

SUPERIOR PLANNING PROJECT

DRAFT: January 2019

SUMMARY OF RECOMMENDATIONS



ACKNOWLEDGMENTS

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ABOUT THE PROCESS

PROJECT BACKGROUND & OBJECTIVES

In the fall of 2017, nearly 600 people participated in a preliminary conversation about the future of Northwest Superior. The process was spearheaded by the Planning Commission in response to community concerns about growth pressures in Northwest Superior and recommendations that emerged from a 2016 Urban Land Institute study for the Superior Marketplace. This initial community engagement effort—led by the Planning Commission, with support from a consultant team and staff—was designed to:

- Highlight recent and anticipated changes in Northwest Superior;
- Increase awareness of existing policies and regulations in place to guide future changes; and
- Determine whether current policies and regulations were adequate to guide future change, or whether other development tools or regulations were desired by the community.

In early 2018, the Town Board approved a series of "next steps" to continue the conversation with the community. This stage of the process was specifically geared toward:

- Establishing an overarching vision and goals to guide future changes in Northwest Superior;
- Exploring alternative scenarios for different opportunity areas within Northwest Superior; and
- Identifying potential strategies to implement the community's preferred direction(s).

This report summarizes the results of the 2018 process and outlines a series of potential strategies to help implement the community's vision over time.

STUDY AREA

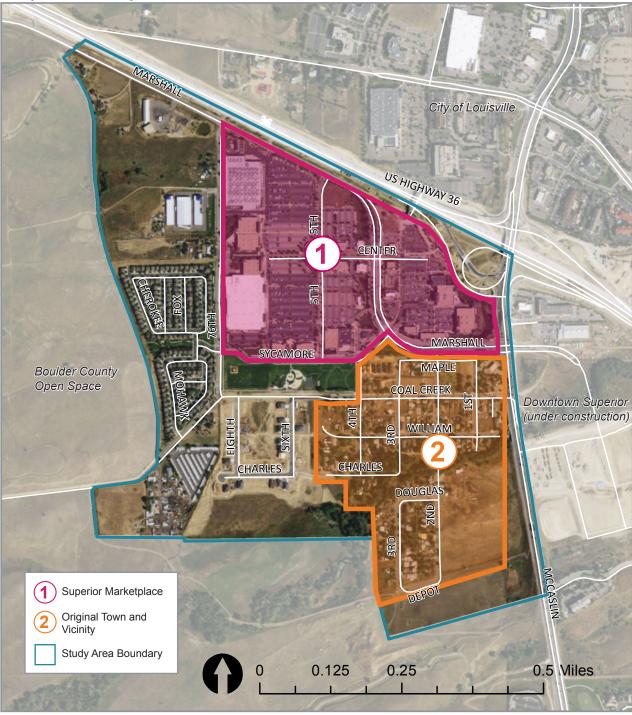
The Northwest Superior Study Area is depicted on the following page. Established development in the study area includes a number of Planned Developments (Superior Marketplace, Sagamore, Guardian Storage, and Coal Creek Crossing), the Original Town neighborhood, Town Hall, and a variety of smaller, standalone uses. On the west and south, the study area abuts Boulder County Open Space; on the east, McCaslin Boulevard and Downtown Superior (currently under construction); and on the north, US 36 and the City of Louisville. While the study area is largely built out, scattered vacant parcels remain, and redevelopment potential exists in some locations.

FOCUS AREAS

To address the unique issues and opportunities within the study area, two primary focus areas were identified: Superior Marketplace and Original Town and Vicinity. A series of scenarios were developed for each focus area to explore the following questions:

- Superior Marketplace. How might the Marketplace transition to a more transit-oriented development over time? What types of uses would be most viable from a current market perspective and compatible with Northwest Superior as a whole? How might changes in the Marketplace impact circulation and access in and around the area?
- Original Town and Vicinity. What types of development are likely to occur based on the tools that are in place today? What potential regulatory tools could be used to address community concerns related to future infill and redevelopment, as well as new development opportunities?

Study Area Boundary



While separate scenarios were considered for the Superior Marketplace and Original Town, the relationship between the two areas and their potential impacts to the Northwest Superior as a whole were carefully considered throughout the entirety of the planning process. Some of these shared impacts and issues included traffic and pedestrian/bicycle circulation, access to services, and projected growth.

PROCESS OVERVIEW

PHASE 1: PLAN FOUNDATIONS Spring - Summer 2018

Objective: Establish common vision and goals for Northwest Superior and prepare supplemental analysis to help inform Phase 2 discussion.



PHASE 2: FOCUS AREA OPPORTUNITIES AND KEY CHOICES Summer - Fall 2018

Objective: Explore community preferences regarding possible futures for Superior Marketplace and Original Town.

Community Meetings:

- May 21 and 23 & Online Questionnaire
- July 24 (Original Town walking tour and community workshop)
- September 10 (Town Board Update)



PHASE 3:SUMMARY OF RECOMMENDATIONS Fall 2018 to Winter 2019

Objective: Prepare recommendations for Northwest Superior that reflect community input received and discussions with the Town Board and Planning Commission.

Community Meetings:

- October 29 (Original Town refine preliminary strategies)
- November 12 (Superior Marketplace review and refine recommendations)

OPPORTUNITIES FOR INPUT

A variety of opportunities for community and stakeholder input were provided throughout the process. Feedback received was used to develop and refine the process and the recommendations contained in this report. Detailed input summaries are provided in Appendix B of this report.

