

# 2504 Spruce Street Concept Review #2

## Written Statement

### Background

Papilio is proposed as a thoughtful infill redevelopment in central Boulder that will provide meaningful and purpose-built housing at the heart of the community. Our project will provide a range of housing in a beautiful, compact design that is well served by transit. The proposal includes 101 units ranging from studios to 3 bedrooms. This proposal introduces an innovative redevelopment of an under-utilized property consisting of aged commercial buildings, parking lots, and limited pedestrian connection. The proposed use is for-sale residential, including on-site affordable units, with some commercial space and internal parking. All parking is either screened or wrapped with occupied, active street oriented uses. The ground floor greets the streetscape with activated uses including affordable commercial spaces.

The proposal has been revised based on feedback received from Staff, Transportation Advisory Board (TAB), Planning Board, and Council in 2021/2022. Our team has taken this feedback back into a serious redesign process, which resulted in increasing the number of units that could be accommodated on this urban infill site, as well as incorporating 14 (to be newly re-confirmed by Michelle Allen of the Inclusionary Housing Department) for sale affordable units.

During our initial Concept Call Up hearing, Council indicated that they would be open to meeting with the design team to discuss revised plans that reflected the feedback received during the conceptual review. Over the last several months, we met with 8/9 of the council members and staff to review the proposed design and discuss the changes made to the application with respect to the rezoning and increase in density, including onsite affordable housing.

### Revision of Conceptual Design and Resubmittal

#### Concept Plan #1 – Process and Timeline

Following a pre-application review (February 11, 2021), the first Concept Plan was filed on May 7, 2021. Following staff review and comment, the plan was reviewed by the Planning Board on August 2, 2021. City Council called-up the project and asked for review by the Transportation Advisory Board (TAB), which was scheduled for October 11, 2021. City Council held a Concept Plan hearing on November 30, 2021. Please see Attachment A for the applicant's excerpt notes of these public hearing meetings on specific topics.

There were several key issues that were addressed by city staff, the Boards, and City Council. For some of these issues, there was agreement and for others we received conflicting or different perspectives. See Attachment A, the applicant's excerpt notes of these meetings as well as links to recordings of the three public sessions.

**We discuss the responses to these FOUR key issues in the section below.**

1. Maximize the opportunity for residential units through a rezoning process and additional height
2. Explore options for on site affordable units and for sale units
3. Evaluate removal of 2546 Spruce - Big O Tire Building to allow for additional density
4. Evaluate impacts of mapped BVRC TCP Plan connections for feasibility and impacts on site plan, including:
  - o East-west mid-block secondary street – vehicular alley or pedestrian connection
  - o North-south connection – pedestrian connection

Given the variety of feedback on these multiple topics, the applicant decided to revise the Concept Plan and reapply for a second Concept Plan Review and Comment. The intent of this application is to share with the community the result of this direction in a cohesive design that addresses the feedback comprehensively. In order to achieve the community goals. A key component of this revision is a proposed rezoning of the property from BC-2 to MU-3 to better conform to the underlying BVCP land use of Mixed Use Business, which allows for more housing to be built under the zoning provisions, which will address the housing needs of the community. Council encouraged us, with the support from staff, to go through this rezoning process to allow an increase in the number of units that could be built on site, from 64 units under BC-2 (current zone) to 101 units under MU-3.

The key changes to the development include:

- Rezoning from BC-2 (maximum of 64 units) to MU-3 (101 units) to allow for more residential units on the site
- Removal of the Big O Tire building of 1971 to allow for more residential units
- Inclusion of affordable for sale housing (14 units)
- All housing (including affordable units) will be for sale
- Height modification to increase height and allow for additional residential units
- Amend the BVRC Connections Plan to remove the requirement for the north-south and east-west connections
- Creation of affordable commercial space on Spruce

## Proposed Project



The form of the building is broken along Spruce with primary masses separated by indented decks and a one story entry pavilion. All elevations are fragmented horizontally and vertically with indents, generous balconies, decks, and changes in material. The transition from a masonry base to a cementitious panel upper level diminishes the mass of the building and scales the elevation to the street and to the neighborhood.

Unique second level expansive landscaped courtyards, open to the north and south, reduce the visual scale of the project and provide light, air, and views for the residences. The roof forms are slightly pitched to provide higher ceilings inside and animate the roof line; thereby avoiding a flat roof expression.

This urban infill project will provide a landscaped, pedestrian-oriented streetscape, ground floor activation, and a bicycle lane along Spruce Street.

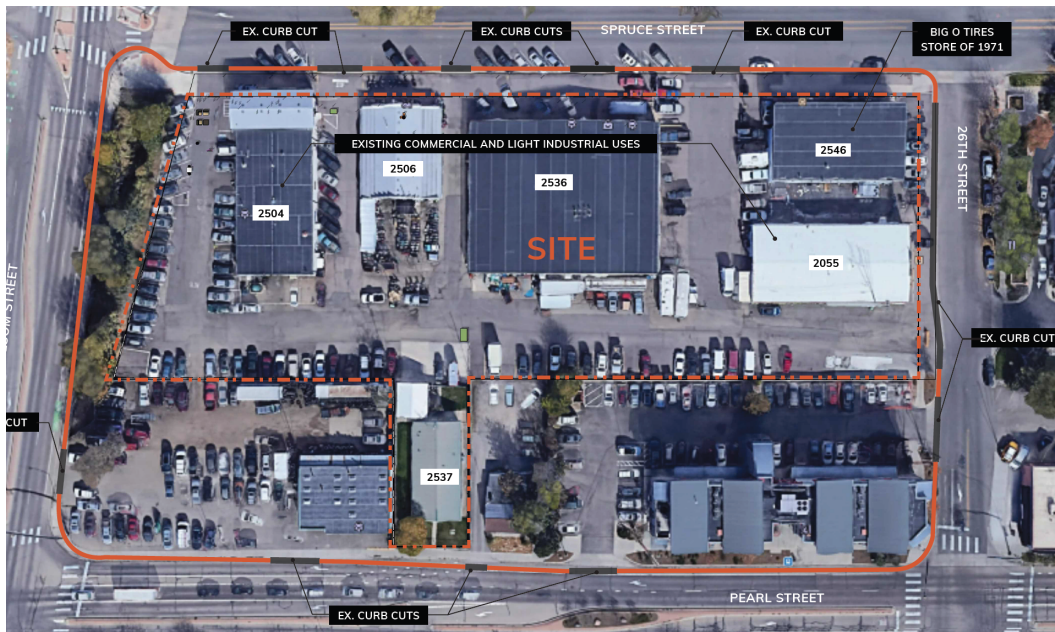
As a full half block development, this will become an active “place” and well-located home for those who choose to live and work near downtown and 29th Street.

