commercial expansions and physical improvements in the area must incorporate special considerations to minimize impacts to adjacent residential neighborhoods.

Master Plans

City departments prepare master plans to provide a common framework for planning the delivery and funding of city services, facilities and programs. These, in turn, provide the basis for capital improvement programming and operational budgeting. Master plans are developed to be consistent with the policies, plans, and population and employment projections provided in the Boulder Valley Comprehensive Plan.

Master plan summaries:

Open Space and Mountain Parks	Parks and Recreation
Transportation	Greenways
Fire/Emergency	Police
Source Water	Treated Water
Wastewater	Flood and Stormwater
Library	The Arts
Historic Preservation	Housing and Human Services
Facilities and Asset Management	Airport
Waste Reduction	Climate Action

Each summary has a link to the full plans.

Open Space and Mountain Parks

The 2005 Open Space and Mountain Parks Visitor Master Plan (VMP) serves as a framework for how Open Space and Mountain Parks will provide high quality visitor experiences while protecting and preserving significant natural areas and valuable habitats for native plants and animals. The VMP contains goals, objectives, policy guidance and an overview of strategies and investment programs that the city and community intend to accomplish by the year 2015. Future planning for Open Space and Mountain Parks will combine landscape level planning with protecting or restoring native ecosystems, maintaining viable and functional plant and animal communities and habitats, and maintaining sustainable historical land uses in the Boulder Valley. Priorities will be consistent with the purposes of Open Space as specified in the City Charter.

Parks and Recreation

The 2006 Parks and Recreation Master Plan is a strategic guide for decision-making for the department through 2016. The plan goals include: maintain and protect parks and recreation facilities and programs; fill in the gaps in the parks and recreation system; engage a broader range of the community, especially underrepresented populations; and be a community leader in environmental sustainability. A major focus of the master plan is financial sustainability and is based on three funding levels: fiscally constrained or present budget level, action plan, and vision plan levels. The plan presents a vision for the future, what the department intends to do within each funding level, including specific recommendations for parks and recreation facilities, and the amount of funding each level will require. Additionally, the plan identifies potential new funding sources to be explored.

Transportation
Since 1989, the Transportation Master Plan (TMP) has placed transportation plans and programs within the context of the broader community goals to protect the natural environment and enhance Boulder s quality of life. The TMP recognizes that Boulder is unlikely to build significant additional road capacity due to environmental, financial and community constraints. The plan establishes the following goals:

- A transportation system supportive of community goals;
- An integrated, multimodal transportation system emphasing the role of the pedestrian mode as the primary mode of travel;
- Sufficient, timely and equitable financing mechanisms for transportation;
- Public participation and regional coordination in transportation planning; and
- A transportation system supportive of desired land use patterns and functional, attractive urban design.

These goals are measured according to the following objectives:

- Continued progress toward no growth in long term vehicle traffic;
- Reduction of single-occupant-vehicle travel to 25 percent of trips;
- Continued reduction in mobile source emissions of air pollutants;
- No more than 20 percent of roadways congested (at Level of Service F);
- Expansion of fiscally viable transportation alternatives for all Boulder residents and employees, including the elderly and those with disabilities; and
- Increase in transportation alternatives commensurate with the rate of employee growth.

The 2003 update to the TMP identified four focus areas for strategic action: multimodal corridors, regional travel, transportation demand management (TDM) and funding. The 2008 update reflects the work of the FasTracks Local Optimization process, which reaffirmed the policy direction of the plan, reflected changing financial conditions and added the scaled down, strategic Complete Streets investment program.

Greenways
The 2001 Greenways Master Plan integrates multiple city objectives for Boulder's riparian corridors:

- habitat protection
- water quality enhancement
- storm drainage and floodplain management
- trails and recreation, and
- cultural resources protection.

The basis of the plan is the understanding that stream corridors are a vital link in the larger ecosystem and that each stream is an important natural and cultural resource in the community. The plan includes baseline studies and recommended improvements for each corridor, processes for project planning and public involvement, a maintenance strategy and funding opportunities. Greenways projects are funded from a variety of sources, and several boards are involved, under the auspices of the Greenways Advisory Committee, in planning, reviewing and approving projects: the Water Resources

Advisory Board, Transportation Advisory Board, Parks and Recreation Advisory Board, the Open Space Board of Trustees, Environmental Advisory Board and Planning Board. An update to the master plan is expected to be completed in 2011.

Fire/Emergency Medical Service

The Fire Department is responsible for the protection of life and property through fire prevention, education, fire suppression and emergency medical and rescue services. The 1996 Fire and Rescue Master Plan outlines the Fire Department's goals as:

- Minimize death, injuries, and losses due to fire and natural and technological disasters;
- Minimize death and suffering for people experiencing sudden illness, accidents or injury;
- Minimize the number and adverse impact of hazardous materials releases;
- Provide cost effective fire protection and emergency services;
- Maximize public satisfaction; and
- Protect local ecosystems

The master plan includes the departmental philosophy, service standards, and fire protection goals and objectives. An update to the plan is anticipated to be completed in 2011.

Police

The Boulder Police Department provides both service and safety and has adopted a philosophical shift from a traditional 911-driven, purely reactive approach to an emphasis on community-based, prevention-oriented police services. The department defines its fundamental responsibilities as the following:

- Enforcing laws and preserving public safety and order;
- Reducing crime and disorder through prevention and intervention;
- Responding to community needs through partnerships and joint problem-solving;
- Investigating and reporting serious and non-serious crimes for prosecution;
- Providing information and service referrals; and
- Managing and administering departmental operations.

The 2001 Police Master Plan focuses on internal changes that continue earlier improvements and do not require additional staffing or funding. An update to the plan is anticipated to be completed in 2011.

Source Water

The 2009 Source Water Master Plan (SWMP) takes a broad watershed perspective to guide source water management. The SWMP presents facility improvements to Boulder's water supply system, including storage, conveyance, hydroelectric and treatment, for the next 20 years. The plan also includes reliability standards for the water provided by the city, based on the type of uses, ranging from those uses that require an assured supply, such as drinking water and firefighting, to those that can tolerate occasional restrictions, such as lawn irrigation and car washing. The plan anticipates that the city will maintain a diversity of water supply sources (both East and West Slope sources) to increase supply reliability and hedge against droughts. Extensive modeling shows that the city has sufficient supply holdings to meet the ultimate municipal water

needs of expected development levels within the city's water service boundaries. In addition to residential and commercial consumptive uses, the city's raw water supply has been used for maintaining streamflow and enhancing stream habitat in Boulder Creek and its tributaries and for leasing to downstream agricultural and recreational users.

Treated Water Facilities

The Treated Water Master Plan was updated in 2000 to reassess the city's treated water system and present a plan for future system development needs. The city's treated water facilities include water treatment plants, reservoirs, pump stations, hydroelectric facilities, pressure reducing station and the transmission/distribution lines (water mains). Major items considered in the plan update included revisions to water quality regulations and standards, changes to Boulder's land use and zoning, and completion of many facility improvements. The plan also set reliability criteria for delivery of treated water. As a result of the plan update, the city continued a moderate water conservation program aimed at reducing the peak water demand and began aggressively replacing aging water distribution pipes. The Utilities Division also developed a computerized hydraulic model of the water delivery system. An update to the plan is expected to be completed in 2011.

Wastewater Utility

The 2009 Wastewater Utility Master Plan (WWUMP) presents key issues, programs, policies and associated budgets for the wastewater collection system, wastewater treatment plant, and water quality programs. The WWUMP is supported by three primary planning documents: the Wastewater Collection System Master Plan (updated in 2009), the Wastewater Treatment Plant Master Plan (updated in 2007) and the Water Quality Strategic Plan (updated in 2009).

