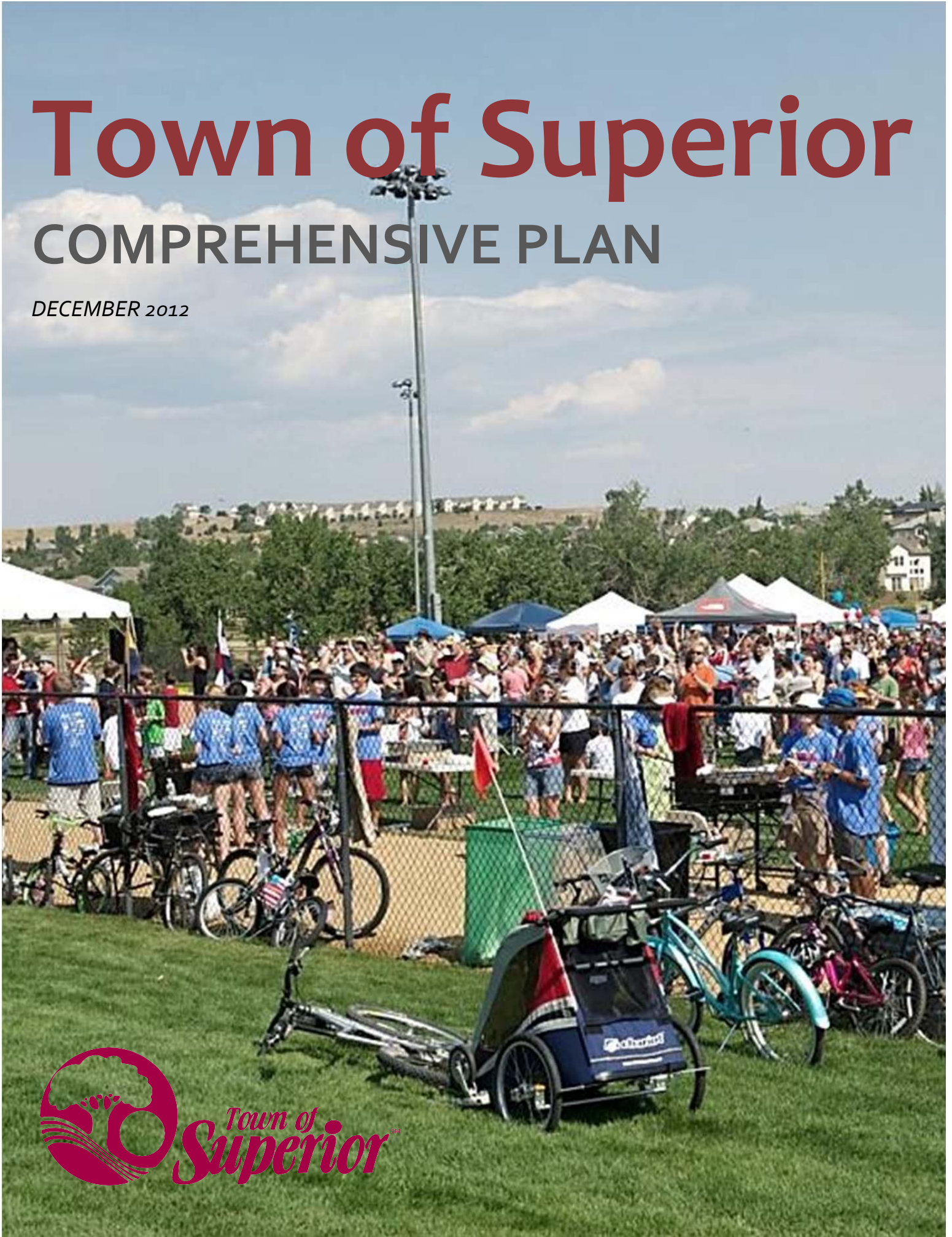


# Town of Superior

## COMPREHENSIVE PLAN

DECEMBER 2012





## Acknowledgements

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# Chapter 1: Introduction

## Purpose of Plan

The *Town of Superior Comprehensive Plan* (“the *Comprehensive Plan*”) was prepared through the combined efforts of residents, business owners, property owners, Planning Commission, Town Board, Town Staff, and planning and engineering consultants. The purpose of the plan is to provide a basis for current and future land use decisions in the Town of Superior. This plan seeks to facilitate rational decisions regarding future development that are based on limited natural resources, economic considerations, and sound community design and planning principles. Along with the *Town of Superior Land Use Code*, the *Comprehensive Plan* is intended to serve as a guide to facilitate planning of undeveloped lands or redevelopment of private lands, protect and enhance existing development, highlight opportunities for private and public investment; and ensure compatibility between existing uses and future development.

## Legislative Authority

The *Comprehensive Plan* is a public document and official statement of land use policy adopted by the Planning Commission and approved by the Town Board. State law authorizes the Town to adopt a comprehensive or master plan pursuant to Section 31-23206 of the Colorado Revised Statutes as amended:

"It shall be the function and duty of the Commission to make and adopt a master plan for the physical development of the municipality, including any areas outside of its boundaries subject to the approval of the governmental body having jurisdiction thereof, ...which in the Commission's judgment bear relation to the planning of such municipality. Such plan, with the accompanying maps, plans, charts and descriptive matter, shall show the Commission's recommendations for the development of said territory..."

Although the Planning Commission is the agency expressly authorized by state law to prepare and adopt the final *Comprehensive Plan*, the Town Board also possesses the legislative power to establish land use planning policies for the Town. State law recognizes the legislative authority of the municipality's governing body by expressly requiring that the Planning Commission's adopted comprehensive plan be subject to approval of the Town Board. In effect, the *Comprehensive Plan* is not fully effective until the Town Board approves the plan.



*Extensive input from the community has shaped each update to the Town's Comprehensive Plan.*

## History of Comprehensive Planning in Superior

The Town first adopted its *Comprehensive Plan* in 1975. A new plan was developed and adopted in 1989 and updated in 1996. Facing unprecedented growth initiated by the *Rock Creek Planned Unit Development* (see *Chapter 2: Context for additional historical background*), a lack of consensus on impending development applications, and the recognition that current development submittals exceeded the expectations of the 1996 *Comprehensive Plan*, the Town Board adopted an interim building moratorium on new commercial development applications in December of 2000 and initiated a major update of the *Comprehensive Plan* in 2001. The moratorium provided the Town, local residents, and property owners with an opportunity to articulate their vision for future development and complete an update to the *Comprehensive Plan* without the pressure of concurrent development submittals. The moratorium expired in February 2001. The 2001 *Comprehensive Plan Update* included an extensive community outreach process.

In 2005, the Town Board established a goal "to identify components of the *Comprehensive Plan* west of McCaslin Boulevard where amendments may be warranted, and initiate a public process to evaluate potential changes." In January of 2005, the Town Board established a process to include assessment of future development projections, Boulder Valley School District capacity issues and development assumptions, fiscal models and impacts, and traffic modeling and analysis. Through a series of public open houses and telephone and internet surveys, input on a series of alternatives was gathered and a Preferred Alternative selected. On March 20, 2006, the Town Board adopted a revised version of the Preferred Alternative as the 2006 Amendment to the *Comprehensive Plan*.

## 2012 Update Process

The 2012 *Comprehensive Plan* update focused on refining the vision and desired land uses for the Town's remaining development opportunity areas, understanding market opportunities, and aligning the Plan with other community needs and trends.

The planning process included extensive opportunities for public engagement, including four joint meetings with the Town Board and Planning Commission, four community workshops, online surveys, and the Town's website.

The *Comprehensive Plan* is a dynamic document, subject to periodic review and amendment to meet the changing conditions of the community. It should be evaluated by the Planning Commission every three to five years to monitor plan implementation, make necessary technical updates, and to ensure the plan is meeting the needs of the community.



## How to Use this Plan

The *Comprehensive Plan* contains seven main components:

- Chapter 1: Introduction
- Chapter 2: Context
- Chapter 3: Vision Statement
- Chapters 4-10: Goals and Policies
- Chapter 11: Implementation Plan
- Appendix A: Growth and Development Trends
- Appendix B: Town Center Planned Development

Chapters four through ten contain summaries of existing conditions and issues pertaining to each element, followed by specific goals and policies. The Goals and Policies Chapters address the following *Comprehensive Plan* elements:

4. Land Use
5. Economy
6. Community Engagement
7. Community Facilities and Services
8. Transportation
9. Environmental Resources
10. Parks, Recreation, Open Space, and Trails

For the purposes of this Plan, the following terminology applies:

### **VISION**

The vision represents the community's long-term values and aspirations.

### **GOAL**

Goals provide general direction to guide decisions and actions in order to achieve the vision.

### **POLICY**

Detailed policies provide specific direction for decisions and actions in order to achieve the related goal.

## Relationship to Regulatory Documents and Functional Plans

The *Comprehensive Plan* is intended to be used in conjunction with several other plans and documents, both regulatory and functional, as discussed below.



## Regulatory Documents

The *Comprehensive Plan* is the officially adopted public document and official statement that establishes a vision for the future development of Superior and translates the vision into specific goals and implementation policies. The Plan provides the guidance for making the day-to-day land use decisions by Town government. While the *Comprehensive Plan* provides the framework for these decisions, regulatory measures are used in conjunction with this document to provide the means for implementing the Town's goals. These regulations are contained primarily within the *Town of Superior Land Use Code*, consisting of Zoning Regulations, Subdivision Regulations, and Site Development Plan (SDP) submission requirements, and landscape and architectural design criteria. The Town undertakes a review and clean-up of the regulations on a yearly basis. The following discussions provide a more detailed description of subsections of the *Land Use Code*:

### ZONING REGULATIONS

Zoning Regulations are perhaps the most important implementation tool for the *Comprehensive Plan*. The regulations establish geographic zones for different types of uses and include development standards. The zoning map should reflect the land uses and proposed locations as recommended in the Community Framework and Land Use Plan. In addition, zoning requirements such as lot sizes, setbacks, and height limitations should reflect the density and design characteristics set forth in the implementation policies.

Occasionally, the Town's base zone districts will not readily accommodate the types of development being proposed. If the proposed development is consistent with the *Comprehensive Plan*, property owners and developers may choose to use the Planned Development (PD) process to tailor zoning to an individual site or project.

Zoning Regulations should correspond to the goals and policies of the *Comprehensive Plan* to ensure that incremental development decisions reflect the community's vision. Privately owned, vacant land located within the Town of Superior will develop over many years with different owners, developers, investors, urban designers and architects. The *Comprehensive Plan* provides a framework for making responsible zoning decisions that reflect the desires of the community and encourage continuity and compatibility between neighborhoods. All land use applications should be reviewed for conformance not only with specific zoning requirements, but also for consistency with the direction and guidance provided by the *Comprehensive Plan*. The Zoning Regulations shall be revised based upon the recommendations contained in this document.

### SUBDIVISION REGULATIONS

Subdivision Regulations establish the process and requirements for creating building lots, and construction of public improvements such as water and sewer lines, roads, and landscaping. Through the subdivision process, roads

#### Distinctions between Zoning Regulations and the Comprehensive Plan

*Because they deal with the use of land, the Zoning Ordinance and Zoning Map are often confused with the Future Land Use Plan and Comprehensive Plan implementation policies. There are important distinctions. The Comprehensive Plan is a policy document and not regulatory. It provides the framework for making zoning decisions, but it does not zone land. The Plan indicates only broad categories of land use for future development, whereas the Zoning Ordinance delineates the exact boundaries of zone districts and establishes specific, detailed regulations that apply within each district. Another key distinction is that the Comprehensive Plan is not adopted as legislation, but the Zoning Ordinance is. Therefore, amendments to the Zoning Ordinance and Zoning Map will be necessary to effectively implement the strategies identified in the Comprehensive Plan.*

and circulation patterns are established, park and school sites are reserved, floodplains and other hazardous areas are set aside, and public improvements are constructed.

Similar to zoning, the Subdivision Regulations implement the *Comprehensive Plan* by establishing the minimum requirements for site improvements and land dedications. Subdivision proposals should be reviewed for consistency with *Comprehensive Plan* policies and zoning requirements. Incremental subdivision decisions need to be consistent with the *Comprehensive Plan* to ensure, for example, major road right-of-ways or open spaces are reserved and connect one subdivision to the next. The provision of trails connecting neighborhoods, proper street alignments and grades, and proper storm water drainage are examples of design issues addressed during the subdivision process.

#### **SITE PLAN REVIEW**

All structures proposed within the Town, except for single-family residences and duplexes, are subject to the Town's site plan review procedure unless reviewed as a final development plan as part of the development review process. This is the last stage of review before site and architectural plans are reviewed and building permits issued.

The site plan section of the Zoning Ordinance requires the submittal of a site plan depicting the layout of the site; the location of the proposed structure, access points, parking spaces, exterior lighting, signage, service access and loading, dumpster screening, and other site features. In addition, a landscape plan and drainage plan is required. This information is reviewed by the Town Planner and Town Staff, using design standards, and site criteria in the zoning and subdivision ordinances.

This stage of the development review process focuses on the details of a building and its site; how the site functions, architectural detailing, how the proposed development responds to neighboring development, how landscaping effectively screens or enhances the structure or site, and how the site and building respond to local streets, drainages, wildlife corridors and open space networks. This stage of review embodies many of the implementation policies and is a critical process in the implementation of the *Comprehensive Plan*.

#### **ROADWAY DESIGN CRITERIA AND STANDARDS**

The Town updated road development standards when the Town assumed jurisdiction over all roads within the Town from Superior Metropolitan Districts 2 and 3. The refinement of the standards was completed in October 2003.

### **Functional Plans**

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The *Comprehensive Plan* is intended to complement other plans and documents that have been or will be adopted by the Town to address specific topics or government functions. These "functional plans" include, but are not

limited to the *Coal Creek/Rock Creek Revised Master Drainage Plan*; *Parks, Recreation, and Trails Master Plan*; *Open Space Summary Report*; and *Transportation Plan*. It is the Town's intention that the *Comprehensive Plan* provides guidance in both updating current plans and formulating concurrent and future functional plans. As these plans are adopted, they will provide a detailed framework for future land use and growth management decisions.

#### **COAL CREEK/ROCK CREEK MASTER DRAINAGE PLAN (2012)**

This plan provides an overall concept and approach for landowners, developers, and the Town of Superior to plan the drainage facilities required for new development. The Town's consulting water engineers revised the existing conditions hydrologic model that can be used by developers and the Town to evaluate proposed drainage improvements. The total storage volume of proposed detention ponds is estimated. The sizes and locations of these regional facilities should be determined during the preliminary and final design phases of development.

#### **THREE MILE PLAN**

The Town prepares and adopts a 3-Mile Plan each year in conformance with Colorado Law that pertains to annexations. One of the provisions of the Municipal Annexation Act of 1965 as amended prohibits the extension of a municipal boundary more than three miles in any one year. The same section of law requires that as a precondition to a valid annexation in a three-mile area, a municipality must have in place a plan, updated annually, for the area.

#### **PARKS, RECREATION, OPEN SPACE AND TRAILS MASTER PLAN (2005)**

The purpose of this plan is to obtain community input and present information about existing levels of service for parks, recreation, natural open space, and trails in the Town, as well as recommendations for the development, delivery, and potential funding considerations for the future. The *Master Plan* proposes standards for levels of service to be achieved for parks and recreation facilities while trail and natural open space needs are addressed through guidelines based upon citizen desire and prioritizing acquisitions and/or development in the community. The *Master Plan* is intended to provide a framework for the future of parks, recreation, open space, and trails and is the citizen's vision for an ideal community.

#### **OPEN SPACE SUMMARY REPORT**

The purpose of this report is to provide a review of currently undeveloped properties with the Town of Superior and offer recommendations to the Mayor, Board of Trustees, and Planning Commission on those properties that have potential value to the Town as natural open space. In addition, this report offers recommendations on partial parcel acquisition of all currently undeveloped properties within the Town that have potential value as natural open space. It is meant to be used as a guideline for meeting the required open space allotments for each of those properties, if developed.

### TRANSPORTATION PLAN

The Town of Superior's Transportation Plan provides a long-range examination of future mobility requirements and identifies solutions that guide the Town's future transportation investments through its Goals and Policies. The plan focuses not just on the network of roads and streets, but also opportunities for targeted bicycle and pedestrian enhancements, freeway and transit improvements, and other improvements designed to enhance mobility.

## Regional Plans

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### METRO VISION PLAN 2035

The *Metro Vision Plan*, prepared by the Denver Regional Council of Governments (DRCOG) in partnership with the region's municipalities, serves as the foundation for an ongoing conversation about how best to protect the region's quality of life. It provides an agenda for action that integrates regional growth and development, transportation and environmental management into one comprehensive planning framework. The current version of the plan, *Metro Vision 2035*, was recently updated with a focus on several sustainability goals. The Town of Superior is an active member of DRGOG and supports the advancement of the plan's goals through goals and policies contained in the *Comprehensive Plan*.

## Amendment Procedure

The *Comprehensive Plan* is a policy document used to guide land use decisions. To function as an effective decision making document, the plan must be dynamic and flexible enough to respond to changes in economic forces, legislative action, development technologies, and public attitudes. Therefore, a comprehensive plan amendment procedure is necessary to keep the plan up to date. Two general types of comprehensive plan amendments are available.

### Major Updates

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The first is an overall update conducted at least every three to five years, as needed. This update should be a thorough analysis of the entire plan, including a re-evaluation of goals and objectives, updates of forecasts and land-related elements, and the reaffirmation of policies. The Superior Planning Commission and Town Planning Staff will be primarily responsible for undertaking such an update, with input from other Town departments, the Town Board, and the public.

### Targeted Updates

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The second type of update would not encompass the entire plan, but would rather be a more specific policy, land use, or map amendment. An example of this type of update might be an instance in which the Town desires to make an amendment to a proposed land use plan as a result of improved base data

(such as new subsidence information or floodplain information). It is possible that a land use proposal could be introduced that conflicts with the Community Framework and Land Use Plan, but which, in fact, may be complimentary to the goals, objectives, and policies of the plan. To ensure conformance with the plan, an amendment would be necessary.

Amendments prompted by development proposals may require research and various studies (such as traffic, economic and market analysis information, drainage, compatibility with surrounding land uses, utility availability, etc.) as a part of the evaluation process for the formulation of reports and recommendations. An arrangement with the developer to cover the cost of such studies may be required at the discretion of the Town.

### **Review and Approval Process**

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Pursuant to Colorado Revised Statutes 31-23-208, as amended, comprehensive plan amendments shall come before the Superior Planning Commission. The Commission shall hold at least one public hearing on the amendment proposal. Thirty (30) days prior to the public hearing, Town staff shall send a referral on the proposed Comprehensive Plan amendment to the following agencies:

- Town of Superior Departments and/or technical consultants;
- Town Attorney;
- Any affected special districts;
- Any affected bordering jurisdictions; and
- Any affected utility providers.

Fifteen days prior to the hearing, notification of the time and place of the public hearing shall be published in a newspaper of general circulation in the Town and in the official newspaper of the counties affected. Landowners within a 1,000-foot radius will be notified, as appropriate, that a comprehensive plan amendment procedure is in progress. This is particularly useful where controversy over the amendment may be anticipated. At the public hearing (after reviewing all relevant evidence, testimony, the Staff report and recommendations), the Planning Commission shall (by resolution) approve, disapprove, or approve-with-conditions the comprehensive plan amendment. Based on the criteria set forth below, the Planning Commission shall forward their final recommendation to the Town Board. Final approving authority rests with the Town Board, which may, at its discretion, hold a public hearing on the comprehensive plan amendment proposal. The Town Board may, by resolution, approve, disapprove, or approve with conditions the proposed amendment. If approved, the amendment, with any maps and descriptive text, and other matters intended to be part of the plan, shall be filed with the County Clerk and Recorder. The Planning Commission and the Town Board, when considering a comprehensive plan amendment proposal, shall use the following criteria. The proposed amendment shall:

- Be compatible with existing and planned surrounding land uses;
- Not result in excessive detrimental impacts to the existing or planned transportation system; and
- Not place excessive burdens upon existing or planned service capabilities.

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# Chapter 2: Context

## History

The Town of Superior was founded in 1896 by William C. Hake, and incorporated in 1904. At that time, the Town's economy was based largely on farming and coal mining on the surrounding foothills. In 1896, the shaft to the "Industrial Coal Mine" was sunk on the hillside immediately to the south of the present location of Original Superior. The coal was said to be "Superior" quality, and so the Town was named both after the coal and William's home town of Superior, Wisconsin. Similar to other mines located throughout southeast Boulder County, the removal of coal from the Industrial Mine eventually proved uneconomical, and the mine closed in 1945.

Over time, there were significant changes in the Town. Although Superior's population dropped as businesses moved on in the mid-twentieth century the Town remained viable as residents found employment in surrounding communities. In 1985, the Town had a steady population of approximately 250. For more than thirty years, Superior's development was limited to residential uses, with almost no commercial activity. Throughout the Town's history, residents utilized local wells for water and septic tanks for sewer. In the 1980's, the wells began to go bad and the septic systems began to fail. These factors impacted the Town's viability and quality of life much more strongly than did loss of business and employment. The loss of water threatened the Town's future.

The Town's future was clearly set to follow one of three paths: 1) slowly decay with the loss of water; 2) merge with a neighboring community to obtain water; or 3) the Town takes action to gain the means of improving the water system itself.

The Town's residents refused to simply let the Town decay away. Losing water was not an option. Residents pursued the second path of seeking assistance from other communities. Those attempts of obtaining water from neighboring communities were not successful. However, in May 1982, the City of Louisville did agree to provide Original Superior with sewer service.

In 1987, developers looked to develop a 1,570 acre residential subdivision in the Rock Creek basin. The area was termed Rock Creek Ranch. The most significant historical fact about the Rock Creek Ranch is its regional scale and its early linkages to the operation of coal mines, livestock grazing, and irrigated pasture

The property, originally owned by the Beauprez, Autrey, and Scriffany families, was parceled and partially sold to the Hardaway family. Between 1984 and 1986, Carlson, a Denver-area developer, purchased the property.



*Founded in 1896, Superior's economy was based largely on farming and coal mining until the mine closed in 1945.*

There had been very little residential development activity in Superior in the later part of the twentieth century before this development proposal. The developers needed to annex to a municipality to build the type of development the market was demanding and the Rock Creek Ranch development was viewed by the Town as an opportunity to develop a Town of Superior water system.

No significant development existed along the Rock Creek drainage until Rock Creek Ranch started construction in 1990. Since then, the Town's boundary has expanded to include additional land south of U.S. 36 and Coal Creek Drive, terminating just south of State Highway 128. Despite this significant growth, the original Town of Superior remains intact with small-scale residential homes reminiscent of historic mining towns and a grid network of streets.

## Regional and Local Setting

The Town of Superior, located in southeast Boulder County, is part of the greater Denver Metropolitan Area. Adjacent communities include the City of Louisville, the City and County of Broomfield, and the City of Boulder. The City of Boulder and Boulder County own open space adjacent to the Town of Superior's western boundary. A small portion of the south side of the Town is located in Jefferson County.

Until 1986, Superior was limited to a small area of residential development flanking Coal Creek and minimal commercial activity. In 1987, the *Rock Creek Ranch Planned Unit Development (PUD)* proposal was submitted to the Town and residents of Original Superior voted to annex Rock Creek Ranch in exchange for improved services and utilities. The first building permit for Rock Creek Ranch was issued in 1990.

Development along the U.S. 36 corridor and increasing growth and development in the Denver/Boulder metropolitan area has resulted in an increase in residential and commercial development in the communities adjacent to the Town. Additionally, growth limitations imposed by the City of Boulder prompted increased development in nearby communities.

FlatIron Crossing in Broomfield, directly east of the Town, is a regional shopping center that combines retail and restaurant opportunities. It features "The Village," an outdoor pedestrian-oriented corridor, and a traditional enclosed mall. Adjacent to the shopping center are numerous large retail establishments that include both surface and structured parking.

Development within the City of Westminster has rapidly expanded north along the U.S. 36 corridor and includes retail and office development and new civic/public amenities. Recent development in Broomfield, Westminster, and Louisville, including the Centennial Business and Commercial District in Louisville, has greatly impacted the market trade area (see Market Trends section of Appendix A).

The Town of Superior contains undeveloped parcels adjacent to the U.S. 36 corridor that have attracted the attention of the development community. To the west of Superior, the landscape between Boulder and Superior has remained relatively unchanged due to the acquisition of large tracts of open space by Boulder County and the City of Boulder.

## Topography, Hydrology, and Climate

The elevation of Superior ranges from 5,475 feet along Coal Creek in Original Superior, to 5,980 feet on the ridge paralleling State Highway 128.

Rock Creek and Coal Creek are the major drainage basins that flow through the Town. Both converge with Boulder Creek and eventually to St. Vrain Creek, a major tributary to the South Platte River. Coal Creek runs through Original Superior and occasional flooding has caused damage. Most notably, flooding occurred in the spring of 1935 and resulted in damage to the 3rd Avenue Bridge, leaving the 2nd Avenue Bridge as the only means for vehicular access to a segment of this neighborhood. In 1995, flooding caused damage to the structural buttress of the 2nd Avenue Bridge. Currently, access to existing residential development south of Coal Creek is limited to the 2nd Avenue Bridge.