The concept plan illustrates the following:

- The site is to provide 101 for-sale condominium units, 14 of which will be designated permanently affordable.
- Parking will be provided at grade, internal to the structure. No cars will be visible from surrounding streets.
- Parking will be wrapped with first floor residences facing Folsom, Spruce, and 26<sup>th</sup> street, with a lobby and affordable commercial space also facing Spruce, and a market rate commercial space occupying the north east corner of the building.
- Access to all parking is provided by a single curb cut on 26<sup>th</sup> street.
- Ground level residences on Folsom, Spruce and 26<sup>th</sup> Streets are to be provided with small yards and ground level entries.
- All upper-level condominiums will have outdoor spaces in the form of rooftop decks and balconies, ranging in area from 80 sf to 900sf.
- The project will provide three courtyard spaces located on the second floor, two facing south, one facing north, that will ensure all units benefit from light, and access to shared outdoor spaces, while maintaining privacy.
- We are developing programming for these shared spaces to accommodate both active and passive gathering spaces.
- A common entry lobby for condominiums is located on Spruce Street.
- A second lobby will allow access from Pearl street

## History and Area Characteristics

### Project Site



This Concept Plan application consists of 7 properties with the following addresses:

- 2504 Spruce - a light industrial space previously occupied by Hoshi Motors, an auto repair shop
- 2506 Spruce - a light industrial space occupied by Sportique Scooters, a retail and repair shop
- 2506 Spruce "Uprow" (referred to as such by the current owner) - vacant strip used for parking.
- 2536 Spruce - a light industrial space previously occupied by Ares Thrift Shop on the east side, and Hawley's Bear Alignment, an auto repair shop on the west side.
- 2546 Spruce - a retail space occupied by Mecha (originally Big O Tires), a personal training facility
- 2055 26th - a retail space occupied by Boulder Furniture Arts.
- 2537 Pearl - a single family residence.

Together, these properties encompass the northern half of the block between Folsom, Spruce, and 26th streets, with a narrow extension to Pearl Street. These contiguous properties cover an area of 101,657 sq. ft., or 2.334 acres.



## Land Use and Zoning

### Zoning

The site is the block at the furthest northwest corner of the Boulder Valley Regional Center (BVRC). The block is zoned BC-2, Business - Community 2. BC-2 zoning is defined as “business areas containing retail centers serving a number of neighborhoods, where retail-type stores predominate.” As discussed under the Rezoning section below, the applicant intends to rezone the site from BC-2 to MU-3. MU-3 zone is defined as “Areas of the community that are changing to a mixture of residential and complementary nonresidential uses, generally within the same building.”

### Land Use/Boulder Valley Comprehensive Plan

The property is designated as MU-R Mixed Use Residential (north side of the block along Spruce Street) and MU-B Mixed Use Business on the Boulder Valley Comprehensive Plan (BVCP), as shown below. With the majority of the Concept Plan site designated Mixed Use Residential, the proposed residential uses of this Concept Plan are compatible.



Relevant policies that this project supports include::

**Policy 1.09 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 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.

**Policy 1.10 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 commercial and industrial uses to residential uses in appropriate locations, improving regional transportation alternatives and mitigating the impacts of traffic congestion.

**Policy 2.03 Compact Development Pattern:** Ensure that development will take place in an orderly fashion, take advantage of existing urban services, and avoid . . . 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.

**Policy 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 also work with neighborhoods to identify areas for additional housing, libraries, recreation centers, parks, open space or small retail uses that could be integrated into and supportive of neighborhoods. 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.

**Policy 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 proposed residential uses in the Concept Plan support the BVCP policies above, in particular those related to:*

- *redevelopment that provides significant community benefits*
- *encouraging new housing and mixed-use neighborhoods in areas close to where people work*
- *redevelopment and infill as compared to development in an expanded Service Area in order to prevent urban sprawl and create a compact community*
- *appropriate building scale and compatible character in new development or redevelopment*
- *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*



In addition, this project will meet the city's housing goals by providing for sale, smaller units including building half (14) of the required affordable units onsite. Cash-in-lieu is proposed for the remaining 14 units. (Affordable unit counts and C.I.L. payments will be updated by the I.H. department as part of the Site Review process.)