The three guiding principles for the WWUMP are:

- Protect public health and safety
- Protect Boulder's natural resources and the environment, and
- Maximize the use of the Wastewater Utility's funds.

The wastewater treatment plant has recently undergone significant modifications to increase the hydraulic capacity to 25 million gallons per day and meet future ammonia-nitrogen limit requirements. The Wastewater Collection System Master Plan included the development of a new GIS-based hydraulic sewer model.

Flood and Stormwater Utility

The Comprehensive Flood and Stormwater Utility Master Plan, adopted in 2004, serves as the framework for evaluating, developing and implementing various programs and activities in the flood and stormwater utility within the scope of the available budget. The master plan outlines the following guiding principles for managing the utility:

Floodplain Management

- Preserve floodplains
- Be prepared for floods
- Help people protect themselves from flood hazards

- Prevent adverse impacts and unwise uses in the floodplain
- Seek to accommodate floods, not control them

Stormwater Quality
- Preserve our streams
- Prevent adverse impacts from stormwater
- Protect and enhance stream corridors

Stormwater Drainage
- Maintain and preserve existing and natural drainage systems
- Reduce and manage developed runoff
- Eliminate drainage problems and nuisances

Library
The Boulder Public Library (BPL) contributes to social sustainability goals by providing free library services that allow community members of all incomes, ages, and backgrounds to stand on equal footing with regard to information access. BPL also serves as a community center, providing spaces for a wide variety of public gatherings and cultural events. The 2007 Library Master Plan identifies four strategic issues that must be addressed for the library to continue to meet the needs of the Boulder community:
- Libraries worldwide are in the midst of radical and rapid changes in how they provide services;
- The demographics of Boulder are changing, resulting in a broader range of needs to be served;
- BPL facilities are aging and are not easily adapted to provide flexible, responsive and updated services;
- The quality of the BPL's services is not sustainable at current funding levels.

Master plan goals include:
- Provide welcoming community space in which all members of the public can interact, exchange ideas, learn and build community, as well as read, think, work and reflect;
- Provide resources that inform, educate, inspire and bring enjoyment to both individuals and the community as a whole;
- Develop and maintain an information technology architecture that accommodates the changing requirements of delivering library services in the 21st century;
- Engage the entire community to meet the unique and varying informational needs; and
- Create a stable and sustainable funding model that honors the mission of providing the community with free and equal access to information.

The Arts
The 2005 Cultural Master Plan was created by the Boulder Arts Commission and provides an updated look at Boulder's accomplishments in the arts, the current strengths

and weaknesses of the arts community, and the economic benefit of the arts to the greater community. The plan re-emphasizes the vision laid out in the original 1992 master plan: to position Boulder as an important year-round center for the arts—with "the arts" defined broadly to encompass all visual, literary, performing, traditional, experimental and folk disciplines—and to ensure that art is inclusive of all peoples, ages and cultures. The master plan is specifically crafted to respond to the financial challenges currently faced by arts organizations. It contains goals and objectives in five key areas:

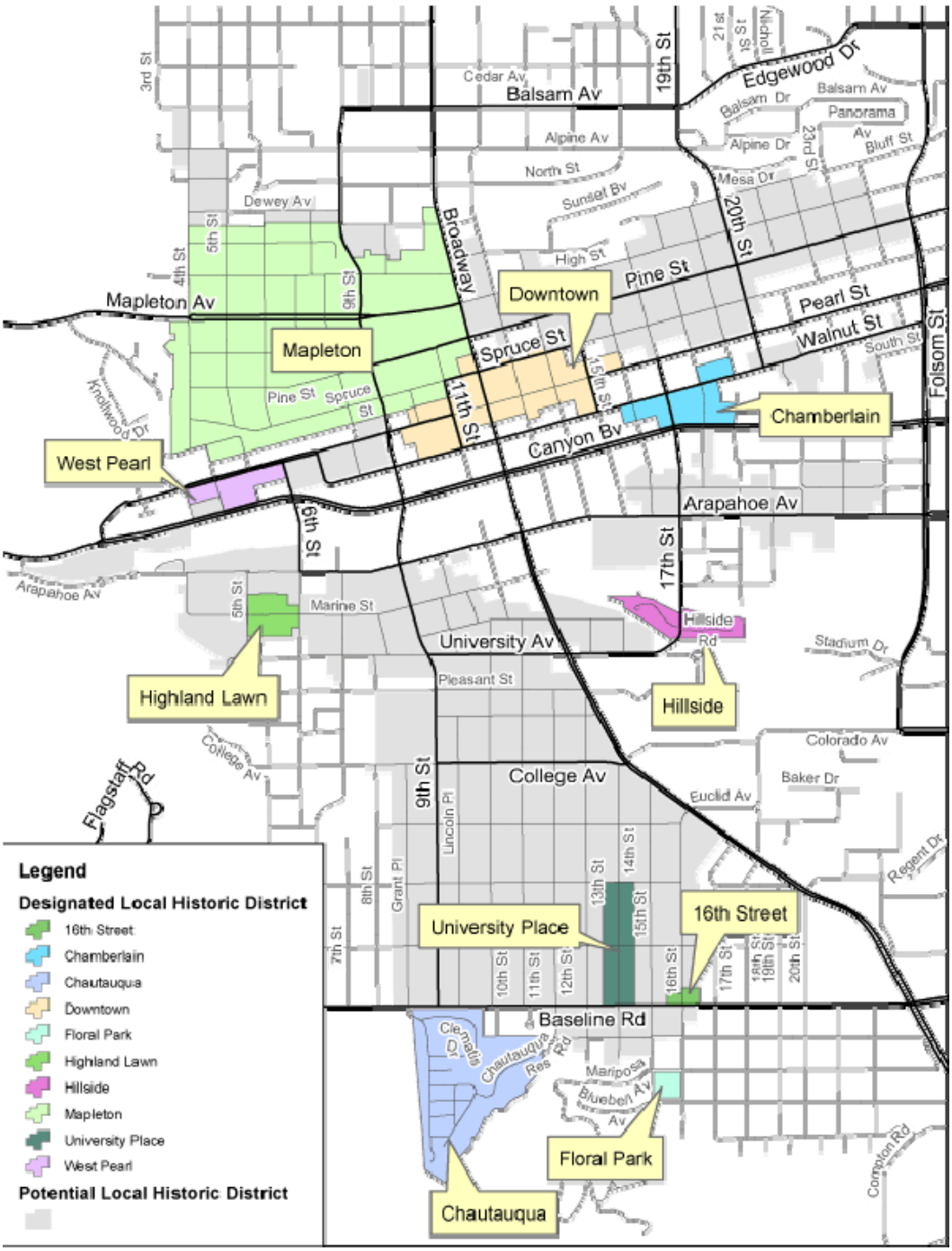
- Cultural facilities development
- Positioning, marketing and promotion
- Arts education: Audience development and advocacy
- Organizational development
- Community and arts partnerships.

Historic Preservation

The city Historic Preservation program designates historic districts and individual landmarks, lists structures or sites of merit, and reviews and approves proposed alterations to historic properties, new construction in historic districts, and demolitions of buildings over 50 years old, in addition to carrying out special projects. As of 2011, there were ten designated historic districts in Boulder:

- Floral Park (established in 1977)
- Chautauqua Park (established in 1978)
- Mapleton Hill (established in 1984)
- West Pearl (established in 1994)
- Chamberlain (established in 1995)
- Downtown Boulder (established 1999)
- Hillside (established 2001)
- Highland Lawn (established 2005)
- University Place (established 2006)
- 16th Street (established 2006)

There are over 160 individual landmarks, most of which are located in the Central Area. Some parts of the Downtown and University Hill neighborhoods have the potential to be designated as historic districts, and each neighborhood has individual buildings of landmark quality. Potential districts and individual landmarks have been identified through surveys. Official district or landmark designation is typically initiated by the property owners with support from the city. There are over sixty approved structures of merit that are not currently landmarked but have historic, architectural or aesthetic merit.