The climate is semi-arid, with an average of 18 inches of precipitation per year. Temperatures range from -22 degrees to 104 degrees Fahrenheit.

## Planning Area Boundary

The Town of Superior is bounded by the Rocky Flats Environmental Technology Site and Highway 128 to the south, Boulder City and County Open Space to the west and northwest, U.S. 36 to the east and northeast, and the City and County of Broomfield and Jefferson County to the southeast. The total planning area encompassing the existing Town limits and potential annexation areas is 2726+/- acres, or approximately 4.26 square miles.

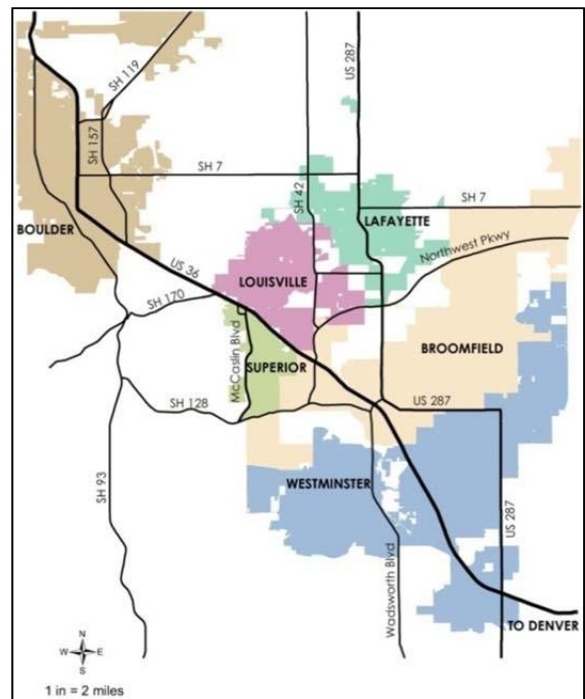


Figure 1: Context Map

## Existing Land Uses

### Original Superior



*Original Superior*

Original Superior, a predominantly residential portion of the community, that covers approximately 148 acres. Most of the houses were built between 1900 and 1950 using wood frame construction. A small number of new houses have been constructed. Interspersed with the houses are mobile homes, outdoor storage areas, and structures associated with home occupations. The average lot size of the residences is approximately 7,000 square feet (50' x 140' lots), laid out in traditional blocks which are outlined by grid-patterned streets. Approximately 170-180 residential units could occupy the existing platted lots located within Original Superior.

Initial annexation of the land that became the Sagamore Subdivision was completed in 1995. Subsequent to the annexation, the property was zoned Planned Development and platted as a medium density single family detached housing development in 1991, in conformance with the land use designation for this area in the Superior Comprehensive Plan. Lot sizes ranged from 2,997 square feet to over 5,000 square feet in size. All of the land in common areas in the subdivision (consisting of street right-of-way and landscaped drainage ways) was dedicated to the Superior Metropolitan District for maintenance purposes. The subdivision is built out.

Recent development in the southwest quadrant of the McCaslin Boulevard/U.S. 36 interchange includes regional commercial activities. The Superior Marketplace contains a number of large retailers including Costco, Target, and Whole Foods, that serve Superior and adjoining municipalities.

Other significant land uses in the Original Superior area include the existing RTD park-n-Ride facility located at the southwest corner of the McCaslin Boulevard/U.S. 36 Interchange, and a Colorado Department of Transportation Highway Maintenance Facility on the corner of 76th Street and Marshall Road. RTD has also acquired several acres for expansion of the existing park-n-Ride facility in this area.

### Rock Creek Ranch



*Rock Creek Ranch*

Rock Creek Ranch, consisting of approximately 1,560 acres, was annexed to the Town in 1987. By 2001, the development included 1,640 acres with the addition of out-lot parcels to the development. The original development Master Plan provided for up to 8,000 residential units and 15 million square feet of nonresidential uses. Nearly half of the original Master Plan's land area was focused west of McCaslin Boulevard; however, a series of open space acquisitions initiated by Boulder County, the City of Boulder, and ultimately the Town of Superior, prevented future development to the west. As a result, Rock Creek Ranch's development has been limited to lands east of McCaslin

and the Town's infrastructure has been designed to accommodate a much larger community than Superior will be at ultimate buildout.

Rock Creek Ranch is mostly developed today, with the exception of few remaining opportunity areas. Currently Rock Creek consists of approximately 2,306 single-family units, 2,030 multi-family units, and 77,319 non-residential square feet.

The layout of Rock Creek Ranch takes advantage of north and easterly sloping and undulating lands that provide numerous natural amenities for the primarily single family residential development. All residential neighborhoods are connected by a linear open space and trail system that provides links to local schools. Street monuments and signage are architecturally coordinated providing a unifying theme that will influence future developments in Superior. The 70-acre Community Park occupies a central location in the Rock Creek Ranch development. Commercial and multi-family development sites are located at the intersections of major streets within the development. The development includes two recreation centers; each center has a swimming pool primarily for use by the residents of Rock Creek Ranch.

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# Chapter 3: Vision

## Background

Superior's vision represents the community's long-term values and aspirations. It builds on the best characteristics of the community today and identifies what residents would like Superior to be like in the future. The vision statement below was developed through extensive community outreach as part of the 2001 *Comprehensive Plan* process and confirmed and refined through community outreach conducted as part of subsequent updates to the *Comprehensive Plan* in 2006 and 2012.

## Our Vision for the Town of Superior

***The Town of Superior will be a community of integrated neighborhoods where...***



*Residents, visitors, and employees enjoy the unique charm of a community-oriented small-town that is accessible, pedestrian and bicycle-friendly, safe, and attractive;*



*Commercial, residential, and office development reflects a high standard of architectural quality, visual interest, and unique local community character;*



*Opportunities to live, work, and play are provided through a diverse mix of businesses and employment opportunities, residential neighborhoods, and a full range of services available in the region;*



*A lasting commitment exists to a strong sense of community and quality education;*



*Mountain views, open space, parks, trails, and wildlife areas offer residents and visitors a variety of outdoor experiences; and*



*The Town Board is fiscally and environmentally responsible in their land use decisions and in the provision of services to the public.*

## Translating the Vision to Reality

While the vision statement and goals are critical to the *Comprehensive Plan*, the hallmark of the plan is implementation: translating the vision to reality. Too often, comprehensive plans chart a future that is unrealistic in terms of market and economic forces or in which little thought has been given to implementation tools and techniques. The following chapters set forth the goals and policies in the following categories:

- Land Use
- Economy
- Community Engagement
- Community Facilities and Services
- Transportation
- Environmental Resources
- Parks, Recreation, Open Space, and Trails



# Chapter 4: Land Use

## Background

After experiencing tremendous growth during the 1990s and early 2000s with the development of the Rock Creek Ranch neighborhood and Superior Marketplace, the Town of Superior is nearing build-out. Approximately 360 acres of vacant land remain— less than one-fourth of the Town’s 2,670 acres— distributed among 12 “opportunity sites.” With limited development opportunities remaining, the Town must be strategic in planning for remaining sites to ensure future uses are compatible with established adjacent uses in terms of their scale, design, and intensity, as well as complementary to the overall balance of uses in the Town. Most of Superior’s opportunity sites are located within DRCOG’s Urban Growth Boundary.

One of the challenges the community faces from a land use standpoint is the need to balance the needs of both existing and future residents. For example, housing stock in the Town today is comprised of predominantly single-family homes geared toward young families. While this pattern was well-suited to the needs of the community during Superior’s peak growth years, the Town’s demographics are changing. Many residents who purchased the first homes in Rock Creek Ranch are now “empty-nesters” and are contemplating the changes in lifestyle that often accompany this stage in life and eventual retirement. Supporting a broader mix of housing options in Superior— townhomes, patio homes, senior housing, Town Center lofts or apartments, and others—provides the opportunity for existing residents to remain in the community as their needs change over time, but also provides an opportunity for residents who may not otherwise be able to afford—or desire—a detached single-family home to live in Superior. Similarly, the Town must also anticipate and plan for future civic and recreational needs and ensure that opportunities to accommodate these uses in the future are not precluded by development. While the Town’s current population may not be sufficient to warrant new facilities and services, at build-out, additional facilities and services may be essential.

Finally, the Town must also anticipate the need to promote the revitalization, adaptive re-use, or potential redevelopment of some existing development within the community over time. For example, the introduction of a broader mix of uses as part of Superior Marketplace—such as office or higher intensity residential—may enhance the center’s viability over the long-term and could also help support multi-modal transportation investments being made along the U.S. 36 Corridor and at the McCaslin Boulevard interchange. Likewise, targeted reinvestment in Original Superior through infill and redevelopment is likely to continue and promotes the overall vitality of the Town.



*Supporting a broader mix of housing options in Superior provides an opportunity for existing residents to remain in the community as their needs change over time and also provides an opportunity for residents seeking an alternative to the traditional detached single-family home.*

This chapter is intended to address the range of land use decisions that the Town of Superior may face over the next ten to twenty years. As such, it provides general guidance at a variety of levels:

- **General Land Use Goals and Policies**—this section establishes general goals and policies applicable throughout the Town that should be considered within the context of day-to-day land use decisions;
- **Community Framework and Land Use Plan**—this section establishes the future land use map and land use categories intended to be used to guide the location, type, and density of land uses within the Town of Superior;
- **Opportunity Area Goals and Policies**—this section provides specific policy guidance for each of the twelve opportunity areas identified on the Community Framework and Land Use Plan map that reflects community input on desired uses and site planning considerations;
- **Town Center Goals and Policies**—this section provides goals and policies specific to the Town Center area; and
- **Original Superior Goals and Policies**—this section provides goals and policies specific to Original Superior.

## General Land Use Goals and Policies

The Town of Superior is poised to create a dynamic and balanced community where existing and future residents from diverse backgrounds have a choice of housing, employment, and recreation opportunities that are served by a full range of services. The General Land Use Goals and Policies below address issues of general concern to the community and issues specific to future residential neighborhoods. These policies are intended to promote high quality and sustainable development that will enhance existing neighborhoods and improve the quality of life for residents, property owners, and business owners. Specifically, residents and property owners have expressed the desire for high quality development that stands apart from stereotypical big box and “cookie cutter” commercial franchise architecture.

Goals and policies in this section are intended to promote development that contributes to the overall character of the Town of Superior.

### **Goal 4.1: Provide a Balanced Mix of Land Uses**

*Ensure a balanced mix of land uses that maintains and enhances Superior's identity as a diversified community—offering a variety of housing and employment options, commercial services, and civic facilities to meet the needs of existing and future residents, and business and property owners.*

**POLICY 4.1.a: MIX OF USES**

Promote a mix of uses on remaining opportunity sites within the Town, as identified on the Community Framework and Land Use Plan.

**POLICY 4.1.b: INTERGOVERNMENTAL COOPERATION**

Cooperate with Boulder County and adjacent municipalities to develop and implement intergovernmental agreements between the County and adjacent municipalities regarding issues of mutual concern.

**POLICY 4.1.c: INFRASTRUCTURE PROVISION**

Require new developments with infrastructure needs that exceed existing levels of service provided by the Town to provide necessary services, including costs associated with review of development submittals and documents.

**POLICY 4.1.d: PUBLIC AMENITIES**

Encourage the use of clustering and other creative site planning techniques to preserve sensitive site features, provide linkages to adjacent public open space, and to establish other publicly accessible amenities.

**POLICY 4.1.e: PEDESTRIAN AND BICYCLE LINKAGES**

Require all development to provide pedestrian and bicycle connections to existing sidewalks, trail systems, and proposed trail systems, as appropriate, and as indicated on the Town of Superior Parks, Open Space, and Trails Plan.

**POLICY 4.1.f: U.S. 36 BUFFER**

Encourage developers along the U.S. 36 corridor to prepare and implement site plans and planting plans that address visibility and buffer development from the U.S. 36 corridor and other important vantage points.



Encourage development along the U.S. 36 corridor to address visibility and buffer development from the U.S. 36 corridor and other important vantage points.

**Goal 4.2: Cohesive Residential Neighborhoods**

*Ensure a balanced community of safe, friendly, and cohesive residential neighborhoods with exceptional public amenities, linked by an integrated network of publicly accessible parks, open space, and trails.*

**POLICY 4.2.a: VARIED HOUSING OPTIONS**

Provide for a mix of attached and detached residential housing types at varied densities and price ranges to accommodate residents of all ages. Ensure densities are compatible with established adjacent land uses, transportation networks, and recreational opportunities.

**POLICY 4.2.b: CLUSTERING**

Encourage clustering of new residential development to protect sensitive site features, views, and significant open space resources within the Town's residential neighborhoods and to provide convenient pedestrian and bicycle access to recreational amenities, community facilities, commercial services, schools, and other areas of the community.



Protect sensitive site features, views, and significant open space resources within the Town's residential neighborhoods.

**POLICY 4.2.c: HOMEOWNERS ASSOCIATIONS**

Require new residential development to establish homeowners associations to assume responsibility for the maintenance of landscaping, parks, and mutually-owned parcels as well as the enforcement of covenants.

**Goal 4.3: Development Quality**

*New development shall demonstrate a benefit to the community by positively contributing to the aesthetic character of the Town and by exemplifying quality design principles.*



*New development shall demonstrate a benefit to the community by positively contributing to the aesthetic character of the Town and by exemplifying quality design principles.*

**POLICY 4.3.a: PUBLIC AMENITIES**

Require developers to incorporate public amenities that feature both “hard” landscape improvements, such as plazas and other built elements and “soft” landscape improvements, such as plants, shrubs, and trees.

**POLICY 4.3.b: SURFACE PARKING**

Prohibit large surface parking lots from abutting local streets. Reduce the visual impacts of surface parking and minimize impacts of future development on established areas of the community by incorporating the following site and building design techniques as appropriate:

- Buffer parking areas from the public right-of-way using berms and/or plant material of varying heights to create visual interest;
- Dual access/double building entries;
- Limited “front door” surface parking - allow parking to be located to the side of the proposed development;
- Screened side and rear parking as necessary to minimize impact on adjacent and dissimilar land uses; and

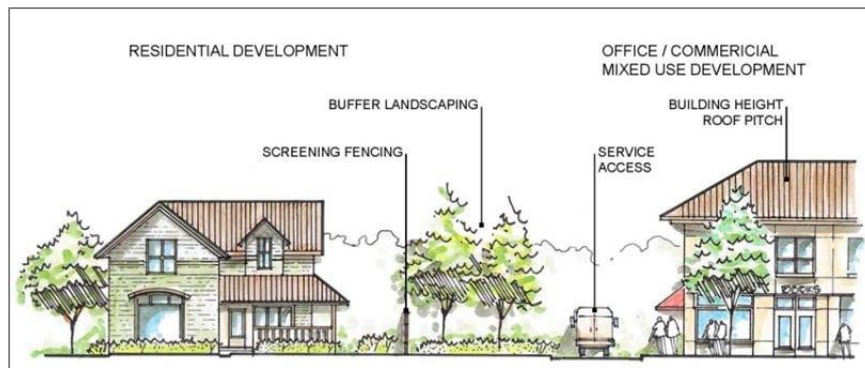
- Detached sidewalks with landscaped tree lawns containing drought tolerant, deciduous shade trees. .

**POLICY 4.3.c: MINIMIZE IMPACTS OF FRANCHISE ARCHITECTURE**

Require the development of architectural and landscape design standards to minimize the visual impact of franchise architecture. Require such development to respond to the desired character and identity of the Town by employing traditional roof forms and building materials. Standardized architectural prototypes utilized by corporate franchises and chain stores will be modified to ensure that the proposed development relates to the character of the community. Require development to integrate franchise logos and signage into the architectural detailing of the building and into monument signage.

**POLICY 4.3.d: RELATIONSHIPS BETWEEN LAND USES**

Encourage all development (new development as well as infill and redevelopment) to incorporate the use of architectural elements, colors, and materials that are compatible with the established character of Superior. Incorporate variations in building height, massing and form, as well as landscape buffers and other site design techniques when higher intensity uses abut established neighborhoods to promote a more gradual transition between uses along a shared property line.



*Employ land use, site planning, and design criteria to promote pleasant, functional, and understandable interrelationships between land uses.*

**POLICY 4.3.e: LIGHT POLLUTION**

Require the use of full-cut off fixtures and fixture shields to minimize light pollution and glare on to and into adjacent residential development.

**POLICY 4.3.f: HILLSIDES AND RIDGELINES**

Acknowledge the importance of the hillsides and ridgelines to the visual quality of the community and its residents. Development on these areas shall be designed to preserve views of the foothills, mountains, adjacent City of Boulder and Boulder County Open Space and important ridgelines, and to mitigate potential environmental problems that are associated with building on steep slopes. Developments shall minimize to the greatest extent possible the effects of development on ridge tops when viewed from U.S. 36. Require

developers of highly visible parcels to submit view analysis diagrams indicating proposed building heights and the impact of proposed development when viewed from the U.S. 36 corridor, McCaslin Boulevard, and other critical vantage points as determined by the Town.

**POLICY 4.3.g: TOWN IMAGE**

Establish a strong hierarchy of Town entry signage and monumentation to enhance the image of the Town and enhance way-finding for visitors.



*Enhance the image of the Town, particularly from major access routes.*

**POLICY 4.3.h: MAINTENANCE OF PUBLIC SPACES**

Require developers to establish mechanisms for the maintenance of landscape, open areas, parking, and pedestrian walkways.

**POLICY 4.3.i: SOLAR ORIENTATION**

Develop solar orientation and shadow analysis standards to enhance natural light and allow it to penetrate public spaces in winter months.



*Well-maintained public spaces contribute to the quality and character of the community.*

## Community Framework and Land Use Plan

The Community Framework and Land Use Plan is intended to guide the location, type, and density of land uses within the Town of Superior consistent with the community's vision for the future. The Community Framework and Land Use Plan is not intended to be used as a stand-alone tool for guiding future development; rather it should be reviewed and applied in conjunction with the land use goals and policies contained in this chapter and other goals and policies contained throughout the *Comprehensive Plan*. This section includes two primary components—the Community Framework and Land Use Plan map and the land use category definitions in Table 1.

## **Community Framework and Land Use Plan Map**

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The Community Framework and Land Use Plan map (Figure 2) illustrates established land use patterns within the Town and identifies the types of future uses the community would support for undeveloped opportunity areas. Preferred uses reflect extensive community input on the Town's remaining opportunity sites.

The map is intended to be used as a tool for the Town Board, Planning Commission, Town staff, property owners, members of the design and development community, and the community-at-large for evaluating and making decisions regarding the location and design of land uses within the Town.

## **Land Use Categories**

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Land use categories identified in Table 1 are intended to be used in conjunction with the Community Framework and Land Use Plan map and the goals and policies contained within this Plan. The table describes each of the land use categories identified on the Community Framework and Land Use Plan map in respect to:

### **RANGE OF DENSITY OR TYPICAL SIZE**

This column refers to typical lot sizes and intensities of development desired in different areas of Superior. Residential densities are expressed in terms of dwelling units per acre (du/ac). Non-residential densities are expressed in terms of floor area ratios (FARs).

### **USES**

This column defines the range of uses desirable within each land use category. In land use categories where a wide range of uses is typical, uses are grouped in two types: primary uses and secondary uses. This distinction is intended to guide future decisions regarding the distribution of uses in new development or infill and redevelopment to ensure it is consistent with established land use patterns and the overall intent of this Plan. Most secondary uses defined in Table 1, such as parks, open space, and schools, are distinguished from primary uses on the Community Framework and Land Use Plan map.

### **CHARACTERISTICS**

Key features of each land use category are noted. This section also generally defines where in Superior the applicable land use exists today and where it will be encouraged in the future.

### **ZONE DISTRICTS**

This column identifies existing zoning districts that generally fall within the boundaries of the land use category. In some instances, more than one zone district may be applicable.

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*Insert Figure 2: Community Framework and Land Use Plan map*

[Link to Community Framework and Land Use Plan Map](#)

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Table 1: Land Use Categories

Land Use Category	Range of Density/Size	Uses	Characteristics	Zone Districts
<b>RESIDENTIAL</b>				
<b>Low Density Residential (LDR)</b>	Lot sizes range from as large as half acre to as small as 7,000 square feet. Density ranges from 2 to 6 du/ac.	<b>Primary</b> —Detached, single family homes <b>Secondary</b> —Parks, recreational facilities, schools, places of worship, and other community uses	<ul style="list-style-type: none"> <li>• Low density housing types in a neighborhood setting</li> <li>• Integrated parks, open space, and trails network unifies the neighborhood and provides linkages to other areas of the community</li> <li>• Pattern is typical of many established areas of Rock Creek Ranch and Original Superior</li> </ul>	R-E, R-VL, R-L
<b>Medium Density Residential (MDR)</b>	Lot sizes range from as large as 7,000 square feet to as small as 2,997 square feet. Density ranges from 6 to 12 du/ac.	<b>Primary</b> —Detached, single family homes on smaller lots; attached units (duplexes, patio homes, triplexes, townhomes) <b>Secondary</b> —Parks, recreational facilities, schools, places of worship, and other community uses	<ul style="list-style-type: none"> <li>• Mix of medium density housing types in a neighborhood setting</li> <li>• Integrated parks, open space, and trails network unifies the neighborhood and provides linkages to other areas of the community</li> <li>• Pattern is typical of some established areas of Rock Creek Ranch and is encouraged for several remaining opportunity sites, as defined by the Community Framework and Land Use Plan map</li> </ul>	R-M, R-MH
<b>MIXED USE AND COMMERCIAL</b>				
<b>Town Center (TC)</b>	Typical FARs between 0.5 and 3. Residential density ranges from 12 to 16 dwelling units per acre outside of the Town Center PD.	<b>Primary</b> —Variety of civic, cultural, retail, commercial, hotel, professional offices, financial institutions, and recreational facilities <b>Secondary</b> —Medium to high density residential (duplexes, triplexes, townhomes, and apartments)	<ul style="list-style-type: none"> <li>• Town Center will serve as a vibrant, mixed-use downtown for the Town of Superior</li> <li>• Within the Town Center PD, uses will be urban in character (vertically-mixed with a compact, pedestrian-friendly scale)</li> <li>• Outside of the Town Center PD, uses may be horizontally or vertically-mixed depending on the overall mix of uses and development intensity</li> </ul>	Town Center PD
<b>Mixed-Use (MU)</b>	Varies by location. Refer to Opportunity Area policies for individual sites to determine preferred mix of uses.		<ul style="list-style-type: none"> <li>• Individual Opportunity Areas may include a mix of two or more land uses in accordance with applicable Opportunity Area Goals and Policies</li> <li>• Actual mix and distribution of uses on an individual site will be determined through the development review process</li> </ul>	Varies

Land Use Category	Range of Density/Size	Uses	Characteristics	Zone Districts
<b>Commercial (C)</b>	Varies from 5 acres to more than 40 acres. FARs range from 0.25 to 0.75	Supermarkets, restaurants, drycleaners, drugstores, gas stations, smaller specialty shops, retail and health services, and professional and business offices	<ul style="list-style-type: none"> <li>Mix of retail, commercial services, and limited employment uses in a concentrated and unified center</li> <li>Includes both regional and community-oriented centers</li> <li>High density residential uses may also be considered in Superior Marketplace, where transit access and changing market conditions may present targeted infill or redevelopment opportunities in the future</li> </ul>	B-R, B-C, PD
<b>EMPLOYMENT</b>				
<b>Office (O)</b>	Typical lot size varies. FARs vary but generally do not exceed 1.0	High quality employment facilities, such as corporate office headquarters, medical offices, research and development, and educational facilities in a planned, campus-type setting	<ul style="list-style-type: none"> <li>Activities typically take place indoors and outdoor storage or other more manufacturing oriented uses are not permitted</li> <li>May include smaller office complexes consisting of a single building or several buildings that are not located within a typical office park setting</li> </ul>	B-O
<b>Light Industrial (I)</b>	Typical lot size of over 10,000 square feet. FARs generally do not exceed 0.5	Light manufacturing, industrial processing, and storage, in addition to some service commercial uses	<ul style="list-style-type: none"> <li>Activities generally take place indoors, and outdoor storage or other higher intensity industrial types of uses, if permitted, should be screened from residential neighborhoods and public rights-of-way</li> <li>Industries producing hazardous waste, odor, or other pollutants are not permitted</li> </ul>	I-L, I-H
<b>COMMUNITY USE</b>				
<b>Civic (CV)</b>	N/A	Government offices, schools, community centers, fire stations, libraries, cemeteries, and places of worship – also includes facilities needed for essential public services such as electrical substation, water and wastewater facilities, and other industrial uses	<ul style="list-style-type: none"> <li>Provided by the Town, special districts, or by a quasi-public organization</li> </ul>	N/A
<b>Park (P)</b>	Varies, ranges from as small as 4 to 10 acres for neighborhood parks to 10 to 100 acres for community parks.	Active and passive recreational uses such as game field complexes, indoor and outdoor recreational facilities, pools, walking paths, picnic areas, playgrounds, tennis courts, and other active and passive recreational uses	<ul style="list-style-type: none"> <li>Intended to provide for the active and passive recreational needs of the community</li> </ul>	OS-R

CONSERVATION				
<b>County Open Space (COS)</b>	N/A	<p><b>Primary</b>—Protection of natural resources, views, wildlife or plant habitat, wetlands, stream corridors, and other natural features</p> <p><b>Secondary</b>—Active and passive recreational uses such as hiking, running, biking, and equestrian use</p>	<ul style="list-style-type: none"> <li>Owned and managed by Boulder County</li> <li>Abuts entire western boundary of the Town of Superior</li> </ul>	N/A
<b>Town Open Space (TOS)</b>	N/A	<p><b>Primary</b>—Protection of natural resources, views, wildlife or plant habitat, wetlands, stream corridors, and other natural features</p> <p><b>Secondary</b>—Active and passive recreational uses such as hiking, running, biking, and equestrian use</p>	<ul style="list-style-type: none"> <li>Owned and managed by the Town of Superior</li> <li>Publically accessible open space preserved for conservation, resource protection, or recreational use</li> <li>May also be preserved without public access to protect sensitive natural areas</li> </ul>	OS-R, OS-N
<b>Buffer Area (BA)</b>	N/A	Serves as a visual and buffer between U.S. 36 and adjacent development	Actual width and composition of buffer to be determined at the time of development	N/A
<b>100-Year Floodplain (FP)</b>	N/A	Resource conservation and stormwater management	<ul style="list-style-type: none"> <li>Land included in this overlay district may be used in a manner permitted in the underlying district only if the use is also permitted in the overlay district.</li> <li>Applies to strips of land on either side of Coal Creek as it passes through the Town Center</li> </ul>	O-FP

## Town Center Goals and Policies

The Town Center area occupies approximately 160 acres in Superior's central commercial district. The size, location, and visibility of this site from U.S. 36 present a unique opportunity when compared to other Front Range communities.