## Concept Plan Revisions

Based on the feedback received, the following **FOUR key areas** were considered:

1. Maximize the opportunity for residential units through a rezoning process and additional height
2. Explore options for on site affordable units and for sale units
3. Evaluate removal of 2546 Spruce - Big O Tire Building to allow for additional density
4. Evaluate impacts of mapped BVRC TCP Plan connections for feasibility and impacts on site plan, including:
  - a. East-west mid-block secondary street – vehicular alley or pedestrian connection
  - b. North-south connection – pedestrian connection

### 1. Maximize the opportunity for residential units through a rezoning process and additional height

#### Existing and Proposed Zoning

The existing zoning of the site is BC-2, Business - Community 2. BC-2 zoning is defined as “business areas containing retail centers serving a number of neighborhoods, where retail-type stores predominate.” At its November 30, 2021 call-up hearing of the first Concept Plan,, City Council encouraged the applicant and staff to consider a rezoning of the site from BC-2 to a zone that would result in a greater number of housing units, and would reflect the underlying land use from the BVRC. Staff analysis led to the suggestion that MU-3 would be the most appropriate zone to achieve this goal. MU-3 zoning is defined as “Areas of the community that are changing to a mixture of residential and complementary nonresidential uses, generally within the same building.”

#### Boulder Valley Comprehensive Plan Land Use Designation

As discussed above, the BVCP Land Use Designation of the site is predominantly Mixed Use Residential (north side of the block along Spruce Street). The proposed residential uses of this Concept Plan are compatible with this land use, as is the proposed zoning of MU-3.

The project will include a commercial space to be used for retail or dining purposes (possibly a neighborhood diner), as well as permanently affordable commercial spaces. The latter could be used as an incubation space for starting artisans, such as jewelry makers.

#### City Rezoning Criteria

Based on this Concept Plan, a rezoning application would be submitted concurrent with a site review application. The following preliminary analysis is shared for review with the Concept Plan. A rezoning application must demonstrate compliance with the rezoning criteria of Section 9-2-19(e):

- (1) *The applicant demonstrates by clear and convincing evidence that the proposed rezoning is necessary to come into compliance with the Boulder Valley Comprehensive Plan map; **Yes***

Given that the BVCP Land Use Designation of the site is predominantly Mixed Use Residential, The BVCP Land Use does not appear to currently be consistent with the BC-2 zoning, which, "Consists predominantly of residential uses. Neighborhood-scale retail and personal service uses will be allowed." We are proposing to rezone in order to be consistent with the Land Use in order to to achieve a more urban residential form; allowing for reduced setbacks and not necessitate a Use Review for the ground floor residential.

(2) *The existing zoning of the land was the result of a clerical error;* **No**

(3) *The existing zoning of the land was based on a mistake of fact;* **No**

(4) *The existing zoning of the land failed to take into account the constraints on development created by the natural characteristics of the land, including, but not limited to, steep slopes, floodplain, unstable soils and inadequate drainage;* **No**

(5) *The land or its surrounding environs has changed or is changing to such a degree that it is in the public interest to encourage a redevelopment of the area or to recognize the changed character of the area;* or **No**

(6) *The proposed rezoning is necessary in order to provide land for a community need that was not anticipated at the time of adoption of the Boulder Valley Comprehensive Plan.* **Yes.**

The conversion of a 2.33 acre light industrial parcel in walking distance and on transit lines from numerous grocery and retail stores, a transit hub, downtown, Twenty Ninth Street and the Boulder Valley Regional Center commercial area to 101 for-sale residential units is the perfect opportunity to make progress toward a community priority goal. While middle-income units are referenced in Boulder Valley Comprehensive Plan policies, the market changes and challenges that have occurred since 2017 have created an urgency. For example, no for-sale middle income units have been created since the city's Middle Income Strategy (with a goal of over 3,000 units) was adopted in 2015. The current City Council has also identified this community need as a work plan priority and, in their call-up period of the first Concept Plan, encouraged the applicant to explore rezoning and plan options that would allow increased residential density.

## **2. Explore options for on site affordable units and for sale units**

- For sale - The whole project has been developed as a "for sale" ownership model including affordable and market rate units.
- Affordability - The applicant has met with City Housing staff to discuss options for affordable units and unit types. This application proposed 14 (50% of required units) on site affordable for sale units. We intend to meet the remainder of our inclusionary housing obligation through a cash in lieu payment of approximately \$1.58 Million.



FOR SALE				
104 Unit Scenario	IH Requirement		On-Site	
Unit Type	Unit Number	AMI	Avg. Sq. Ft.	Total Required Sq. Ft.
ELU		2 low/mod	475	950
1 BR		3 low/mod	700	2,100
2 BR		6 low/mod	1,200	7,200
2 BR		1 middle income	1,400	1,400
3 BR		2 middle income	1,600	3,200
<b>Total</b>	<b>14</b>			<b>14,850</b>

IH units 104 * 0.25	26
Bonus units	2.86
Total required units	28.86
Half on-site	14
Half CIL	14.86
CIL / affordable unit	\$213,284
Total CIL (reduced by 50%)	\$1,584,700.00

### 3. Evaluate removal of 2546 Spruce - Big O Tire Building to allow for additional density

2546 Spruce (aka Big O tires / Mecha building) has been found to be eligible for local Landmarking, but not eligible for State or Federal consideration. The applicant agreed to preserve the building during the first Concept Plan submission, as there was no impact to FAR.

Subsequently, during call up sessions, Council asked the Applicant to consider greater density on site through a rezoning process. Staff determined that MU-3 would be the appropriate new zone.

This zone allows the transfer of enclosed parking areas to livable areas. With the change in zone to MU-3, the preservation of 2546 Spruce reduces the area of available parking, and therefore reduces the maximum potential liveable area. We estimate a net loss of 7 units.