Exterior changes to landmarks and properties located in historic districts must meet the purposes and standards outlined in the historic preservation code and adopted design guidelines. There are specific guidelines for a number of historic districts, as well as general design guidelines that apply to all designated local districts and individual landmarks.

Housing and Human Services
The 2006 Housing and Human Services (HHS) Master Plan is a strategic guide for decision-making and allocation of resources for the department through 2015. The plan focuses on creating a healthy community by providing and supporting diverse housing and human services to Boulder residents in need. The plan goals focus on three key city roles:

- Leader and community partner: Works to build community capacity to provide human services and build social capital through technical assistance, program partnerships, regional planning and evaluation of and response to social issues.
- Funder: Provides funding to community nonprofits and organizations to provide basic safety net services, early intervention and prevention programs, housing programs and diversity and cultural funding to Boulder residents.
- Service Provider: Provides services where there is a demonstrated need in the community that cannot be met by another sector or where community institutional capacity, resources or leadership to develop or implement services do not currently exist.

Through these three roles, the HHS Master Plan puts forth guiding principles that shape HHS policies and programs to fulfill its mission in five priority areas: Housing; Children, Youth, and Families; Senior Services; Office of Human Rights and Community Relations; and Human Services Policy and Planning. The guiding principles provide for program delivery that focuses on safety net services, community responsibility and social equity, economic and social diversity, and self-sufficiency.

Facilities and Asset Management
The Facilities and Asset Management (FAM) workgroup in the city Public Works Department maintains over 100 city facilities. The 2005 FAM Master Plan establishes methods and performance measures for managing FAM facilities and assets and promotes cost-effective programs that provide safe, clean and efficient environments for the public and city staff. It reinforces the need for high quality design in municipal projects and addresses environmental sustainability goals on all levels, for example, proper waste management, selection of replaceable materials, installation of energy efficient equipment, and maximizing renewable energy sources. The plan lays out goals and objectives for the next 10 years, through 2014, and is based on the assumption that resources from the General Fund will continue to be limited. An update to the master plan is expected to be completed in 2011.

Airport
Boulder Municipal Airport (BMA) is a general aviation airport owned and operated by the city. It has served the Boulder aviation community since 1928 and focuses on recreational flying, local business-related flights, flight training, fire/rescue flights and parachuting. The airport has 190 based aircraft, one runway and one glider strip. The 2006 Airport Master Plan Update assesses the current and anticipated needs of the Airport and plans facility and management improvements for the next 20 years. It outlines the following goals:

- Operate in a safe and efficient manner;

- Continue to serve the needs of the Boulder aviation community;
- Maximize compatibility with the community in regard to aircraft noise impacts; and
- Maintain financial self-sufficiency.

The number of aircraft operations is forecasted to remain at current levels or at levels experienced in the past 15 to 20 years. Major changes to the facility are not proposed; improvements are primarily focused on maintaining the facility and operations, as well as meeting aircraft storage needs if the market demands.

Waste Reduction
The 2006 Master Plan for Waste Reduction identifies avenues for the Boulder community to achieve zero waste at three different levels of funding, through a combination of facilities, regulations, and services and programs provided by the city, the county and partner nonprofits. Examples include: drop-off centers for recyclable, re-usable and hazardous materials; mandatory construction and demolition material recycling; curbside recyclable and compostable pick-up service; education programs; and rebates. An update to the master plan is expected to be completed in 2011.

Climate Action
The 2009 Community Guide to Boulder's Climate Action Plan is a roadmap for reducing community greenhouse gas emissions. It updates and expands the 2006 Climate Action Plan (CAP). The Community Guide lays out a set of strategies for the city to take to help organizations, individuals and businesses reduce their carbon footprint in the six key areas:

1. Reduce energy use
2. Improve energy efficiency in buildings
3. Augment renewable energy sources
4. Increase walking, biking and transit use and reduce vehicle emissions
5. Minimize landfill waste (which emits methane gas)
6. Protect and grow the urban forest

The CAP also initiated on-going measurement of Boulder's progress toward the goal of reducing greenhouse gas emissions to seven percent below 1990 levels by 2012. And it acted as a springboard for the city to re-examine its energy source options through the Energy Future project initiated in 2010, based on an Energy Localization framework.

Trails Map

The Boulder Valley Comprehensive Plan Trails Map is a comprehensive guide for existing and proposed trails and trail connections for the entire Boulder Valley. It shows proposed trails that have been planned through departmental master planning or area planning processes as well as trail connections that are important links in the Boulder Valley and regional trails systems.
A color version of the trails map can be found at: http://www.bouldervalleycompplan.net and click on Plans.

Trails planning in the Boulder Valley involves balancing environmental, community and mobility goals as well as resolving or mitigating trail impacts. The following Boulder Valley Comprehensive Plan policies guide trails planning:

- Policy 2.30 Boulder Creek and its Tributaries as Important Urban Design Features
- Policy 2.32 Trail Corridors / Linkages
- Policy 8.12 Trail Functions and Locations 8.13 Trails Network

The Trails Map shows existing and proposed trails in the Boulder Valley that are or will be administered by the city of Boulder Planning Department, Parks and Recreation Department, Open Space and Mountain Parks Department, Transportation Division, the Greenways Program and Boulder County Parks and Open Space and Transportation Departments. This map is used by the city, the county, Boulder Valley citizens and other concerned parties to understand, maintain and advance the network of trails that the city, the county, and other public agencies now provide and hope to provide in the future and should be used as a system planning tool.

Each department generates more detailed maps to meet their own needs and those of trails users. Other maps (such as those in departmental master plans or specific area plans) are used to show complete systems.

The Trails Map includes designated unpaved off-street paths, paved off-street paths, multi-use paths that are paved and separated from but parallel to a road, and short, paved off-street paths that connect to a larger trail or bike network and are part of an adopted pedestrian or bike system plan. It does not include sidewalks, on-street bike lanes or bike routes, paved road shoulders or low volume streets serving as bike lanes, routes, or internal walkways.

Trails planning and implementation occur at several steps that get progressively more detailed. The first step is to identify a need or desire for a trail or trail connection, a step that usually occurs as part of departmental master plans. Interdepartmental coordination on trails and trail connections occur as part of the master planning process. Proposed trails may be further refined through other detailed planning processes, such as the Capital Improvements Program (CIP), Trail Study Area (TSA) or Community and Environmental Assessment Process (CEAP). Two kinds of trail designations are included on the Trail Map—conceptual trail alignments and proposed trails. The primary difference relates to the degree that the trail has been studied and whether or not a specific trail alignment has been worked out. Specific definitions include:

Conceptual Trail Alignments

These trails are represented by bubbles or circles on the Trails Map. These bubbles show the need or desire for the trail located in a conceptual trail corridor. The specific alignment has not yet been selected, often because there are still issues that need to be resolved. These issues may involve the need for further study or public process and usually require resolution of environmental, ownership, neighborhood, or other concerns. However, the concept for the trail is supported by the signatories of the Boulder Valley Comprehensive Plan.

Proposed Trails
These trails are represented by solid lines on the Trails Map. These lines show the trail need or desire, but they also show a more definite trail alignment accepted by the public entities involved. There may still be issues to be worked out at the project planning step, but the trail alignment is more certain.