Seeking to maximize the long-term potential of the Town Center area, the Town of Superior initiated a community-wide planning process for this area in 2007. The Superior New Town Center Design Guide and Plan emerged from this process, establishing a vision for the entire Town Center area along with development and design principles addressing a range of issues to consider—connectivity, mix of uses, place making, sustainability, and a memorable image. The vision and principles reflect the community's desire to create a vibrant mixed-use center in the Town Center area that will function as a new "downtown" for the Town of Superior; a hub of social and business activities defined by high quality, compact, and pedestrian-oriented development that is clearly distinguished from other more auto-oriented centers within the U.S. 36 Corridor and the region.



*The 2007 Superior Town Center Design Guide and Plan (top) established the community's initial vision for the Town Center area. In 2012, the vision for the Town Center was refined (right-OZ Architecture) and the Superior Town Center Design Guidelines and Planned Development Zoning were adopted.*



Building on the 2007 Guide, the Town of Superior initiated a second public process, in cooperation with area property owners and concurrent with the 2012 *Comprehensive Plan* update, to refine the concepts established by the 2007 *Superior Town Center Design Guide* and to establish detailed design guidelines and zoning for the northern 80 acres of the Town Center area (See Figure 3). Outcomes of the process included the *Superior Town Center Design Guidelines* and the *Superior Town Center Planned Development* ("Town Center PD"). These tools are intended to serve as an incentive for future development in the area by providing clear direction regarding the community's vision for the area and jump-starting the design review process.

The Town Center is also designated as an Urban Center as part of the DRCOG *Metro Vision 2035 Plan*. This designation, which applies to numerous centers throughout the region, is intended to encourage higher-intensity, transit, bicycle, and pedestrian-friendly development with a diverse mix of uses. The *Town Center PD* supports DRCOG's goals and policies for urban centers.

The goals and policies below are intended to reinforce and support the implementation of these principles and the *Superior Town Center Design Guidelines* within the entire Town Center area. In some instances, policies refer specifically to the Town Center PD.

### **Goal 4.4: Establish Town Center as a Central Gathering Place for Superior**

*Develop the Town Center as a central gathering place for Superior—a vibrant, pedestrian-oriented district that offers a variety of specialty shopping, office, entertainment, residential, and community-oriented uses.*

#### **POLICY 4.4.a: COMMUNITY FOCAL POINT**

Establish the Town Center area as Superior's downtown and central gathering place, using locally-tailored design elements and other features to help clearly distinguish it from other commercial and mixed-use developments within the region.

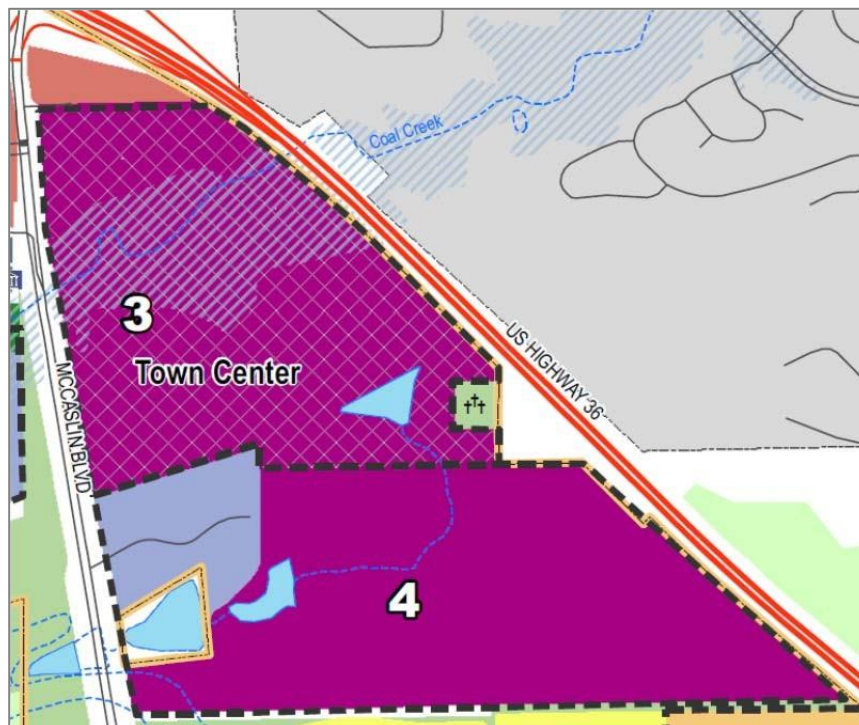


Figure 3—The Town Center PD applies to the northern 80 acres of the Town Center area (Opportunity Area 3). Refer to Policy 4.6.d for additional direction regarding Opportunity Area 4 (Town Center South).

**POLICY 4.4.b: MIX OF USES/DENSITIES**

Permit and encourage a broad mix of residential, retail, office, recreational, and civic uses throughout the Town Center area. On the northern 80 acres, encourage uses and densities consistent with the Superior Town Center PD. On the southern 80 acres (Opportunity Area 4), encourage uses that will help support the implementation and long-term vitality of the Town Center PD.

**POLICY 4.4.c: TOWN CENTER ANCHOR**

Identify a unique anchor for the Town Center that will serve as a local and regional draw and stimulate additional commercial activity. The scale of such an anchor should be compatible with the Town Center's pedestrian-oriented character and could include a niche commercial or entertainment use or a major community facility or special activity center, such as a community/recreation center.

**POLICY 4.4.d: PUBLIC AND CIVIC USES**

Target public and civic uses such as a community center, library, or other new municipal facilities to locate within the Town Center.

**POLICY 4.4.e: TOWN CENTER DESIGN GUIDELINES**

Ensure that all phases of Town Center development are consistent with the *Superior Town Center Design Guidelines*.

**POLICY 4.4.f: TOWN CENTER CONNECTIONS AND TRANSITIONS**

Require development contiguous to Town Center to provide vehicular and pedestrian/bicycle connections to established trail and open space networks in the Town Center. Adjacent development shall transition from the Town Center by using landscape materials, stepped building heights, and compatible building materials to strengthen the character of the Town Center and respond to the vision of Town residents.

**POLICY 4.4.g: PEDESTRIAN-FRIENDLY ENVIRONMENT**

Ensure that vehicular circulation and surface parking are secondary to pedestrian circulation within the Town Center to create a "pedestrian street" atmosphere. Promote a pedestrian-friendly environment that encourages people to walk through and between components of the Town Center and that provides connections to Original Superior, Rock Creek Ranch, and surrounding neighborhoods. In addition, transit stops shall be strategically located to allow Town Center visitors to use public transportation.

**POLICY 4.4.h: CREATIVE PARKING SOLUTIONS**

Promote the use of creative parking solutions, such as shared parking agreements, structured parking, and podium or "tuck under" parking to reduce overall parking requirements, maximize the potential of remaining land within the Town Center area, and to promote a more compact, pedestrian-friendly environment.



*The Superior Town Center Design Guidelines seek to establish a high quality of design and a pedestrian-oriented atmosphere within the Town Center. (Source: OZ Architecture)*



**POLICY 4.4.i: CIRCULATION AND PARKING STUDY**

Require Town Center developers to prepare and implement a circulation and parking study that identifies public transportation links to increase efficiency and accommodate future demand.

**POLICY 4.4.j: TOWN CENTER BUSINESS ASSOCIATION**

Upon initial development of the Town Center development area, encourage developers to create a Town Center Business Association that works in conjunction with the existing Town of Superior Chamber of Commerce. Direct the Town Center Business Association to establish and implement Town Center goals. Coordinate public investment with private investors and development projects.

**POLICY 4.4.k: PUBLIC IMPROVEMENTS**

Explore options for funding public improvements, such as infrastructure enhancements, expansion of existing trail systems, public art programs, parking district to implement structured parking, and other public investments that will attract private investment and broaden the appeal of the Town Center.

**POLICY 4.4.l: COORDINATE PUBLIC AND PRIVATE INVESTMENT**

Seek opportunities to implement goals for the Town Center through coordinated public investment and public/private partnerships.

## Original Superior Goals and Policies

Set in the historical heart of the community, the historical context and character of Original Superior conveys a unique sense of place and time. Small-scale homes neatly aligned with the traditional street grid exemplify a character distinctly different from the surrounding community. Original Superior's location within the Coal Creek drainage basin and close proximity to many of the Town's civic uses also contributes to its character and sense of place.

The goal and policies that follow are intended to protect the Original Superior's history and unique character while allowing new uses to be introduced over time.

### Goal 4.5: Maintain the Character of Original Superior

*Maintain and strengthen Original Superior to preserve the neighborhood character by promoting human scale and pedestrian-oriented development within the larger community.*

**POLICY 4.5.a: PROTECT EXISTING RESIDENTIAL USES**

Protect Original Superior from conflicting or changing land uses. However, do not preclude rezoning proposals that propose to integrate new land uses into



*Promote the preservation and revitalization of existing housing stock in Original Superior.*

the area in a manner that protects the remaining existing residential use. Such techniques include, but are not limited to, drawing redevelopment lines at alleys and not between face blocks. New developments in the vicinity shall:

- Acknowledge and use traditional setbacks, building orientation, building mass, and roof form; and
- Avoid pass-through or out of neighborhood traffic through Original Superior.

**POLICY 4.5.b: PRESERVATION OF EXISTING HOUSING STOCK**

Recognize that the existing housing stock of Original Superior is an important resource and promote the preservation and revitalization of existing homes.

**POLICY 4.5.c: EXISTING BLOCK PATTERN**

Extend the existing grid block pattern in Original Superior into newly developing areas. To the maximum extent feasible, annexation agreements and the *Land Use Code* should ensure the proposed development is integrated with the existing grid block pattern as well as building setbacks and road widths to ensure continuity with the existing character of development. While continuation of the existing grid block pattern is preferred, it may not be feasible in all locations or in the case of some planned unit developments.



*Extend the existing grid of streets in Original Superior.*

**POLICY 4.5.d: RESIDENTIAL CHARACTER STREET STANDARDS**

Require rezoning proposals to non-residential use to use the RCS (Residential Character Street) zone district design or standards as a starting point for PD land use negotiations. These standards are to be applied to those areas contiguous to existing residential uses in Original Superior.

**POLICY 4.5.e: FACE BLOCKS**

Encourage rezoning proposals to locate as many lots as possible on a face block. A face block is that portion of a town block between the alley or rear

property line and the public street on which residences or non-residential uses normally front.

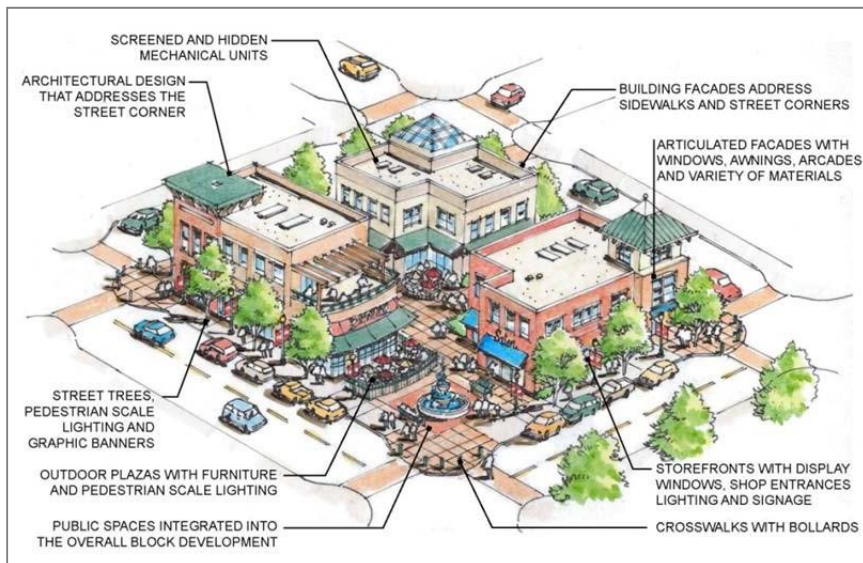
**POLICY 4.5.f: DESIGN STANDARDS**

Consider implementing architectural, landscape, signage, streetscape, and lighting design standards similar to those used on Coal Creek Drive when making improvements to other streets.

## Opportunity Area Goals and Policies

Twelve opportunity areas are identified on the Community Framework and Land Use Plan map. Each of these opportunity areas is unique in terms of its size, location, site characteristics, surrounding context, and the possible uses that may be suitable. As noted previously, because future development opportunities are limited the Town must be strategic in planning for remaining sites to ensure future uses are compatible with established adjacent uses in terms of their scale, design, and intensity as well as complementary to the overall balance of uses in the Town.

The Town itself has identified the need for a number of outdoor and indoor recreation facilities through its *Park, Recreation, Open Space and Trails Master Plan*. A number of these facilities, such as multi-purpose fields, amphitheater, baseball/softball fields, tennis courts, and indoor community center areas require a substantial amount of space. As undeveloped “opportunity areas” in town are reviewed for development, these important needs should be given high priority consideration. The potential of co-locating as well as separately addressing each type of space should be considered.



*Future uses in the Town’s remaining Opportunity Areas should be compatible with established adjacent uses in terms of their scale, design, and intensity as well as complementary to the overall balance of uses in the Town.*

The goals and policies on the following pages provide guidance regarding preferred uses and site planning considerations for each opportunity area that reflects the community's desired vision for future development, as expressed through the 2012 *Comprehensive Plan* update process. Diagrams are provided that illustrate site planning considerations for individual opportunity areas. Diagrams are not intended to function as formal development plans for the opportunity areas; rather, they are included to assist the Town of Superior and the development community in generating site plans and new development that respond to the vision of local residents, property owners, and business owners.

### Goal 4.6: Opportunity Areas

*Support the implementation of preferred land uses on remaining opportunity sites while respecting the established land use context of the community.*

#### POLICY 4.6.a: OPPORTUNITY AREA 1 (76TH STREET PROPERTIES)

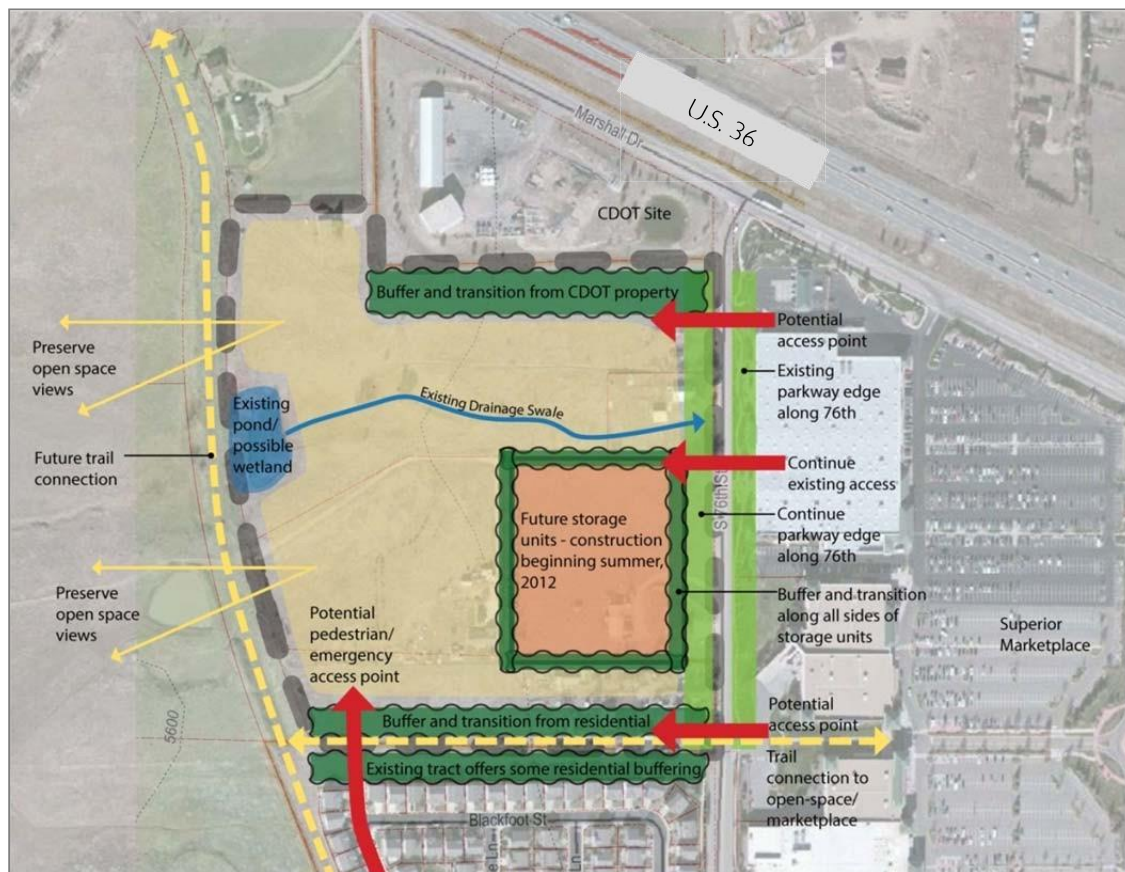
##### 4.6.a(i): Preferred Land Uses

Preferred land uses for this site include light industrial or flex space. Potential community-oriented uses (e.g., ball fields) or medium density residential uses may also be considered.

##### 4.6.a(ii): Relationship to Adjacent Uses

Incorporate the site design considerations identified on Figure 4 below, as appropriate, to ensure future development provides sufficient vehicular and pedestrian connections to adjacent uses and is compatible with the Sagamore neighborhood to the south.

**Figure 4: Site Design Considerations for Opportunity Area 1 (West of Superior Marketplace)**



**POLICY 4.6.b: OPPORTUNITY AREA 2 (ROGERS' PROPERTY)**

**4.6.b(i): Preferred Land Uses**

Preferred land uses for this area are a mix of medium density residential and office. Potential community-oriented uses may also be considered.

**4.6.b(ii): Relationship to Adjacent Uses**

Incorporate the site design considerations identified on Figure 5 below, as appropriate, to ensure that future development is compatible with the scale and character of Original Superior and higher intensity uses in the Town Center to the east.

**Figure 5: Site Design Considerations for Opportunity Area 2 (Original Town-West of McCaslin- south of Coal Creek)**



**POLICY 4.6.c: OPPORTUNITY AREA 3 (TOWN CENTER PD)**

**4.6.c(i): Preferred Land Uses**

Preferred land uses for this area include a compact mix of residential, retail, office, civic, and other complementary uses, as defined by the Town Center-specific policies and *Town Center PD*.

**POLICY 4.6.d: OPPORTUNITY AREA 4 (TOWN CENTER SOUTH)**

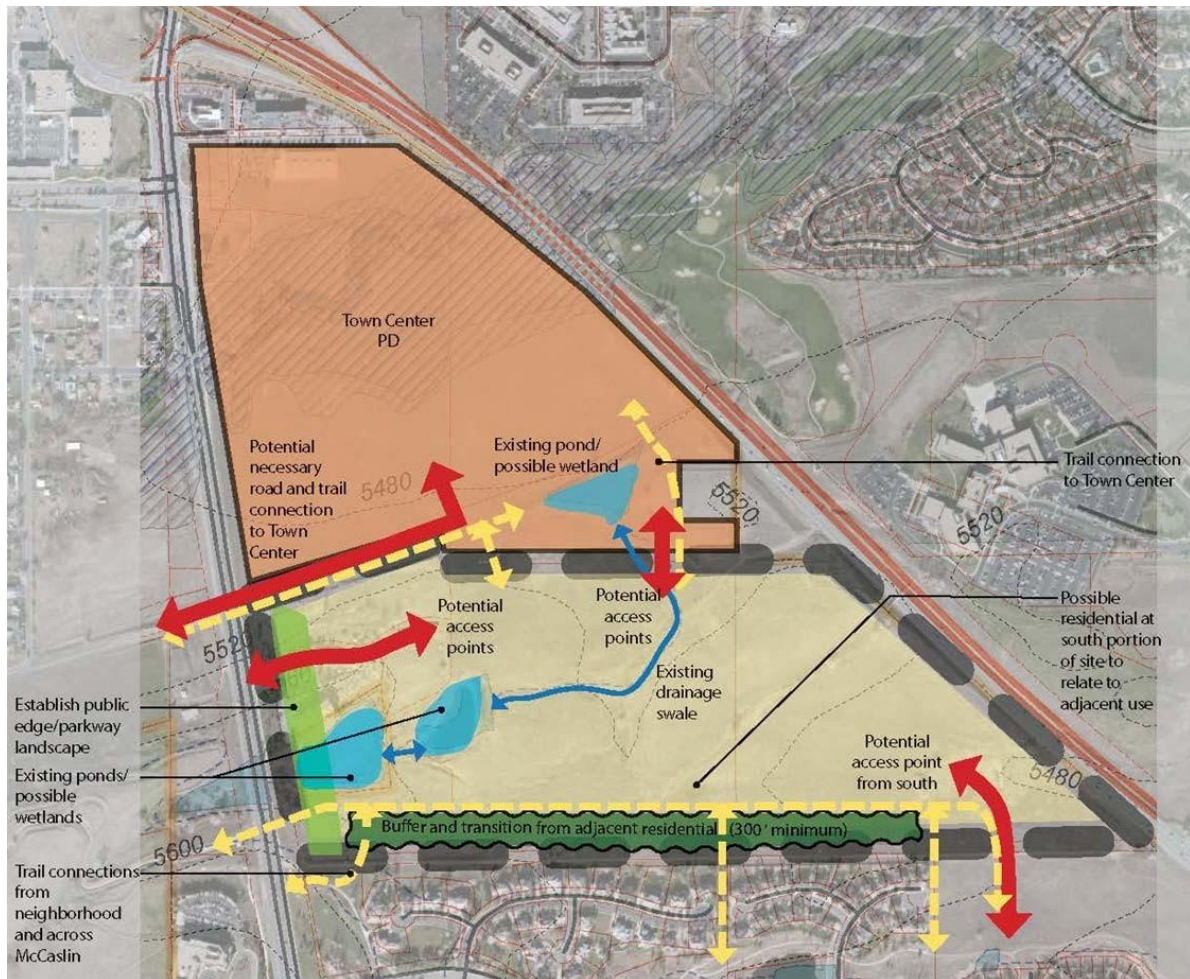
**4.6.d(i): Preferred Land Uses**

Preferred land uses for this area include a mix of uses to complement the *Town Center PD*, including, but not limited to office and commercial uses.

**4.6.d(ii): Relationship to Adjacent Uses**

Incorporate the site design considerations identified on Figure 6 below, as appropriate to establish a cohesive Town Center environment and to minimize potential impacts on adjacent residences.