### 4. Evaluate impacts of mapped BVRC TCP Plan connections for feasibility and impacts on site plan, including:

- East-west mid-block secondary street – vehicular alley or pedestrian connection
- North-south connection – pedestrian connection

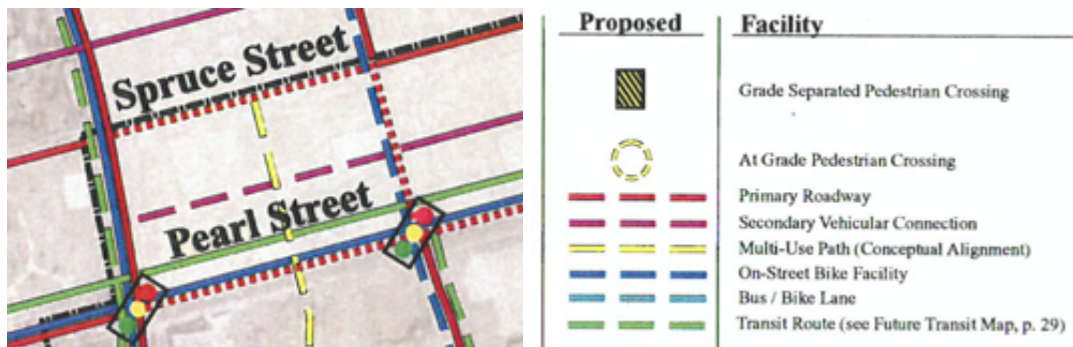
The Boulder Valley Regional Center connections plan that was adopted 20 years ago anticipated a north-south and east-west connection on the project site's block. The applicant's analysis below explains the adopted plan and how the current Concept Plan compares to the original plan.

### **Boulder Valley Regional Center (BVRC) Transportation Connections Plan (TCP)**

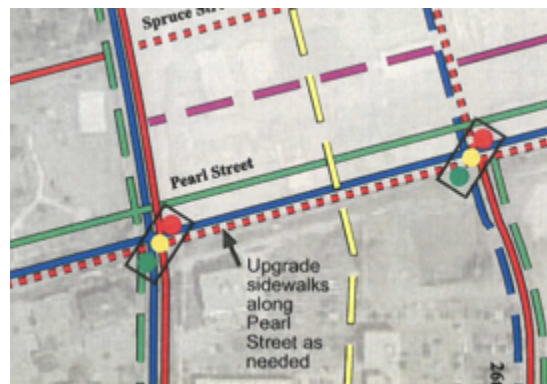
The project site is located along the northern boundary of the BVRC and the BVRC Transportation Connections Plan (adopted in 2002) addresses the multi-modal transportation system need for moving to and through the area located between Folsom and the approximate 35<sup>th</sup> Street alignment, and from Boulder Creek to the north side of Pearl Street; it also extends north of Pearl Street. The goals of the BVRC TCP include improved access and mobility to, through, and within the BVRC area for all modes of travel, improve safety, and provide a transportation network that supports and encourages redevelopment consistent with the BVCP.

### **The 2002 Transportation Connections Plan (TCP) shows:**

- North-south Multi-Use Path (Conceptual Alignment) for this block (yellow)
- Secondary Vehicular Connection on an east-west alignment (it seems to be shown east of the existing ditch to 26<sup>th</sup> Street and further east).(purple)



The plan says that “the transportation system anticipated by the TCP in the BVRC area is intended to be consistent with and facilitate the potential future land uses in the area as envisioned in the BVCP.” It is “intended to be specific and yet flexible enough to have application for the foreseeable future in the portion of Boulder.”



#### **Policy 4.2 of the BVRC TCP: Flexibility of Connection Location Regarding Development or Redevelopment (Page 6)**

Policy: The multi-modal improvements illustrated on the BVRC TCP (map) Figure 1 and Figures 3 – 14) are intended to define the needed connectivity in that area. The alignments of these connections are specific to the area shown but are not intended to be precise, so long as the connection illustrated is created in a manner that facilitates efficient travel. **The intent of the TCP is to maintain flexibility in the implementation of these connections so as to not hinder redevelopment potential of a parcel or parcels.** Development or redevelopment proposal should illustrate that the intended connectivity is achieved. If the connection illustrated on the TCP map cannot be made where shown, the alignment may be varied as follows:

- Development or redevelopment parcels that are 10 acres in size or less must achieve the connection within 50 feet on either side of the alignment illustrated on the TCP map.

#### **Policy 4.9 of the BVRC TCP: Consistency with the Boulder Valley Comprehensive Plan (Page 9)**

Policy: The transportation system anticipated by the TCP in the BVRC area is intended to be consistent with and facilitate the potential future land uses in the area as envisioned in the Boulder Valley Comprehensive Plan (BVCP).

The proposed Concept Plan would bring the site closer to the conformance with BVCP land use designation of the Concept Plan site, specifically the Medium Density Residential land use on land currently occupied by commercial uses. New residential units support many related BVCP policies listed above.

#### **TCP Amendment Process: Administrative Adjustments and Plan Amendment provisions (Text and Figure 18 on Page 31)**

Amendments to the BVRC TCP may be considered when the requested change does not meet the criteria for an Administrative Adjustment. Should this proposal move forward to a Site Review, the applicant will request an Amendment to the BVRC TCP for the north-south and east-west secondary vehicular connections. Consider the following impacts of providing the adopted connections on this proposed plan:

- **East-west secondary vehicular connection (alley alignment)**

The proposed Concept Plan shows redevelopment with property assemblage that would significantly lessen the need for an alley on this block, as the plan is designed to be served

with a single curb cut through a shared ingress / egress onto Spruce Street. The proposal would abandon seven curb cuts.

The TCP's connection goals for this block are met along Spruce and Pearl Streets, which have acceptable traffic levels. Based on the proposed Concept Plan - and the transportation needs of the adjacent properties to the south - an alley is not needed to meet the east-west connection goals and transportation needs of the block.