In May 2018, an initial round of meetings was held to explore (in greater detail) preferences regarding possible futures for both Superior Marketplace and Original Town. As part of this initial round, two evening meetings were held in separate locations. In addition, a mid-day focus group was held specifically for business and property owners in the Superior Marketplace. Finally, a supplemental survey was made available online (and in hard copy form). Over 50 people participated in the in person meetings and over 500 responses to the online survey were received. Initial stakeholder engagement also included discussions with RTD, Brixmor (major property owner of the Superior Marketplace), and CDOT.

In response to community feedback, a supplemental event was hosted by the Planning Commission on July 24, 2018. The event included a walking tour and community workshop, which were designed to help clarify key aspects of the community's vision for Original Town, evaluate preferred housing characteristics, and explore what potential tools could be used to achieve desired outcomes. Over 50 people participated in this event.

In the fall of 2018, separate meetings were held for the Superior Marketplace and Original Town to present preliminary recommendations and seek additional feedback from area stakeholders and the community-at-large.

PLANNING COMMISSION WORK SESSIONS

The Planning Commission played an integral role throughout the process working with the consultant team and staff to refine the vision and potential strategies based on the community input that has been received. Work sessions were held as follows:

April 17, 2018

Confirm overall approach

May 15, 2018

Review/refine materials for community meetings/online questionnaire

June 26, 2018

- Review results of community meetings/ online questionnaire
- Confirm next steps

July 17, 2018

- Review refinements to Marketplace concepts
- Discuss approach for supplemental Original Town outreach

August 7, 2018

- Update on Superior Marketplace analysis and next steps
- Update on Original Town outreach and next steps

August 21, 2018

 Review/refine materials for Town Board update

October 16, 2018

• Review/refine materials for final round of community/stakeholder outreach











GUIDING PRINCIPLES FOR NORTHWEST SUPERIOR

THE ROLE OF GUIDING PRINCIPLES

The guiding principles and goals that follow reflect areas of general agreement based on community and stakeholder input received through the planning process. They convey high-level vision concepts/unifying themes for Northwest Superior as a whole. These concepts/unifying themes were used to inform the alternative scenarios/key choices explored throughout the process and the recommendations outlined in this report.

GUIDING PRINCIPLES

- 1 Leverage NW Superior's access to transit
- Promote a thriving Marketplace district
- 3 Improve multimodal access and manage congestion
- Proactively plan for growth that complements
 Northwest Superior
- 5 Protect the character of Original Town



Leverage NW Superior's access to our transit

CURRENT CONDITIONS

Since Bus Rapid Transit Service was launched in 2016, the McCaslin BRT Station now has some of the best transit service in the region. Six routes serve the station with access to Boulder, Broomfield, Westminster, downtown Denver, and the Anschutz medical center. During peak hours, a bus leaves McCaslin for Denver Union Station every five minutes. In addition, the SkyRide provides hourly (30 minutes during peak hours) service to Denver International Airport. While the station began as a park-n-Ride focused on convenient driving to/parking at the station, recent efforts have focused on improving pedestrians and bicycle connections.

OUR GOALS



Maximize the potential of our transit-oriented development opportunity.



Create an active destination in and around the BRT station.



Expand the mix of uses in Superior Marketplace.



Create new housing options for the community.

2)

Promote a thriving Marketplace district

CURRENT CONDITIONS

The Town of Superior is reliant on sales tax revenue generated by Superior Marketplace and access to anchor tenants (e.g., Costco, Target, Whole Foods) is highly valued by the community and surrounding region. The Marketplace has faced challenges related to turnover/ vacancies in recent years, and underutilized surface parking in some parts of the center, and lack of wayfinding and visibility within the center are concerns for businesses and area residents.

OUR GOALS



Protect our anchor tenants (e.g., Costco, Target, Whole Foods).



Support existing businesses, and strive to reduce vacancies and business turnover.



Establish a sense of identity and create a unique experience for all visitors.



Enhance wayfinding and visibility in the Superior Marketplace.



Improve multimodal access and manage congestion

CURRENT CONDITIONS

The current configuration of the Superior Marketplace is designed to funnel cars in and out. This configuration creates congestion on Marshall Road and makes it challenging (and in some cases unsafe) for pedestrians and bicycles to access from surrounding areas. While traffic drops off north of the center. Marshall Road is used as a "back road" to Boulder by some. Community concerns about cutthrough traffic in Original Town and the potential impacts associated with future growth have also been raised.

OUR GOALS



Improve multimodal connections and wayfinding to and within the Superior Marketplace.



Establish a stronger and more pedestrian-friendly "street" grid.



Minimize cutthrough traffic in Original Town.



Mitigate traffic impacts from future development.



Proactively plan for growth that complements Northwest Superior

CURRENT CONDITIONS

A variety of changes have occurred in and around Northwest Superior since 2012 (both development and capital improvements), and growth pressure is expected to continue for the foreseeable future. With this in mind, the community has expressed desire to guide, rather than react to future growth. Although growth pressures are expected to bring new investment to Northwest Superior, the existing Superior Marketplace Planned Development (PD) would not support the realization of the ULI recommendations.

OUR GOALS



Provide greater predictability around future development.



Recognize the unique needs of different areas, but maintain a focus on Northwest Superior as a whole.



Ensure land use and transportation decisions in the Superior Marketplace are made in the context of Downtown Superior.



Protect the character of Original Town

CURRENT CONDITIONS

There are limited tools in place to guide future development in Original Town and the surrounding vicinity. As a result, the community has expressed concern regarding the compatibility of future infill/redevelopment and greenfield development in the area. Key concerns include the overall scale and mass of infill development, maintaining housing options, ensuring potential traffic/circulation impacts from future development are minimized, and improving bicycle/pedestrian connections to the Superior Marketplace.

OUR GOALS



Promote compatible infill/redevelopment in Original Town and vicinity.



Accommodate a mix of housing options for the neighborhood.