Process for Changes to the Trails Map
At each mid-term or major update to the Boulder Valley Comprehensive Plan, an interdepartmental staff group will assess the need to update the Trails Map. If changes are warranted, staff will analyze the map and compile a list of recommended changes to be included in the Comprehensive Plan update process. Changes to the map may occur when there has been new information or changed circumstances regarding a proposed trail or when an alternatives analysis and public process have occurred at the master planning or area planning level and new trails plans have been adopted. Minor changes can be incorporated into the Trails Map at any time without board adoption. These minor map changes are limited to changes in factual information, which include map corrections and changes in designation from proposed to existing trails (i.e., built). These minor map changes will be identified for the boards at the Comprehensive Plan update process.
Any member of the public may propose changes to the Trails Map at a mid-term or major update to the Comprehensive Plan. These requests should be made in the application process established for the update. Staff will analyze these proposals and a recommendation will be presented to the four adopting bodies along with other applications. Changes to the Trails Map will be forwarded to the following advisory boards for review and comment: Open Space and Mountain Parks Board of Trustees, Greenways Advisory Committee, Transportation Advisory Board, Parks and Recreation Advisory Board, and the County Parks and Open Space Advisory Committee. Changes to the Trails Map may also be forwarded to other advisory boards depending on issues associated with a trail proposal. Recommendations and comments will be forwarded to the adopting bodies. Changes to the Trails Map must be adopted by the city Planning Board, City Council, the County Planning Commission, and the County Commissioners.

All recommendations for changes to the Trails Map will be evaluated by each of the departments involved. Agreement by affected departments on the suitability of the trail and trail alignment will be sought as part of the interdepartmental review.

V. Referral Process

As part of the cooperative planning process, the City of Boulder and Boulder County have established the following referral process for certain types of land use and public improvements activity within the Boulder Valley. A referral is a written communication from the Planning Department of either the city or the county to the Planning Department of either the county or the city, respectively, in which there is contained either a request for or a response to a request for review and comment on the above-described.

Responses to all referrals will be based upon the Boulder Valley Comprehensive Plan, including all applicable policies, maps, and implementation documents, and applicable codes, agreements, ordinances, and resolutions of the respective jurisdictions.

All referral requests and responses of departments of the city and the county will be received, reviewed and communicated through the respective planning departments, with the understanding that referral responses may be reviewed by the Planning Board or Planning Commission and/or the City Council or Board of County Commissioners at the referee's discretion.

Complete referral responses will be made promptly. The referrer will consider all referral responses or the fact that there have been no responses before proceeding with the activity proposed.

The city will not grant or deny applications for out-of-city water and sewer permits for development activities in Area II unless it has first received a referral response from the county.

VI. Urban Service Criteria and Standards

Purposes of Urban Service Standards

The urban service standards set the benchmark for providing a full range of urban services in the Boulder Valley. A basic premise of the Boulder Valley Comprehensive Plan is that “adequate urban facilities and services” are a prerequisite for new urban development and that, within the Boulder Valley, the city of Boulder is the provider of choice for urban services since it can meet all the service provision requirements embodied in the urban service criteria and standards.

These standards are intended to be minimum requirements or thresholds for facilities and services that must be delivered to existing urban development, or new development and redevelopment to be considered adequate. These adequacy standards allow the county to determine if an urban level of services is met prior to approving new urban development in the unincorporated area, and they provide the city a basis for linking the phasing of growth to the planned provision of a full range of urban services in Area II, annexation, and capital improvement decisions.

The urban service standards for defining adequacy of urban services are included in this section of the Comprehensive Plan. They provide a tool for implementing Policy 1.27 of the Comprehensive Plan. Adequacy standards are included for those urban services that are required for urban expansion in Area II. These include: public water, public sewer, stormwater and flood management, urban fire protection and emergency medical care, urban police protection, multimodal transportation, and developed urban parks.

Urban Service Criteria

Five criteria are to be used in the determination of the adequacy of proposed or existing urban facilities and services consistent with Policy 1.27. The urban service standards are written within the framework of these criteria. They include:

1. Responsiveness to Public Objectives

It is desirable and necessary that all urban service systems be coordinated and integrated with other service systems; evaluated periodically for need, efficiency and cost effectiveness; and studied for possible duplication of other service systems so as to be responsive to local public objectives and general public need as determined by the governing body.

As public funds and resources are limited, primary emphasis must be given to an effective allocation system that, to the greatest extent possible, effects a consistency of legislative intent; public policy; urban service programs funding; a periodic assessment of the type, quantity and quality of various urban services; realistic estimates of revenue sources and future income; maximization of the availability of outside funding sources (state, federal, etc.); and consistency of the long-range program direction in accordance with a capital improvements plan. It has been determined that the municipal budget of the city of Boulder is such an allocation system.

2. Sufficiency and Dependability of Financing

Financing for each urban service program must be based, to the greatest extent possible, on predictable annual revenues that are broad enough to support initial improvements, maintenance, and extensions of facilities and

services in relation to, at least, minimum program requirements and unexpected contingencies. Where financing is tied solely to users' fees, serious problems may result if and when the demand for such programs may diminish. At the same time, programs relying heavily on real property revenues or state and federal supplemental funding could be severely restricted if such sources of financing fall short of initial predictions. While no guarantees can be given, financing from a variety of potential sources and spread over a broad base, including sufficient latitude so that funding can be adjusted in the future as changing conditions occur, should be preferred over single-source revenue programs.

3. Operational Effectiveness

Each urban service program may have distinct operational needs and a wide array of operational activities might be considered. The end result is whether or not a given public program is able to function in a direct, efficient manner. As an example, a volunteer fire department, depending upon personnel employed in other endeavors and scattered throughout the area of service, may not respond as quickly and effectively as firefighting personnel located where the fire suppression equipment is stored. Also, a small sewage treatment plant receiving only limited flows might not be adequately financed to permit proper and continuous monitoring and management.

Measures of operational effectiveness include current and long range project forecasting, coordination with other urban service programs, maximization of economies of scale in urban service provision, and the incorporation of operational processes and organizational methods that have proven effective in similar situations.

4. Proficiency of Personnel

Conditions and factors that may affect the competency of personnel include the following: 1) education and experience of personnel in meeting job demands; 2) interest and willingness of personnel to implement programs; 3) on-the-job training opportunities; 4) working conditions and fringe benefits related to employees' effectiveness; 5) the ability of the urban service agency to pay salaries commensurate with personnel requirements; and 6) the effectiveness of recruitment programs. As with other criteria, extremes may be involved, but in general, the measure of whether or not urban services are being provided must in part be determined by the skills of individuals carrying out such programs. For each job a comparison should be made of qualifications of the individual employed or to be employed, against personnel standards established by generally recognized public or technical agencies for similar positions.

5. Adequacy of Equipment and Facilities

This factor may be more easily measured than any other since "generally accepted standards" are involved. As an example, as residences are located in closer proximity to each other, interest in developing neighborhood parks will normally increase. As evidenced by recreation programs desired by similar population groupings, certain standards for park areas, spaces and facilities may be predicted. In a similar manner, most of the other public services and facilities described in this study have minimum locational space, equipment and building needs related to given population groupings.

Urban Service Standards

The remainder of this section contains standards for necessary urban services, according to the five primary criteria outlined above. The required urban services and facilities are as follows: public water, public sewer, stormwater and flood management, urban fire protection and emergency medical care, urban police protection, multimodal transportation, and developed urban parks. Each of the preceding seven services (together with schools) are considered necessary for service to residential areas; the first six are required to serve industrial and commercial areas.

Public Water

(1) Responsiveness to Public Objectives

(a)Provide a sufficient degree of reliability for raw water, treated water, and an efficient transmission/distribution system capacity to meet the demands of the population 24 hours per day.