Additionally, the ditch along Folsom would create a barrier for connecting the alley to Folsom. The approval of the ditch company would need to be secured, with the knowledge that the ditch tunnel under Folsom would need to be significantly extended to accommodate this alley connection. Turns from and onto Folsom into an alley would present safety concerns for bicycles and cars preparing to merge from two lanes to one heading north.

A pedestrian connection at the location of the adopted east-west vehicular connection was discussed during the review of the first Concept Plan. However, analysis of this option showed that it would impact the project's residential density (see below) and that the practicality and likelihood of this pedestrian connection being used was low, given the close proximity of the streets surrounding the site.

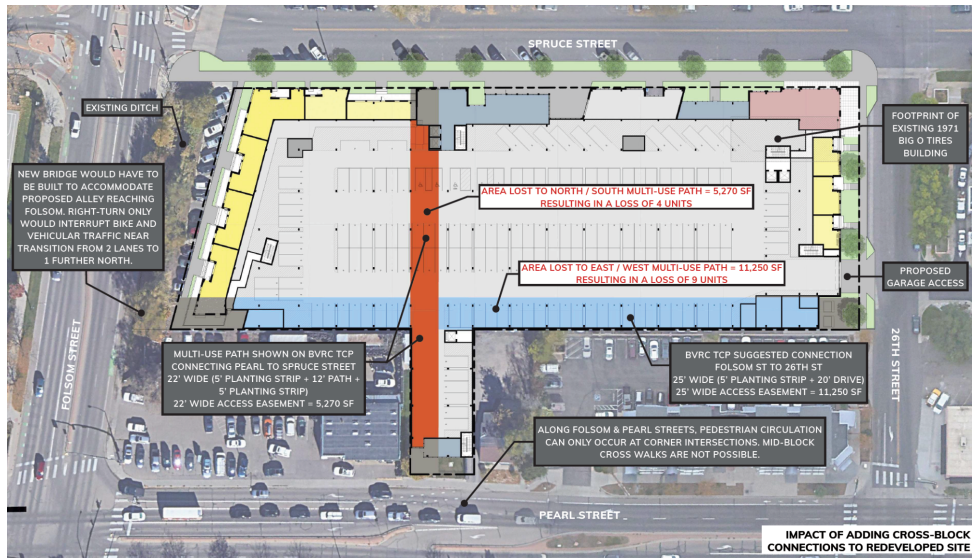
- **North-south multi-use path**

Since the review of the first Concept Plan, the applicant has examined multiple design options to provide a north-south multi-use path through the project. This proved very difficult given the underground parking garage and the various layouts of residential units, project levels, and **\*\*INSERT\*\*** that were explored. Also, the need of a public mid-block connection is questioned, given the close proximity of sidewalks on Folsom, Spruce, and 26th Streets.

- **Impact of building the approved connections on the potential residential density**

When the BVRC TCP was adopted 20 years ago, the plan did not anticipate a residential redevelopment of the north side of the block - nor the housing crisis that Boulder is dealing with. The applicant's finding is that the need to maximize the number of residential units at this location that is very well-suited to housing outweighs the need for mid-block connections that duplicate the existing and quite satisfactory pedestrian and vehicular means of getting around and across the site. In this age where providing new housing is the paramount goal, the Concept Plan (with rezoning) would help meet these goals while the needed transportation connections for the site and neighborhood would be met. Inserting the alley and pedestrian connection would result in a loss of 13 dwelling units, thus reducing the amount of market and affordable residential units being built with this project. See page 18 of the development plans and the graphic below.





## Concept Review Criteria Analysis

### (A) Techniques and strategies for environmental impact avoidance, minimization, or mitigation;

As mentioned above, the site is 99% covered with either buildings or concrete drives. With redevelopment into a residential project, we will meet or exceed development standards for landscape and permeable surfaces, including retention ponds to treat roof runoff. The applicant welcomes the input from city staff during the review process about other ways to mitigate environmental impacts.

### (B) Techniques and strategies for practical and economically feasible travel demand management techniques, including, without limitation, site design, land use, covenants, transit passes, parking restrictions, information or education materials or programs that may reduce single-occupant vehicle trip generation to and from the site; and

A trip generation and assignment report by Chris McGranahan of LSC transportation consultants is included in this application. The report shows the project is expected to generate about 553 vehicle trips on the average weekday, 26 morning peak hour trips and 35 afternoon peak hour trips. These trips are expected to be reduced by about 20% based on alternative travel modes. This trip generation potential is likely less than for the existing land uses that will be removed.

We support efforts to reduce reliance on automobiles and the use of single-occupancy vehicles. This site is ideally located to naturally encourage residents to walk, bike or use public transport to reach nearby destinations to work, shop, and play.

We look forward to working with RTD to provide residents with subsidized Ecopasses. To ensure long-term viability of this program, we will implement a Transportation Management Orientation Package to be administered for the benefit of the residents by either the HOA or rental agent. We look forward to staff input on this matter.

Long-term bicycle parking will be provided per city standards. Two secure long-term bicycle storage devices per residential unit will be provided in a dedicated bike parking room facing Spruce street adjacent to the lobby, and short-term bicycle parking will be located at key locations along the edges of the development. We will design site elements to ensure connectivity of on-site bicycle facilities to adjacent street bikeways.

**(C) Proposed land uses and if it is a development that includes residential housing type, mix, sizes, and anticipated sale prices, the percentage of affordable units to be included; special design characteristics that may be needed to assure affordability.**

The proposed land uses provide a diversity of housing options for the community in a central location close to transit, shopping, schools, jobs and parks. The inclusion of affordable for sale units within the development will further provide much needed for sale housing for the community.