Manage access and limit cut-through traffic in Original Town.



FOCUS AREA 1: SUPERIOR MARKETPLACE

WHERE WE ARE TODAY

MARKET CONTEXT

The Superior Marketplace is an essential element of the Town of Superior's fiscal health. As such, maintaining the current anchor retailers should be a primary objective for the Town when contemplating or reviewing changes to the Superior Marketplace. A market assessment was performed to support the planning process for Northwest Superior, specifically for the Superior Marketplace. The purpose of the market assessment was to:

- Inform discussions regarding the types of uses and development the market will support in the Superior Marketplace;
- Identify steps that can be taken to reduce vacancies and business turnover in the nearterm; and
- Explore the potential for new uses that could be introduced to the center to support a more transit-oriented pattern of development over time

Lastly, the Town of Superior has invested in the creation of Downtown Superior. Ensuring that uses and amenities encouraged in the Superior Marketplace in the future are complementary and not competitive with Downtown Superior is a key consideration.

The Superior Marketplace accounts for 80 percent of the Town's sales tax revenue. Major anchors at the center (Costco, Super Target, and Whole Foods) account for a large portion of sales and visitation to the center. Any potential changes to the area should be mindful of the needs of these retailers. Given the Superior Marketplace's importance to the Town, the long-term viability of the shopping center should

be a priority. The growth of e-commerce, retail chain store consolidation and closures, and shifting spending preferences and patterns has changed the retail landscape for many communities nationally and locally. These changes will in turn impact opportunities for the Superior Marketplace.

As a result of these national retail trends and local growth trends, the US-36 Corridor is evolving from a retail space standpoint and there is a limited amount of future retail growth potential in the trade area. Growth in the regional trade area for the Superior Marketplace (5-mile radius) is estimated to generate demand for 232,000 new square feet of retail space by 2027. Older shopping centers in the area that have lost major retail anchors have had to attract alternative uses to replace large, vacant retail spaces. Despite a significant amount of infill housing development in communities along US-36 (Superior, Louisville, Lafayette) the majority of new housing growth has occurred in eastern portions of Broomfield along the I-25 corridor and in the City of Boulder, which has shifted retail growth to these areas over the past 10 years.

The layout of the Superior Marketplace is challenging for shoppers and retailers. To help address this challenge, the Superior Marketplace would benefit from investments and improvements in access, circulation, and wayfinding in the near-term. Longer-term, the Superior Marketplace could also benefit from the introduction of new uses and activity in the center. Additional growth in the employment and housing base is needed to increase retail demand in the area and increase the attractiveness of the Su-

perior Marketplace for potential tenants. Multifamily residential is the most feasible use to add to Superior Marketplace in the short-term. Office and hotel uses may also be attracted to the visibility/access to US-36 offered by Superior Marketplace but will likely need more activity within Superior Marketplace to attract interest. Reconfiguration of the center may result in new retail space being added to the center, but the amount of net new retail space created should be limited.

LAND OWNERSHIP

Superior Marketplace includes almost 98 acres of land with approximately 624,000 square feet of

commercial development. Currently, Brixmor is the majority landowner for the center. Brixmor owns all of the in-line retail spaces and numerous medium and small retailers. The major "big boxes" of Target and Costco are owned by their respective companies. Other sites owned by individual entities include: IHOP, Buffalo Wild Wings (vacant), Verizon Wireless, Bank of the West, and Misaki. Other landowners include RTD (park-n-ride lot with approximately 320 spaces), the Colorado Department of Transportation (Marshall Road right-of-way) and the Town of Superior (other public rights-of-way and stormwater detention facilities).

UNDERSTANDING SCALE

To understand the scale of the Superior Marketplace, it's helpful to look at examples of familiar districts that could fit in the center with room to spare. Downtown Superior's Main Street and adjacent blocks, and Downtown Louisville could each fit comfortably within the boundary of Superior Marketplace.

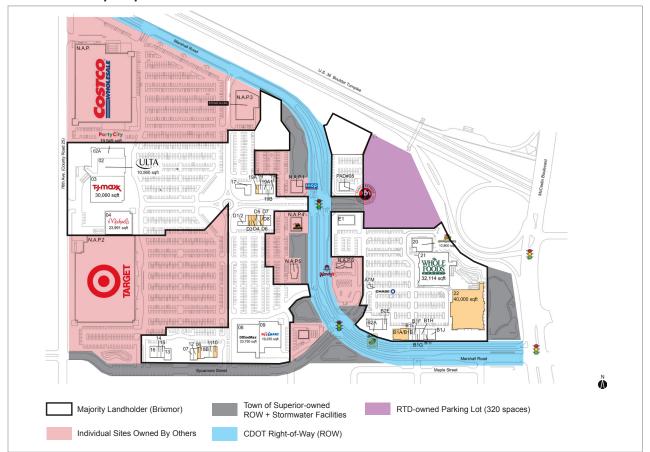
Downtown "Main Street" Superior



Downtown Louisville, CO



Land Ownership Map



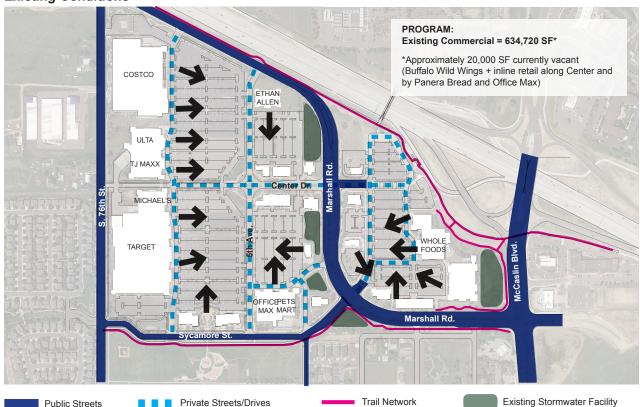
WHAT'S NOT WORKING?