(b)Provide full-time personnel 24 hours per day at the water treatment plant to assure water quality, monitor equipment and make emergency repairs.

(c)Have personnel on call 24 hours per day for water service emergencies.

(2) Sufficiency of Financing

(a)Have revenue sources that are guaranteed so that revenues are available for water related materials, capital improvement projects, equipment, facilities and personnel.

(b)Use Plant Investment Fees as possible revenue for water rights acquisition, raw/treated water storage, treatment plant improvements/expansions and construction of water mains.

(c)Be organized to request and receive state, federal, and Northern Colorado Water Conservancy District funds, when available, for equipment, facilities and projects.

(d)Have the ability to obtain financing through the use of revenue bonds.

(3) Operational Effectiveness

(a)Use annual budget for personnel, equipment, projects, facilities and materials.

(b)Meet standard specifications as exemplified by the American Water Works Association.

(c)Meet or surpass acceptable levels of federal and state water quality standards.

(d)City of Boulder Design and Construction Standards should be used for standards for water main design for the Boulder Valley.

(4) Proficiency of Personnel

(a)All water treatment plants will be staffed by personnel who have obtained the appropriate Water Operator Certification.

(b)All water maintenance crews will be staffed by personnel who have obtained the appropriate Water Distribution System Certification.

(5)Location and Adequacy of Equipment and Facilities

(a)Have capacity to deliver sufficient treated water to maximum day demand conditions.

(b)Have existing treatment plant capacity with planned expansion that will be capable of serving projected population of the Service Area.

(c)Plan and provide treatment capability to meet required water quality standards.

(d)On the divided highways, place hydrants on each side of highway.

(e)In single family residential areas, fire hydrant spacing shall be no greater than 500 feet. No dwelling unit shall be over 250 feet of fire department access distance from the nearest hydrant measured along public or private roadways or fire lanes that are accessible and would be traveled by motorized fire fighting equipment.

(f)In multiple family, industrial, business or commercial areas, fire hydrant spacing shall not be greater than 350 feet. No exterior portion of any building shall be over 175 feet of fire department access distance from the nearest hydrant measured along public or private roadways or fire lanes that are accessible and would be traveled by motorized fire fighting equipment.

(g)Provide essential equipment and vehicles for water maintenance activities and emergency use.

Public Sewer

(1)Responsiveness to Public Objectives

(a)Provide full-time personnel 24 hours per day at the wastewater treatment plant to assure treatment quality, monitor equipment, and make emergency repairs on equipment and facilities.

(b)Have personnel on call 24 hours per day for sanitary sewer service emergencies.

(2)Sufficiency of Financing

(a)Have revenue sources that are guaranteed so that revenues are available for wastewater-related materials, projects, equipment, facilities, and personnel.

(b)Use Plant Investment Fees as possible revenue for construction of sanitary sewer mains and wastewater treatment plant improvement or expansion.

(c)Be organized to request and receive state and federal funds, when available, for equipment and facilities.

(d)Have capability to finance through the use of revenue bonds.

(3)Operational Effectiveness

(a)Use annual budget for personnel, equipment, projects, facilities, and materials.

(b)Meet standard specifications as exemplified by standards of the Water Environment Federation.

(c)Meet standards established by the Colorado Water Quality Commission and enforced by the Colorado Department of Health and the Environmental Protection Agency and as set forth in the National Pollutant Discharge Elimination System Permit.

(d)City of Boulder Design and Construction Standards should be used for standards for sanitary sewer design for the Boulder Valley.

(e)Require all new urban development to connect to the central sewer system.

(4)Proficiency of Personnel

(a)All wastewater treatment plants will be staffed by personnel who have obtained the appropriate Wastewater Operator Certification.

(b)All wastewater maintenance crews will be staffed by personnel who have obtained the appropriate Wastewater Collection System Certification.

(c)Provide a variety of equipment and vehicles for wastewater maintenance activities and emergency use.

(5)Location and Adequacy of Equipment and Facilities

(a)Have treatment plant capacity with planned expansion capable of serving projected population of the service area.

(b)Design central collection system for present and future growth.

(c)Provide easily accessible repair equipment and replacement equipment for emergency use.

Stormwater and Flood Management

(1)Responsiveness to Public Objectives

(a)Have personnel on call 24 hours per day for stormwater and flood emergencies.

(2)Sufficiency of Financing

(a)Have revenue sources that are guaranteed so that revenues are available for stormwater and flood management related projects, materials, equipment, facilities, and personnel.

(b)Be organized to request and receive Urban Drainage and Flood Control District, state and federal funds, if available, for projects, facilities and equipment.

(3)Operational Effectiveness

(a)Use annual budget for personnel, equipment, projects, facilities and materials.

(b)Meet standards as exemplified by the Urban Drainage and Flood Control District.

(c)Adopt regulations consistent with the Federal Emergency Management Agency.

(d)The following are standards for stormwater and flood management criteria for new urban development within the Boulder Valley:

(i)Runoff analysis will be based upon proposed land use and will take into consideration all contributing runoff from areas outside the study area.

(ii)Storm runoff will be determined by the Rational Method or the Colorado Urban Hydrograph Procedure.

(iii)All local collection systems will shall be designed to transport the following storm frequency: Single Family Residential - two (2) year storm All other area - five (5) year storm

(iv)The major drainageway system will be designed to transport the 100 year event or a modified standard in an approved plan.

(v)Storm runoff quantity greater than the “historical” amount will not be discharged into irrigation ditches without the approval of the flood regulatory authority or the appropriate irrigation ditch company.

(vi)The type of pipe to be installed will be determined by the flood regulatory authority and will be based upon flows, site conditions and maintenance requirements.

(vii)All new urban development in the Boulder Service Area, which will be annexed, will be required to meet the intent of the adopted city of Boulder flood plain regulations.

(viii)Erosion and sedimentation control will be exercised. (ix)Detention storage requirements will be reviewed by the flood regulatory authority.

(4)Proficiency of Personnel

(a)All flood control maintenance crews will be staffed by personnel trained and capable of operating the equipment necessary to maintain the stormwater and flood management system.

(5)Location and Adequacy of Equipment and Facilities

(a)Provide essential equipment and vehicles for stormwater and flood management maintenance activities.

Urban Fire Protection and Emergency Medical Care

(1)Responsiveness to Public Objectives

(a)Provide fire protection 24 hours per day with full-time, trained personnel.

(b)Have response time to location of emergency that is normally six minutes or less in elapsed time from the time the call is received by the communication center until the arrival of the first fire fighting apparatus. Command vehicles will not be considered fire fighting apparatus for this purpose. If non-residential land is annexed outside the six minute response limit but within eight minutes, structures must be protected by a fire sprinkler system as provided in Boulder Revised Code, Title 10, Chapter 8 in effect at the time of the annexation.

(c)Have the ability to respond with a minimum of three firefighters per pumper.

(d)Respond with firefighters trained in emergency medical assistance and rescue techniques. The standard for Basic Life Support (BLS) response will be: 1) Ninety percent of BLS calls will be responded to within six minutes; and 2) All BLS calls will be responded to within eight minutes; and 3) Respond with Advanced Life Support (ALS) to all calls within eight minutes.

(2)Sufficiency of Financing

(a)Have funds available to provide a consistent level of fire protection.

(b)Be organized to request and receive state and federal funds, when available, for equipment and facilities.

(3)Operational Effectiveness

(a)Use annual budget for personnel, equipment and facilities.

(b)See Public Water 3-d, i & ii.

(c)Adopt, administer and enforce fire prevention and life safety codes.

(d)Inspect building plans to ensure they meet applicable fire prevention and life safety codes.