## Attachment A: 2021 Concept Plan Public Hearings Notes

### Meeting Recordings

- **Planning Board meeting of September 2, 2021**

Link to video recording of this meeting: <https://www.youtube.com/watch?v=-rL9bZrk3Lw>

Start at minute 17, end at 2:05 into recording

- **TAB - October 11, 2021**

Link to video recording of this meeting:

<https://www.youtube.com/watch?v=dUgxb8ORPhk&t=10396s>

Start at minute 60, end at 2:54 into recording

- **City Council Concept Plan Hearing - November 30, 2021**

Link to video recording of this meeting:

[https://www.youtube.com/watch?v=Ph\\_1dSM8xuk&t=14615s](https://www.youtube.com/watch?v=Ph_1dSM8xuk&t=14615s)

Start at minute 1:52, end at 4:00 into recording

### Meeting Notes

These excerpt notes were prepared by Liz Hanson of Hanson Business Strategies.

Of interest:

- Mark McIntyre saw the project on TAB and is now on PB. (There are two new TAB members.)
- Lisa Smith was absent from PB in 2021 so she will see the CP for the first time in 2022.
- There are three new PB members. David Ensign, Lupita Montoya & Peter Vitale are no longer on PB (their comments are in smaller font).

#### 2021 City Council

MB - Matt Benjamin\*  
 AB – Aaron Brockett (Mayor)  
 RF – Rachel Friend (Mayor  
 Pro Tem)  
 LF – Lauren Folkerts  
 JJ – Junie Joseph  
 NS – Nicole Speers\*  
 MW – Mark Wallach\*  
 TW – Tara Winer\*  
 BY – Bob Yates

#### 2021 Planning Board

LS - Lisa Smith (absent)  
 JB - Jorge Boone  
 DE - David Ensign (Chair)  
 PV - Peter Vitale (Vice Chair)  
 JG - John Gerstle  
 LM - Lupita Montoya  
 SS - Sara Silver

#### 2021 TAB

MM -Mark McIntyre  
 TD - Tila Duhaime  
 H\_ - Hutch ?  
 AW - Alex Weinheimer  
 RS - Ryan Schuchard

### Executive Summary – City Council

On November 30, 2021, the Boulder City Council considered the Papilio Concept Plan application for redevelopment to residential units. CC called-up the Concept Plan on September 28, 2021, following a Planning Board hearing on September 2, 2021. The Transportation Advisory Board discussed certain transportation plan issues on October 11, 2021.

There is no vote on a Concept Plan hearing. CC provides feedback and direction for the applicant to consider when developing Site Review plans, which would be the next step.

CC comments are summarized below. Here are some of the key points:

- This a great, transit rich site for housing
- Support for rezoning to MU-3 to create more dwelling units
- Create as many on-site affordable housing units
- Preference: for sale units vs. rental apartments
- Some support for 4<sup>th</sup> floor height
- Lack of support:
  - for east-west secondary street per BVRC TCP
  - to landmark the Mecha building; prefer maximizing units
  - for large, expensive townhomes proposed for the west end of the site

## Excerpts Of Board & Council Comments Based On Topic BIG O TIRE BUILDING

### PLANNING BOARD

JB – Is the Mecha building architecturally significant?

EM – An architectural study was prepared; the building is eligible for local designation and staff is recommending landmarking.

DE – A demolition application goes to Landmarks Board?

EM – Yes

SS – **Appreciate that the applicant is willing to consider landmarking. It is an eye-catching building and if tried to incorporate, it would be a nice addition.**

JG – The uses are consistent, it is a reasonable project. **I'm happy the applicant is expecting to landmark.**

JB – Consistent with the BVCP. The Mecha building is contributing; **it is great that the developer will keep.**

LM – Increase the number of units if possible. **I like the landmarking.**

DE – I love the landmarking – it adds character and is a tie to the past.

### CITY COUNCIL

NS – Climate and equity goals in the landmarking process

JH – Goals are not mutually exclusive; discussed energy code.

TW – **Maybe better to not landmark and use the area of housing; do we have to landmark?**

EM – Community benefit implications when increase mass and height of a building.

PB said it adds character.

JH – Historic significance; balance; preserving the building wouldn't result in a big loss of units.

AB - Revised proposal: Mecha building + added height – same units

MB - **Less interested in landmark**

NS - **Would you be interested if could get 6 more units where Mecha located + units on top?**

Size of units – we have many homes that size.



AG – 2600 s.f. this type of program is reasonable; generates revenue for apartment building

RF - Lots of community advocacy for ownership & affordability; If applicant does not want to raze the building and not interested in MU-3, what can we do?

RF - **Can we demand you switch to MU-3 and take down Mecha and only then would we approve the Site Review?**

HP – Only in the public processes, including the site review criteria.

BY – Destroying this building would create landfill, but other buildings on site would be demolished. We don't know how many incremental units would be added. (6 units?)

**Look at no landmarking.**

JJ – Has the project improved from the last discussion in Sept.? **Support more affordable housing & density. We should not landmark that would preclude more units (lose 6 units).**

AG – I will study if we do all apartments and no townhomes; open door with all Council Members. Would like to do for sale; but it can't will maximize density.

NS – Ali, appreciate feeling of urgency; as much housing & affordability; prime location. **6 units is better than landmarking.**

AG – Defer to you on landmarking.

AB – Separate process for CC to consider landmarking

RF – Building over 50 years; when landmark – lock in something that is old, may not meet our goals. Will be a separate matter. **Applicant agreed to landmarking and now being redirected.**

**Maximize housing on transit corridor.**

AG – If you the CC say Mecha isn't precious, I will look at the whole block and MU-3.

MB - Interesting dialogue. We're trying to gain a little more by nudging it in important directions.

**Landmarking would not help our community values.** I feel weird about non-conformity between land use and zoning. Flexibility is the right way to go.

AB – Ali, useful feedback?

