

BOULDER VALLEY COMPREHENSIVE PLAN

Planning Commission
January 18 , 2017

**OUR LEGACY.
OUR FUTURE.**

BOULDER VALLEY COMPREHENSIVE PLAN

Photo: Christopher Brown, 2004

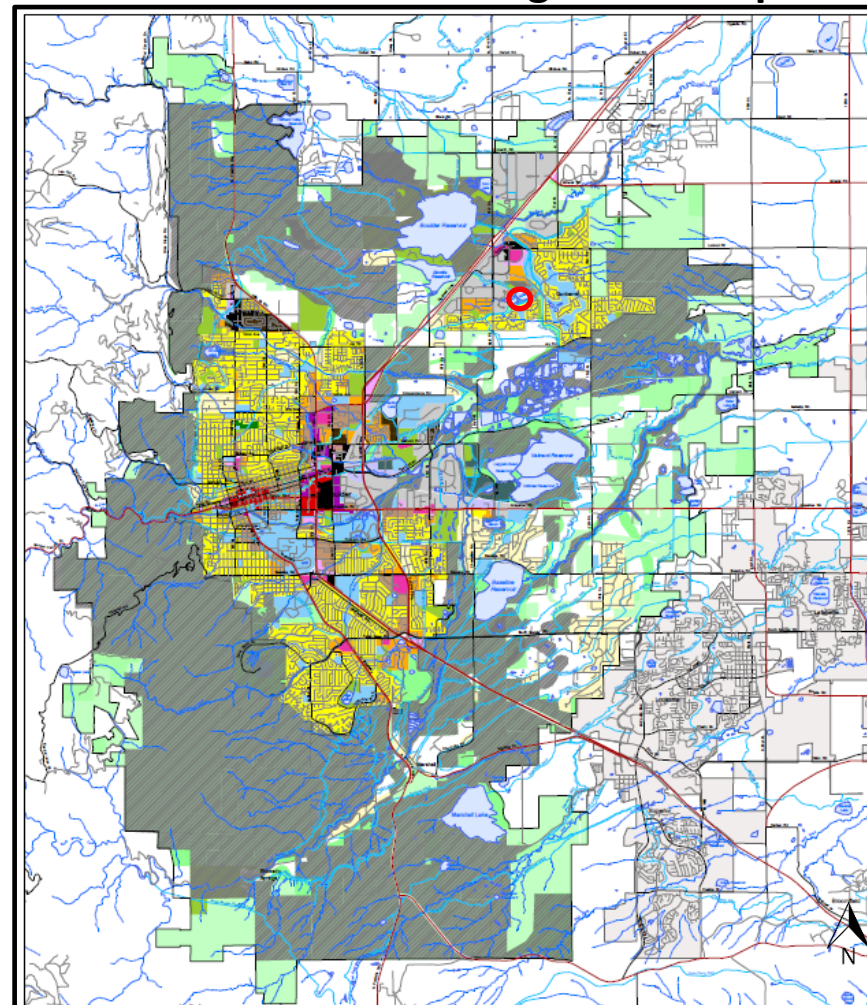
TODAY'S HEARING

Reconsideration of public land use change requests for Twin Lakes Rd (#35 and #36)

Schedule

- **Today: Public Hearing**
- **Feb. 15: Planning Commission deliberation and vote**
- **Future Dates: Board of County Commissioners, City Council and Planning Board**

BVCP Land Use Designation Map



SCOPE OF THE DISCUSSION

Areas of Interest

- Appropriate width and location of a **wildlife corridor**
- **Infrastructure and services** available in the area, and how the city and county would address potential impacts of development
- Considerations related to **land use designation categories**, and options that would result in housing density in between the existing low and medium density residential categories



FORMAT

Presentations

1. Staff and Requester Presentations

- Staff Presentation (10 min)
- Requester Presentations
(5 min Request #35; 5 min Request #36)

2. Clarifying Questions from Planning Commission

Public Testimony

3. Public Testimony (*new information or PC interest topics*)

- 1 person (2 minutes)
- 2 people pooling time (4 min)*
- 3 people pooling time (5 min)*

** All people pooling time must be present. Online sign-ups will speak first followed by people who signed up at the hearing.*

TWIN LAKES PROCESS REVIEW

- Fall 2015/Winter 2016 – Initial screening
- Spring/Summer 2016 – Staff analysis and Twin Lakes Stakeholder Group meetings
- Aug. 8 – Open House to review draft staff recommendation
- Aug. 30 – Joint public hearing with Planning Commission and BOCC
- Sept. 21 – Planning Commission voted 4-3 to approve staff recommendation
- Sept. 27 – BOCC voted 3-0 to approve
- Oct. 19 – Planning Commission voted to reconsider Sept. 21 decision

BVCP OVERVIEW

- “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 of the urban growth boundary**, keeping the community compact, intensifying the core area, providing for affordable housing, and improving alternative transportation modes.”
(2010 BVCP)
- Plan has evolved through long and thoughtful planning history
- Five year review and update of BVCP
- Includes community engagement, issue identification, scenarios, policy updates, and land use change decisions
- Area I, II, III basic tenet

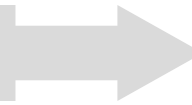
LAND USE CHANGE CONSIDERATIONS

1. These are policy decisions
2. Consistent with current BVCP policies – on balance
3. Reflect unique characteristics of the site / community concerns
4. Address current focus areas (affordable housing, climate change, jobs:housing balance)
5. Compatible with adjacent land uses, neighborhood context
6. Availability of services / environmental considerations

TYPICAL DEVELOPMENT PROCESS

BOULDER VALLEY COMPREHENSIVE PLAN

Land Use Map Change

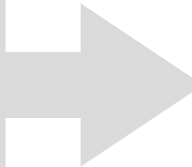


**Community
Input**



CITY DEVELOPMENT REVIEW PROCESS

1. Pre-application Meeting
2. Concept Plan
3. Annexation / Initial Zoning
4. Site Review
5. Technical Document Review
6. Building Permit
7. Certificate of Occupancy



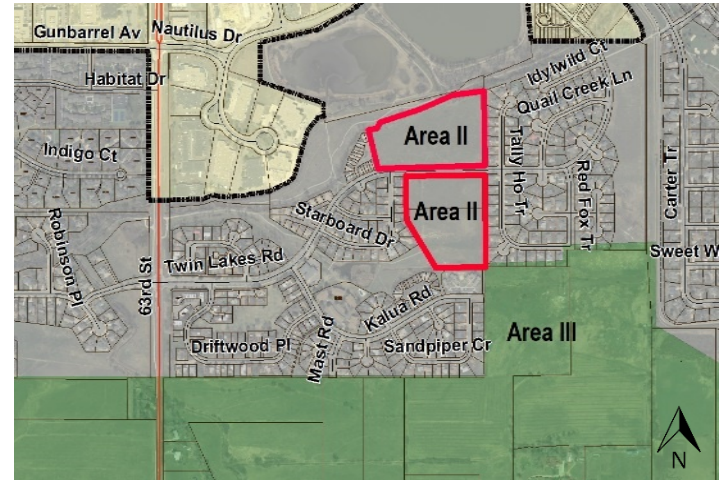
**Community
Input**

Twin Lakes

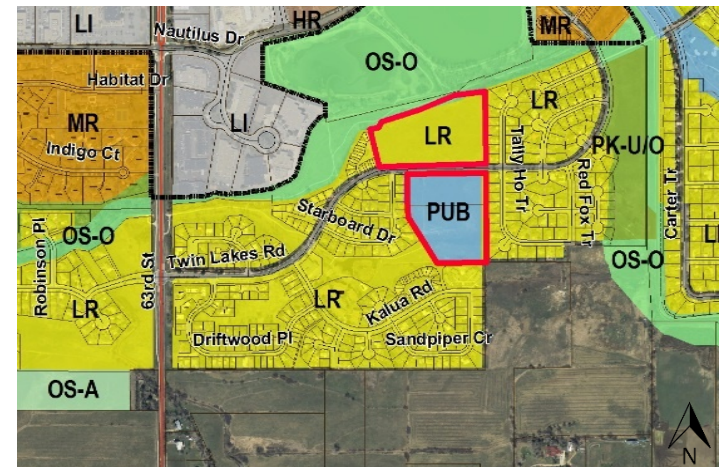


#35 & #36: TWIN LAKES REQUESTS

- **Requested by:**
 - #35: Boulder County Housing Authority (BCHA) and Boulder Valley School District (BVSD)
 - #36: Twin Lakes Action Group (TLAG)
- **Size:** 20 acres
- **Request:**
 - #35: Low Density Residential (LR) and Public (PUB) to Mixed Density Residential (MXR)
 - #36: Low Density Residential (LR) and Public (PUB) to Open Space (OS)