(e)Inspect commercial and industrial structures approximately once a year. (f)Upon request, provide a voluntary home inspection program for potential fire hazards.

(g)Maintain an inventory of industrial hazardous material storage.

(h)Review the design of land development in relation to provision of fire protection.

(4)Location and Adequacy of Equipment and Facilities

(a)Locate fire stations so that they are within a six-minute response time.

(b)See Public Water, Section 5 d, 5 e, 5 f.

Urban Police Protection

(1)Responsiveness to Public Objectives

(a)Provide police protection, enforcement and investigative services 24 hours a day.

(b)Provide a comprehensive mix of patrol, investigative, community collaboration, problem solving, and support services to meet community needs for proactive and responsive police services and to maintain effective service levels.

(c)Provide response to the scene of any potentially life-threatening police emergency normally within four and a half minutes from the time the call for assistance is received by the Communications center (however, the range for that average within the established city shall not exceed six minutes).

(2)Sufficiency of Financing

(a)Plan and budget to meet community needs for police services and maintain levels of service.

(b)Request and utilize state and federal funds, when available, to meet special needs or newly emerging concerns.

(3)Operational Effectiveness

(a)Manage expenditures to accomplish budgeted goals and operate within budgetary constraints.

(b)Enforcement of vehicular and pedestrian traffic laws.

(c)Provide routine patrol to residential, business and industrial areas.

(d)Maintain complete and accurate records of crimes, accidents, summonses and arrests to ensure issuance of reliable reports, as required by the appropriate government agency and the Federal Bureau of Investigation.

(4)Location and Adequacy of Equipment and Facilities

(a)Ensure the availability and maintenance of police equipment, particularly that affecting officer safety.

(b)Locate patrol districts so that they are within an average four and a half minute emergency response time 24 hours per day.

Multimodal Transportation

(1)Responsiveness to Public Objectives Implement the goals and objectives of the Transportation Master Plan through the following:

(a)Develop a complete and connected street system of local, connector and arterial roads following the Transportation Standards of the city's Design and Construction Standards.

(b)Minimize the traffic impacts of development through the traffic or transportation studies required in the development review process as defined in the Boulder Revised Code.

(c)Develop the complete and connected bicycle, pedestrian and transit systems defined in the city's Transportation Master Plan.

(2)Sufficiency of Financing

(a) Maintain the existing revenue sources that fund transportation activities and actively pursue new sources to support the investment program contained in the city's Transportation Master Plan.

(3)Operational Effectiveness

(a) Maintain and operate the transportation system to maximize the efficiency of all modes of travel and for long term sustainability following the investment priorities of the city's Transportation Master Plan.

(4)Location and Adequacy of Equipment and Facilities

(a) New development and redevelopment projects will dedicate Rights of Way (ROW) and provide transportation facilities as required through the development review process contained in the Boulder Revised Code.

Developed Urban Parks

(1)Responsiveness to Public Objectives

(a)Provide full and part-time personnel for design, construction, maintenance, operations, and programming of parks and recreation facilities and programs.

(b)Have key personnel on call 24 hours per day for special service needs.

(2)Sufficiency of Financing

(a)Pursue adequate funding, including state and federal sources, to ensure the timely implementation of the Parks and Recreation Master Plan.

(b)Use special fees from new residential development to acquire and develop parks to serve these areas.

(c)Prior to implementation of new programs or facility development, ensure adequate operations and maintenance funds are available.

(3)Operational Effectiveness

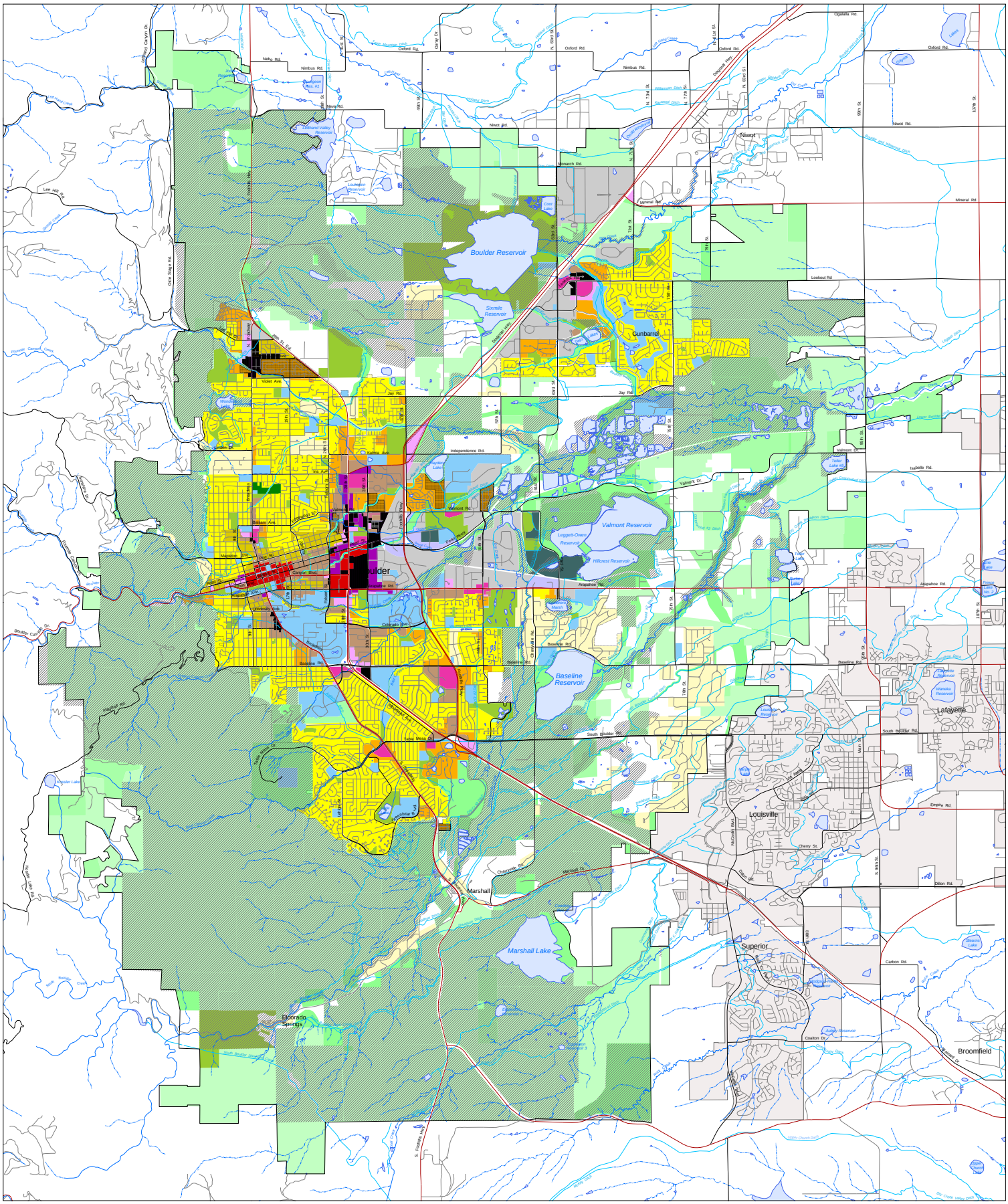
(a)Manage the annual budget for efficient use of personnel, equipment and facilities.

(b)Provide parks and recreation services by using appropriate equipment and trained personnel on a continuing basis.