AG – Will study all apartment option. Not sure about Mecha status. Going to rental model will create many expensive units; how to balance with affordable units.

CS – Appreciate the discussion. Affordability is central to all we do. We though there was no option but to save Mecha building; we'll have to through a process. Thank you for the time to understand the direction.

## CONNECTIONS

### PLANNING BOARD

SS – N-S bicycle path is also the driveway to the parking? Is the E-W connection an alley?

JG – Is combining the mixed use path and driveway a concern for staff?

EM – It is not unusual.

SS – The E-W connection and the ditch?

EM – A curb cut at Folsom: there is a ditch at this location; the applicant can request to amend the connections plan based on a hardship. Perhaps a pedestrian connection?

SS – **N-S to E-W one way?: Spruce to 26<sup>th</sup>**

DE – TAB and PB for an Amendment?

JG – If a pedestrian path, is there a difference in width?

SS – When I think of superblocs, look at the shopping center to the east where the circulation is in a parking lot. Is the ultimate intention to have a E-W connection through the block to 28<sup>th</sup> St.?

I'm thinking of people walking on the street. **The N-S connection seems more important. Appreciate the struggle with the E-W connection. Agree with connection with Folsom but a vehicular connection is not good. Look at the safety of the N-S bike path.** Mitigate traffic impacts on Spruce St.

JG – **Pedestrian/bike access is important. Not necessary (?) to cover ditch.** Appreciate aesthetic amenities.

DE – Here's where TAB can be helpful. I liked the reduction in curb cuts. Alternative (?) to TMP, process to amend the BVRC TCP. Planning Board is warm to that. Discuss walking path to Folsom. Look at treatment on Spruce St. (not diagonal parking).

JG - **Keep the E-W connection, at least pedestrian, to break up the block.**

SS – What is the intent behind the E-W connection in TAB's master plan?

## TAB

Tila: **Secondary street was already in the plans – if you're playing by the rules – you didn't have that any marbles to begin with** (Ali: maximize development)

Mark: **This was my first exposure to TCP; I'm not giving it much weight; can a loop be created in the parking (a bent lollipop) – enough to satisfy the TCP;** is it a document that creates a suggestion

Edward: becomes a requirement; should that plan be amended? Or should any project meet it? Contemplate does it have a public need? Weigh in an analysis.

Mark: The adjacent property owners – input?

Elaine: Former tire store, now recreational marijuana: owner said they wouldn't be interested; they have their access; other properties have their access to rear

Mark: A street would have to be maintained and negotiated with ditch

Edward: City would have to analyze

TAB: Heading south on Folsom, how do we get this protected? Reduce SOV, mode share; how does this contribute to making it safer?

Edward: Land use would further goals, including meeting TDM, improvements to adjacent streets

Elaine: Next step Site Review are based on criteria, including reduction in SOV (TDM plan would be reviewed)

TAB: More traffic in a pretty dense area, concerns about impacts to bicycles, walking

Ryan: Is Folsom the only N-S candidate for a bike corridor?

TAB: Can't put it on the developer; beyond their proportionate share

Alex: South of Folsom/Spruce; ped/bike crossing; could the developer or city construct a sidewalk?

Edward: Must show that the developer is creating the need (or can't make the requirement of the application)

Hutch: I'm not excited about little stubs of alleyways; massive waste of space to wait for a trash truck; personal opinion: no regrets to have it be more useful for the site and what the city wants; think about parking, would like more commentary for Ali, what is driving parking

Elaine: Recall that a small parking reduction is requested; PB & CC support parking reductions

Tali: Move toward less parking than in the code?

Charles: Staff will be beginning work on parking code changes (won't affect this project)

Tali: Surprised that CC did not discuss loss of businesses; why not mixed use? Why turn from entirely commercial to entirely residential?

Elaine: Many commercial uses in this neighborhood; smaller uses difficult to lease; there is an existing building (early 70's), cool and unique style; recommendation to retain this building on site, as non-residential use; CC suggested make it residential?; BVCP : mixed use residential

Ali: We came to embrace this building – to keep it as commercial

Waiting for TAB and CC feedback; maybe additional smaller commercial space

Tali: Want us strike out to new approaches; removing uses makes them farther away

- Should the plan be changed from secondary street? If so, how?

Straw poll, **YES: Mark, Alex, Tila, Ryan, Hutch**

Mark: we just answered – **yes, modify through the process**

Mark: minimal loop connection to Spruce only; space used to maximize a TDM rich plan – shared vehicles, electric charging, etc. and minimizing parking

Tila: TCP is about how people get in and out?

Elaine: what type of facility

Hutch: this is overspecifying how this site gets laid out; change TCP: no need for secondary access; I don't like one block of multi-use path – people don't use them; useless; I like continuity

Alex: **Multi-use path or sidewalk not necessary; probably going to intersection;** encourage more lower cost units on site

Ryan: **Agree with Mark, Hutch, Alex; this is a historic opportunity for TAB; change to look at mode-shifting;** showcase – how will it support city goals?