Planning Area Boundaries



Current BVCP Land Use Designations

COMMUNITY CONCERNS THROUGHOUT THE PROCESS

- Maintaining the rural residential character and feel of the neighborhood
- Greater neighborhood input and collaboration
- Infrastructure maintenance, capacity, responsibility and potential liability (including traffic)
- Hydrology, including basement flooding
- Agricultural and open space preservation
- Wildlife habitat and corridor
- Precedent of annexing open space
- Proximity to parks and services

TWIN LAKES STAKEHOLDER GROUP

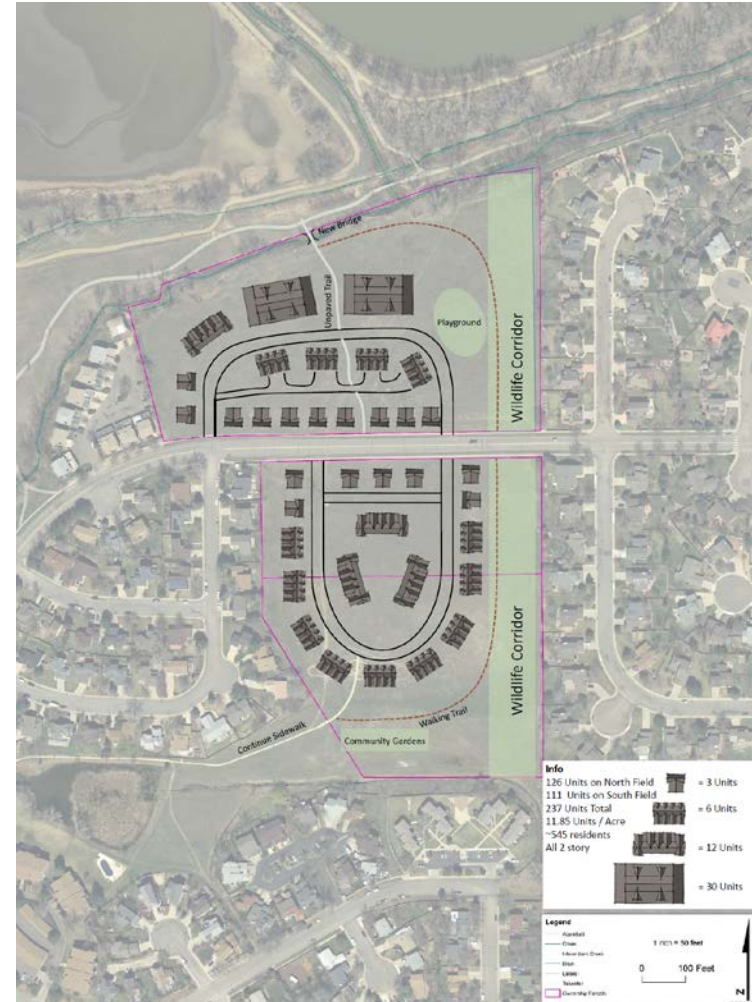
Stakeholder group process

- Resolution from City Council and County Board
- Professional facilitator
- Representatives from TLAG, BVSD and BCHA with support from city and county staff
- Met 7 times (Apr. – Jul.)



TWIN LAKES STAKEHOLDER GROUP

Six Scenarios – to help facilitate a discussion of interests



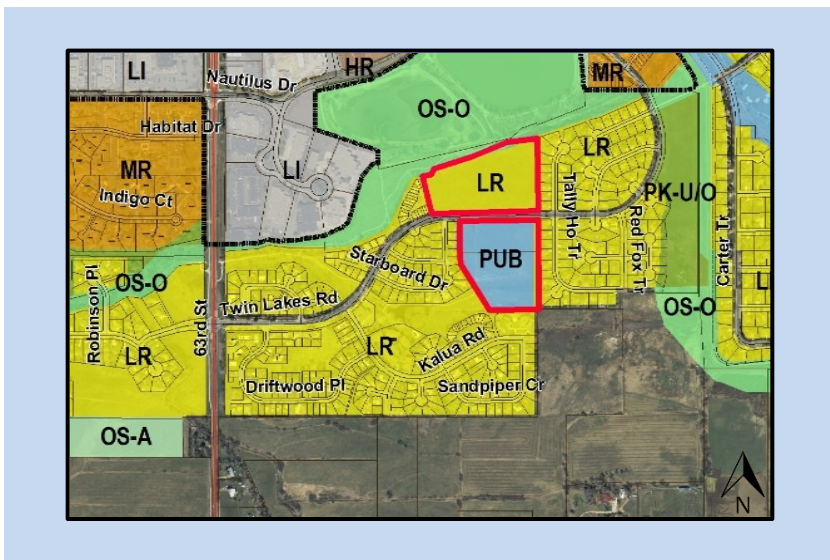
TWIN LAKES STAKEHOLDER GROUP

Guiding Principles *if development occurs*

- **Continue an advisory group** to influence development, design elements, etc.
- Be thoughtful and clear about communication and **ensure transparency** going forward.
- **Mitigate impacts** on existing infrastructure and neighborhoods.
- Delineate wildlife habitat and corridor, open space, trails, and **create a set-aside for no development.**
- **Ensure a diversity of housing types.**
- **Create a design** that is consistent with the current surrounding neighborhoods.
- **Ensure adequate parking** to minimize negative impacts on the surrounding neighborhoods.
- Supply appropriate numbers and types of **community amenities** to the public.
- **Supply appropriate numbers and types of affordable housing units.**

TWIN LAKES RECOMMENDATION

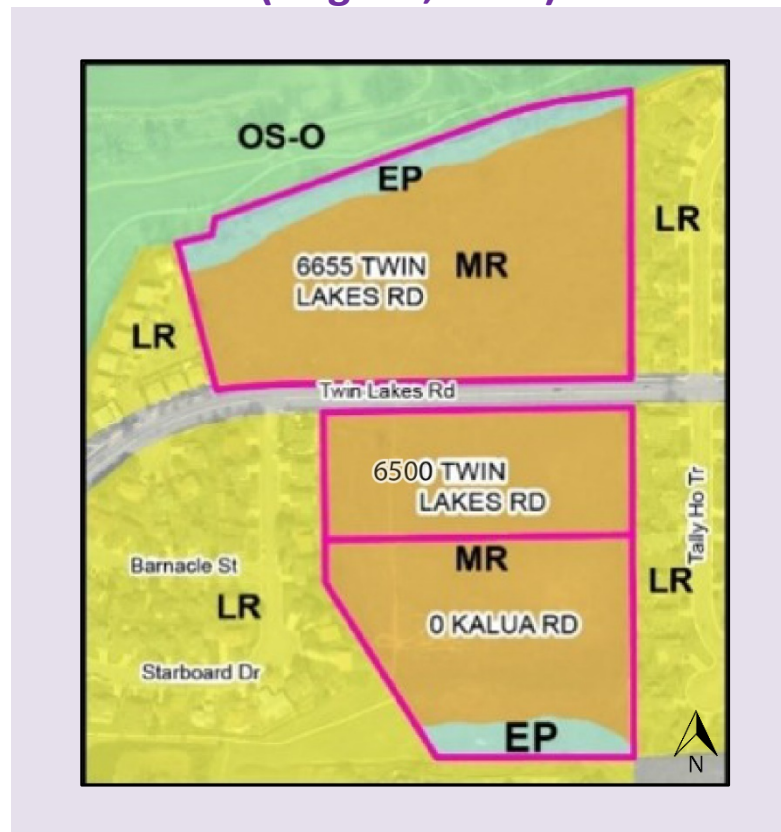
CURRENT BVCP LAND USE MAP



- Low Density Residential (LR) and Public (PUB)