**Figure 6: Site Design Considerations for Opportunity Area 4 (North of Rock Creek Subdivision – bordered by U.S. 36 and McCaslin)**



**POLICY 4.6.e: OPPORTUNITY AREA 5 (ANDERSON PROPERTY)****4.6.e(i): Preferred Land Uses**

Preferred land uses for this area include a buffer along U.S. 36 and a mix of residential and non-residential uses that are compatible with established neighborhoods to the south and west and the Town Center PD to the northwest. Community-oriented uses may also be suitable in this location. Preferred land uses assume that direct access to U.S. 36 will not be available.

**4.6.e(ii): Relationship to Adjacent Uses**

Incorporate the site design considerations identified on Figure 7 below, as appropriate, to minimize the impacts of future development on adjacent residences. Establish circulation between the Town Center and 88<sup>th</sup> Avenue, while limiting opportunities for regional access along Coal Creek Drive.

**Figure 7: Site Design Considerations for Opportunity Area 5 (West of 88<sup>th</sup> St. bordering the northeast portion of the Rock Creek Subdivision)**





**POLICY 4.6.f: OPPORTUNITY AREA 6 (ZAHARIAS PROPERTY)**

**4.6.f(i): Preferred Land Uses**

Preferred land uses for this area include a mix of commercial, office, and moderate intensity residential uses, such as, patio homes and senior housing. All or a portion of the site may also be considered for potential acquisition as high value open space.

**4.6.f(ii): Relationship to Adjacent Uses**

Incorporate the site design considerations identified on Figure 8 below, as appropriate, to minimize the impacts of future development on adjacent residences and the scenic quality of the Hodgson Harris Reservoir by considering the scale and intensity of future development, the location and screening of parking and potential traffic impacts of new development and access. Pedestrian access to the reservoir should be provided as part of future development.

**Figure 8: Site Design Considerations for Opportunity Area 6 (East of 88<sup>th</sup> bordered by U.S. 36 and the Hodgson-Harris Reservoir)**



**POLICY 4.6.g: OPPORTUNITY AREA 7 (RICHMOND PROPERTY)**

**4.6.g(i): Preferred land uses**

Preferred land use for this site is commercial and office. Potential community-oriented uses may also be appropriate.

**4.6.g(ii): Relationship to Adjacent Uses**

Incorporate the site design considerations identified on Figure 9 below, as appropriate, to ensure compatibility with adjacent residences and open space. Consider the scale and intensity of future development, the location and screening of parking, and potential traffic impacts of new development and access to minimize impacts.

**Figure 9: Site Design Considerations for Opportunity Area 7 (Northeast corner of McCaslin and Coalton Rd.)**



**POLICY 4.6.h: OPPORTUNITY AREA 8 (CALMANTE PROPERTY)**

**4.6.h(i): Preferred Land Uses**

Preferred land use for this site is commercial; however, opportunities for residential are not precluded. Potential community-oriented uses may also be considered.

**4.6.h(ii): Relationship to Adjacent Uses**

Incorporate the site design considerations identified on Figure 10 below, as appropriate, to ensure compatibility with adjacent residences and open space. Consider the scale and intensity of future development, the location and screening of parking, and potential traffic impacts of new development and access to minimize impacts.

*Figure 10: Site Design Considerations for Opportunity Area 8 (Southeast Corner of McCaslin and Coalton Rd.)*



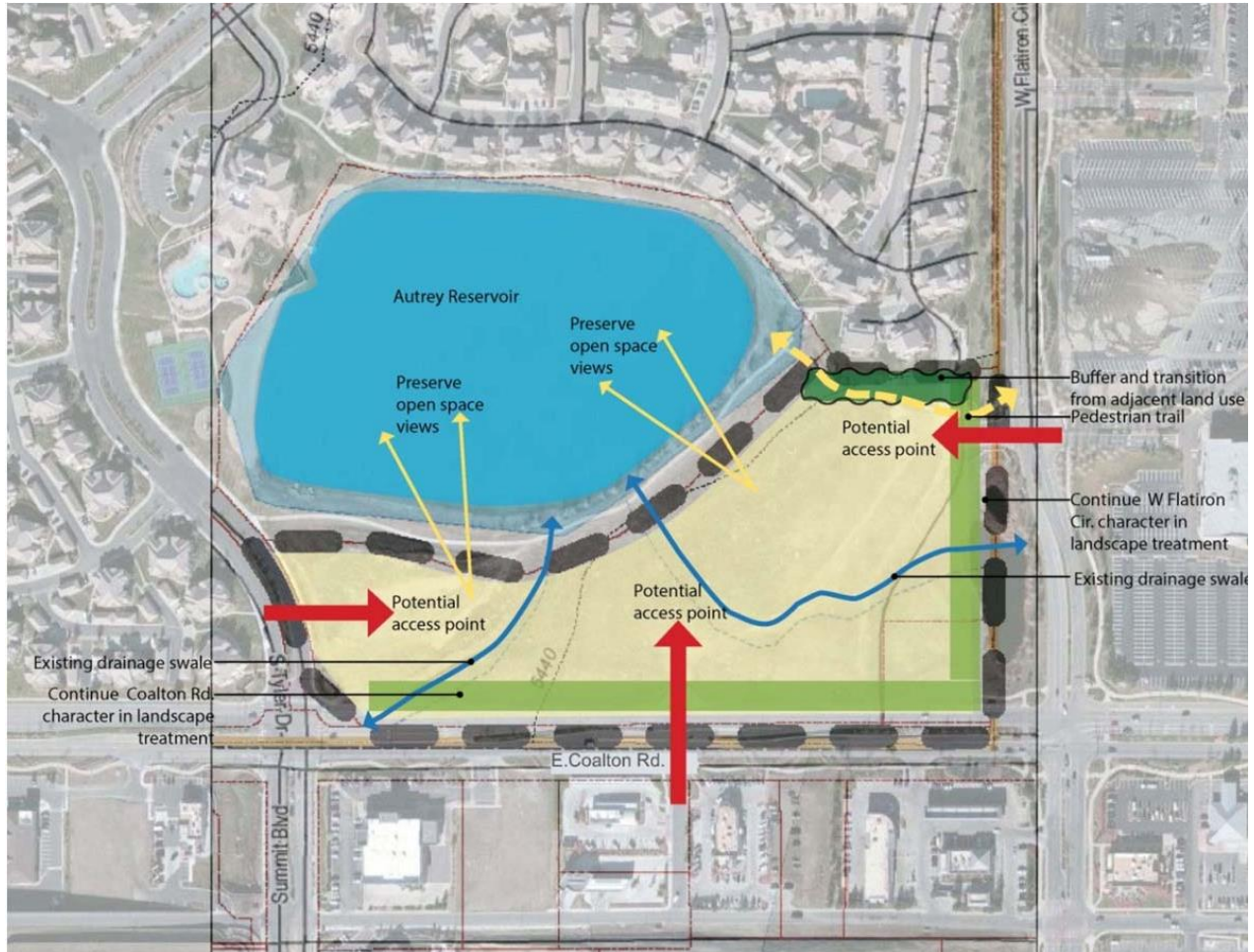
**POLICY 4.6.i: OPPORTUNITY AREA 9 (RESOLUTE INVESTMENTS)****4.6.i(i): Preferred Land Uses**

Preferred land uses for this site are commercial, office, or retail uses, including hotels.

**4.6.i(ii): Relationship to Adjacent Uses**

Incorporate the site design considerations identified on Figure 11 below, as appropriate, to ensure compatibility with adjacent residences and open space.

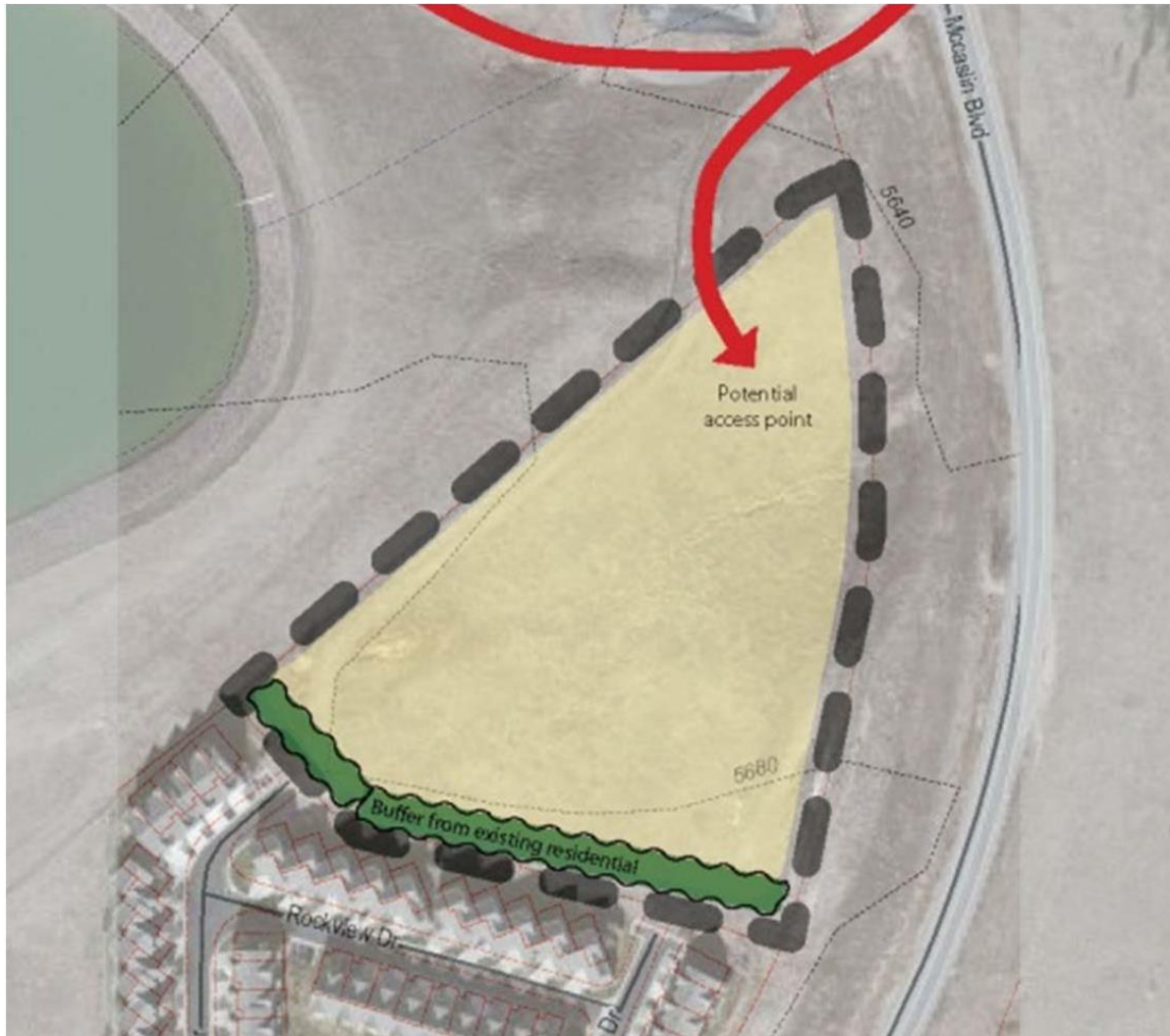
**Figure 11: Site Design Considerations for Opportunity Area 9 (Eastern boundary at Coalton Road and W. Flatiron Circle east of mall)**



**POLICY 4.6.j: OPPORTUNITY AREA 10 (RIDGE II)****4.6.j(i): Preferred Land Uses**

This site is designated for office uses, consistent with current entitlements. Should current entitlements be allowed to expire by the property owner, less intense uses, including a possible open space designation on all or a portion of the site should be considered to preserve important ridgeline views.

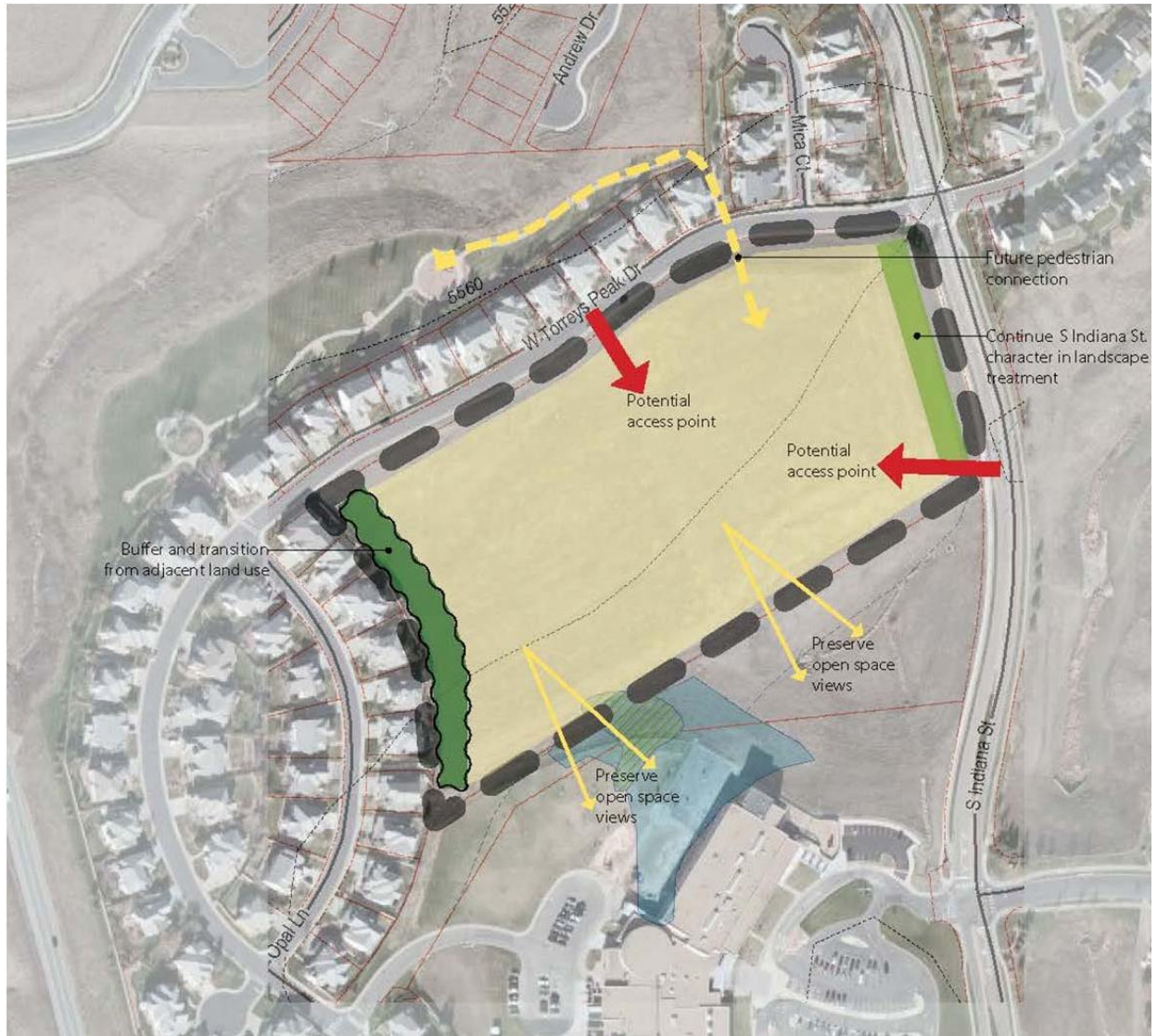
*Figure 12: Site Design Considerations for Opportunity Area 10 (West of McCaslin-south of Rock Creek Parkway)*



**POLICY 4.6.k: OPPORTUNITY AREA 11 (FORMER SCHOOL PROPERTY)****4.6.k(i): Preferred Land Uses**

Preferred land use for this site is for a potential park or civic use when ownership of this site transfers to the Town at the end of 2014. Access considerations and appropriate activity levels will need to be explored through a future public process.

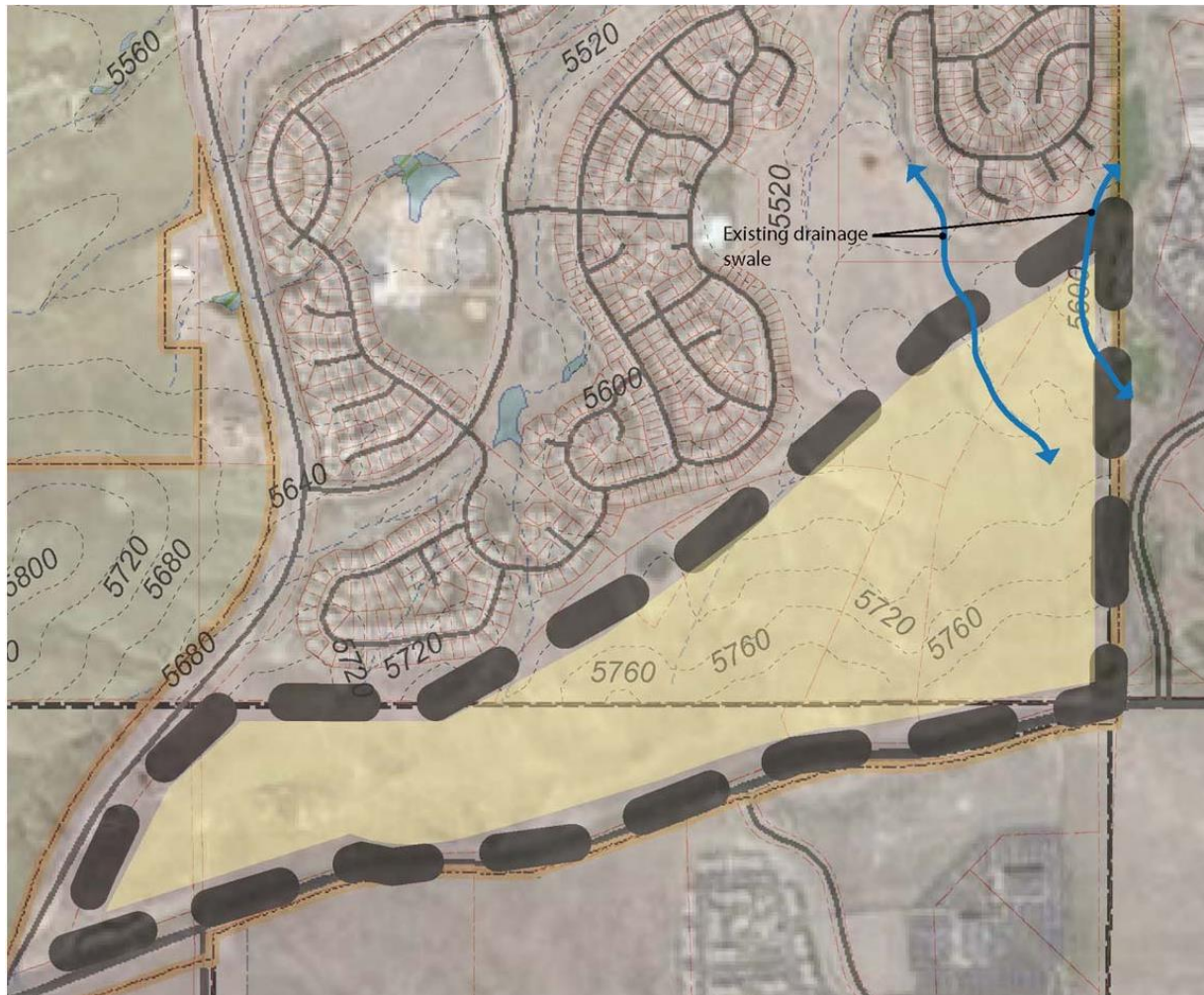
**Figure 13: Site Design Considerations for Opportunity Area 11 (Southwest corner of W. Torreys Peak Drive and S. Indiana Street)**



**POLICY 4.6.I: OPPORTUNITY AREA 12 (LEVEL 3)****4.6.I(i): Preferred Land Uses**

Preferred land uses for this site are office along the eastern boundary of the site and open space on the western two-thirds of the site where topography and other site limitations exist.

**Figure 14: Site Design Considerations for Opportunity Area 12 (Southeast corner of Town of Superior boundary-north of State Highway 128)**



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# Chapter 5: Economy

## Background

The Superior Marketplace, located at the intersection of U.S. 36 and McCaslin Boulevard, is currently the Town's major economic engine accounting for the majority of its sales tax revenues. The Marketplace is a retail destination for the northwest portion of the Denver metro area due to strong major anchors including Costco, Super Target, and Whole Foods. The center has additional development capacity and could be reconfigured to become an even stronger economic engine in the future. The Rock Creek Village Shopping Center on the east side of Superior is also an important community shopping center, serving a more locally-based trade area.

Employment within the retail trade, accommodations, and food service industries account for more than half of the total employment in the Town of Superior. The continued viability of the Town's retail centers is therefore essential to its economic health and vitality. The Town has also attracted a modest amount of office development, which is primarily made up of jobs in the professional services industry. Despite a high concentration of highly educated residents, less than 5 percent of Superior residents work locally. This predominance of residents who leave Superior for work creates an imbalanced ratio of jobs to housing. Therefore, supporting the growth of the Town's employment base is a high priority of the *Comprehensive Plan*.

The 160 acres east of McCaslin Boulevard is designated as a Town Center, an area envisioned as a pedestrian-oriented development with a mix of retail, office, residential and civic uses. The Town Center represents the greatest opportunity for future economic growth in Superior. Development of the Town Center could attract a mix of regional retail, commercial, and entertainment businesses as well as more unique retailers and restaurants and community and civic uses. It will be important to integrate and connect the existing Superior Marketplace with the future Town Center as a larger and more vibrant downtown area. Together, this large node of commercial activity could also be an attractive location for future office employment opportunities.

Given the impacts of the recent 2008-2010 national recession, one of the current challenges the Town faces is an over-supply of retail space. The Town should work with owners of the existing shopping centers to assist with tenant recruitment and shopping center reinvestment to help these locations retain their economic viability and competitiveness.



*Retail services offered by the Superior Marketplace help meet both local and regional needs and account for the majority of the Town's sales tax revenue.*



*Most Superior residents work elsewhere, which contributes to an imbalanced jobs-housing ratio. Supporting the growth of the Town's employment base is therefore a high priority of the Comprehensive Plan.*

## Economy Goals and Policies

### Goal 5.1: Economic Growth and Stability

*Provide a sound basis for economic growth and stability by attracting a variety of new employment opportunities to provide local residents with greater job options, grow the Town's tax base, and to reduce commuting.*

#### **POLICY 5.1.a: DIVERSE EMPLOYMENT OPPORTUNITIES**

Establish a diversity of employment opportunities for Superior residents.

#### **POLICY 5.1.b: STRATEGIC USE OF BUSINESS INCENTIVES**

Strategically use economic development assistance to businesses that provide a return on investment to the Town.

#### **POLICY 5.1.c: ATTRACT UNIQUE RETAILERS AND RESTAURANTS**

Initiate and support efforts to attract independently owned and operated retailers and restaurants that are "uniquely Superior" desired by local residents. As well, seek out targeted regional and national retailers that could be added to the Superior Marketplace or *Town Center PD* that will support the existing retailers in Superior and bolster the inflow of retail sales from outside Superior.

#### **POLICY 5.1.d: CORPORATE POLICIES**

Assist in the creation of employment opportunities by supporting the location, retention and expansion of businesses that provide higher-than-average wages and will make a positive commitment to the community as evidenced by corporate policies and practices.

#### **POLICY 5.1.e: TRANSPORTATION PLANNING AND SITE DEVELOPMENT**

Collaborate with future commercial, office, and light industrial development to ensure that adequate transportation planning and site development criteria are implemented and benefit both the development site and the surrounding area.

### Goal 5.2: Fiscal Balance and Stability

*Maintain a mix of residential, office and retail uses within the Town that provide opportunities for new and future residents to live, work, and shop locally and that generate adequate tax revenues to support high quality Town services and facilities.*

#### **POLICY 5.2.a: ADEQUATE TAX BASE**

Maintain an adequate tax base to meet the Town's essential governmental needs and to provide additional revenues for the civic and community amenities and open space desired by local residents.

**POLICY 5.2.b: TOWN CENTER DEVELOPMENT**

Consistent with the *Town Center PD*, develop the Town Center as a regional and local retail destination recognizing that the Town Center is the greatest opportunity to expand the Town's sales tax base. Develop the Town Center through the use of public-private partnerships to ensure the Town's vision for the project is achieved and the Town is able to obtain the maximum benefit from the project.



*Developing the Town Center as a regional and local retail destination provides the greatest opportunity to expand the Town's sales tax base.*

**POLICY 5.2.c: FISCAL IMPACTS**

Complete a fiscal impact analysis of any major proposed projects that require a variance from the comprehensive plan and/or are requesting economic development assistance. Require the developer to provide the needed inputs to the fiscal model to complete the analysis

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# Chapter 6: Community Engagement

## Background

The Town of Superior values community participation in local government. Regular communication about local affairs and diverse opportunities for public input on issues of local and regional importance are key components of an informed community. In addition, Superior residents value the many community events and activities that promote a strong sense of community. Effective communication systems and opportunities for residents to get involved are fundamental to sustaining Superior's high level of public participation, quality of life, and economic health.