Tila – **No surprise we don't want to build more roadways; people do walk along alleyways; was interested in pedestrian connection; not enamored with N-S connection;** more interested in candy cane shaped connection through the site, more like a public street, but for people on foot; reduce on site parking, **I would be in favor of amending the TCP to change the alignment of the connection** (including considering the ditch); applicant has to apply to amend the TCP

Elaine: No motion required

Mark: **I vote on staff's questions: no:1, yes:2, no:3, no:4**

Tila: Different views on what "loop" means

Alex: Agree with Mark; better to maximize what is built here

Ryan: Tila's concern is at least ped. access? (not to Folsom); **are you OK with walking access?; would adding ped. access reduce number of housing units?**

Alex: **Does the site plan show a sidewalk on south side?**

Tila: I think that would be sufficient

Hutch: My views are Marks; hard time anyone will want to randomly want to walk through there (park nearby); one block flow area is too much; they will want residents to walk in and out

Mark: Clicking to send on motion language on questions 1 – 4, add 5

TAB wants to see this project help Boulder meet our TDM goals

(excellence in design in future)

TAB – wants to see vehicle access to 1

### **TAB drafting motions:**

Folsom doesn't make sense; central access point on Spruce makes sense (up to developer)

**Folsom to 26<sup>th</sup>: bad idea**

**Sufficient to say we don't want secondary street**

**(Draft 1<sup>st</sup> Motion by Alex; need to get final language) TAB recommends...TCP be modified to remove secondary street connection and not include a multi-use path or alternative looped connection**

Mark supports; answers all 4 questions by staff

Tali – may not support; support more mixed use

Mark: we can weigh in; add more sentences

**1<sup>st</sup> Motion vote: Moved & seconded, 5-0 unanimous**

Mark – would support additional height, more residential units

TAB/\_\_\_ - would consider 4<sup>th</sup> or 5<sup>th</sup> floor

TAB/\_\_\_ = more apartment units on site

Tali – Doesn't make a whole lot of sense to connect across the ditch to Folsom

**Draft 2<sup>nd</sup> Motion by Mark: Excellence in design, innovative TDM, and SUMP parking principles, TAB supports this project moving Boulder forward and helping us to meet our TMP goals. This might be achieved through various means, including reduced parking requirements, more housing units on site in lieu of larger townhomes, allowing taller buildings, mixed use of the property among residential and non-residential uses, and designing to encourage walking and non-SOV travel,**

**2nd Motion vote: Moved & seconded, 5-0 unanimous**

## CITY COUNCIL

JJ - **Support removing the street. Support anything that gets more housing.**

NS - **Remove the street;** people can live without cars here.

## HEIGHT

### PLANNING BOARD

PV – I like how it holds that corner. Added height for affordability?

DE – I'm flexible of where there is additional height; break up.

PV – How will the height be achieved? Look carefully at mechanical equipment on the roof. The open space (park) adjacent can be considered when reviewing open space in this project.

PV – I like how it holds that corner. Added height for affordability?

JG - **I'm open to increased height on the south and east sides of the project.**

JB - **I'm not opposed to additional height in certain place. The height should focus on**

**Community Benefit for affordability.** I generally like the direction of the project.

DE - I'm open to height; get as much residential.

JG – **What height would be the least disturbing?**

EM – Move mass internally (most appropriate there); consider residential across Spruce

## CITY COUNCIL

## DENSITY / REZONING

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## PLANNING BOARD

DE – Consider rezoning?

AG – Open to it, happy to relook, study for increased density

CS – Additional height? For rooftop access?

LM – Pleased to see the number of units and 2 and 3 bedroom units. Supports the Middle Income Housing Strategy (2016?).

DE - Interesting ideas shared about rezoning (though that process, ordinance is a heavy lift).

## CITY COUNCIL

MW – **Thought for sale units? Would hate to see that go away**

AG – Townhomes for sale; not looking good to make apartments for sale

MB - Seems weird to have zoning hanging in the ether; understand the costs; such transit rich environment, **would like to see more people in the space; less interested in landmark, push MU?**

BY - Leaning toward rental for what type of project, construction defect?

AG – Either instance

What did you tell PB?

AG – I don't remember.

NS - **Change zoning or special ordinance?**

EM – For Diagonal Plaza, for specific aspect of density, but with more policy direction.

This is different – but it is an option that is available.

AG – MU-3: no downside; if it can be parallel to Site Review, I'm not opposed to that.

RF - Be careful – we create affordable units through building luxury condos. Applicant and city staff should work together. **We can't demand a rezoning (?).**

BY – Some approvals: on-site, then change in future. A developer doesn't have to tell us until permit – can we change? Can the trigger be earlier, like Site Review? (Bob seems angry that PB & CC were told this was a for-sale project.) **Look at MU-3 AND 4<sup>th</sup> floor (no landmarking).**

KF – How it is documented in IH ordinance; because they have a choice.

May takes 2 years to go through process & market has changed

HP – Applies to all residential projects, not only Site Review.

AB – Appreciate the discussion. **Look for more and smaller units. MU-3 gives flexibility for more units. We can't force you to do a different project but we're open to the rezoning, more units, smaller units – what I hear from the majority of CC. If we're valuing that building over units, then OK to lose it. Also, fine to get rid of street.**

RF – Ask DAB (Design Advisory Board) to weigh in?

MW – Excellent suggestion

AB – Roof form is unique – incorporate in the project?

## AFFORDABILITY

### PLANNING BOARD

SS – **Increase permanent affordability** (though she reminds the Board that this is NOT part of the site review criteria; nor is their purview).

JG – **I'm disappointed with the amount of on-site affordability.**

DE – Can state open to maximum on-site affordability

## CITY COUNCIL

EM - Kurt answer re: state laws.

KF - Typically CC doesn't direct the developer for the type of affordable housing; we work with the applicant. The applicant has been very active to explore different solutions; we discussed options. Discussed the challenges of affordable rental (low income tax credits). With cash in lieu, we get more units. It is tantalizing that they are looking at for sale.

MW - Discuss the process at the retreat (on-site proposal vs. outcome). **No units are remotely affordable (\$1M, 2 bedroom units). This will not make much help to affordability goals.** Density is not the only value; block construction. We are saying we know so much better than staff or PB. We give so little weight to their recommendations.

TW - **What are we gaining - how is this better than the expensive units people can't afford now?**

NS - Can the Housing Advisory Board help?

KF - It takes expertise in the field, particularly financing. CC gave great direction, we will explore with the applicant.