INITIAL RECOMMENDATION

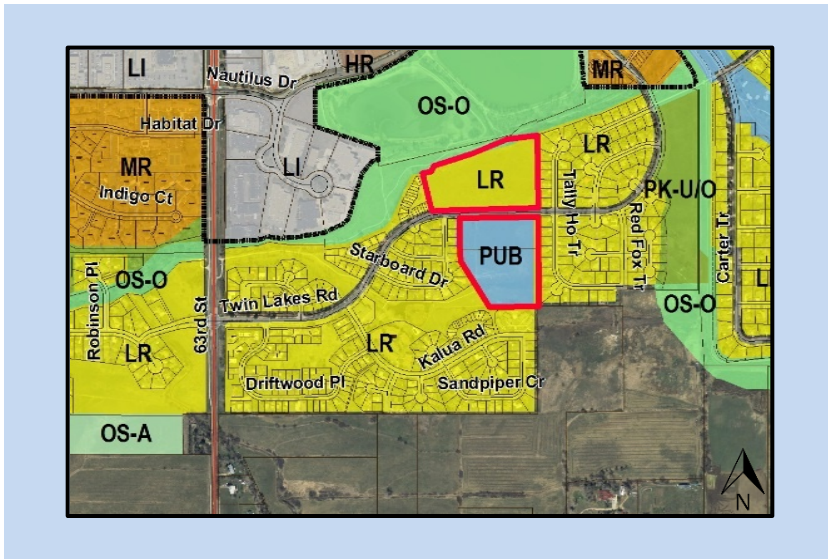
(Aug. 30, 2016)



- Medium Density Residential (MR) and Environmental Preservation (EP)

TWIN LAKES RECOMMENDATION

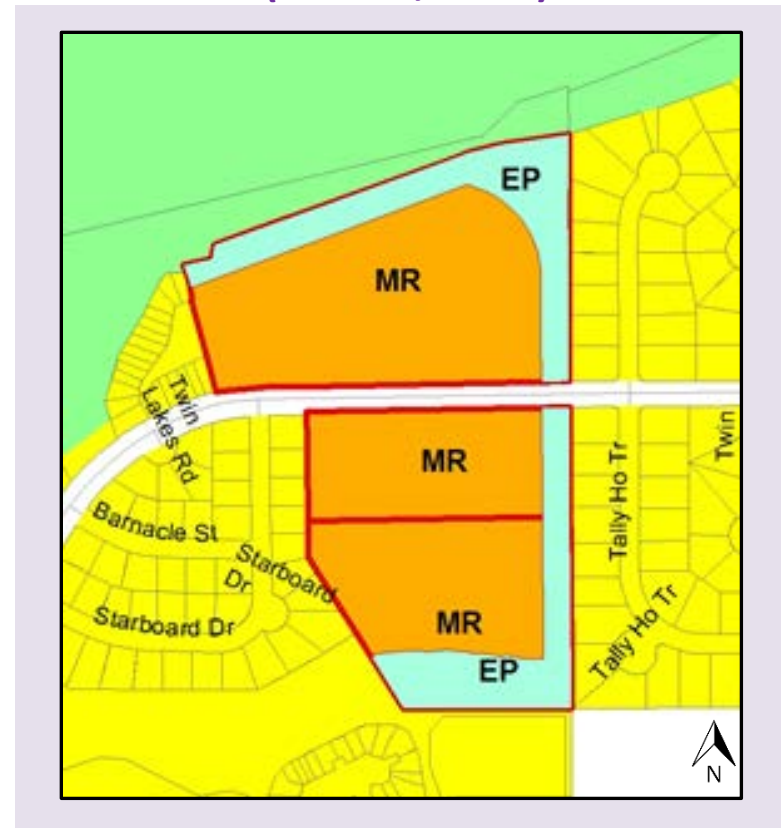
CURRENT BVCP LAND USE MAP



- Low Density Residential (LR) and Public (PUB)

REVISED RECOMMENDATION

(Jan. 18, 2017)



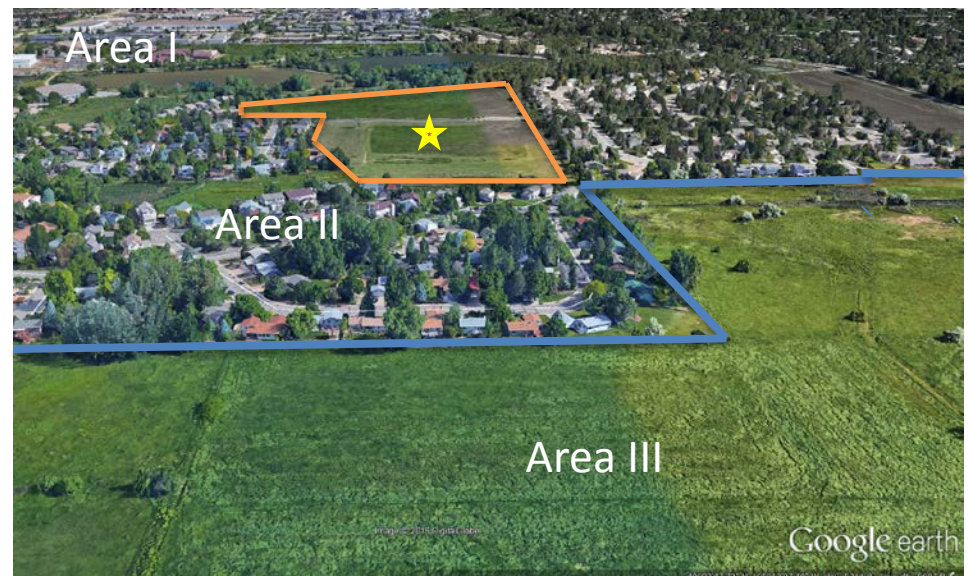
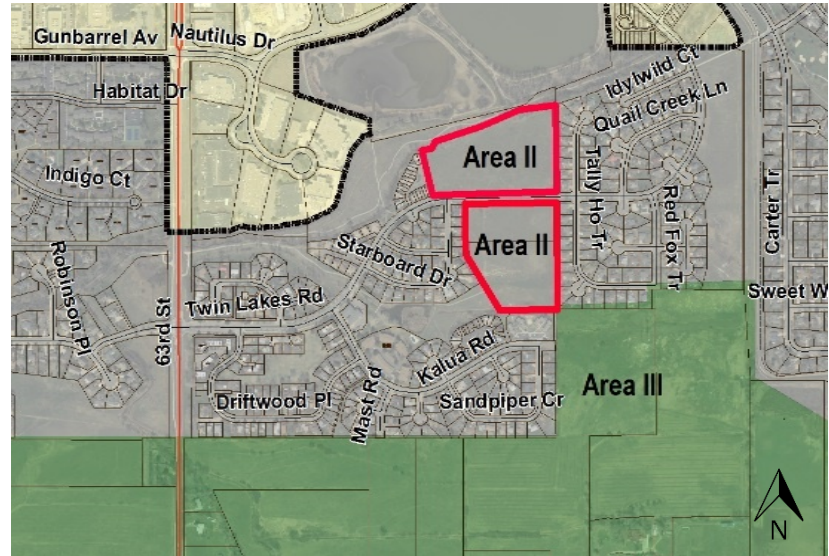
- Medium Density Residential (MR) and Environmental Preservation (EP)

RECOMMENDATION RATIONALE (1)

Rationale for recommendation:

- In Area II since 1977
- Urban services readily available
- Scarcity of housing sites – help achieve housing goals and further BVCP core values related to housing and diversity
- Site location and characteristics are suitable for new residential development