The goals and policies in this chapter are intended to reinforce the Town of Superior's ongoing support for and engagement of its residents in long-range planning, day-to-day decision making, and community events.

## Community Engagement Goals and Policies

### Goal 6.1: Opportunities for Participation

*Create a strong sense of community based on awareness and participation by residents, property owners, developers, and business owners in achieving Superior's vision for the future.*

#### POLICY 6.1.a: NEIGHBORHOOD EVENTS AND ORGANIZATIONS

Encourage and support neighborhood events and organizations.

#### POLICY 6.1.b: PUBLIC AND PRIVATE PARTNERSHIPS

Encourage public and private partnerships in support of cultural, civic, and educational facilities.

#### POLICY 6.1.c: TOWN-OWNED FACILITIES

Sustain Town-owned facilities and Town-initiated programming. The Town should continue to provide, maintain, and operate historic and cultural facilities.

### Goal 6.2: Clear Communication

*Establish and maintain clear communication channels between the Town and its citizens, business community, visitors, and other public entities.*



*Events and activities promote a strong sense of community in Superior.*



*Reinforce Superior's sense of community through regular communication, frequent opportunities for resident participation, and a continued tradition of community events.*

**POLICY 6.2.a: BROAD PUBLIC INVOLVEMENT**

The Town Board, Planning Commission, and other advisory committees and commissions will seek broad public involvement on key issues and decisions impacting the community.

**POLICY 6.2.b: OUTREACH MECHANISMS**

Use a variety of outreach mechanisms to ensure timely distribution and notice of all matters of importance to the future of the Town and its residents.

Outreach mechanisms may include but are not limited to, the Town of Superior newsletter, website, social media updates, cable television station broadcasts, e-mail distribution lists, electronic billboards, and a variety of other means as available and appropriate.

# Chapter 7: Community Facilities and Services

## Background

Providing community facilities and services is an essential component of planning for the basic needs of current residents as well as meeting the demands for future growth of the Town. The Town of Superior, in conjunction with other agencies and districts, has a well-developed system of community facilities and services that contribute to the high quality of life residents have come to expect. Community facilities and services include schools, fire protection, police, water and sewer, parks and recreation facilities, community centers, transit centers, and utilities.

The placement of community facilities affects adjacent land uses, traffic patterns, and the overall patterns of future development and redevelopment. The decision to locate a community facility in a particular location is a decision to invest in the immediate area and in the future of the community, and depending on the location and type of facility, an opportunity to develop a civic identity that generates pride and enthusiasm for the community.

Community facilities and services are currently provided by a variety of agencies and districts in Superior. The Town of Superior provides public works and general governmental services. Special districts provide public education, utilities, fire protection, transit, and recreation opportunities. The community facility and service providers are summarized below:

**Table 2: Service Providers**

Facilities and Services	Current Providers
Schools	Boulder Valley School District
Libraries	City of Louisville
Fire Protection	Rocky Mountain Fire Protection District
Health Care	Private
Law Enforcement	Boulder County Sheriff's Department
Water and Sewer	Superior Metropolitan District No. 1
Stormwater Drainage	Superior Metropolitan District No. 1
Recreation Facilities	Town of Superior

Source: Town of Superior, 2012



Communities that services providers to promote the health and safety of residents and employees.

Developing a complete range of necessary community facilities and services requires coordination among the current providers and special districts. New development within and contiguous to the Town should recognize the roles these outside agencies and districts have in the development of the community. Cooperation and coordination will provide more efficient and timely services which not only benefit area residents, but the community as a whole.

## Community Facilities and Services Goals and Policies

### **Goal 7.1: Health, Safety, Education, and Welfare**

*Protect and promote the health, safety, education, and welfare of residents and employees within the Town.*

#### **POLICY 7.1.a: EMERGENCY PREPAREDNESS PLAN**

Coordinate with the Boulder County Sheriff's department to develop an emergency preparedness plan for the Town of Superior. Communicate with Town residents about the plan's recommendations.

#### **POLICY 7.1.b: FINANCIAL SOLVENCY OF THE TOWN**

In Coordination with the Superior Metropolitan District (SMD No. 1), develop a strategy and financing tools to maintain the financial solvency of the Town and SMD No. 1, expand services and facilities (including utility extensions) expand the water reuse distribution system and incorporate prioritized decisions on capital improvements into the capital improvements program.

#### **POLICY 7.1.c: SERVICE COORDINATION**

Coordinate with the Boulder Valley School District, the Rocky Mountain Fire Protection District, and other suppliers of services, facilities, and utilities in planning for future development and in the siting process of these public facilities.

#### **POLICY 7.1.d: GROWTH MANAGEMENT**

Guide the location of growth to assure the maximum utilization and efficiency of public facilities and services.

#### **POLICY 7.1.e: TOWN HALL**

Maintain a Town Hall sufficient to meet the needs of Town Staff and Superior residents.

#### **POLICY 7.1.f: PUBLIC INFORMATION AND EXPRESSION**

Encourage freedom of expression in local government through citizen participation techniques, such as public meetings and surveys. Promote a clear understanding of all aspects of Town services through public information processes.



*Promote a clear understanding of all aspects of Town services through public information processes.*



**POLICY 7.1.g: SCHOOLS**

Continue to develop equitable agreements and policies regarding joint use of facilities, identification of future school sites, and a procedural system for transfer of land dedicated for schools, or fees in lieu thereof, with the Boulder Valley School District.

**POLICY 7.1.h: LIBRARIES**

Continue to provide residents with an opportunity to access library services.

**POLICY 7.1.i: VISUAL MITIGATION OF PUBLIC UTILITIES AND TELECOMMUNICATIONS FACILITIES**

Mitigate visual impacts of public utilities and telecommunications facilities as feasible and practical by undergrounding or employing visual mitigation techniques appropriate to the facility's location.

**POLICY 7.1.j: COAL CREEK/ROCK CREEK MASTER DRAINAGE PLAN**

Implement the *Coal Creek/Rock Creek Master Drainage Plan* as approved by the Board of Trustees. The Plan depicts general areas targeted for detention/retention facilities; final site selection/location areas are flexible and subject to development review.

**POLICY 7.1.k: IMPACT FEES**

Assess impact fees for future development that necessitates infrastructure improvements including, but not limited to, paved access, utilities and public services. In addition, generate development agreements to enable future enforcement of developer commitments to construct or finance needed infrastructure and services and other commitments/agreements that result in fulfilling the goals set forth in this Comprehensive Plan.

**POLICY 7.1.l: WATER SUPPLY**

Maintain a reliable, permanent supply of water that will meet the present and future needs of the community.

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# Chapter 8: Transportation

## Background

Transportation planning is a critical element of the comprehensive planning process. The Town of Superior's Transportation Plan, a functional plan that provides a long-range examination of future mobility requirements and identifies solutions that guide the Town's future transportation investments through its goals and policies, is a separately adopted document intended to complement the Comprehensive Plan. This chapter includes goals and policies from the Transportation Plan.

Goals and Policies outlined in this chapter are intended to maintain the high quality transportation network that exists in Superior and guide improvements of efficiency, safety and connectivity throughout Superior and the region. These goals and policies should be reviewed and considered when improvements are planned and implemented.

## Transportation Goals and Policies

### Goal 8.1: Transportation System

*Develop a multi-modal transportation system to efficiently meet the local and regional transportation needs of residents and businesses in a safe, convenient, and efficient manner while minimizing negative environmental and community impacts.*

#### POLICY 8.1.a: ALTERNATIVE MODES OF TRANSPORTATION

Encourage alternative modes of transportation through the establishment of bicycle routes, pedestrian corridors, neighborhood electric vehicle routes, and transit stops linking residential areas with commercial, recreational, and open space facilities with established or proposed regional bicycle systems and with transit hubs. Encourage the adoption and facilitation of additional alternative modes of transportation, including neighborhood electric vehicles, and continue to monitor similar advancements and regulations in neighboring communities.

#### POLICY 8.1.b: REGIONAL TRANSPORTATION DISTRICT SERVICES AND FACILITIES

Encourage Regional Transportation District (RTD) to provide transit services and facilities that adequately serve the travel needs of commuters and transit-dependent groups.



*Develop a multi-modal transportation system to efficiently meet the needs of local and regional transportation needs.*

**POLICY 8.1.c: SUPERIOR RTD PARK-N-RIDE FACILITY**

Encourage public transit by promoting the Superior RTD park-n-Ride facility as the primary regional transit hub within the Town and by promoting local bus routes. Coordinate with RTD on a future direct route from Superior to Denver International Airport using the Northwest Parkway.

**POLICY 8.1.d: U.S. 36 BUS RAPID TRANSIT (BRT) HIGH OCCUPANCY VEHICLE (HOV) MANAGED LANES**

Support the development of managed lanes on U.S. 36 with a bus/rapid transit station to serve the Town of Superior. Participate in all U.S. 36 corridor meetings and support pedestrian/bicycle/local bus access to the BRT stations.

**POLICY 8.1.e: TRANSIT-ORIENTED DESIGN PRINCIPLES**

Encourage potential development near the bus/rapid transit stations to use and implement transit-oriented design principles when master planning future development parcels.

**POLICY 8.1.f: INTEGRATED VEHICULAR AND PEDESTRIAN/BICYCLE CORRIDORS**

Require new development to integrate new vehicular and pedestrian/bicycle corridors with adjacent development and the Town of Superior trails network and street network.



*Roads and other transportation facilities should be designed to contribute to a positive and attractive visual image.*

**POLICY 8.1.g: VISUAL IMAGE**

Require that roads and other transportation facilities be designed to contribute to a positive and attractive visual image and the desired community character by incorporating signage, landscape elements, and street furnishings as part of proposed development.

**POLICY 8.1.h: NORTHWEST CORRIDOR**

Ensure involvement in the planning and design process for the Northwest Corridor. Regardless of the final approved location of the Parkway, the Town of Superior will be impacted by additional traffic seeking access and egress from this regional arterial.

**POLICY 8.1.i: NEIGHBORHOOD TRAFFIC**

Connect neighborhoods using multiple pedestrian/bicycle and local, internal vehicular access/egress routes and minimize indirect and unnecessary travel. Traffic calming may be implemented on connections where cut-through traffic may negatively impact residential neighborhoods.

**POLICY 8.1.j: TRADITIONAL NEIGHBORHOOD DESIGN STREET STANDARDS**

Encourage pedestrian-oriented development in and around Original Superior through the use of traditional neighborhood design street standards that promote slow travel speeds and allow shared use of the public right-of-way.

**POLICY 8.1.k: MCCASLIN BOULEVARD**

Require development adjacent to McCaslin Boulevard to include site amenities that link internal pedestrian/bicycle circulation to pedestrian/bicycle crossings located in, above, or below the public-right-of way, and to be designed to insulate the pedestrian and/or cyclist from motorized vehicles.

**POLICY 8.1.l: SUPERIOR PARK-N-RIDE SHARED PARKING**

Ensure that RTD explores shared parking opportunities with adjacent landowners in the reconfiguration and construction of the Superior park-n-Ride.

**POLICY 8.1.m: MCCASLIN BOULEVARD/U.S. 36 INTERCHANGE**

Improve traffic flow of the McCaslin Boulevard/U.S. 36 interchange by constructing a Diverging Diamond Interchange (DDI) and reconfiguring the west side ramps to provide more direct access to RTD's park-n-Ride. The DDI best achieves maximization of the existing infrastructure including the bridge structure over US36, accommodates or enhances bicycle and pedestrian mobility, maintains transit connectivity, and accommodates the near-term and mid-term traffic demand.

**POLICY 8.1.n: MCCASLIN BOULEVARD TRAFFIC FLOWS**

Ensure effective traffic flows along McCaslin Boulevard between SH 128 and Rock Creek Parkway without exceeding the road's existing functional classification as an arterial.

**POLICY 8.1.o: NEIGHBORHOOD CONNECTIONS**

Ensure neighborhood connections between the Town Center and S. 88<sup>th</sup> St and S. Coal Creek Drive that respond to projected traffic counts for the proposed Land Uses as depicted on the 2012 *Comprehensive Plan's* Community Framework and Land Use Plan.

**POLICY 8.1.p: VEHICULAR, BICYCLE, AND PEDESTRIAN ACCESS**

Ensure safe, effective, and direct access between McCaslin Boulevard, the Town Center, and properties southeast of Original Superior for vehicular, bicycle and pedestrian access.

**POLICY 8.1.q: FUTURE STREET CONNECTIONS**

Require development submittals to plan for future street connections by including infrastructure improvements that could potentially support future road connections.

**POLICY 8.1.r: ACCESSIBILITY**

Ensure all transportation improvements are designed to meet the requirements of the Americans with Disabilities Act (ADA).



*Ensure safe, effective, and direct access between McCaslin Boulevard, the Town Center, and properties southeast of Original Superior for vehicular, bicycle and pedestrian access.*



*Plan for future street connections by including infrastructure improvements that could potentially support future road connections.*

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# Chapter 9: Environmental Resources

## Background

The preservation of natural resources is of primary importance to the overall development of the Town of Superior. Characteristics of the natural environment, such as expansive mountain views and large tracts of publicly accessible open lands, play an important role in attracting new residents and businesses to the area. As Superior nears build-out, compatibility with the existing natural environment is essential for maintaining and enhancing the high quality of life currently enjoyed by Superior residents. Future development should not only enhance the current environment, but should protect and integrate natural systems into the built environment.

Goals and policies in this chapter are intended promote the preservation of natural resources through efficient public and private development and to support regional resource protection and sustainability objectives outlined in the *Metro Vision 2035 Plan*. These goals and policies should be reviewed in conjunction with goals and policies for parks, recreation, open space, and trails provided in Chapter 10.

## Environmental Stewardship

### Goal 9.1: Environmental Stewardship

*Ensure that a high quality, natural environment is preserved and integrated into future development. Promote and encourage the preservation of existing natural resources including vegetation, drainages, wetlands, ridgelines, steep slopes, wildlife habitat and migration corridors.*

#### POLICY 9.1.a: REGIONAL AIR QUALITY STUDIES

Cooperate with air quality studies conducted at a regional level and use the data in land use planning.

#### POLICY 9.1.b: SUBSIDENCE

Prohibit development which could endanger public safety or property on or near areas determined to be geologically unstable. Subsidence reports certified by qualified professionals shall be required, prior to development in any areas known or suspected of being undermined, to prove the safety of these areas.



*Adopt habitat design criteria for the preservation of wildlife and native and resident plant diversity.*

**POLICY 9.1.c: WILDLIFE AND PLANT DIVERSITY**

Adopt habitat design criteria for the preservation of wildlife and native and resident plant diversity.

**POLICY 9.1.d: MITIGATION OF IMPACTS**

Require future development to mitigate negative impacts on environmentally scarce and valuable lands.

**POLICY 9.1.e: PRESERVATION OF EXISTING VEGETATION**

Retain the aesthetic qualities of existing vegetation and viable, non-invasive tree stands by incorporating these elements into new development and publicly accessible civic spaces, public parks, and open space and trail plans.

**POLICY 9.1.f: INVASIVE SPECIES**

Educate public regarding noxious and invasive weeds and emphasize the value of early detection in prevention and eradication.

## Water Conservation and Quality

The Town of Superior currently utilizes a water reuse system for watering landscaping in public areas; the water reuse system is not used as an irrigation source for residential neighborhoods. The water is piped into a separate line and consists of effluent water from the Wastewater Treatment Plant. This allows the Town of Superior to use a portion of the treated water, ultimately conserving a vital resource. This system has been in place since the development of Rock Creek and currently serves the entire Town. New developments are required to tap into this line.

The intent of the water conservation and quality policies outlined below are to ensure compatibility between new urban growth and the existing natural and man-made environments. The policies set forth in this section are intended to preserve those elements of the landscape that residents and property owners have identified as being critical to their overall quality of life.



*Protect natural features associated with drainage corridors.*

### Goal 9.2: Water Quality

*Minimize the effects of future development on the function and quality of local and regional waterways and overall water quality.*

**POLICY 9.2.a: FLOODWAY MANAGEMENT**

Within the floodway (as defined by FEMA studies adopted by the Town of Superior), intermittently permit recreational and public uses, if such uses do not adversely impact the environmental character of the area or development downstream.

**POLICY 9.2.b: FLOODPLAIN MANAGEMENT**

Develop floodplain management policies to preserve riparian habitat and wildlife migration corridors within the Town. Flood-prone areas of streams and



creeks in the Town shall be designated as "floodplain management areas," with special development standards applied therein.

**POLICY 9.2.c: COORDINATION**

Coordinate with Boulder County and appropriate regional, state, and federal agencies in flood control, water quality and stormwater and irrigation run-off programs to realize the greatest benefit from all of these programs.

**POLICY 9.2.d: DRAINAGE CORRIDORS**

Protect natural features and habitat associated with drainage corridors.

## Sustainability Practices

The Town of Superior is committed to a sustainable future. To promote the efficient use of resources, the Town has taken a variety of steps to incorporate sustainable practices in its facilities and day-to-day operations. The Town buys renewable energy through Windsource, a voluntary green power program and has installed solar panels on Town Hall and at the water and wastewater treatment plants help offset the Town's energy costs. In addition, the Town:

- Adopted an environmental component to its purchasing policy;
- Installed LED lights in all park facilities;
- Installed electric car-charging stations at major Town facilities;
- Installed recycling receptacles at all parks and recreation facilities;
- Operates a water reuse system for irrigation on public lands and common open space;
- Operates a yard waste recycling facility; and
- Offers curbside recycling for Superior residents.

To promote the use of sustainable development practices in existing and future development within the community, the Town has established a Green Build Program designed to achieve energy efficient building standards for new construction. The program establishes green build standards through education, regulation, and incentives. The Town also offers a Water Efficiency Rebate program for homeowners who install low water fixtures and appliances in their homes. The Town's commercial building standards also meet or exceed green building standards in the region.

Policies in this section are intended to reinforce the Town's commitment to a variety of sustainability initiatives and to promote the use of sustainable development practices.



*The Town has taken many steps to promote the efficient use of resources and to incorporate sustainable practices in its facilities and day-to-day operations, such as installing solar panels on Town Hall and other municipal facilities.*

**Goal 9.3: Sustainability Practices**

*Promote the efficient use of resources through the continued implementation of energy initiatives, promotion of energy conservation efforts, and expansion of Town programs and incentives.*

**POLICY 9.3.a: TOWN OPERATIONS**

Continue to lead by example in the Town's day-to-day operations with respect to the integration of sustainable development practices and purchasing.

**POLICY 9.3.b: RECYCLING AND COMPOSTING**

Conserve exhaustible resources through active participation in waste reduction and recycling efforts. Encourage private and public institutions, as well as residents to participate in available recycling and composting programs to reduce the community's solid waste stream.

**POLICY 9.3.c: WASTE DISPOSAL**

Ensure residents, business owners, and property owners have access to competitive solid waste disposal while encouraging waste diversion.

**POLICY 9.3.d: ALTERNATIVE ENERGY**

Encourage the use of non-polluting alternative energy sources, such as solar and wind, in all types of development. Evaluate development regulations and remove potential barriers to small-scale renewable energy production.

**POLICY 9.3.e: WATER CONSERVATION**

Encourage existing and new development to employ water-saving fixtures, zoned irrigation systems, and other conservation techniques to the greatest extent possible. Require new development to connect to existing water reuse systems for irrigation purposes where appropriate.

**POLICY 9.3.f: SUSTAINABLE DEVELOPMENT PRACTICES**

Encourage the use of a range of sustainable development practices in all new development.

**POLICY 9.3.g: MINIMIZE IMPACTS OF NEW DEVELOPMENT**

Require development submittals to identify "Areas of Disturbance." Require contractors to install construction fencing to minimize soil compaction and destruction of vegetation and erosion and to conform to grading permit standards.

# Chapter 10: Parks, Recreation, Open Space, and Trails

## Background

Parks, recreation, open space, and trails have been a part of the landscape in the Town of Superior beginning with Grasso and Children’s Parks in Original Superior. As Rock Creek began developing in the late 1980’s, maintenance and management services were the responsibility of two Superior Metropolitan Districts (SMDs) until 2004. The SMDs primarily handled the management of recreation programs through a contract agreement with the YMCA of Boulder Valley, and the maintenance of parks and open space through contracts. Original Town parks were managed and maintained by Town staff, also through a landscaping contract.

In mid-2003, in anticipation of the dissolution of the SMDs, the Town converted the Community Services Department to become the Town’s Parks, Recreation, and Open Space Department and hired its first director. The Town took over contracts and service agreements from the SMDs. Today, the Department is responsible for planning and providing a wide variety of programs and activities and managing all agreements and contracts.

The Town of Superior recognizes that public recreation facilities and related “quality of life” amenities are not secondary services provided by governmental agencies, but are integral to creating communities where people want to live and visit. These services are investments in the long-term vitality and economic sustainability of this vibrant and attractive community. In addition, these investments support regional objectives for sustainability and environmental conservation as outlined in the *Metro Vision 2035 Plan*.

Growing demand and waning resources continue to be a challenge for parks and recreation services in Superior, as they are across the country. With strong leadership and a guiding vision, the Town has a unique opportunity to maximize operational sustainability by:

- Prioritizing resources to focus on core services;
- Balancing new construction with maintenance and repair of existing facilities;
- Proactively responding to changing demographics, emerging trends, and changing priorities;
- Maintaining an emphasis on customer service; and
- Collaborating to efficiently deliver quality services.



*Open space is an important component of all development projects. Whether left in its natural state or developed as formal landscaping, open space softens a development's visual appearance and can also provide useable areas for such things as picnicking, plazas, gardens, parks, and walkways where people can find relaxation amid the built environment.*



### Developed Open Space

*Developed Open Space in Superior includes parks, landscaping, trails, and berms that may be used to soften a development's visual appearance, provide a buffer between conflicting land uses, or provide useable areas for such things as picnicking, plazas, gardens, and walkways.*

#### Definitions

**Parks** are public recreational areas that can include playgrounds, ball fields, rinks, picnic areas, etc.

**Landscaping around buildings or structures** includes trees, shrubs, flowers, streams, and ponds that surround commercial, residential, or public areas; urban shaping between or around municipalities or community service areas, and buffer zones between residential and non-residential development. In these areas, indigenous and xeric landscape materials and nursery stock are recommended, which provide food, shelter, and nesting places for wildlife.

**Trails** are constructed pathways for recreational use.

**Berms** are large or small mounds of earth that may be landscaped to help alleviate site, sound, and air pollution, as well as to create new habitat for birds and animals.

**Specialty areas** as identified by the Parks, Open Space, and Trails Plan include the following amenities such as: mountain biking, reflection, historic, exercise, natural/native, fishing, bird watching, horseshoe pits, and disc golf.

## Parks and Developed Open Space

The *Parks, Recreation, Open Space, and Trails Master Plan* acknowledges the challenges facing the Town due to the lack of land for additional park space for both active and passive purposes. The Plan further identifies more specific needs including athletic fields and courts, picnic pavilions and indoor recreation space. Long-term recreation needs should be considered within the context of future build-out to ensure future opportunities are not precluded.

Developed Open Space serves the following functions:

- Softening of a development's visual appearance through landscaping or buffering between conflicting land uses. (Developed buffers can be greenbelts consisting of parks, landscape, trails, or berms.)
- Providing usable appropriate and inviting areas for such things as picnicking, plazas, gardens, parks, and walkways.

### Goal 10.1: Town Park System

*Enhance the Town's park system to furnish important recreational and cultural benefits for all residents while also enhancing the Town's overall physical and natural framework.*

#### POLICY 10.1.a: POTENTIAL NEW PARKS

Evaluate vacant parcels, particularly those proposed for development, to determine whether they are viable as park lands, in whole or in part, to meet park and recreation needs as identified in the *Parks, Recreation, Open Space, and Trails Master Plan*.

#### POLICY 10.1.b: ACCESSIBILITY

Provide park accessibility within approximately one -half mile of every home and business.

#### POLICY 10.1.c: ENVIRONMENTAL PLANS AND POLICIES

Ensure that the Town's park system respects and implements the Town's environmental plans and policies.

#### POLICY 10.1.d: WILDLIFE HABITAT

Evaluate wildlife habitat impacts when developing parks near or within existing habitat areas.

#### POLICY 10.1.e: SPECIALTY AREAS

Develop and integrate specialty areas to provide and celebrate unique recreational opportunities while educating users about Superior's cultural, historical, and natural heritage.

#### POLICY 10.1.f: INTERPRETATIVE SIGNAGE

Ensure that interpretive signage identifies historic, cultural, and natural areas within or near the Town's park system.

## Goal 10.2: Landscaping

*Ensure quality landscaping as a key method for enhancing a development's visual appearance.*

### POLICY 10.2.a: FUTURE DEVELOPMENT

Ensure that all future development provides an appropriate amount of both formal landscaping and/or natural landscaping in order to maintain compatibility between buildings, parking areas, and adjacent uses.

## Recreation

The Parks, Recreation, and Open Space Department provides a variety of programs directly or collaboratively through partnerships with other entities, focusing on offerings that are responsive to market demand and citizen needs.