KEY TAKEAWAYS

The Superior Marketplace was constructed in 1999. The nearly 20 year-old center needs to evolve to respond to modern-day demands that include more experience-based retail. While the anchor retailers (Costco, Super Target, and Whole Foods) perform well, turnover and higher vacancies in many of the smaller retail spaces has been an ongoing challenge. The loss of the Sports Authority put further strain on the center and while this vacant box has been refilled with two smaller tenants, the potential for further loss of larger tenants is possible. Lastly, the layout of the center has impacted its performance. The center is bisected by Marshall Road, creating large distances between its major anchors and inline retail spaces; as a result, it functions as two distinct centers. In the assessment of the center and from listening to community concerns, there are a few key takeaways:

- 1. Marshall Road is a barrier. North of Sycamore Street, Marshall Road is designed to carry twice the amount of traffic it currently demands. The street and travel lanes are very wide, causing cars to drive faster than the posted speed limit. While it includes bike lanes, traffic speeds make them intimidating to use. With Original Town and other Northwest Superior neighborhoods so close and Downtown Superior under construction there is a demand for the center to be more accessible to pedestrians and bicyclists.
- 2. The Marketplace lacks connectivity and visibility. Marshall Road by design divides the center into two isolated places, and there are only two places to cross from one side to the other Sycamore Street and Center Drive. Sycamore is used more than Center Drive. As a result, it pushes more traffic into the neighborhood and behind retailers instead of in front of them. This creates less opportunity for spontaneous shopping for smaller retailers. Center Drive does offer visibility to retailers, but the street does not allow

Existing Conditions





Placeholder Text



Lack of visibility and connectivity from right-of-way

- for convenient on-street parking and most of the shops turn their backs to the street in order to face the primary parking areas behind them.
- 3. Superior Marketplace lacks a sense of identity and experience. The marketplace is a shopping center that is designed for cars to get in and get out. Because directional signage is lacking, shoppers must know where they are going before they get there. This works fine for the larger retailers, which are the primary reason people come to the center, but makes it hard for smaller retailers to thrive. There are also limited opportunities for people to gather, and linger, at the Marketplace. Case study research shows that centers that offer a unique experience (pop jet fountains for kids, ice skating, lawns for yoga or movies, fires to hang out by) are receiving higher sales than centers without them.
- 4. There is too much parking. Currently, there are 3,821 parking spaces for 624,000 square feet of commercial use. That equates to a ratio of 1 car space for every 162 square feet of retail space. Even in a suburban setting, without a transit center, similar centers have parking ratios much higher than this from 250 to 400 square feet of retail space for every car space. There is

- no right answer, but there is consensus that the center has too much parking and some of that space could be used for creating a park or plaza or adding new uses.
- 5. The Bus Rapid Transit (BRT) station is underutilized. Capitalizing on transit access is something that cities have been doing for centuries. The whole idea of using transit is so you don't have to drive a car. But in Superior's case, it is still designed for people to have to use a car to get to transit. Convenient sidewalks and bike paths are lacking, making it difficult for people to choose to walk or bike to the station. Furthermore, the land that it takes to surface park 320 spaces could be used for providing housing or jobs closer to transit, allowing residents to walk out their front door and take transit to work or vice versa, for commuters to hop off the bus and walk to their workplace.
- 6. Current roadway configurations in the Marketplace area are not aligned with demand. An evaluation of weekday and weekend traffic volumes was conducted in August 2018 to help inform the discussion. Weekday and weekend traffic volumes were found to be comparable. Key findings were as follows:

- Highest traffic volumes (22,885 vpd) are on Marshall, between McCaslin & Sycamore.
- Traffic volumes drop on Marshall, north of Sycamore (12,865 vpd), north of Center (8,970 vpd) and west of 76th (6,400 vpd).
- Traffic volumes on Marshall, north of Sycamore are well below the capacity of a four-lane street.
- Marshall/Center is constructed with double-left turn lanes in the north and southbound directions; however, only single-left-turn lanes are needed. The northbound right-turn lane on Marshall could also be eliminated.
- Existing Levels of Service at all intersections are acceptable (LOS D or better).
- A grade-separated trail crossing of Marshall would greatly improve pedestrian/bike safety.



Limited connectivity into the center for pedestrians



Underutilized parking spaces



Current BRT station

THE BIG IDEAS

Building on the Guiding Principles and Goals established for Northwest Superior, four key themes emerged and helped guide the process for exploring alternative configurations and phasing of improvements for the Superior Marketplace: enhanced connectivity, long-term success, experience and placemaking, and improved identity. Each of the proposed options for the Superior Marketplace (beginning on page 17) incorporates these ideas.

ENHANCED CONNECTIVITY

Improving multimodal connectivity within the center and to and from points beyond is essential. This includes right-sizing Marshall Road, providing more opportunities for people (and cars) to access parking lots and private drives within the center, and adding a network of widened sidewalks, multi-use paths, and/or bike lanes to encourage and safely support people to walk or bike instead of driving.

LONG-TERM SUCCESS

Just as the Marketplace has served the community successfully for the past 20 years, the next evolution of the center should do the same. In terms of financial sustainability, this retail center provides the majority of Superior's sales tax revenue. Therefore, it is paramount that any changes to the center protect that sales tax. Even though the retail market is changing, keeping the big boxes vital will be important for the economic success of the center. The common recommendation in order to do this is to infuse the center with experiences (and experience-related retailers) and add new uses to support the existing retailers. Another important recommendation is to ensure any new uses or improvements in the Marketplace complement, rather than compete with, Downtown Superior. Some example distinctions are listed on page 16.