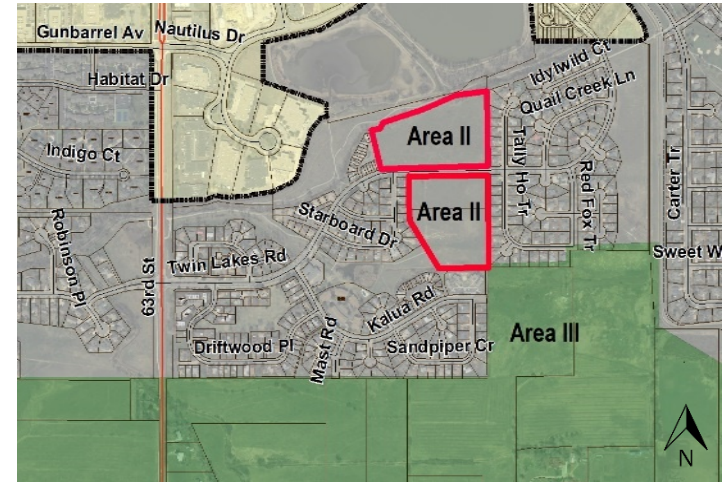
Planning Area Boundaries



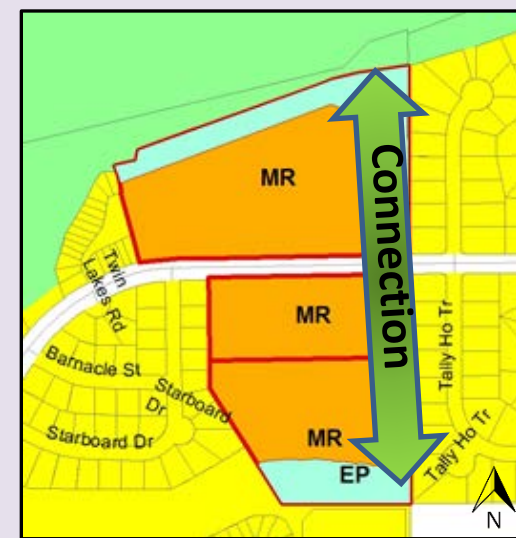
RECOMMENDATION RATIONALE (2)

Rationale for recommendation:

- Sites do not meet criteria for open space designation or acquisition
- Parcels not identified as Critical Wildlife Habitat
- EP protects wetland and irrigation canal
- Stakeholder group identified a connection for wildlife and humans through the site as a common interest
- Compact development, as proposed, supports large-scale environmental preservation



Planning Area Boundaries

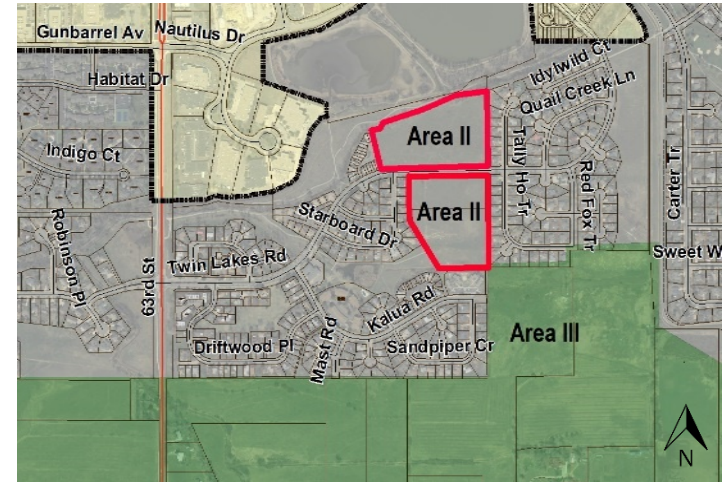


Revised Recommendation

RECOMMENDATION RATIONALE (3)

Rationale for recommendation:

- Range of allowed units (MR: 87-203 units total) is:
 - consistent with the mix of densities in the surrounding area
 - best achieves diverse interests articulated by Stakeholder Group
 - could be compatible with the surrounding developments
- Large sites allow for design flexibility to address concerns (visual, environmental, open space, infrastructure, neighbor character) while still providing a diversity of housing types



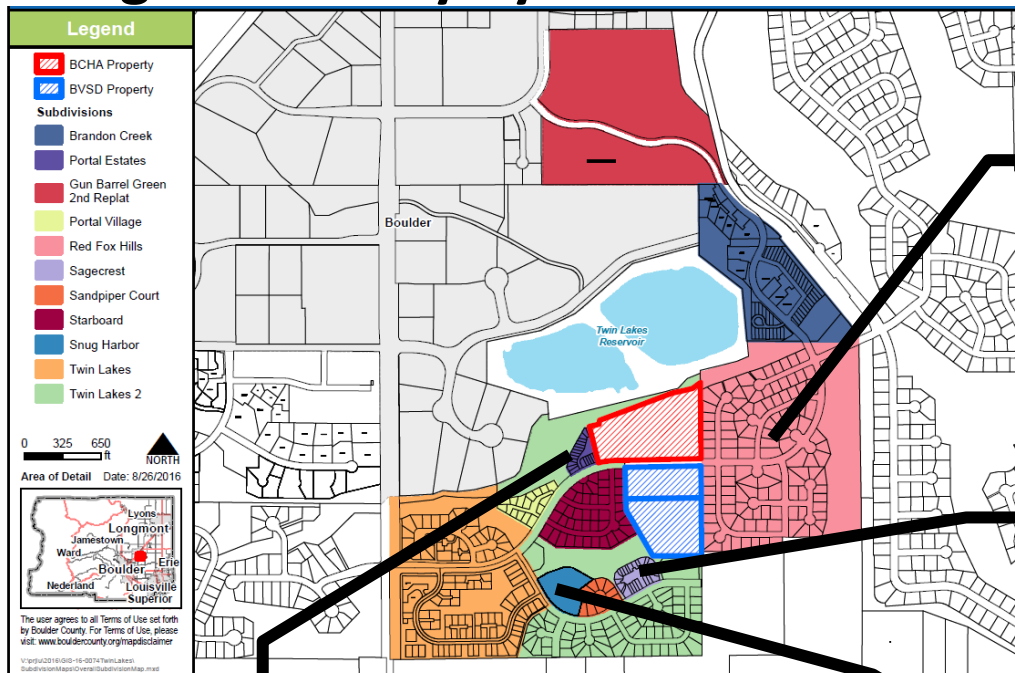
Planning Area Boundaries



Revised Recommendation

TWIN LAKES NEIGHBORHOOD

Range of density by subdivision is 2.2 - 15.6 du/a



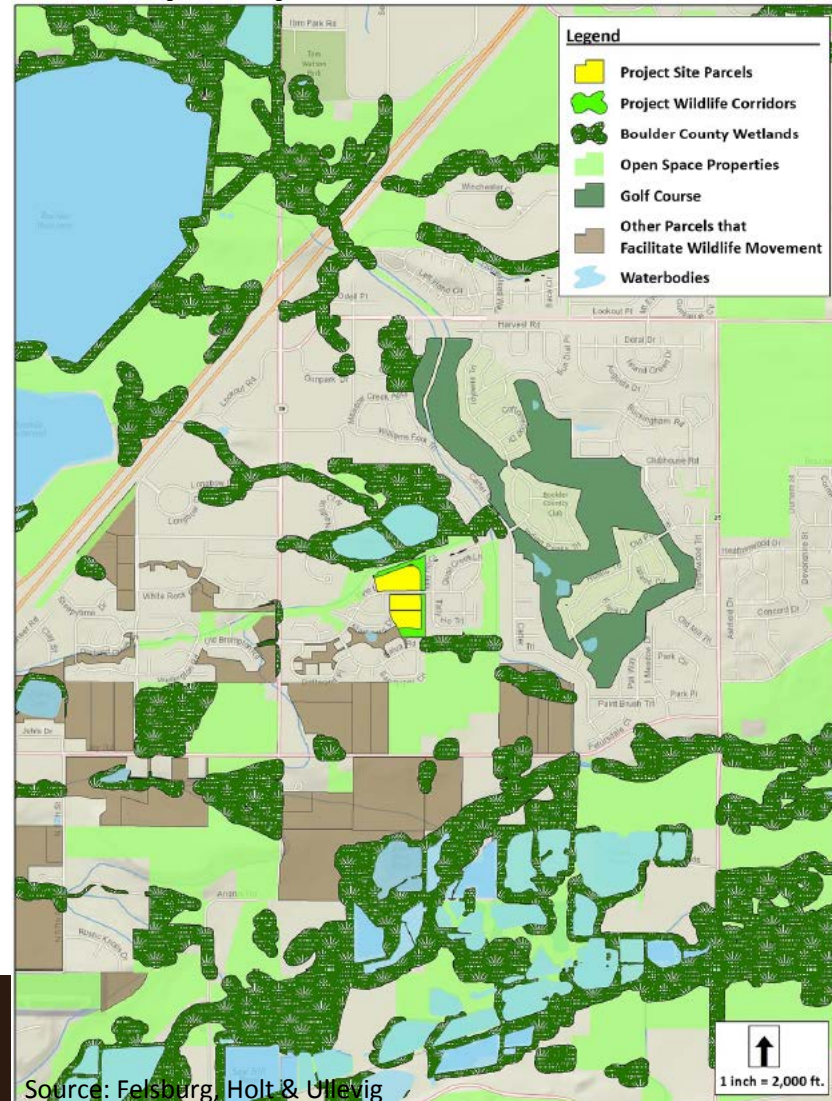
NEW INFORMATION

- **Wildlife corridor:** appropriate width and location
- **Infrastructure and services:** how city and county would address potential impacts of development
- Considerations related to **land use categories:** options resulting in density between the low and medium density residential categories
- **New information** from the public: summarized on pages 16-19 of the staff report