The *Parks, Recreation, Open Space and Trails Master Plan* provides a number of outdoor recreation facility recommendations to meet needs identified during the master planning process. A number of these facilities, such as multi-purpose fields, amphitheater, baseball/softball fields, and tennis courts, require a substantial amount of space. As undeveloped "opportunity areas" in Superior are considered for development, these important needs should be given high priority consideration.

In addition, for the past several years, the residents and the Board of Trustees of the Town of Superior have discussed the potential development of a community center within the Town boundary. Discussions identified a desire by the community for public facilities that contain meeting rooms, classrooms, and other amenities that are not directly related to recreation, but that contribute to the overall quality of life, along with recreational amenities such as indoor pool and athletic facilities.

The viability of a community center: space components, its location, capital and operational costs, and fees, should be determined through a formal feasibility study including strong public involvement. As a multitude of desires regarding activity spaces has been identified to-date, the potential of co-locating as well as separately addressing each type of space should be considered. In addition, each type of activity has a capital cost as well as on-going operating costs that must be considered. The willingness of the community to invest in such a facility(s) through taxes as well as fees and charges must also be determined. Coupling this concept with the potential of a library facility may be warranted.



*Parks throughout the Town of Superior offer places of refuge from the noise and stresses of modern life where people can go to pursue both active and passive enjoyment of the outdoors. Community gatherings and other cultural events allow neighbors to socialize thereby strengthening the bonds of community. Parks also provide an important "green relief" to the built environment.*

## Goal 10.3: Recreational Activities and Programs

*Provide a wide range of recreational activities and programs that meet the entire community's needs.*



*The recreation amenities available in Superior enable residents to make the most of their limited free time. A wide range of activities and curriculum reflects the varied needs of all members of the community. The Town also seeks to develop recreational amenities, such as a community center, to enhance Superior and allow the Town to evolve into a more enjoyable and well-balanced community.*

**POLICY 10.3.a: COMMUNITY INTERESTS AND NEEDS**

Strategically provide recreation programs and services in response to community interests and needs.

**POLICY 10.3.b: YEAR-ROUND RECREATIONAL USES AND FACILITIES**

Develop, where appropriate, year round recreational uses and facilities, focusing on multi-use parks and recreational facilities.

**POLICY 10.3.c: SCHOOL AND TOWN PROPERTIES**

Cooperate with the Boulder Valley School District and other entities to achieve the most complete use of school and Town properties as recreation areas and activity centers.

**POLICY 10.3.d: PARTNERSHIPS**

Expand partnerships to encourage joint development of facilities and programs.

**POLICY 10.3.e: ENVIRONMENTALLY SENSITIVE PRINCIPLES AND PRACTICES**

Provide park and recreation facilities and services that promote environmentally sensitive design principles and practices.

**POLICY 10.3.f: POTENTIAL FUTURE NEEDS**

Emphasize the need to identify and plan for potential future needs within the context of land constraints and ultimate build-out of the Town.

## Goal 10.4: Indoor Activity Space

*Ensure all Town residents have access to indoor activity space.*

**POLICY 10.4.a: COMMUNITY CENTER FACILITIES**

Explore community center facilities, either independently, or in partnership with other entities, offering not only recreational but also educational and cultural community programs and activity spaces.

**POLICY 10.4.b: COMMUNITY SUPPORT AND INVESTMENT**

Identify the necessary steps to determine community support and willingness to invest in such a facility(s).

## Natural Open Space

The *Open Space Summary Report* provides a review of currently undeveloped properties with the Town of Superior and offers recommendations to the Mayor, Board of Trustees, and Planning Commission on those properties that have potential value to the Town as natural open space. The Report further offers recommendations on partial parcel acquisition of all currently undeveloped properties within the Town that have potential value as natural open space. It is meant to be used as a guideline for meeting the required open space allotments for each of those properties, if developed. Long-term natural

open space needs should be considered within the context of future build-out to ensure future opportunities are not precluded.

Natural Open Space provides the following functions:

- Preservation of critical ecosystems and natural areas; scenic vistas and areas; ridgelines; fish and wildlife habitats; natural resources and landmarks; cultural, historic and archaeological areas; linkages and trails; limited access to public lakes, streams, and other useable open space lands; and scenic and stream corridors.
- Conservation of natural resources including, but not limited to, forest lands, range lands, agricultural lands, aquifer recharge areas, and surface water.

## Goal 10.5: Existing Open Space

*Preserve those areas of existing open space that offer natural links between neighborhoods and community centers, that offer unique outdoor recreation and enjoyment, that provide important ecological functions, and that contribute to the community's aesthetic beauty in order to maintain an enjoyable and healthy community.*

### POLICY 10.5.a: HABITAT AREAS

Protect areas that provide significant habitat and/or important corridors between established habitat areas.

### POLICY 10.5.b: RESERVOIRS AND DRAINAGEWAYS

Protect, enhance, and develop the existing reservoirs and creek drainageways to protect wildlife habitat and to provide amenities for public use.

### POLICY 10.5.c: WILDLIFE IMPACTS

Ensure that proposed development evaluates wildlife habitat impacts and reasonably mitigates any potential impacts when located near or within existing habitat areas.

### POLICY 10.5.d: LINKED OPEN SPACE

Identify and develop open space corridors linking open space throughout the Town of Superior.

### POLICY 10.5.e: OPEN SPACE ACQUISITIONS

Acquire natural and developed open space when it is fiscally responsible and financially feasible, ensuring open space planning, acquisition, and maintenance remain an integral part of the Town's general planning, administrative, and budgeting processes.

### POLICY 10.5.f: ACQUISITION AND MAINTENANCE STANDARDS

Open space acquisition and maintenance standards integrate with the existing standards of other jurisdictions and districts where appropriate.



### Natural Open Space

*Natural Open Space in Superior is undeveloped land that is secured for the protection of habitat for native animals and plants, for limited recreational use, and for the preservation of archeological and topographical significance.*

### Definitions

**Prairie Open Space** is flat or rolling tracts of land dominated by a variety of grasses and inhabited by numerous species of animals.

**Aquatic Open Space** includes lakes, streams, ponds, and wetlands and provides habitat for a variety of plants and animals living in water or at the water's edge.

**Riparian Open Space** is land occurring along streams or ditches characterized by a variety of plant life, providing habitat, migratory corridors, and nesting and breeding sites for birds and mammals. (Natural buffers can consist of prairie, aquatic or riparian open space.)

## Trails

In 2004 the Town Board adopted the *Parks, Recreation, Open Space, and Trails Master Plan (the "PROST Master Plan")*. The PROST Master Plan analyzed the trail system both existing and planned, and the trail network plan was enhanced in order to better meet the needs of the community. This revised trail network plan (Figure 15) is now the official trail plan for the *Town of Superior Comprehensive Plan*, and is revisited annually by the Town's Open Space Advisory Committee and Parks, Recreation, and Open Space and Trails Advisory Committee.



*The Town of Superior's trail system is a significant, accessible, and convenient community asset. Its design and development provides an aesthetically pleasing experience while respecting environmentally sensitive construction practices consistent with the image of a quality community.*

### Goal 10.6: Town Trail System

*Develop the Town's trail system as an integral part of all physical development throughout the Town, meeting the various recreational, cultural and mobility needs of all user groups.*

#### **POLICY 10.6.a: ACCESS TO PUBLIC AMENITIES AND COMMUNITY FACILITIES**

Ensure that the trail system provides convenient and attractive access to key public amenities, community facilities, and specialty areas.

#### **POLICY 10.6.b: LINKS TO NEIGHBORHOODS AND BUSINESS CENTERS**

Explore trail system links to neighborhoods and business centers to strengthen the Town's sense of community and identity and stimulate commercial synergy.

#### **POLICY 10.6.c: PEDESTRIAN AND BICYCLE CONNECTIONS**

Use the trail system as a means to facilitate local pedestrian and bicycle connections, identifying missing links and links to future residential development, preferably grade-separated where appropriate. Specific links called out in the *PROST Master Plan* include:

- A connection between Original Town and Rock Creek;
- Small missing links in the Rock Creek trail and sidewalk network, including east-west connections through southern half of Rock Creek neighborhood; and
- Ridge development to proposed connection from Original Town to the Boulder County trailheads.

#### **POLICY 10.6.d: REGIONAL CONNECTIVITY**

Promote regional trail connectivity by coordinating with neighboring jurisdictions to extend the Rock Creek and Coal Creek regional trails to open space owned and maintained by neighboring jurisdictions, and linking Superior to the Monarch Schools in Louisville.



**POLICY 10.6.e: FUTURE TRAILS**

Ensure that the design and development of future trails complies with the Town's Environmental Resources policies.

**POLICY 10.6.f: HABITAT AREAS**

Encourage access to habitat areas while minimizing the impacts of proposed trails adjacent to or within existing habitat areas.

**Goal 10.7: Multi-Modal Transportation System**

*Include trails as an integral part of the Town's multi-modal transportation system to efficiently meet local and regional transportation needs.*

**POLICY 10.7.a: DEVELOPMENT AND MAINTENANCE STANDARDS**

Ensure that trail development and maintenance standards integrate seamlessly with the standards of neighboring jurisdictions and respond to the various needs of different user groups such as side-by-side hard and soft trails, where appropriate.

**POLICY 10.7.b: LINKS TO TRANSIT HUBS**

Ensure that developers provide bicycle and pedestrian trails in accordance with the vision for the Town's trail system and that link to existing and future transit hubs.

**POLICY 10.7.c: TRAIL AMENITIES**

Require developers to provide trail amenities such as trail heads with adequate parking, bicycle racks, trash receptacles/recycling bins, appropriate signage and maps, fencing and benches.

**POLICY 10.7.d: SAFETY**

Emphasize safety in trail design, particularly where trails intersect with roads and other trails. Where conditions warrant, separated grade crossings and detached trails should be considered, particularly on school routes.

**POLICY 10.7.e: ZONING AND LAND USE CODE**

Ensure that trail corridors and trail surfaces adhere to Zoning and Land Use Code requirements regarding width minimums, and other design elements.

**POLICY 10.7.f: COMMUTER BICYCLE EXPRESSWAYS**

Support links to future commuter bicycle expressways, when developed.



*Trails exist as more than simple recreational amenities, but are in fact an integral component to Superior's overall transportation network. As such, Superior has embarked on an effort to elevate the status of trails planning, construction, and maintenance equal to that of the traditional traffic planning efforts.*

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*Figure 15: Parks, Open Space, and Trails Plan*  
*(Replace this page with 11x17 map insert)*

[Link to Figure 15: Parks, Open Space and Trails Plan](#)



# Chapter 11: Implementation Plan

## Background

The *Comprehensive Plan* is a vision plan and a policy document that will guide decision-making within the Town of Superior. First conceived in 2001, the Town's vision (as illustrated in Chapter 2) reflects the long-term values and aspirations of the community. Through the 2012 *Comprehensive Plan* update process, the community confirmed the validity of this vision and its desire to continue to move towards its implementation.

The Town of Superior will use the *Comprehensive Plan* to help inform day-to-day decision making and goal-setting. The *Comprehensive Plan* supports current goals established by the Board of Trustees and should be considered as a core component of annual goal-setting exercises and strategic priorities. This chapter outlines the various ways in which the Town will continue to work towards the implementation of the community's vision using a combination of approaches, as described below.

### Policy Decisions

Many of the policies in this Plan will be carried out by the Town during day-to-day decisions—those made by the Planning Commission and Board of Trustees, and in some instances Town staff. These groups will continually make decisions regarding development proposals and *Comprehensive Plan* amendments, using the Community Framework and Land Use Plan and plan policies to ensure consistency with the community's vision.

### Development Code Amendments

The Town has completed targeted amendments to its *Land Use Code* over the past decade to address targeted issues and ensure consistency with the *Comprehensive Plan* and other adopted plans. The Town will continue to monitor the *Land Use Code* and make future amendments as needed to ensure future development in individual opportunity areas is compatible with established neighborhoods and is consistent with the community's vision. For example, current park accessibility requirements in the *Land Use Code* are not consistent with *Parks, Recreation, Open Space, and Trails Master Plan* and *Comprehensive Plan* policies and should be updated. Similarly, the Town may wish to consider developing residential design standards to supplement the more general development standards contained in the code and to ensure future development in the various opportunity areas is compatible with established neighborhoods.

### Partnerships and Intergovernmental Agreements

A number of the Plan's policies will be achieved through cooperation and partnerships between the Town and other governmental entities, such as Boulder County, the City of Louisville, the Regional Transportation District (RTD), and many others. The Town already has several IGAs in place, some of which may require amendments over time to remain current. Other policies in this Plan may be best achieved through partnerships between the Town and other private entities—property owners, developers, and others. For example, the Town has completed the *Superior Town Center Planned Development* process, a process that it undertook in partnership with property owners. As a logical next step, the Town will need to explore a more detailed strategy for the implementation of the Town Center in conjunction with property owners and potentially a master developer.

## **Programs**

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Some of the policies in this Plan will be accomplished through new or ongoing programs. Programs have varying levels of priority, depending on the issues involved and available resources and will be assessed by the Town on an annual basis, or as needed. The Town's Green Building Program and Recreation Programs are just two of many programs already in place that will help support the implementation of specific Plan goals.

## **Infrastructure Assessment/Improvements**

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In some instances, implementation of the policies in this Plan will require that the Town take a proactive role in assessing current and future needs and planning for expansion and improvement to services and facilities. For example, the Transportation Plan will require more detailed planning studies, community input, and resources to implement. Similarly, the viability of a community center—location, space components, capital and operational costs, and fees—will need to be explored through a formal feasibility study and public process. Prioritization of potential projects like these and others contained in this Plan will be considered by the Town Board and reflected in the budgeting process, as appropriate.

# Appendix A: Growth and Development Trends

## Economic and Demographic Trends

Making informed choices about the future course of growth in the Town of Superior relies on understanding the dynamic demographic and economic forces that have shaped the community in the past, as well as understanding how these trends will shape the future. This section provides a summary of economic, demographic, and land use trends in the Superior area.

### Population and Household Trends

The Town of Superior population soared in the 1990s, growing from 255 residents to 9,011 residents as a result of the development of the Rock Creek Subdivision. From 2000 to 2010, the Town of Superior's population grew by 3,472 people, an annual growth rate of 3.3 percent. During that period, Superior captured 19 percent of the new population in Boulder County, which is slightly more than its 17 percent capture rate the previous decade (1990 to 2000).

Other communities along the U.S. 36 corridor grew at slower rates and by a smaller number of people than Superior over the past decade, except for Erie and Broomfield. The population in the cities of Boulder and Lafayette increased by 2,712 and 1,256 people respectively, while the City of Louisville's population declined. The populations in communities surrounding Boulder County grew by higher rates than any of the cities within Boulder County. The population in the City/County of Broomfield increased by 17,345 people, and the population in the Town of Erie, which is in both Boulder and Weld counties, increased by 11,924 people.

**Table 1: U.S. 36 Corridor Population, 1990-2010**

Population	1990	2000	2010	Change 1990-2000		Change 2000-2010	
				#	Ann. %	#	Ann. %
<b>Superior</b>	255	9,011	12,483	8,756	42.8%	3,472	3.3%
<b>US-36 CORRIDOR CITIES/TOWNS</b>							
<b>Boulder</b>	85,127	94,673	97,385	9,546	1.1%	2,712	0.3%
<b>Louisville</b>	12,363	18,937	18,376	6,574	4.4%	-561	-0.3%
<b>Lafayette</b>	14,708	23,197	24,453	8,489	4.7%	1,256	0.5%
<b>Erie</b>	1,258	6,291	18,215	5,033	17.5%	11,924	11.2%
<b>US-36 CORRIDOR COUNTIES</b>							
<b>Boulder County<sup>1</sup></b>	225,339	276,255	294,567	50,916	2.1%	18,312	0.6%
<b>Broomfield City/County<sup>2</sup></b>	24,638	38,544	55,889	13,906	4.6%	17,345	3.8%

<sup>1</sup> Boulder Population estimate without Broomfield portion of Boulder County in 2000  
<sup>2</sup> 2000 Population Estimate from CO Department of Local Affairs

Source: CO Dept. of Local Affairs, US Census, Economic & Planning Systems, 2012.

Between 2000 and 2010, total households in the Town of Superior increased by 1,115, an annual growth rate of 2.9 percent. During that period, the Town of Superior captured 11 percent of the household growth in Boulder County, but accounted for 19 percent of the population growth due to larger household sizes primarily from young families with children. Over the past decade, the rate of growth for households exceeded the rate of population growth in all U.S. 36 corridor communities except for Superior. For example, the City of Louisville's population decreased (-0.3%), yet total households increased by 321 (0.4%).

**Table 2: U.S. 36 Corridor Households, 2000-2010**

Households	2000	2010	Change 2000-2010	
			#	Ann. %
<b>US-36 CORRIDOR CITIES/TOWNS</b>				
Superior	3,381	4,496	1,115	2.9%
Boulder	39,596	41,302	1,706	0.4%
Louisville	7,216	7,537	321	0.4%
Lafayette	8,844	9,632	788	0.9%
Erie	2,199	6,301	4,102	11.1%
<b>US-36 CORRIDOR COUNTIES</b>				
Boulder County <sup>1</sup>	109,578	119,300	9,722	0.9%
Broomfield City/County <sup>2</sup>	13,842	21,414	7,572	4.5%
<sup>1</sup> Boulder household estimate without Broomfield part of Boulder County, 2000				
<sup>2</sup> 2000 Household Estimate from CO Department of Local Affairs				

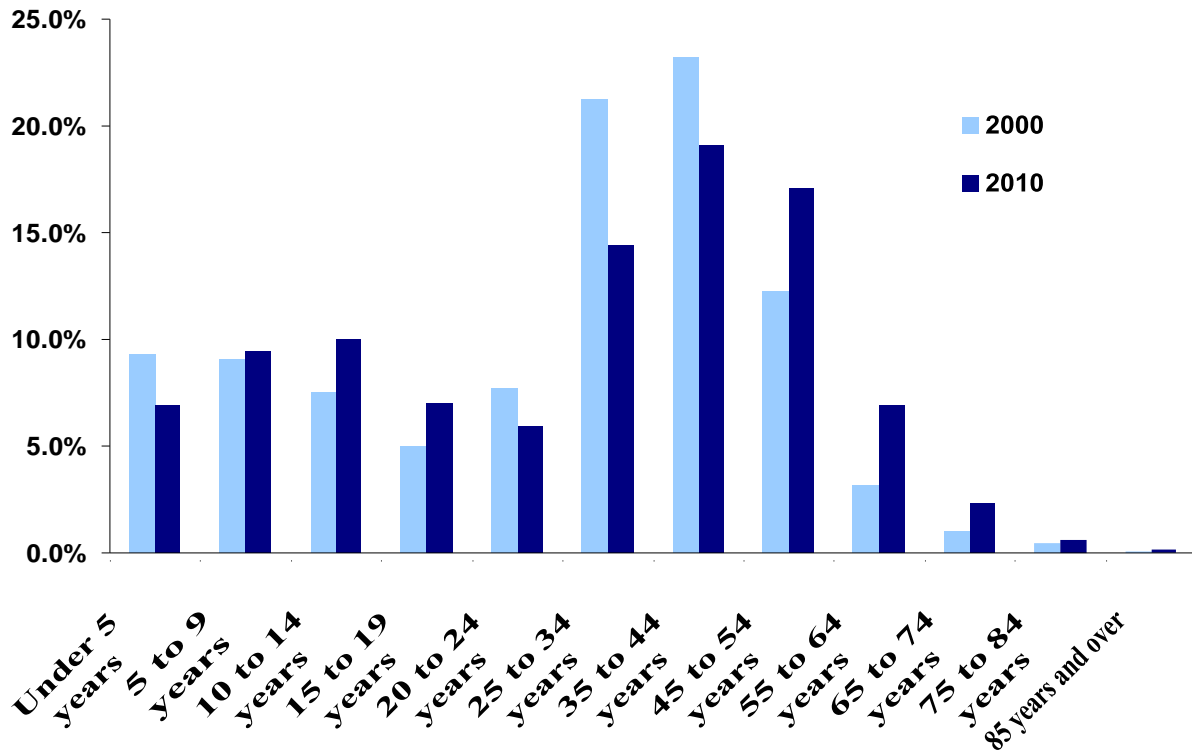
Source: CO Dept. of Local Affairs, US Census, Economic & Planning Systems, 2012.

Over the past 10 years, the average household size in Superior has increased from 2.67 people per household to 2.78. Except for Erie, the average household size in other U.S. 36 Corridor communities decreased over the past decade. The average household size in Erie was largest in 2010 with 2.88 people per household, a slight increase from an average household size of 2.86 in 2000. The City of Boulder had the lowest average household size of U.S. 36 corridor communities at 2.16. In 2010, Boulder County had an average household size of 2.39 in 2010. Cities like Lafayette and Louisville experienced a drop in household size which is an indication that the residents of these communities are aging and children are moving out of households.

Superior has the highest average household income of the U.S. 36 Communities with an average household income of \$115,340 in 2010. According to the 2010 Census, 48 percent of Superior households earn over \$100,000 per year. The median age of Superior's residents is 33 years old (see Figure 1). The greatest proportion of Superior residents, 36 percent, are between the age of 35 and 54. Ten percent of residents are over age 55. During the past decade, the percent of residents between the ages of 20 and 34 years old decreased significantly, which may be due to the types and availability of the current housing stock, and the price of housing in Superior.



Figure 1: Superior Age of Residents, 2000 to 2010



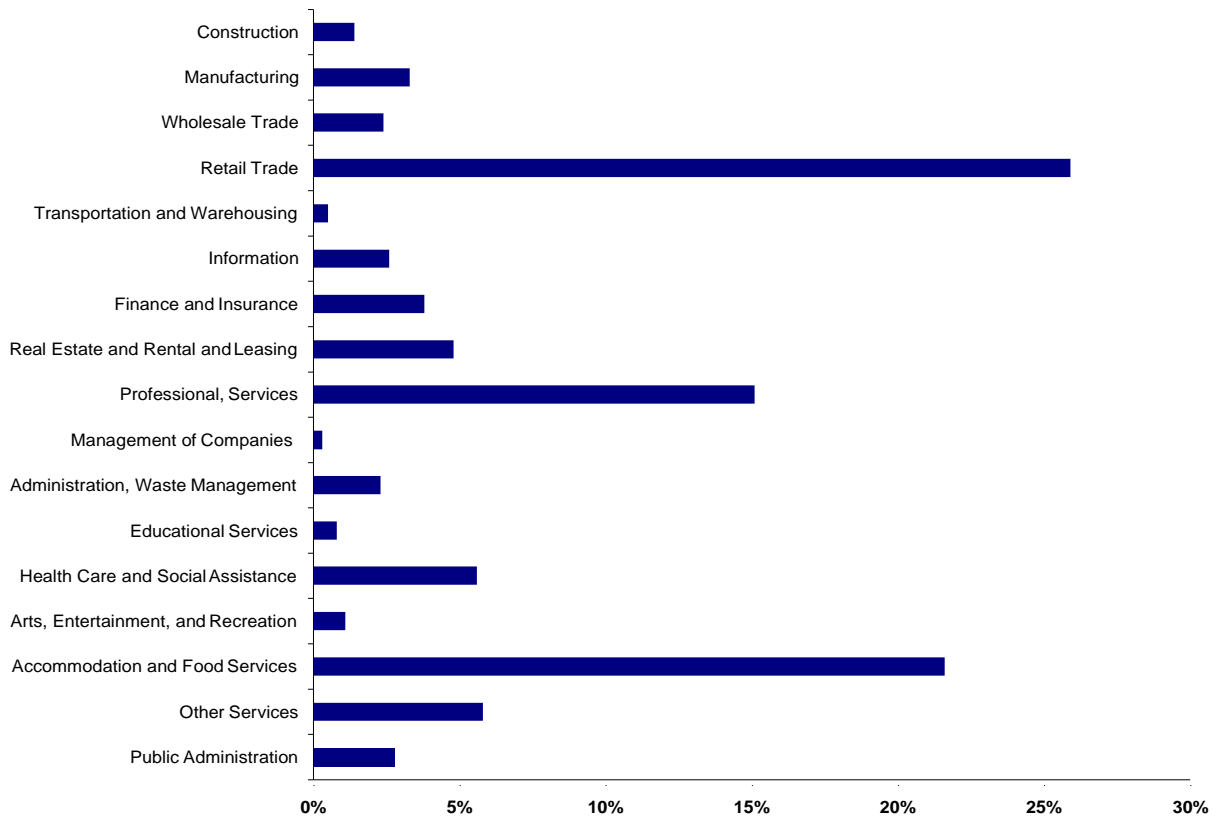
Source: Economic & Planning Systems, 2012.

### Employment

According to Colorado Department of Labor wage and salary data, total employment in Superior was 2,903 jobs in 2009. Superior’s largest industry by employment was retail trade, accounting for 26 percent of jobs. The accommodations and food service industry accounted for 22 percent of Superior’s jobs and professional services accounted for 15 percent.