Enhanced Connectivity









Long-term success













EXPERIENCE AND PLACEMAKING

As stated previously, infusing more experiences into the center is desired. Sometimes referred to as "plazafication", one recommendation is to add more people-oriented places – places to relax, gather and socialize. Studies show this can draw in a more diverse crowd of people, tempt them to spend more time in the center, and spend more money. Experience-related retail is also a trend that can replace traditional retail. Examples include: gyms and fitness, painting or arts-related classes, and acting and performing arts.

Case studies of regional centers that embody these characteristics were explored to help inform the discussion:

- Village at the Peaks (Longmont)
- Orchard Town Center (Westminster)
- Belmar (Lakewood)

In comparison to the case study centers, Superior Marketplace has the smallest trade area population (largely due to Northwest Superior's proximity to Boulder County open space), but the highest household income. Superior Marketplace is also the only center that has a high-frequency transit center in place, but also has a less diverse mixture of uses within 1/2 mile (80% of space is retail). Each of the case study centers has a greater concentration of multifamily residential, hospitality, and entertainment uses within 1/2 mile. These findings confirm the need to diversify the mix of uses in the Superior Marketplace over time.

Case Studies





Village at the Peaks (Longmont, CO) - this former indoor shopping mall has been transformed into a shopping center with a central gathering space, new retailers, and offices. The central gathering space includes a small lawn, fireplaces with seating, water features, and is used to host family-friendly events. One business owner, with stores in both Superior Marketplace and Village at the Peaks, noted that their store in Longmont attracts more business than their store in the Superior Marketplace.





Orchard Town Center (Westminster, CO) – this more regionally-focused retail center includes a successful mix of large and smaller retailers organized around a pedestrian-only retail street. This central spine and plaza offers premier real estate for retailers and includes a pop-jet fountain, enhanced landscaping, various seating areas and public art.





Belmar (Lakewood, CO) - this mixed-use center includes a variety of retailers, destinations, and housing options. A brewery and numerous restaurants front along their central plaza. The plaza serves multiple functions throughout the seasons with concerts during the summer and ice skating during the winter.

IMPROVED IDENTITY

Sometimes, rebranding alone can go a long way. This means giving the Marketplace a fresh "brand" with a new logo and signage to match. Additionally, embracing the isolated areas of the center as new "neighborhoods" where the different areas are marketed separately rather than all trying to fit into the identity of "Superior Marketplace" would be beneficial. For example, a map of the area and associated signage could include different color-coding or icons to give each area a distinct identity and feel. There is opportunity to create a third node, or neighborhood, within the Marketplace with new uses and a public amenity. The diagrams on the right present. at a conceptual level, the two recommended scenarios for the center (detailed explanations of each follow):

- Option 1: Center Drive. This option focuses new energy and improvements around Center Drive – creating a new experience-oriented mixed-use street that terminates at the transit station with a public space amenity (i.e. transit plaza).
- Option 2: Marshall Road Diet. This option transforms Marshall Road into a pedestrian-oriented street with new experience-oriented mixed-use development and a public amenity space located along a newly designed Marshall Road.

The three neighborhoods are noted as "Marketplace", "Center", and "Services" as a preliminary way of distinguishing them. These terms would need to be reevaluated based on current uses when rebranding efforts get underway.

Improved identity

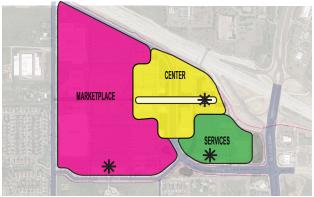




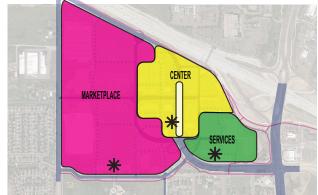




Option 1: Center Drive



Option 2: Marshall Road Diet



DISTINCTIONS FROM DOWNTOWN SUPERIOR

An important recommendation in this report is to ensure any new uses or improvements in the Marketplace complement, rather than compete with, Downtown Superior. Some example distinctions are listed below:

Characteristics	Superior Marketplace	Downtown Superior
Plazas/Open Space	A series of smaller plazas that have retail or restaurants facing them. Some already exist, but could be expanded or improved and activated. A new space is shown that envisions a small lawn area with festival lighting, various seating/gathering areas, and other amenities that will create an inviting space for the community.	A large civic plaza surrounded by large buildings. This is where large events such as farmer's markets and other festivals could occur. It might have similar features (seating/gathering areas, etc.) but the scale and function should be different.
Retail	A mix of big and small retailers, supported by the visitation created by the major anchors and the increased vibrancy created with new uses. The Superior Marketplace is a regionally oriented shopping center and the tenants attracted to the center will more often than not be attracted to the location due to the regional access and major anchors. However, the inline, smaller retailers can be better supported by a greater variety of retail including a more diverse mix of "destination" retail (or restaurants) that can encourage more activity near the transit station and inline retail along Center Drive. This might be a movie theater, brewery, library, comedy or music venue, or more. There is an existing group of retailers that support school-age kids (Brain Balance, Build a Robot, Kumon, Superior Learning, Reel Kids, Great Play) – there is an opportunity to offer places for children to gather or places for parents to hang out while their kids are learning/playing,.	A mix of unique small to medium size retailers in a "downtown" setting. Downtown Superior is envisioned as the place for the community to gather with the retail supporting a vibrant activity center. This area is also more likely to include higher-end and boutique style retailers and restaurants due to the density and scale of development.
Architecture	New buildings should blend into the existing scale of the center. Perhaps three to four stories around the transit station is plausible, but other areas might include two to three story buildings. The style should fit in with Original Town and the existing retail – perhaps a more traditional expression.	New buildings will establish the new scale of Downtown – likely to be much larger and taller than the Marketplace. Additionally, due to the lack of existing context, styles might be more contemporary and playful.
Housing	Given the location (within the Marketplace and adjacent to US 36 and transit), the market for housing here will likely be more oriented towards for-rent multifamily uses attracting residents with its proximity to US-36 and the Flatiron Flyer BRT.	Housing in Downtown will have a greater variety of housing product types and market orientations including for-sale and forsale multifamily residential use within a walkable, town center setting. Downtown will have a greater diversity of price points including include higher priced options
Transit-orientation	Transit-oriented. This means that the transit station is very accessible, and retailers, employers and people are likely to choose this location because of the proximity to transit.	Transit-supportive. Although the area is served by transit and enhanced service is planned, is not a primary driver for retailers, employers, or people that choose to live there.