PROPOSED WILDLIFE CORRIDOR

- Buffer and corridor total 5.3 acres
- Includes 70' wide north-south corridor
- Designed for species using parcels and surrounding area
- Provides safe movement and connects with wildlife habitat / open space in the area

Parcels in Context of Broader System of Open Space / Wildlife Habitat



INFRASTRUCTURE & SERVICES

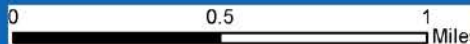
- **City-county coordination:** Drafting policy language to address service delivery for infill development
- **Location:**
 - Consistent with CHFA funding guidelines
 - Access to public transit: 0.5 miles to bus stop
 - Access to services: 1.7 miles by road to grocery store, restaurants, other retail and professional services
 - Access to jobs: <2 miles to many job opportunities; Gunbarrel is a growing employment center
- **Road capacity, traffic and parking:** Additional road capacity available; further study, including Transportation Demand Management at later stage
- **Water, stormwater and wastewater:** Close to existing infrastructure; any improvements would be paid for by developers




Boulder County Land Use Department

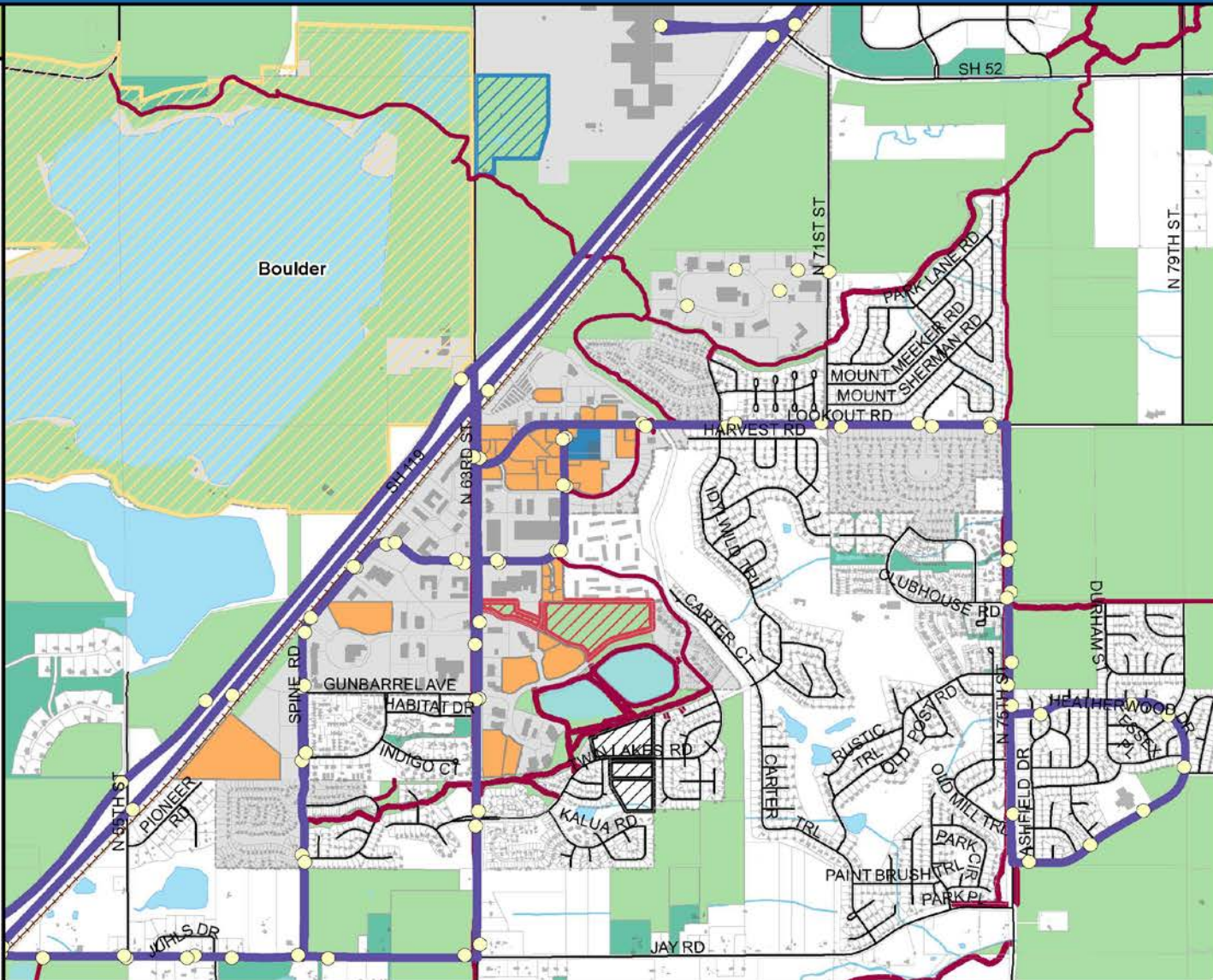
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Services & Open Space



Legend

-  BVSD & BCHA Parcels
-  King Soopers
-  Mixed Retail, Services, and Food
-  Tom Watson Park
-  Boulder Reservoir and Coot Lake
-  Eaton Park
-  Open Space
-  County Conservation Easement
-  Local/Regional Multi-Use Trails
-  Bus Routes
-  Bus Stops
-  Lakes



CONSIDERATIONS REGARDING LAND USE CATEGORIES

	Total Acres	Buffer Acres	6 Dwelling units / Acre (LR)	14 Dwelling units / Acre (MR)
Housing Authority	10.1	2.7	44	103
School District	9.7	2.6	43	100
Total	19.8	5.3	87	203

- Environmental Preservation (EP)
 - Motion language recommends that the EP designation not allow any transfer of units to the Medium Density Residential designated areas
 - Appropriate demonstration of intent for reference in later stages of process

RECOMMENDED MOTION

STAFF RECOMMENDS THE FOLLOWING MOTIONS:

Move to approve a Boulder Valley Comprehensive Plan Land Use Map change to **Medium Density Residential and Environmental Preservation** for 6655 Twin Lakes Road, 6500 Twin Lakes Road and 0 Kalua Road (Requests #35 and #36) as shown and described in the Jan. 18, 2017 staff report. *(P.C. can add language recommending not allowing the transfer of units as referenced on the previous slide.)*

Move that the Planning Commission request that the Board of County Commissioners reconsider their decision of Sep. 27, 2016 to consider new information and the Planning Commission's updated decision as reflected in the official record of the Planning Commission's public hearings dated Jan 18 and Feb 15, 2017.