The US Census tracks the place of residence of employed persons. According to this data source, only 3.4 percent of Superior’s employed residents work in the Town. The Town of Superior continues to be a bedroom community to the Denver-Boulder metropolitan region – one that offers limited opportunities for residents to both live and work within the Town boundaries. One quarter of employed residents of Superior work in Boulder. Other major employment draws for Superior’s residents are Denver (14.6 percent) and Broomfield (11.0 percent).

**Figure 2: Percent of Superior Employment by Industry, 2010**



Source: Economic & Planning Systems, 2012.

A number of local residents and property owners expressed a desire to address employment opportunities in the Comprehensive Plan. Many of the suggestions indicated desire for flexible tech spaces and locations for locally oriented office spaces. Although several vacant parcels are currently zoned Business Office, there has been limited development of smaller-scale offices for local businesses and residents of Superior.

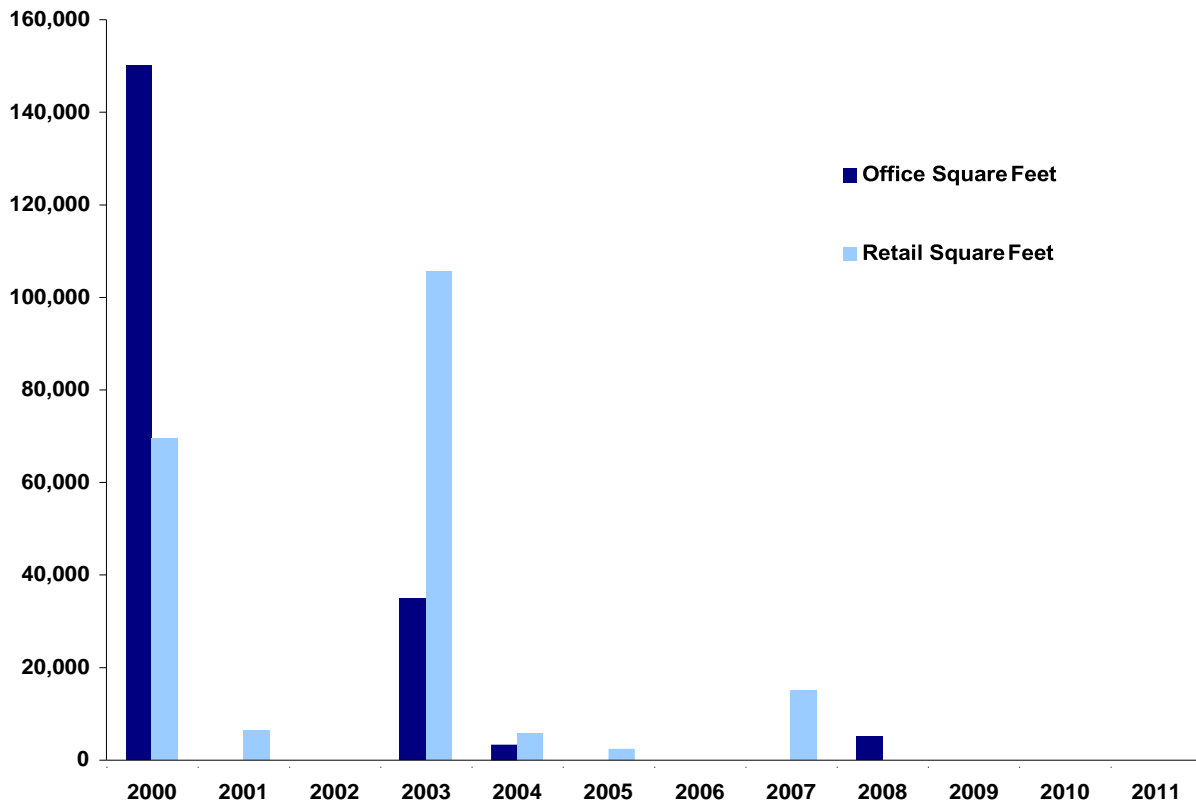
## Real Estate Market Trends

To show the market position of Superior and potential demand for future development and land uses, development trends over the past 10 years were analyzed, as summarized below.

### Commercial Development Trends

According to Town building permit records, there was 193,400 square feet of office space built in Superior between 2000 and 2011. Most of this space (150,000 square feet) was built in 2000, with only 5,000 square feet built since 2004. There was 204,500 square feet of retail space built in Superior between 2000 and 2011. Since 2007, no additional retail space has been built.

**Figure 3: Superior Commercial Space, 2000- 2011**



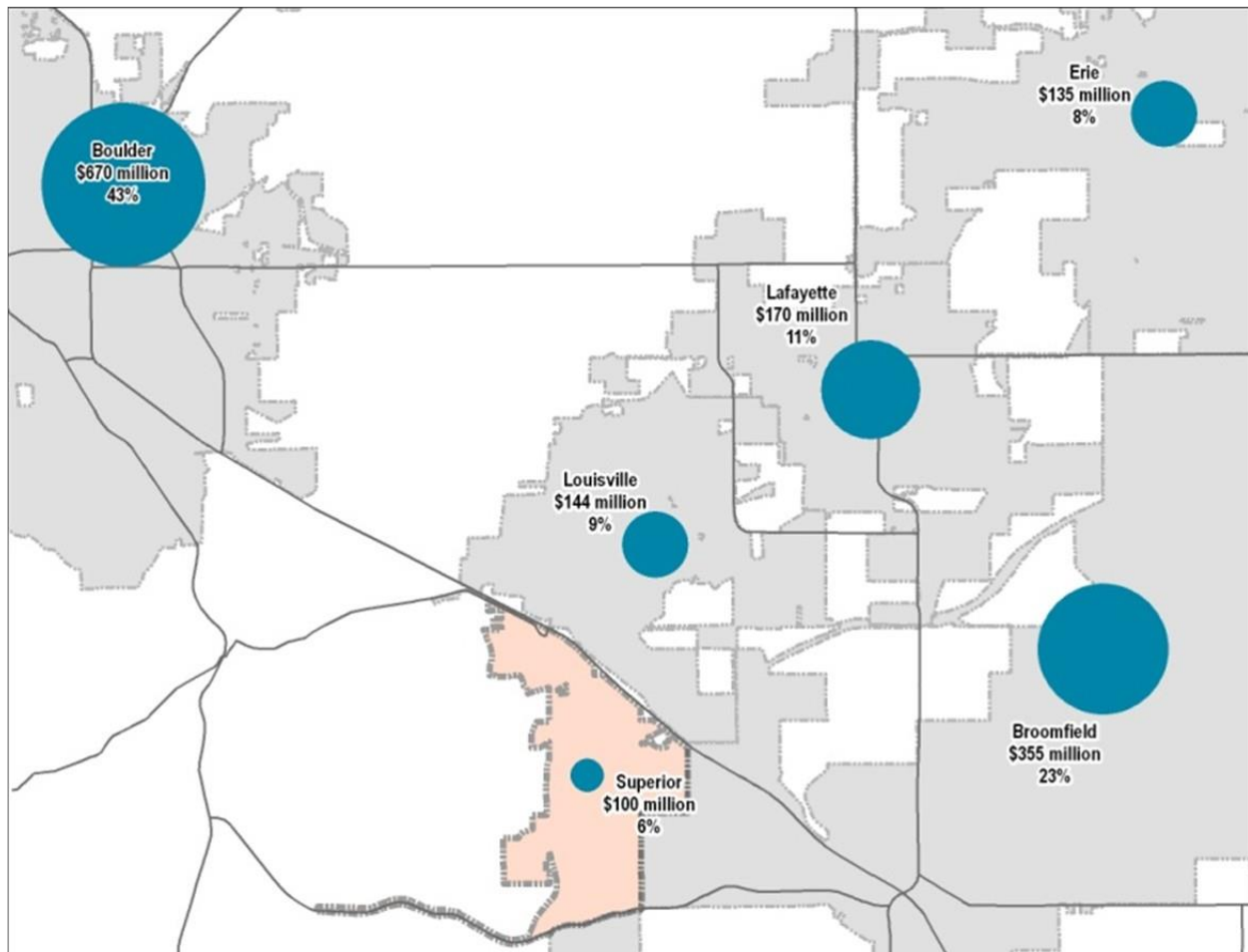
Source: Economic & Planning Systems, 2012.

### Retail Market Trends

The retail market potential for the Town of Superior are based these factors: (1) the Town’s ability to continue to attract retailers that draw from a regional trade area, and (2) increase in demand and capture of sales from residents in Superior. The regional trade area for retail in Superior includes the surrounding communities of Boulder, Lafayette, Louisville, and the western portions of the City/County of Broomfield and the Town of Erie. The U.S. 36 Corridor is the center of the retail development for this trade area. Figure 4 illustrates the annual expenditure potential for regional retail sales of the communities in the U.S. 36 corridor. Superior has the lowest potential with only \$100 million of expenditure potential, while Boulder’s expenditure potential is over six times

higher at \$670 million. Superior's ability to support regional retailers depends on its ability to attract sales inflowing from other communities along the U.S. 36 Corridor.

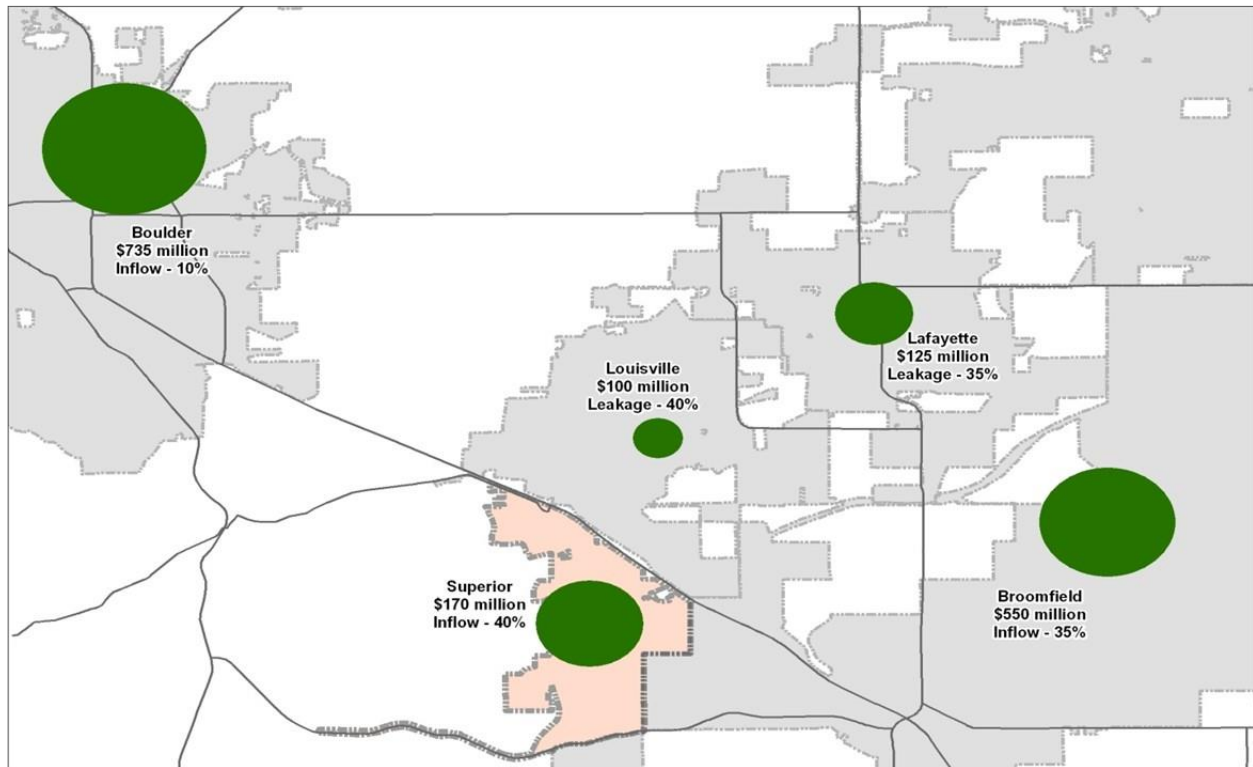
**Figure 4: U.S. 36 Corridor Expenditure Potential for Regional Retail Goods**



Source: Economic & Planning Systems, 2012

Superior has two main shopping centers; the Superior Marketplace and the Rock Creek Village Shopping Center. The Superior Marketplace is a 650,000 square foot regional "power center" that is anchored by Costco, Super Target, and Whole Foods. Currently, approximately 5 percent of the Superior Marketplace is vacant, and the center has available pad sites that could add an additional 50,000 square feet of retail space under the current PUD. The Rock Creek Village shopping center is 78,000 square feet, and is anchored by a Safeway grocery store. Rock Creek Village is a local retail center that serves Superior residents and the residential units in Broomfield around Flatiron Crossing. The regional draw of Superior Marketplace results in significant amount of retail sales to flow into the Town from outside Town boundaries. Figure 5 shows the amount of annual regional-oriented retail sales occurring in each community in the U.S. 36 Corridor trade area. Superior has a higher level of retail sales than is in demand from Superior residents, which indicates large inflow of sales. Both the towns of Lafayette and Louisville lose sales for regional goods to other communities along the Corridor.

Figure 5: U.S. 36 Corridor Actual Sales of Regional Retail Goods



Source: Economic & Planning Systems, 2012

There is over 3.5 million square feet of retail space in the shopping centers located between the two major U.S. 36 interchanges at McCaslin Boulevard and at Flatiron Crossing, which are three miles apart. Flatiron Crossing Mall is the largest retail destination in the northwest quadrant of the Denver metro area, but is experiencing some retail contraction due to changes in retail formats and impacts of the recession. There is currently 640,777 square feet of empty retail space in the shopping centers in and around Flatiron Crossing, Superior and Louisville. Major closures in the area include the Great Indoors in Broomfield (155,000 square feet) and Sam's Club in Louisville (130,000 square feet). While future demand for regional retail will grow, the vacant spaces along the Corridor will likely be more competitive in capturing new retailers than new retail developments.

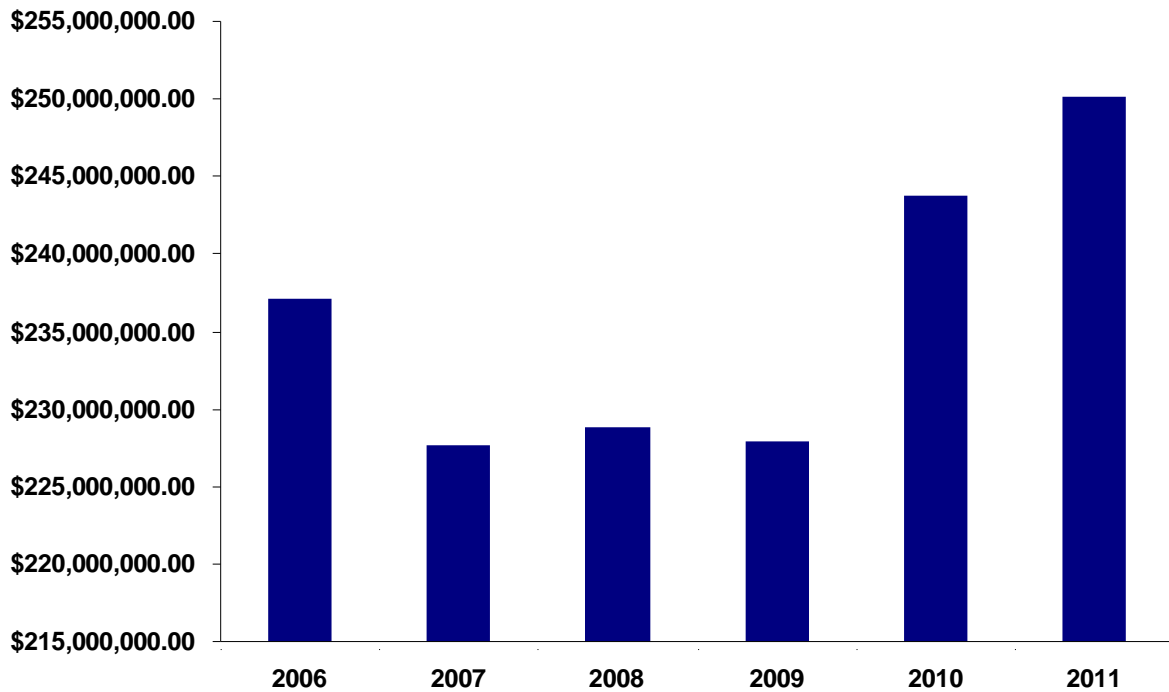
Retail sales and sales tax collections in for the Town of Superior have increased at a modest rate over the past six years. The opening of the Costco in Thornton resulted in reduced sales tax collections from 2006 to 2007 in Superior, while the closing of the Sam's Club in Louisville resulted in an increase of sales tax collections in Superior between 2009 and 2010, as shown in Figure 6. An analysis of the retail sales occurring in Superior found that nearly 70 percent of sales in the Town are from people who do not live in Superior. The Town only captures 35 percent of purchases by Superior residents, which is primarily due to a lack of variety in stores that could capture additional business. The retail store categories for which stores are present in Superior have captured a high portion of purchases from Superior residents. Store categories that are not capturing significant sales from Superior residents include eating and drinking establishments, home improvement stores, shopper's goods stores (apparel, furniture, electronics, and sporting goods) and health personal care stores (drug stores).

Table 3: Superior Area Retail Centers

Area/Center	Type	Year Built	Total SF	Vacant SF	% Vacancy
<b>BROOMFIELD</b>					
Flatiron Crossing	Regional Mall	2000	1,463,395	87,569	6.0%
Mainstreet at Flatiron	Power Center	2003	321,203	33,912	10.6%
Flatiron Marketplace	Power Center	2001	442,795	285,547	64.5%
<b>Subtotal</b>			<b>2,227,393</b>	<b>407,028</b>	<b>18.3%</b>
<b>LOUISVILLE</b>					
Village Shops at Colony Square	Neighborhood Center	2000	233,999	9,440	4.0%
Village Square	Neighborhood Center	1979	80,522	59,934	74.4%
Centennial Center	Neighborhood Center	1986	32,180	5,790	18.0%
Centennial Pavilions	Neighborhood Center	2002	28,980	1,300	4.5%
Former Sam's Club	Freestanding	1999	128,653	128,653	100.0%
<b>Subtotal</b>			<b>504,334</b>	<b>205,117</b>	<b>40.7%</b>
<b>SUPERIOR</b>					
Superior Marketplace	Community Center	2000	621,928	28,632	4.6%
Rock Creek Village	Neighborhood Center	1999	77,319	0	0.0%
<b>Subtotal</b>			<b>699,247</b>	<b>28,632</b>	<b>4.1%</b>
<b>TOTAL</b>			<b>3,430,974</b>	<b>640,777</b>	<b>18.7%</b>

Source: CoStar; Economic & Planning Systems.

Figure 6: Superior Taxable Sales, 2006 to 2011



Source: Economic & Planning Systems, 2012.

## Future Retail Demand

For this analysis, the regional retail trade area for Superior was defined as the Town, the cities of Boulder, Lafayette, Louisville, and the western portions of Broomfield and Erie. This trade area is expected to grow by over 16,000 households over the next 25 years. This increase in households will create a future demand of 880,000 square feet for regional-serving retail stores over the next 25 years. In the next 10 years, the new demand for regional retail is estimated at 420,000 square feet, with another 460,000 square feet from 2020 to 2030. Because there is more vacant space in the corridor than will be in demand over the next 10 years, competition for new retailers will be strong for regional serving stores. There will likely not be enough demand for a significant retail development in Superior in the near future. Currently, there is potential for Superior to capture some specialty and mass merchandiser retailers that are not present in the U.S. 36 Corridor or that are in categories which are under-represented in the U.S. 36 Corridor. The best locations for Superior to attempt to attract additional regional retail would be at the unbuilt pad sites in Superior Marketplace or in retail space that may be built in the Town Center development.

**Table 4: Regional Retail Demand, 2010 to 2030**

Store Type	Percent of TPI	New Expenditure Potential		Sales Per Sq. Ft.	New Demand	
		2010-2030 (\$000s)	2020-2030 (\$000s)		2010-2030 (Sq. Ft.)	2020-2030 (Sq. Ft.)
<b>TRADE AREA, TOTAL PERSONAL INCOME (TPI)</b>		<b>\$694,608</b>	<b>\$759,716</b>			
<b>SHOPPER'S GOODS</b>						
<b>General Merchandise</b>						
Traditional Department Stores	0.7%	\$4,862	\$5,318	\$250	19,000	21,000
Discount Department Stores	1.1%	\$7,641	\$8,357	\$350	22,000	24,000
Warehouse clubs & supercenters, Other	5.2%	\$36,120	\$39,505	\$400	90,000	99,000
<b>Total General Merchandise</b>	<b>7.0%</b>	<b>\$48,623</b>	<b>\$53,180</b>		<b>131,000</b>	<b>144,000</b>
<b>Other Shopper's Goods</b>						
Clothing & Accessories	2.3%	\$15,864	\$17,351	\$350	45,000	50,000
Furniture & Home Furnishings	1.5%	\$10,697	\$11,700	\$250	43,000	47,000
Electronics & Appliances	1.3%	\$9,292	\$10,163	\$500	19,000	20,000
Sporting Goods, Hobby, Book, & Music Stores	1.4%	\$9,526	\$10,419	\$350	27,000	30,000
Miscellaneous Retail	1.4%	\$9,697	\$10,606	\$250	39,000	42,000
<b>Total Other Shopper's Goods</b>	<b>7.9%</b>	<b>\$55,076</b>	<b>\$60,239</b>		<b>173,000</b>	<b>189,000</b>
<b>BUILDING MATERIAL &amp; GARDEN</b>	<b>4.2%</b>	<b>\$29,174</b>	<b>\$31,908</b>	<b>\$250</b>	<b>117,000</b>	<b>128,000</b>
<b>TOTAL REGIONAL RETAIL DEMAND</b>	<b>19.1%</b>	<b>\$132,872</b>	<b>\$145,327</b>		<b>421,000</b>	<b>461,000</b>

Source: Economic & Planning Systems, 2012

Demand for locally serving retail, such as grocery, convenience, drug, and liquor stores and restaurants and bars, in Superior comes from a more locally oriented trade area. The local retail trade area is defined as Superior and the cities of Lafayette and Louisville. Collectively, these communities are expected to grow by 4,250 households over the next 25 years. These new households are estimated to generate demand for an additional 185,000 square feet of locally-serving retail space over the next 25 years. In the next 10 years, the demand for new local serving retail space will be 90,000 square feet, as shown in Table 5.

Over the next 25 years, Superior has the opportunity to capture a significant portion of this local serving retail space, especially if housing development within the Town increases. The Town currently lacks restaurants, especially locally-based restaurants, due to the lack of an area that would attract restaurants and residents. Currently, the restaurants in Superior are in traditional shopping centers that are not attractive to many restaurant chains or operators. The development of a community gathering and entertainment area, is envisioned as part of the Town Center PD, could serve as a destination to attract a variety of restaurants. Over the next 25 years, there is potential for the Town to attract another grocery store which could vary in type, or a drug and convenience store, such as a Walgreens or Rite-Aid.