OPPORTUNITIES FOR THE FUTURE

BACKGROUND

Numerous alternatives for reconfiguring the Marketplace were explored as part of the process and refined based on feedback from the community and area stakeholders, the results of a traffic study, and input from the Town of Superior's retail consultant, Planning Commission, and the Town Board. In the end, it will be important to balance improvements with financial resources and maximize partnerships. It may be necessary for the Town to invest resources in the short-term to spur private investment in order to maintain fiscal health in the long-term. Regardless, it is important to consider the long-term health of the center as the priority, and for the Town to be proactive in planning for and faciliating incremental changes in the center over time.

In considering the long-term health of the center, it is important to think big, but to also be realistic. A lot of talk went into the idea of rerouting Marshall Road closer to the big boxes. This idea seemed to gain

traction – but really the idea is quite simple: create a grid and distribute the traffic. Rather than depending on Marshall Road now or in the future, think about increasing capacity on 5th Avenue as well as having Marshall Road still operate to serve the center. Additionally, consider new east-west connections between the two. This creates a grid and opens up more opportunity for land use to change over time. A block with big boxes now could become a block with apartments and townhomes in the future – because it has access and visibility on all sides, it is more flexible.

Phasing is also important. For any major public infrastructure investments that may occur, consider the timing of them with the annual retail cycles and put in place a plan that maintains success of existing retailers during construction. Clear signage for reroute options and making it clear that businesses are open during construction is key.

"Marketplace Green" - a central gathering space envisioned for the Superior Marketplace

PROPOSED OPTIONS

Alternatives explored as part of the process have been narrowed down to two proposed options. At a high level, the options are distinguished as follows:

- Option 1: Center Drive. Overall less intensive changes to public infrastructure with narrowing of Marshall Road to create a more pedestrian-oriented street. A mixed-use "destination" and central gathering space are concentrated near the transit station.
- Option 2: Marshall Road Diet. Overall more intensive changes to public infrastructure with narrowing of Marshall Road and an addition of a new roundabout that will establish a more direct connection to Costco and Target. A mixed-use "destination" and central gathering space are concentrated along the newly design ed main street on Marshall Road. This option would require the transfer of Marshall Road ownership from CDOT to the Town.

There are a number of similarities between the options in terms of their approach to: experience and placemaking, connectivity and identity enhancements, and maintianing a focus on the long-term success of major anchors in the center. However, they vary in their approach to Marshall Road, Center Drive, and 5th Avenue in particular. The options are also similar in that the Town could explore the potential of purchasing right-of-way for Center Drive and/or 5th Avenue as a way to gain more control over the redesign of these facilities.

A high-level comparision of the two options is provided on the page 17, followed by a more in-depth discussion of each.

ALTERNATIVES SUMMARY

SIMILARITIES AND DIFFERENCES

The table below highlights the similarities and differences between the two recommended options: Center Drive and Marshall Road Diet.





Characteristics			
Central Gathering Space (public)	Adjacent to transit station	Along (re-designed) Marshall Road	
Enhanced signage and branding	Both include improvements to signage and branding to enhance center's identity, though the placement of those improvements would likely vary based on the ultimate configuration of activity nodes.		
Improved pedestrian and bicycle connectivity	Both include potential underpass on Marshall Road multimodal enhancements throughout the center and to improve pedestrian and bicycle connectivity and safety.		
Mix of uses	Both accomodate a mix of retail, residential and other supporting uses.		
Additional auto access to center	Both include consideration of new access points: right-in/right-out from Marshall and new Center Drive connection.		
Circulation and connnectivity within center	Primary focus on improving access drives and Marshall Road.	Establishes more formal grid of public streets (in addition to Marshall Road).	
Existing roundabout at 5th Avenue and Center Drive	May need to be removed to maintain traffic flows/focus along Center Drive.	Retained/enhanced in concert with re-design of Marshall Road.	
New roundabout at 5th and Marshall Road	No	Yes	
Marshall Road devolution (CDOT to Town ownership)	Not necessary	Necessary	
Construction disruption	Moderate	Potentially signficant	
Development opportunity	Opportunities concentrated primarily near station and along Center at/east of Marshall Road	In addition to station area opportunities; more opportunites to create a more walkable pattern along Center Drive and 5th Avenue (longer-term)	
Long-term flexibility (to change uses over time)	Less	More	