NEXT STEPS

- Planning Commission deliberation / vote (Feb 15) - all Planning Commissioners in attendance
- Board of County Commissioners deliberation / vote
- Joint City Council / Planning Board hearing
- Planning Board deliberation / vote
- City Council deliberation / vote

[www. bouldercolorado.gov/bvcp](http://www.bouldercolorado.gov/bvcp)

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BOULDER VALLEY COMPREHENSIVE PLAN

SUPPLEMENTAL SLIDES

Path: P:\6400 Projects\6431 City of Boulder Eaton Park\Map\6431 Figure 4.mxd



City of Boulder Eaton Park

-  Flow Direction
-  Study Area Boundary
-  City of Boulder Regulated Wetland/Water



-  Inner Wetland Buffer
-  Outer Wetland Buffer

Image Source: Google Earth®, October 2014



Figure 4 City of Boulder Wetlands

Prepared for: City of Boulder
File: 6431 Figure 4.mxd (GS)
March 14, 2016





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Open Space and Conservation Easements



Legend

- BVSD & BCHA Parcels
- Eaton Park
- County Open Space
- County Conservation Easement
- Joint County/City Open Space
- City Parks and Open Space
- Lakes





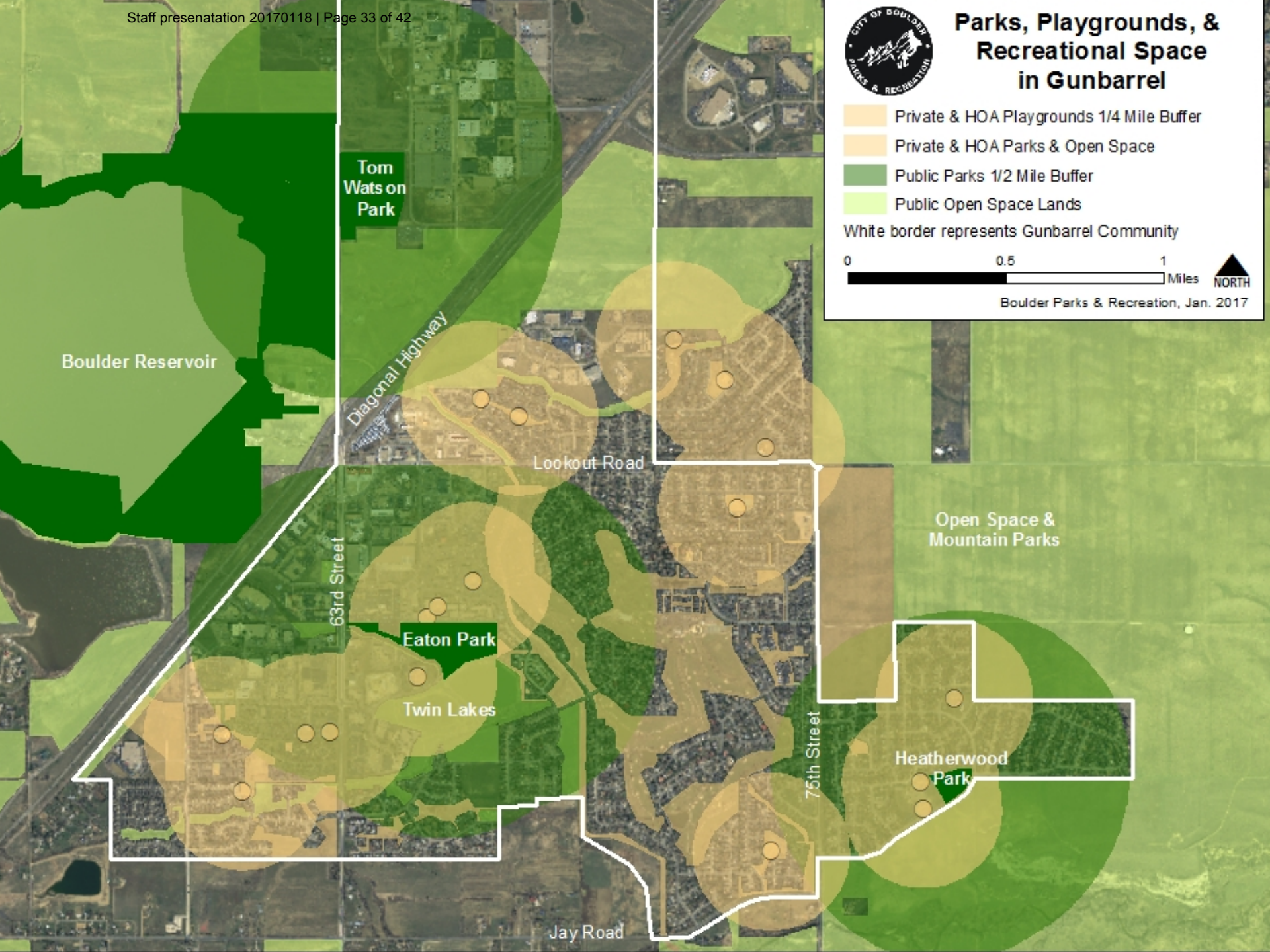
Parks, Playgrounds, & Recreational Space in Gunbarrel

- Private & HOA Playgrounds 1/4 Mile Buffer
- Private & HOA Parks & Open Space
- Public Parks 1/2 Mile Buffer
- Public Open Space Lands

White border represents Gunbarrel Community



Boulder Parks & Recreation, Jan. 2017











Boulder County Land Use Department

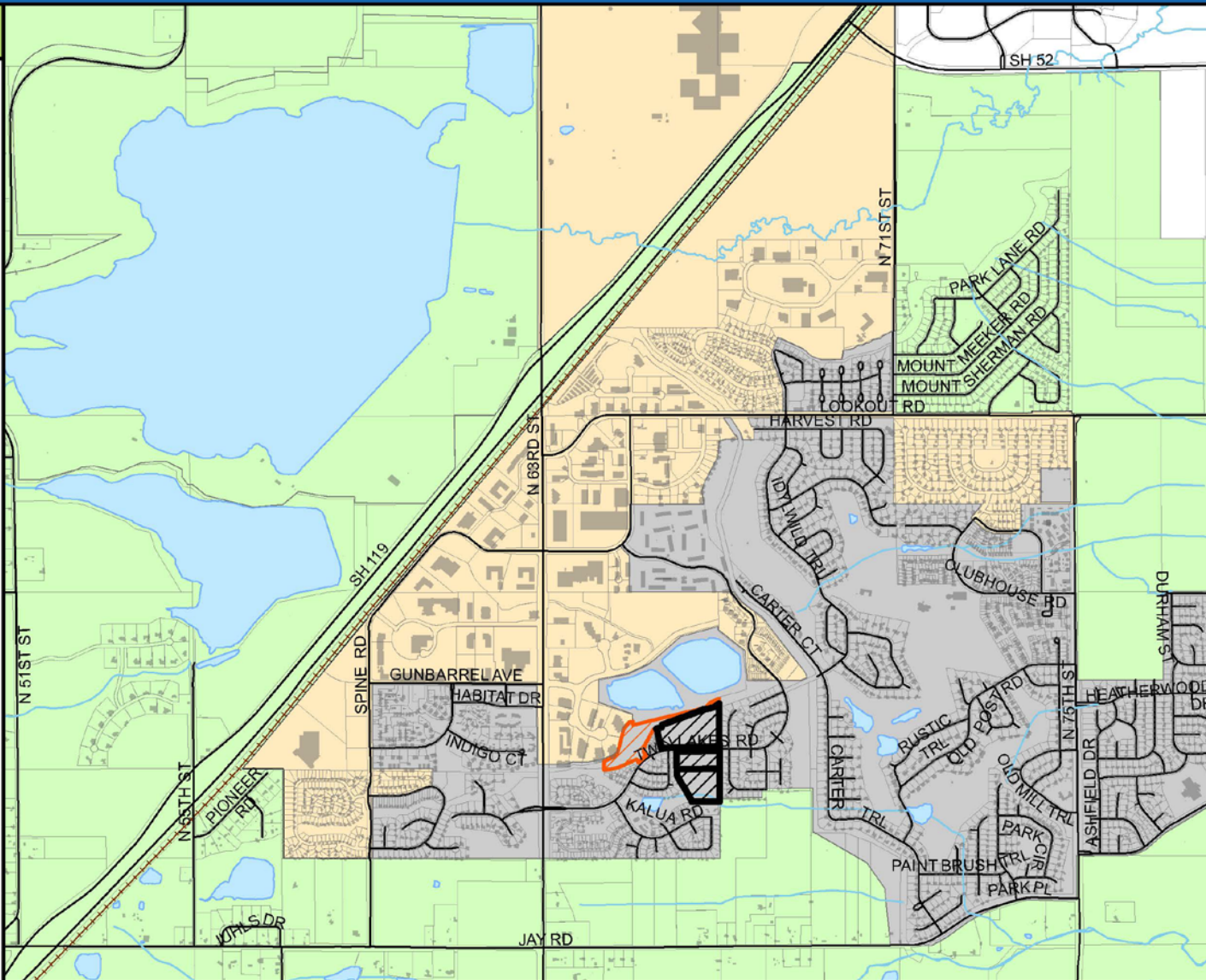
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Areas I, II, & III