**Table 5: Local Retail Demand, 2010 to 2030**

Store Type	Percent of TPI	New Expenditure Potential			New Demand	
		2010-2020 (\$000s)	2020-2030 (\$000s)	Sales Per Sq. Ft.	2010-2020 (Sq. Ft.)	2020-2030 (Sq. Ft.)
<b>TRADE AREA, TOTAL PERSONAL INCOME (TPI)</b>		<b>\$202,133</b>	<b>\$221,080</b>			
<b>CONVENIENCE GOODS</b>						
Supermarkets/Grocery Stores	6.3%	\$12,734	\$13,928	\$400	32,000	35,000
Convenience Stores	1.9%	\$3,841	\$4,201	\$400	10,000	11,000
Beer, Wine, & Liquor Stores	0.9%	\$1,819	\$1,990	\$300	6,000	7,000
Health and Personal Care	1.7%	\$3,436	\$3,758	\$400	9,000	9,000
<b>Total Convenience Goods</b>	<b>10.8%</b>	<b>\$21,830</b>	<b>\$23,877</b>		<b>57,000</b>	<b>62,000</b>
<b>EATING AND DRINKING</b>	<b>5.6%</b>	<b>\$11,319</b>	<b>\$12,380</b>	<b>\$350</b>	<b>32,000</b>	<b>35,000</b>
<b>TOTAL LOCAL RETAIL DEMAND</b>	<b>16.4%</b>	<b>\$33,150</b>	<b>\$36,257</b>		<b>89,000</b>	<b>97,000</b>

Source: *Economic and Planning Systems, 2012*

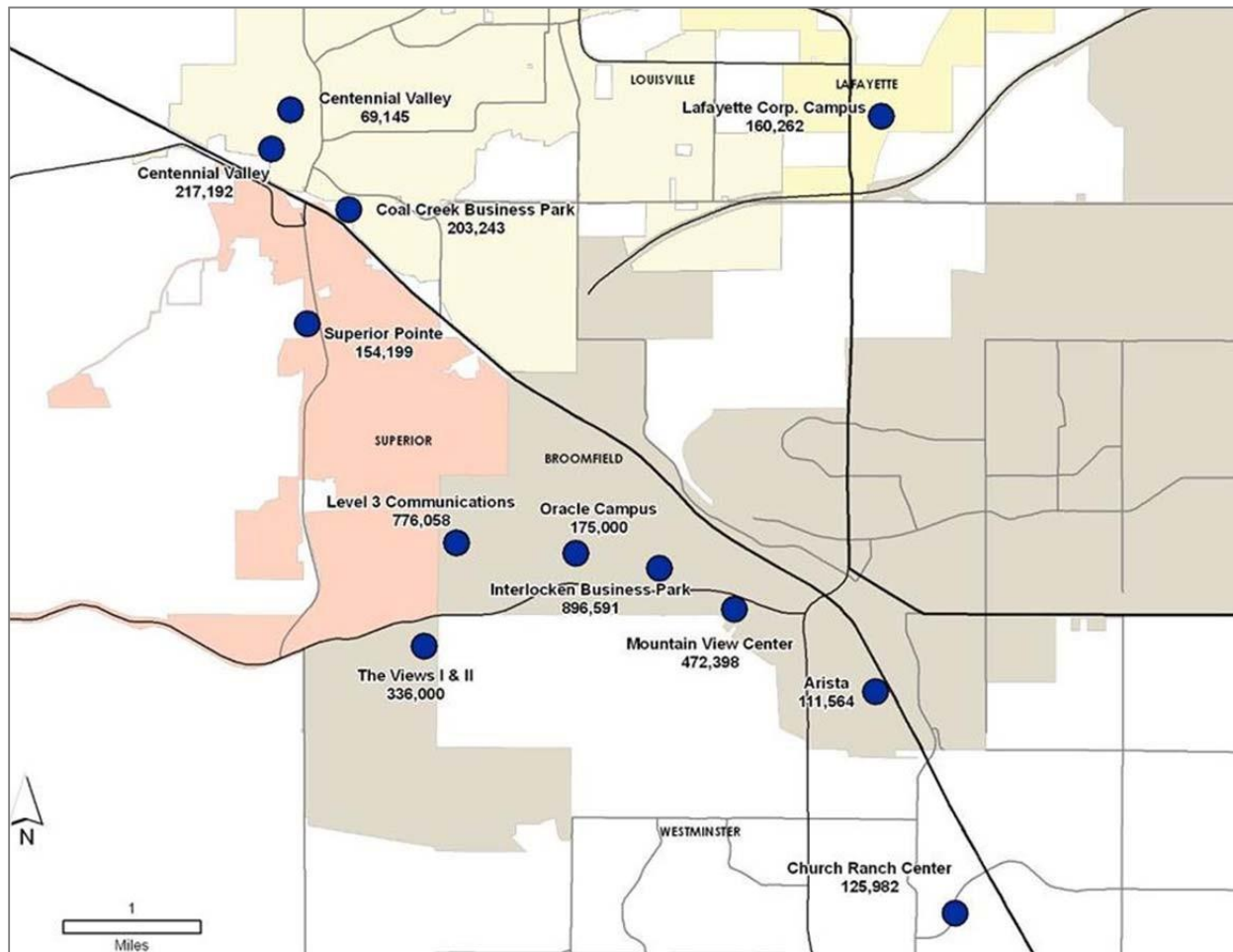
## Office Market Trends

Superior is in the Northwest Denver metropolitan area office submarket, as defined by CoStar, a commercial real estate information company. The Northwest office submarket has 15 million square feet of office space. The submarket had a vacancy rate of 11.6 percent which is lower than the metro average and had the highest average lease rates outside of the Denver Central Business District (CBD) in the 1st quarter of 2012. The Northwest submarket's largest concentration of office space is within and around the Interlocken Office Park, which has nearly 800,000 square feet of office space. Also in the Interlocken area is the Level 3 Communications campus, with over 775,000 square feet of office space, and the Oracle Campus, which has 175,000 square feet of office space.

Superior has just over 200,000 square feet of office space, primarily located in four office buildings: Superior Pointe, which is 150,000 square feet in two buildings; Discovery Office Park, which currently has 37,000 square feet but is planned for additional buildings; and the Superior Plaza which has 30,000 square feet of office space in a building that also has retail and self-storage space. Most Superior office space was built in the early 2000s. The office spaces in Superior, with the exception of Discovery Office Park, have vacancy rates well over the submarket average and all of them rent for rates that are in the \$12 to \$14 per square foot range which are more than \$7 less than the submarket average. The majority of office space built in Superior provides professional services to the Superior community.



Figure 2: U.S. 36 Corridor Office Parks Locations and Total Square Feet



Source: Economic & Planning Systems, 2012

### Future Office Demand

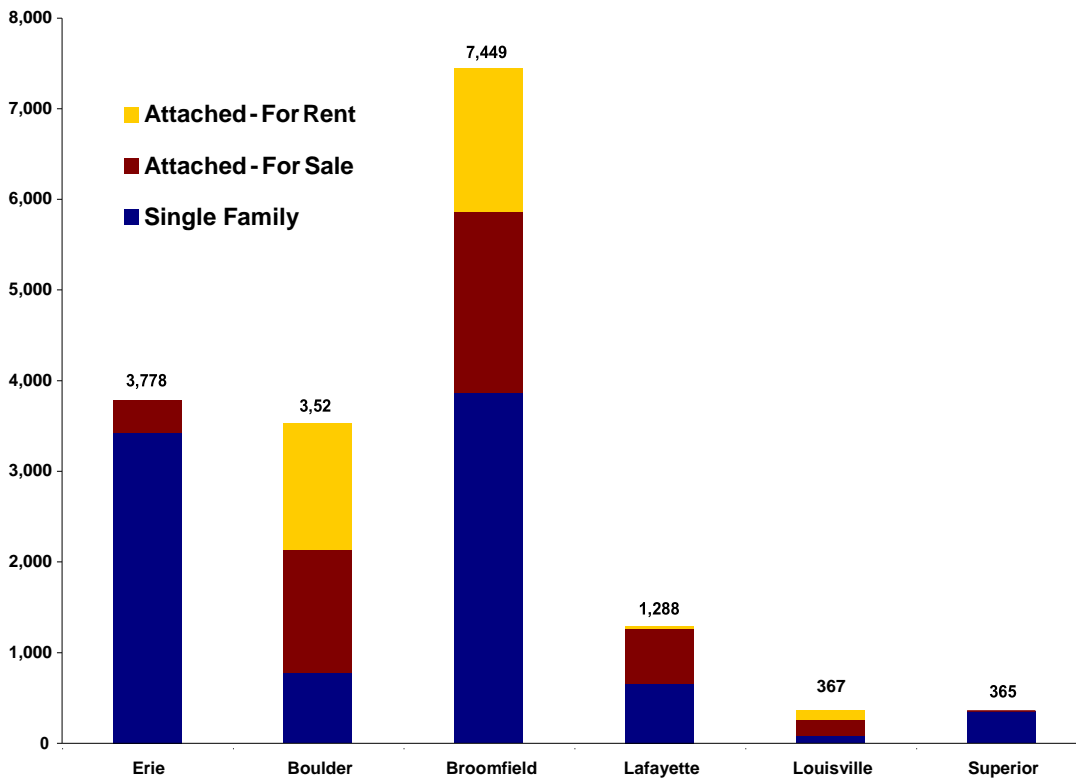
Superior's ability to attract significant office development will be limited by strong competition from the existing major office parks along U.S. 36, including Interlocken, the Rocky Mountain Metropolitan Airport area, and the Arista in Broomfield. The Town could attract a large office development anchored by a major tenant, but would need to make sure that a site or area was clearly defined for this development. The development of the Town Center project could attract office uses, with the proposed public amenities serving as a major attraction for office development. Any potential office development site will need to have efficient, direct access off of U.S. 36 and McCaslin Blvd, with visibility from U.S. 36. The Town will have limited demand for office development over the next 10 to 25 years with an average annual demand of 10,000 square feet of office/service space per year as housing growth continues, if a major project or development is not attracted to the Town.

### Residential Market Trends

The Town of Superior permitted 725 residential units between 2000 and 2011, 16 of which were permitted since 2004. Most of the units permitted (587 individual units or 81 percent) were single family homes. The remaining 128 units (19 percent) were attached townhomes or condo units. No apartment units have been permitted in Superior in the past decade. There are 2,796 owner-occupied households in the Town of Superior, comprising 62

percent of the housing stock. There was a four percent decrease in the amount of owner-occupied households between 2000 and 2010 despite the fact that no apartments units were constructed due to demand during that period. In the U.S. 36 Corridor, just over half (9,153 individual units or 55 percent) of new units permitted were single family homes, while the others were for-sale attached/condo units (4,509 individual units or 27 percent), and for-rent apartment units (3,114 individual units or 19 percent). This distribution of unit types is more indicative of the future demand for residential in Superior than recent building permit trends for the Town.

**Figure 8: U.S. 36 Corridor Residential Building Permits, 2001 to 2010**



Source: Economic & Planning Systems, 2012.

The rental housing market in Boulder County and the Denver metro area is strong, with vacancy rates at record lows and rental rates at record highs. The vacancy rates in Boulder County average 4.7 percent which is lower than the metro average of 5.2 percent. The average rent in Boulder County is \$1,171 per month, which is \$240 a month higher than the metro average. The average rent per square foot for units in Boulder County is \$1.21. Apartment projects around Superior in Broomfield and Louisville have an average rent of nearly \$1.30 per square foot, which includes projects that are nearly 20 years old. The only apartment development in Superior is The Horizons at Rock Creek, a large 1,206 unit complex built in 1997. The average rent there is \$1,090 per month, or \$1.09 per square foot. The rent levels at The Horizons are slightly lower than the County average, but this is partly due to the complex's large size and the larger than average unit sizes. Other proposed or recently built apartment projects in the area have been senior apartment projects. Three senior apartment projects have been built in the past decade in Broomfield, Lafayette and Louisville, with two more under construction in Lafayette. The multifamily market continues to fluctuate.

**Table 6: Superior Area Competitive Apartment Developments (completed)**

Name	Address	City	Year Built	Total Units	Avg. Rent	Avg. Size	Avg. Rent per SF
Horizons at Rock Creek	2600 S Rock Creek Pky	Superior	1997	1,206	\$1,090	1,001	\$1.09
The Summit at Flatirons	210 Summit Blvd	Broomfield	2004	500	\$1,136	865	\$1.31
Grand View at Flatirons	855 W Dillon Rd	Louisville	1990	180	\$1,070	846	\$1.26
Stonegate Apartments	11815 Ridge Parkway	Broomfield	2003	350	\$1,194	911	\$1.31
Terracina Apartments	13620 Via Varra Rd	Broomfield	2009	376	\$1,302	945	\$1.38
Copper Ridge Apartments	200 S McCaslin Blvd	Louisville	1994	129	\$1,159	964	\$1.20
<b>Boulder County - Other Submarket</b>			---	---	<b>\$1,171</b>	---	<b>\$1.18</b>
<b>Denver Metro Area</b>			---	---	<b>\$932</b>	---	<b>\$1.09</b>

Source: CoStar; Economic & Planning Systems, 2012.

Annual home sales in Boulder County have remained fairly consistent over the past 5 years with a slight drop in number of sales in 2009. The average price of homes sold in the County has also remained consistent, with the average price of a house in Boulder County in 2008 being \$402,000 and the average price in 2012 (through April 2012) being \$383,539. The average price per square foot for homes in 2008 and 2012 was \$192 and has remained between \$188 and \$192 over the past 5 years. Like the County, home sales prices and a number of sales in Superior have remained consistent over the past 5 years. However, the average price per square foot is lower in Superior (between \$145 and \$161) than the County on average. This may be due partly to the lack of new home sales in Superior. New home developments in Louisville and Lafayette have average prices per square foot that range from \$160 to \$220. There has been only one planned housing development in Superior since 2004, The Calmante Townhomes. This development was planned for 75 units but only 10 units were built before the project went bankrupt. The townhomes were large, luxury townhomes with an average price of over \$550,000. The large size and high prices of these units contributed to the lack of success of the project.

**Table 7: Boulder County Home Sales, 2008-2012**

Type	2008	2009	2010	2011	2012
<b>SUPERIOR</b>					
Total Sales	170	176	174	166	214
Average Price	\$414,289	\$392,356	\$374,368	\$382,901	\$375,625
Average Price per Sq. Ft	\$157	\$161	\$145	\$157	\$158
<b>LAFAYETTE</b>					
Total Sales	420	342	361	404	505
Average Price	\$328,518	\$309,382	\$301,907	\$319,973	\$322,131
Average Price per Sq. Ft	\$168	\$155	\$142	\$149	\$157
<b>LOUISVILLE</b>					
Total Sales	267	254	273	291	373
Average Price	\$361,377	\$387,206	\$388,869	\$370,976	\$403,656
Average Price per Sq. Ft	\$193	\$200	\$168	\$192	\$196
<b>BOULDER COUNTY</b>					
Total Sales	4,192	3,442	4,219	4,147	4,996
Average Price	\$402,339	\$391,250	\$390,410	\$379,874	\$406,390
Average Price per Sq. Ft	\$192	\$188	\$189	\$189	\$194

Source: Boulder County Assessor; Economic & Planning Systems, 2012.

## Future Residential Demand

The competitive trade area for housing development demand for Superior includes the Town of Superior and the cities of Louisville and Lafayette. Over the past 10 years these communities have captured 23 percent of the new households in the County and 17 percent of the permitted units. Over the next 25 years, the estimated capture of Boulder County growth for this trade area is 18 percent, which is consistent with past trends.

**Table 8: Competitive Trade Area Capture of Boulder County, 2000 to 2030**

	1990-2000	2000-2010	2010-2020	2020-2030	Total 2010-2030	
					#	Ann. #
<b>BOULDER COUNTY</b>						
Population	50,916	18,312	32,655	34,818	67,473	3,374
Households	16,546	9,722	12,034	14,707	26,741	1,337
Permitted Residential Units		15,164				
<b>LAFAYETTE, LOUISVILLE, SUPERIOR CAPTURE</b>						
Population	23,819	4,167	5,551	5,919	11,470	574
% Capture of County	47%	23%	17%	17%		
Households	8,780	2,224	2,166	2,647	4,813	241
% Capture of County	53%	23%	18%	18%		
Permitted Residential Units		2,564				
% Capture of County		17%				

Source: DRCOG; US Census; Economic & Planning Systems, 2012.

Based on growth forecasts, eighteen percent capture of new County households would equate to 4,800 new households in the trade area by 2030. Also, accounting for a vacancy rate of 5 percent, this means that there is an estimated demand for 4,813 new housing units in Superior, Lafayette, and Louisville over the next 25 years. If future demand matches building trends of the past decade the expected demand for housing will be split between different housing types. Single family homes will continue to have the largest amount of demand, approximately 50 percent. The remaining 50 percent will likely be split between attached/condo for sale housing and for-rent apartments

**Table 9: Competitive Trade Area New Housing Demand, 2010 to 2030**

Housing Types	Factor	2010-2020	2021-2030	Change 2010-2030	
				Total #	Ann. #
New Households		2,166	2,647	4,813	241
New Housing Units (5% Vacancy Factor)		2,274	2,780	5,054	253
<b>Units by Density</b>					
Single Family Detached	50%	1,137	1,390	2,527	126
Attached - For Sale	25%	569	695	1,263	63
Attached - For Rent	25%	569	695	1,263	63
<b>TOTAL DEMAND</b>		<b>2,274</b>	<b>2,780</b>	<b>5,054</b>	<b>253</b>

Source: Economic & Planning Systems, 2012.

## Fiscal Analysis of Preferred Community Framework and Land Use Plan (2012 Plan)

### General Town Budget Findings

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In 2011, the Town of Superior General Fund had \$9.5 million in revenues and \$6.3 million in expenses. The remaining \$3.2 million was transferred from the General Fund to other funds. The Town has relied on transfers from General Fund revenue to help fund capital improvements and subsidize the various Town Utilities. In 2011, approximately \$1.6 million was transferred to the Water, Waste Water and Storm Water Funds for debt service and capital maintenance. The burden on the Town to subsidize the utility funds will decrease with more development, as tap fees and other revenues will decrease the annual transfer. Approximately \$1.6 million was also transferred in 2011 to the Capital Improvement Program. Therefore, looking to the future, a General Fund surplus is needed to provide funds for capital improvements and Utility Funds. The Town's current fiscal structure is adequately meeting short term needs, as the revenue brought in is enough to cover Town operations and provide for capital improvements, beyond a dedicated sales tax for capital improvements.

The Town of Superior's main source of revenue is sales and use tax, which provides 60 percent of General Fund revenue and 40 percent of total Town revenue. Property Tax is the other major revenue source for the Town, which provides 17 percent of General Fund revenue annually and 10 percent of the Town's total revenue. There are three agreements the Town has that impact the amount of sales and property tax collected from certain portions of Town. These three agreements have an impact on the fiscal balance of the Town. The Superior Marketplace is part of an Urban Renewal Authority, which was formed when the project was developed. As part of the Urban Renewal Authority, a portion of the sales tax generated at the Superior Marketplace is dedicated to repaying the bonds that paid for infrastructure improvements for the development project. The Town also has a sales tax share-back agreement with the developer of the Superior Marketplace which pays the developer back for infrastructure costs from annual sales tax revenue. The Urban Renewal Authority and developer share-back agreements account for \$1.8 million per year in revenue that does not reach the General Fund. However, these agreements will end in the future, as the Urban Renewal bond payment ends in 2019 and the share-back agreement is projected to end in 2022. Another agreement the Town has is an intergovernmental agreement with the City of Louisville to share undesignated sales tax revenue from a portion of the Town Center project area. The agreement states that 50 percent of undesignated sales tax generated will be allocated to the City of Louisville.

In 2012, the Town of Superior explored the feasibility of developing a mixed-use Town Center development. There is also interest in the development of various types of public amenities like a community center or recreation center, within the Town Center or elsewhere in the community. In order to build public facilities or incentivize the Town Center development, the Town will need to explore alternative revenue sources. With the Town Center being a part of the expanded Urban Renewal Authority in Superior, property tax increment from the Town Center development could provide funds to build public improvements in the development. In addition, the Town recently approved a Lodging Fee for hotels guests. Once hotel development occurs in the Town, this revenue source can be used for these purposes. Lastly, a Metro District/Business Improvement District for the Town Center could help pay for infrastructure, but the total property tax mill rate for the Town Center is already relatively high and additional property tax may make the property in the Town Center too expensive to be competitive. The potential benefits of using these funding sources should be measured against their potential impacts on the fiscal balance of the Town.

## **Fiscal Impact Analysis**

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The preferred land uses for development opportunity sites in the Town of Superior were developed through the Comprehensive Plan process. A fiscal analysis was completed to determine the impact these land use decisions would have on the General Fund fiscal balance for the Town of Superior. The results of this analysis are summarized below. A fiscal analysis model was provided to the Town for the evaluation of future land use changes. The estimated amount of residential and non-residential development expected, based on proposed zoning on the opportunity sites, is shown in Table 10 below.

Analysis of the impact of development on the Town General Fund found that an average new household generates an ongoing annual General Fund fiscal deficit of \$140 per unit. However, new housing has several positive impacts on funds and aspects of the Town that are not captured in the General Fund balance sheet. New housing development reduces the subsidy to utility funds, generates revenue for Open Space, CIP, and Landscape Fee Funds, and creates one-time revenues from permit and plan check fees, use tax and impact fees. Generally most residential uses generate a negative General Fund fiscal balance, with the exception of units that are over \$575,000 in value. Retail development generates a General Fund fiscal benefit of \$4 per square foot, but sales tax revenues from the Superior Marketplace is shared with the developer and revenue from future Town Center development is shared with Louisville under an intergovernmental agreement. This lowers the General Fund fiscal impact of retail space to \$2.43 per square foot. Office/employment uses are generally fiscal neutral for the General Fund and positive for the utility operations. However, office workers also generate retail sales resulting in a slight positive impact of \$0.07 per square foot on the General Fund.

The proposed land use designations on the Town's opportunity sites will create a positive annual fiscal impact on the General Fund and other operations as noted above. Based on the land use designations, the land use plan would yield approximately 2,039 residential units. These residential units will have an annual negative fiscal impact on only the General Fund of approximately \$308,000, as shown in Table 11. The potential retail and office space based on the land use plan would generate a net fiscal positive impact of approximately \$2.2 million annually to the Town's General Fund. In total the proposed build-out of the Town based on the proposed land use designations will generate an annual fiscal positive balance of \$1.9 million for the Town General Fund. This estimated positive impact is more than adequate to support the obligations of the Town for the General Fund.

Table 10: Town of Superior Build-Out Estimate

Site(s)	Name/ Owner	Acres	DU/AC		Floor Area Ratio			Total Units			Total Square Feet			
			LDR	MDR	Commercial	Office	Light Industrial	LDR	MDR	All Units	Commercial	Office	Light Industrial	Civic
1	76 <sup>th</sup> Street Properties	27					0.3						264,627	
2	Rogers' Property	10		8.0		0.3		30	30			98,010		
3&4	Town Center	160						1,800	1,800		440,427	461,393		123,944
5	Anderson Property	19	6.0					46		46	49,658	186,219		
6	Zaharias Property	34		8.0				68	30	98	111,078	111,078		
7	Richmond Property	15			0.3	0.3					68,607	68,607		
8	Calmante Property	11		8.0					65	65				
9	Resolute Investments	14			0.25						114,345			
10	Ridge II Property	6				0.3						39,204		
11	Former School Property	12												
12	Level 3 Property	51				0.3						333,234		
<b>Total</b>		<b>359</b>						<b>114</b>	<b>1,925</b>	<b>2,039</b>	<b>784,115</b>	<b>1,297,745</b>	<b>264,627</b>	<b>123,944</b>

Source: EPS, Clarion Associates, 2012.

The estimated new residential development would generate sales tax from the new residents, which would create an annual total benefit of \$107,000 from dedicated sales tax going to the Capital Improvement Program Fund (CIP Fund), the Open Space Fund, and the McCaslin Interchange Fund. As well, the new residential development would generate \$10.2 million in one-time revenue from use tax from construction, and building permit and plan check fees. The retail and office development would also generate an estimated \$1.03 million annually in revenue to the CIP Fund, Open Space Fund and McCaslin Interchange Fund. The one-time revenues generated from the development of the retail and office space would be an estimated \$6.5 million.

**Table 11: General Fund Fiscal Balance of Proposed Town Build-Out**

Use	Units/SF	Annual General Fund Revenue		Annual General Fund Expenditure		Annual General Fund Fiscal Balance	
		Per Unit/SF	Total	Per Unit/SF	Total	Per Unit/SF	Total
<b>NEW RESIDENTIAL</b>							
Single Family	114	\$782	\$89,112	\$949	\$108,184	\$167	\$19,073
Attached	96	\$608	\$76,007	\$712	\$88,995	\$104	\$12,987
Multifamily	1,925	\$480	\$863,624	\$633	\$1,139,312	\$153	\$275,687
<b>Subtotal</b>	2039		\$1,028,774		\$1,336,491		\$304,734
<b>NEW COMMERCIAL</b>							
Retail	784,115	\$3.46	\$2,709,804	\$0.71	\$554,159	\$2.75	\$2,155,645
Office/Other	1,686,316	\$0.69	\$1,166,578	\$0.66	\$1,105,656	\$0.03	\$60,922
<b>Subtotal</b>	2,470,431		\$3,876,381		\$1,659,815		\$2,216,566
<b>TOTAL</b>			<b>\$4,905,125</b>		<b>\$2,996,306</b>		<b>\$1,908,819</b>

Source: Town of Superior, Economic and Planning Systems, 2012.

Therefore, the proposed comprehensive land use designations will be fiscally positive when the community reaches build-out. The majority of retail development that can be attracted in the Town will mostly likely be confined to the Marketplace and Town Center. These areas have sales tax agreements which minimize the total impact of retail on the Town's General Fund; however, the development of retail only on these sites will not present fiscal challenges as long as there is enough retail development. The planned residential uses would create a General Fund deficit but have other added long-term benefits (greater retail demand, decrease utility subsidy, one-time permit fees, use tax, and system development fees) that offset the impacts on the General Fund. The key to the fiscal viability of the Town is a balance of residential and non-residential development, a major consideration in this Comprehensive Plan. Any significant deviations from the land use designations or proposed uses in this Comprehensive Plan will need to be analyzed to determine if the changes impact the fiscal balance of the General Fund and Town.



# Appendix B: Town Center Planned Development

[Link to Town Center Planned Development \(2012\)](#)

[Link to Superior Town Center Design Guidelines \(2012\)](#)



# Appendix C: Transportation Plan

[Link to Transportation Plan: 2014 Update](#)