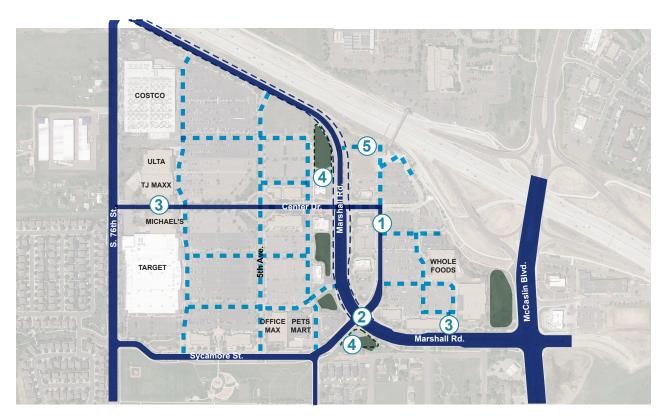
PUBLIC INFRASTRUCTURE

This option "right sizes" Marshall Road to reflect actual traffic volumes, but maintains the current configuration and alignment. Simply by reducing travel lane widths and unused space in the roadway and only including turn lanes when necessary and at intersections, the width of Marshall Road is reduced from approximately 150 feet to 105 feet. This results in a more pedestrian-oriented street and additional developable land. Marshall Road (north of Center Drive) will be significantly reduced (3-lane section).

This option assumes that the transfer of ownership from CDOT to the Town for the Marshall Road right-of-way would not occur.

Other recommendations include:

- Redesign Sycamore Street, northeast of Marshall Road, to be more like a street (less like an access drive to parking) with adequate lanes, turn pockets, and sidewalks and street trees.
- Study the potential for elimination or modification of the traffic signal at Sycamore Street and Marshall Road as a way to discourage north-bound left turns and push traffic toward retailers instead of toward the neighborhoods.
- Introduce new access points to the center. Two are shown one is a right-in only, just west of McCaslin Boulevard. This would allow direct access to that "neighborhood" and lessen the demand for the traffic signal at Sycamore. The other one is a new street or access drive in line with Center Drive that allows access from 76th Avenue and Sagamore neighborhood.
- Modify detention areas. Modify the southernmost detention area to allow for a pedestrian underpass and the northernmost detention area could be reduced slightly to allow for a larger development area at the corner of Mar-



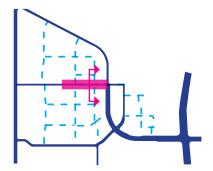
shall Road and Center Drive. A civil engineer will need to determine appropriate sizes and capacities.

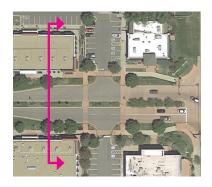
- Move bus stop. When the RTD site redevelops vertically, the bus stop that is currently located at the bottom of the pedestrian bridge over US36 will need to move. This plan calls for moving it slightly to the west with opportunity for buses to access in a loop, turning right on a new access road north of Center Drive, stopping to pick up people, and then turning right onto a new Sycamore Street, and then right again onto Center Drive and back out to the signal at Marshall Road.
- 6 Consider purchasing right-of-way for Center Drive to provide the Town with more flexiblity to pursue the redesign of this street.

CENTER DRIVE

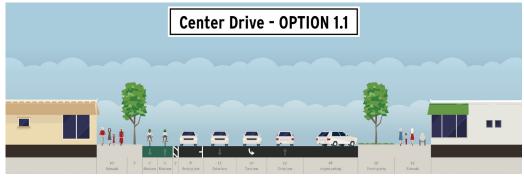
Center Drive becomes a major focus for new development, pedestrian and bike access, as well as auto access to the big boxes to the west. The idea is that Center Drive would carry more traffic than it does today, but by offering additional access (i.e. Sycamore Street), the street can remain a three-lane section with a travel lane in either direction plus a turn lane. Two viable scenarios are shown:

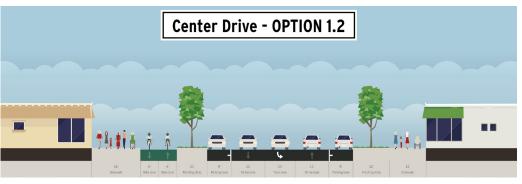
- Option 1.1 features diagonal parking on the south side (keeping existing tree lawn with trees and sidewalk) and parallel parking on the north side with a protected two-way cycle track at the same grade as street. The tree lawn and trees would be replaced on the north side.
- Option 1.2 features parallel parking on both sides of the street. The north side keeps existing tree lawn with trees and sidewalk in place. The north side adds a new tree lawn and twoway cycle track (bike lanes at same grade as sidewalk).





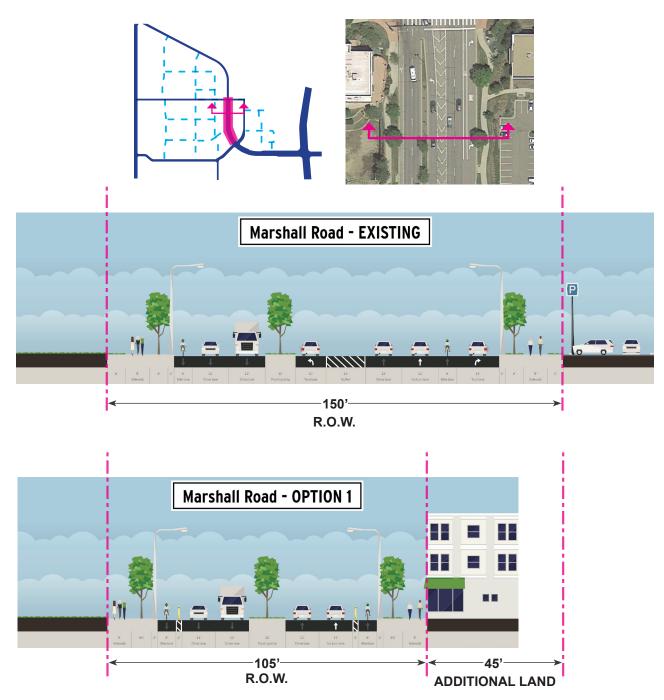






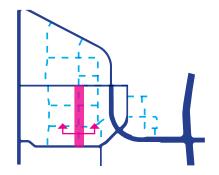
MARSHALL ROAD

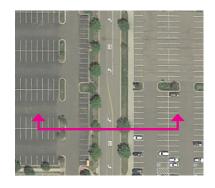
Marshall road is reduced from 150' to 105', freeing up additional land east of Marshall Road for new development. The street will retain its existing median and include two travel lanes and a protected bike lane in both directions.