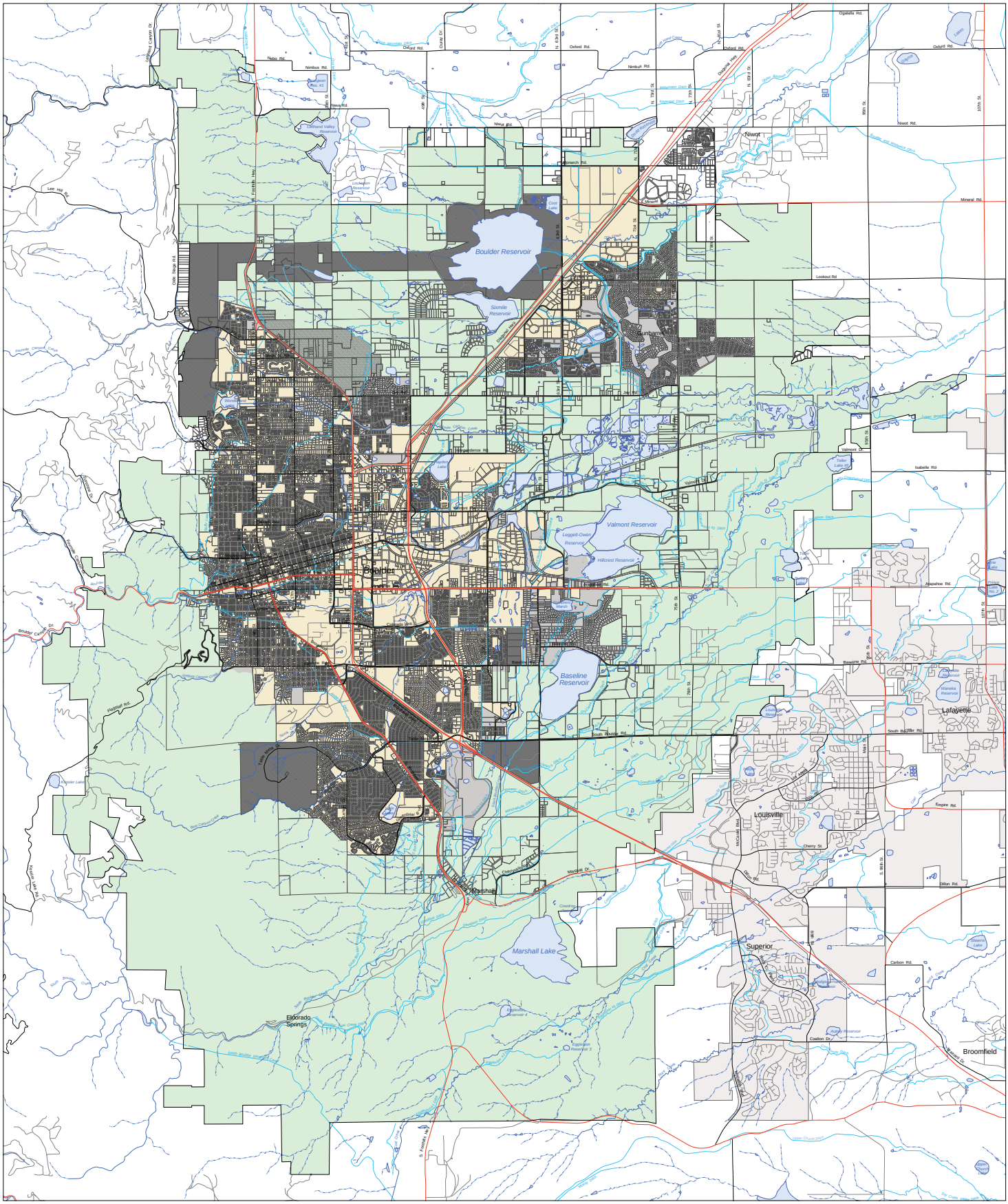
(4)Location and Adequacy of Equipment and Facilities

(a)Provide neighborhood parks of a minimum of five acres in size within one-half mile of the population to be served.
(b)Provide community parks of a minimum of 50 acres in size within three and one-half miles of the population to be served.
(c)Provide playground facilities for toddlers, preschoolers and school-age children up through age 12 within one-quarter to one-half mile of residents.
(d)Provide other park and recreation facilities accessible to the public and in quantities sufficient to address public demand. Ensure availability of parks and recreation services to all economic segments of the community.
(e)Schedule existing developed facilities for redevelopment as conditions and use dictate.

Boulder Valley Comprehensive Plan Land Use Designation Map


Boulder Reservoir
Sixmile Reservoir
Gunbarrel
Valmont Reservoir
Leggett-Owen Reservoir
Hillcrest Reservoir
Baseline Reservoir
Marshall Lake
Niwot
Lafayette
Louisville
Superior
Marshall
Eldorado Springs
Broomfield
Boulder
Arapahoe Rd.
Baseline Rd.
Broadway
Foothills Pkwy
Diagonal Hwy
Colorado Ave
University Ave
Canyon Blvd.
Valmont Rd.
Jay Rd.
Independence Rd.
Lookout Rd
Mineral Rd.
Nimbus Rd.
Oxford Rd.
Newport Rd.
Monarch Rd.
Isabelle Rd.
Valmont Dr.
Lake Moraine Dr.
South Boulder Rd.
Cherry St.
Dillon Rd.
Carbon Rd.
Dillon Dr.
Empire Rd.
Cherryvale Rd.
Arapahoe Ave.
Violet Ave
Pearl St.
Walnut St.
Spruce St.
Colorado Ave
Baseline Rd.
Lee Hill Rd.
Olde Stage Rd.
Flagstaff Rd.
Boulder Canyon Dr.
Sunset St.
Mapleton Ave.
Kohler Dr.
Kohler Lake
Gordon Lake
Lake Lafayette
Lake Cherry
Lake Emma
Lake Ellen
Lake Ethel
Lake Ethelbert
Lake Ethelbert Dam
Lake Ethelbert Outlet
Lake Ethelbert Spillway
Lake Ethelbert Inlet
Lake Ethelbert Dam Outlet
Lake Ethelbert Dam Spillway
Lake Ethelbert Dam

Boulder Valley Comprehensive Plan Area I, Area II, Area III Map



Legend

Area I

- Area I - Boulder City Limits

Area II - Service Area

- Area II

Area III

- Area III - BVCP Planning Area Boundary
- Area III - Rural Preservation Area
- Area III - Planning Reserve
- Area III - Annexed

- Creek
- Intermittent Creek
- Ditch
- Lakes
- Highway
- Arterial Street
- Local Street