Legend

-  BCHA & BVSD Parcels
-  Twin Lakes Outlot 7
Trail corridor under consideration for annexation to gain contiguity between 6655 Twin Lakes Rd. and the City of Boulder jurisdiction.
-  Area I
Area I is the area within the City of Boulder, which has adequate urban facilities and services and is expected to continue to accommodate urban development.
-  Area II
Area II is the area now under county jurisdiction, where annexation to the city can be considered consistent with the Boulder Valley Comprehensive Plan. New urban development may only occur coincident with the availability of adequate facilities and services and not otherwise.
-  Area III
Area III is the remaining area in the Boulder Valley, generally under county jurisdiction. Area III is divided into 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, where the city and county intend to maintain the option of future Service Area expansion.
-  Lakes

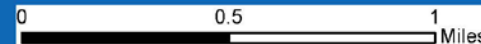




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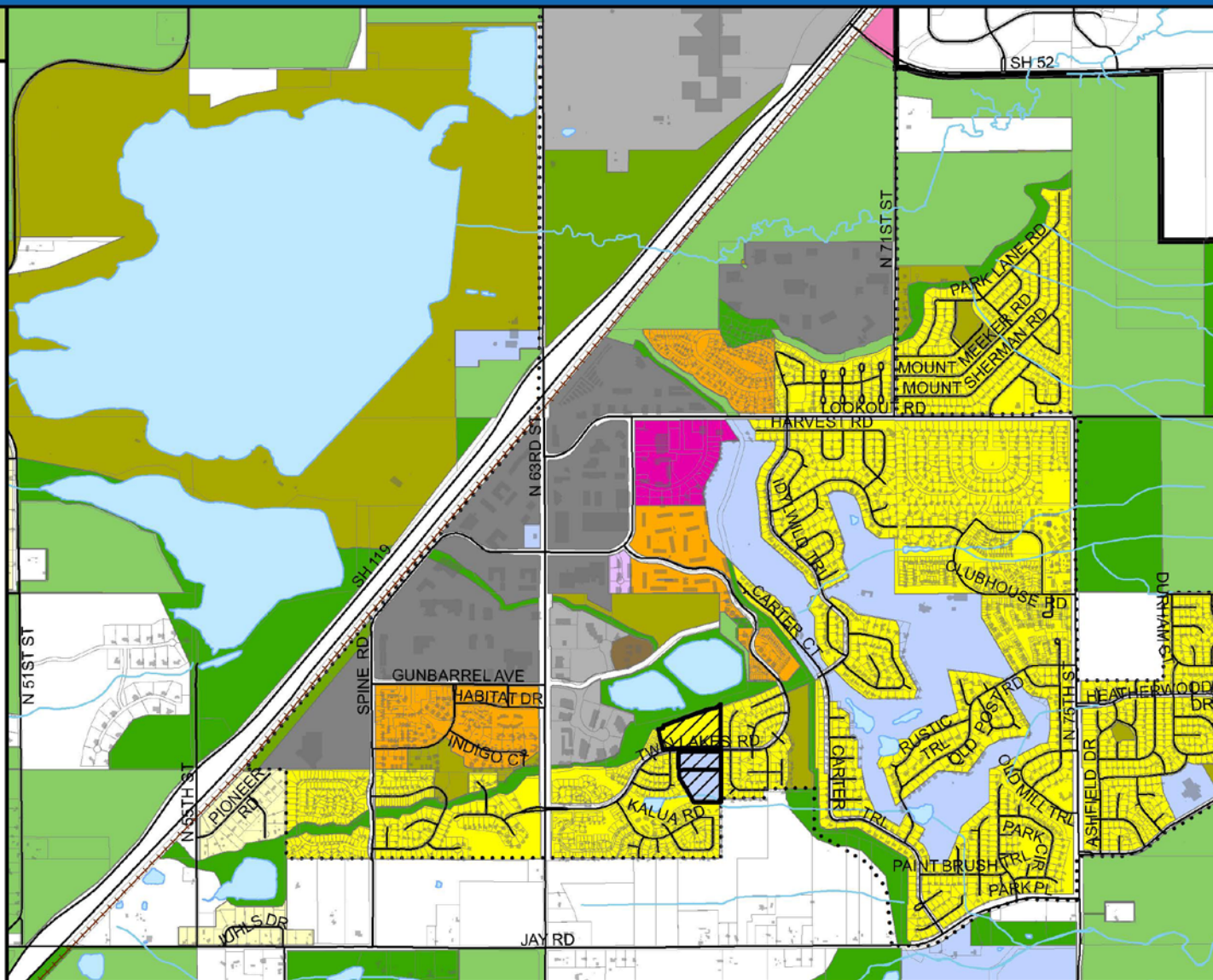
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Land Use Designations



Legend

-  BCHA & BVSD Parcels
-  Very Low Density Residential
-  Low Density Residential
-  Medium Density Residential
-  High Density Residential
-  Community Industrial
-  General Industrial
-  Light Industrial
-  Performance Industrial
-  Community Business
-  Transitional Business
-  Regional Business
-  Open Space, Acquired
-  Open Space, Development Rights
-  Open Space, Other
-  Agricultural
-  Park, Urban and Other
-  Public
-  Lakes





Boulder County Land Use Department

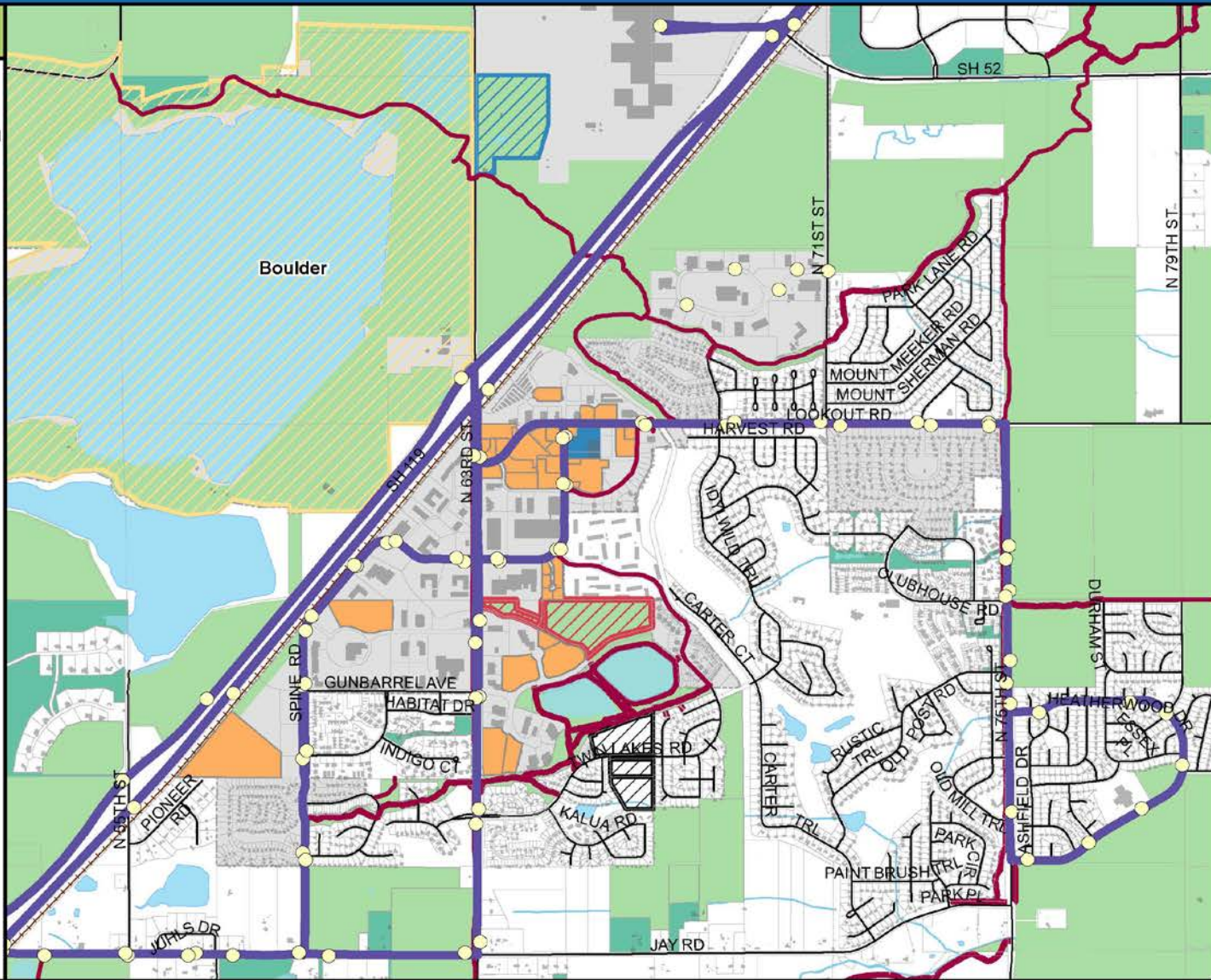
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Services & Open Space