N W E S

1:25,000

0 0.5 1 2 Miles

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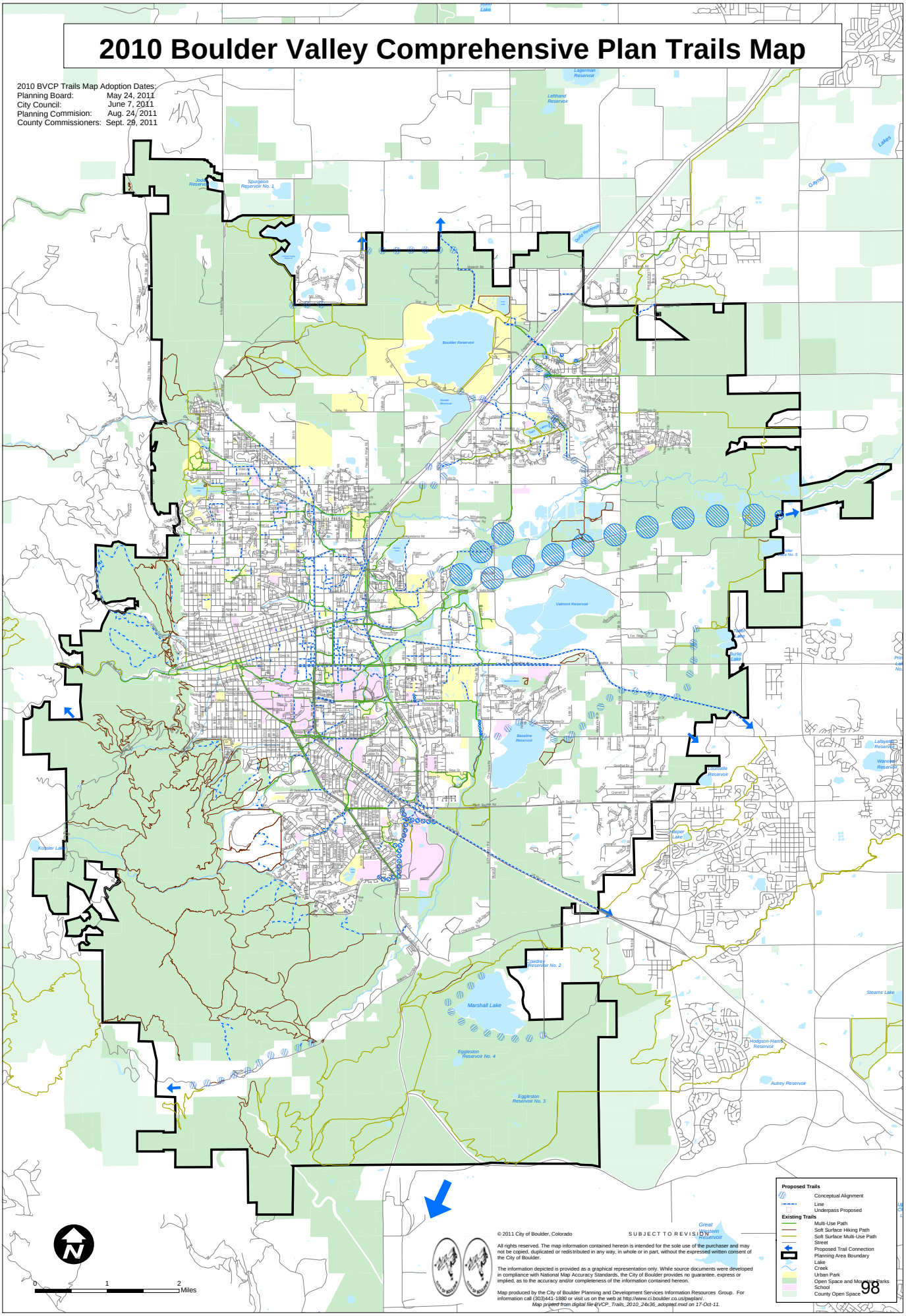
2010 Boulder Valley Comprehensive Plan Trails Map

2010 BVCP Trails Map Adoption Dates:
Planning Board: May 24, 2011
City Council: June 7, 2011
Planning Commision: Aug. 24, 2011
County Commissioners: Sept. 29, 2011



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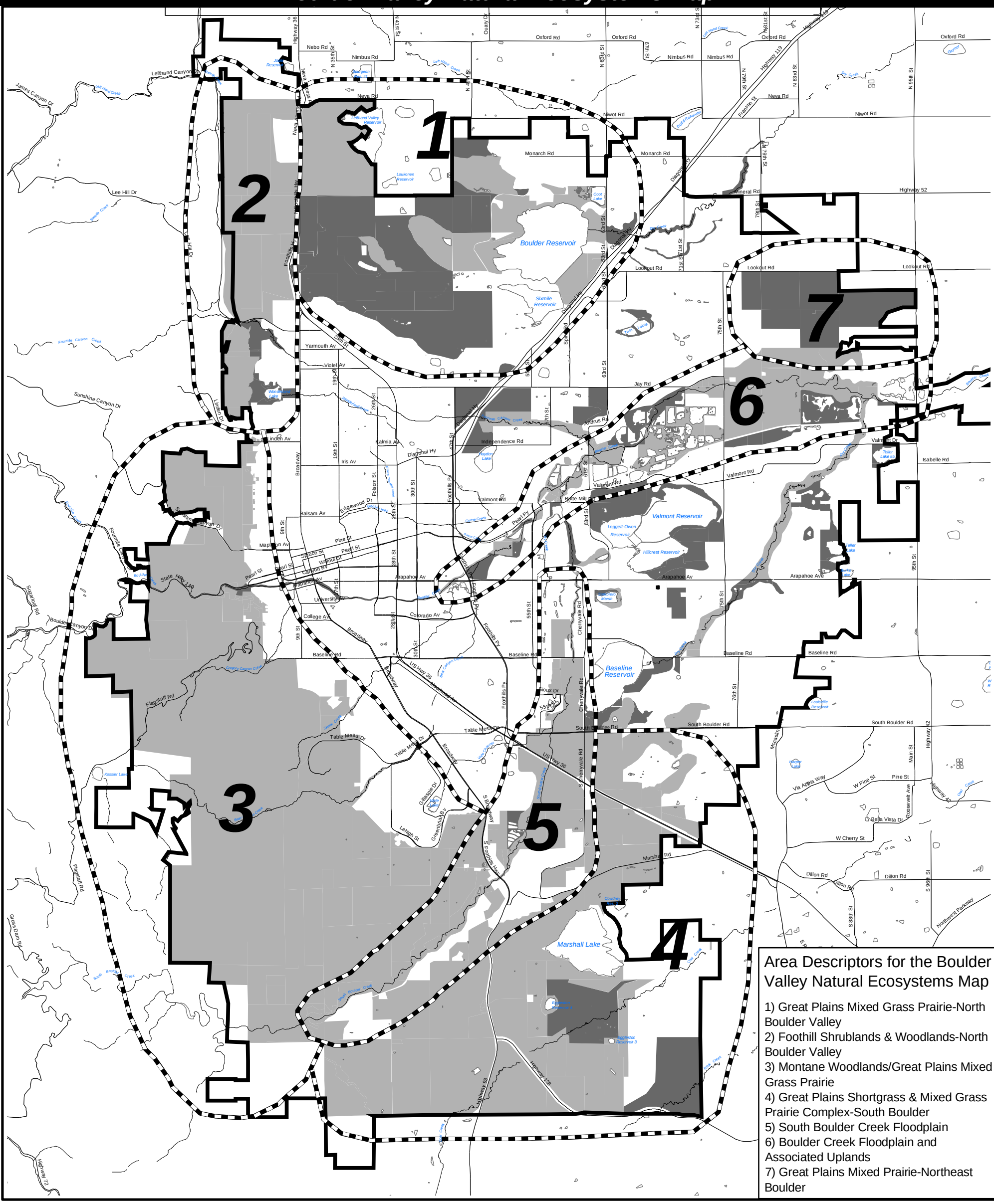
BOULDER VALLEY COMPREHENSIVE PLAN
Boulder Valley Natural Ecosystems Map



Area Descriptors for the Boulder Valley Natural Ecosystems Map

1) Great Plains Mixed Grass Prairie-North Boulder Valley
2) Foothill Shrublands & Woodlands-North Boulder Valley
3) Montane Woodlands/Great Plains Mixed Grass Prairie
4) Great Plains Shortgrass & Mixed Grass Prairie Complex-South Boulder
5) South Boulder Creek Floodplain
6) Boulder Creek Floodplain and Associated Uplands
7) Great Plains Mixed Prairie-Northeast Boulder

LEGEND:

AREA DESCRIPTOR BOUNDARY

GROUP ONE NATURAL ECOSYSTEMS (PUBLIC & PRIVATE LANDS)

GROUP TWO NATURAL ECOSYSTEMS (PUBLIC & PRIVATE LANDS)

N W E S

Map is not to scale