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













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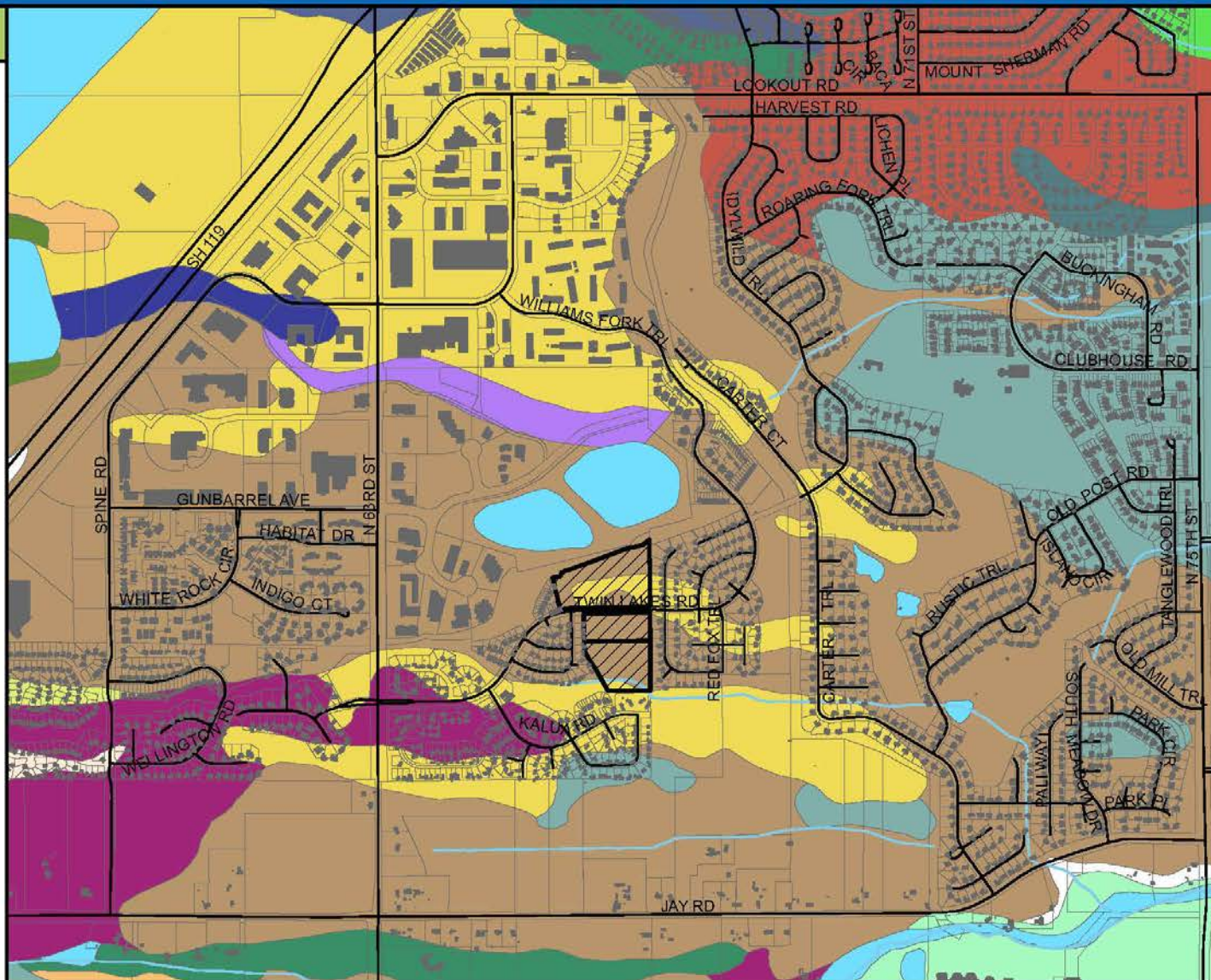
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NRCS Soils Survey Map



Legend

-  BCHA & BVSD Parcels
-  Heldt Clay, 0%-3%
-  Renohill Silty Clay Loam, 3%-9%
-  Wet
-  Ascalon-Otero Complex, 5%-9%
-  Heldt Clay, 3%-5%
-  Klutch Clay Loam, 3%-9%
-  Longmont Clay, 0%-3%
-  Renohill Silty Clay Loam, 3%-9%
-  Niwot Soils
-  Nunn Clay Loam, 1%-3%
-  Nunn Clay Loam, 3%-5%
-  Nunn Clay Loam, 5%-9%
-  Samsil Clay, 3%-12%
-  Samsil-Shingle Complex, 5%-25%
-  Valmont Clay Loam, 1%-3%
-  Valmont Clay Loam, 3%-5%
-  Valmont Cobbley Clay Loam, 5%-25%

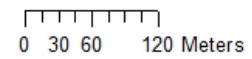


GREAT HORNED OWL LOCATION



Twin Lakes GHOW Nest ★

Boulder County Public Land Ownership





Boulder County Land Use Department

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1977 Comprehensive Plan Proposed Open Space

Legend

 Twin Lakes Properties

Open Space:

 Proposed

 Controlled



Area of Detail Date: 7/15/2016







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LAND USE DESIGNATIONS

<p>Very Low Density Residential</p> 	<p>VLR</p> 	<p>Characteristics and Locations:</p> <ul style="list-style-type: none"> • tends to have larger lots and more rural characteristics • located in Unincorporated County in the Area III • few areas in N. Boulder and E. Boulder <p>Uses: predominantly single family detached</p>	<p>2 du/ ac. or less</p>
<p>Low Density Residential</p> 	<p>LR</p> 	<p>Characteristics and Locations:</p> <ul style="list-style-type: none"> • the most prevalent land use designation • generally accessed by local or collector streets but may also be along more major corridors <p>Uses: predominantly single family detached</p>	<p>2 to 6 du/ac.</p>

LAND USE DESIGNATIONS

Medium Density Residential



MR







Characteristics and Locations:

- characterized by a mixture of housing types
- generally near shopping areas or along major arterials and dispersed throughout the community

Uses: encourages a mixture of housing types ranging from single-family detached to attached residential units such as townhomes, multiplexes, and some small lot detached units (e.g., patio homes, townhomes, and apartments)

6 to 14 du/ac.

LAND USE DESIGNATIONS

<p>Mixed Density Residential</p> 	<p>MXR</p> 	<p>Characteristics and Locations:</p> <ul style="list-style-type: none"> • areas designated for new development • provide a substantial amount of affordable housing in mixed density neighborhoods that have a variety of housing types and densities <p>Uses: single family, multi-family residential units</p>	<p>For new: 6 to 18 du/ac.</p>
<p>High Density Residential</p> 	<p>HR</p> 	<p>Characteristics and Locations:</p> <ul style="list-style-type: none"> • highest density areas • generally located close to the University of Colorado, in areas planned for transit-oriented redevelopment, and near major corridors and services <p>Uses: Attached multi-family residential units. May include non residential uses</p>	<p>More than 14 du/ac.</p>