5TH AVENUE

5th Avenue is expected to operate much like it does today. However, the existing travel and turn lanes are wider than necessary. For the purpose of calming travel speeds, this recommendation keeps the curbs in place, as well as the tree lawns and sidewalk on the east side, but adds on-street parallel parking to the east side of the street.



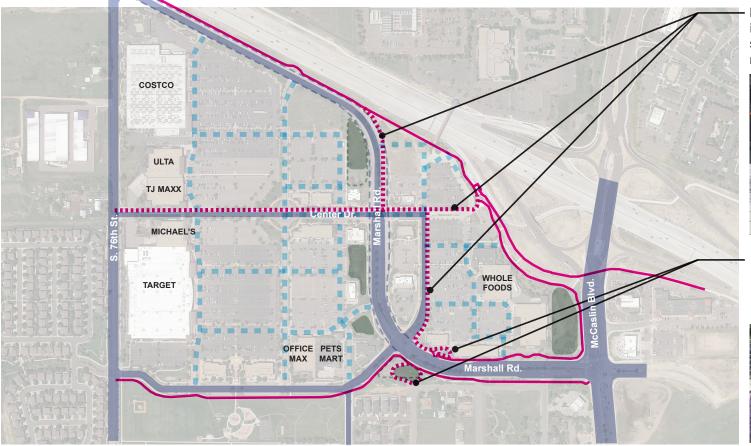






ENHANCED MULTIMODAL CONNECTIVITY

This option links existing pathways together and through the center by providing new north-south and east-west paths along Center Drive and Marshall Road. A new underpass is proposed under the intersection of Marshall Road and Sycamore Street to improve connectivity and safety for pedestrians and bicycles between Superior Marketplace and Original Town.



Include multi-modal improvements when redesigning streets. Ideally, these are off-street, multi-use or protected paths.



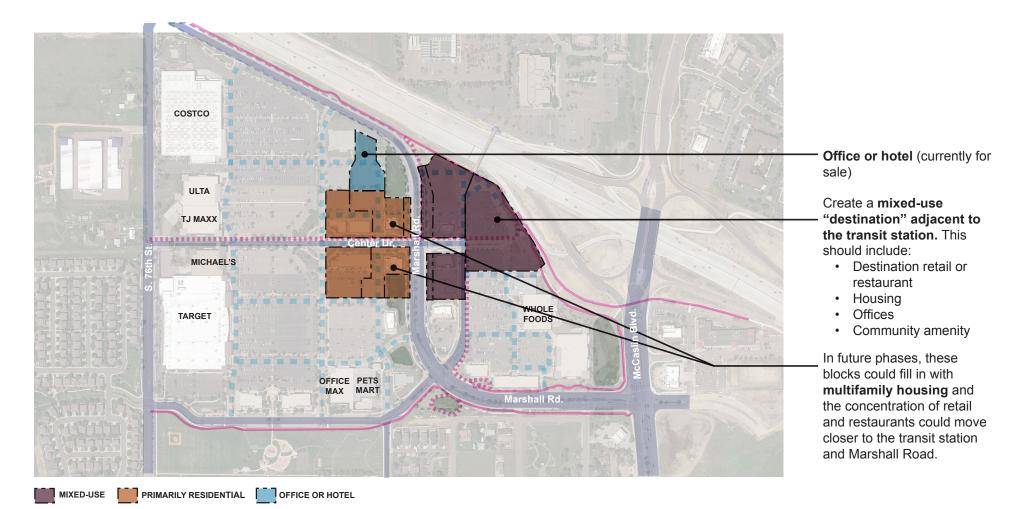
Construct underpass with path and ramps to safely connect pedestrians and bicyclists.



LAND USE AND LOTS

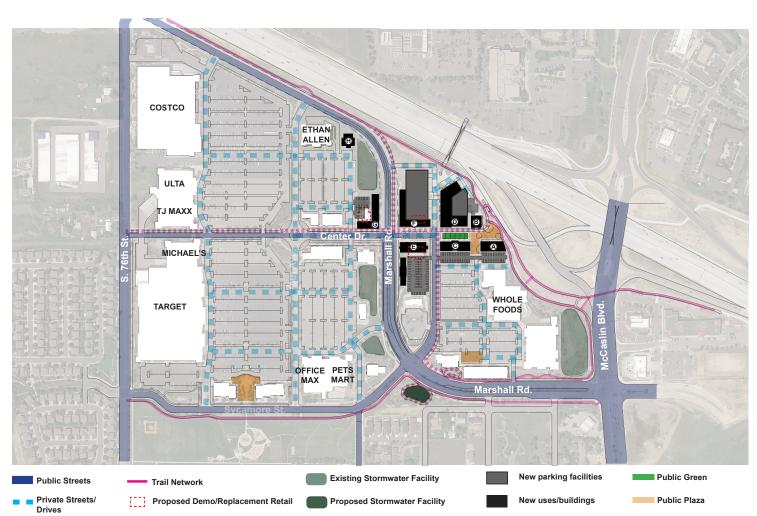
In Option #1, the idea is to concentrate new uses closer to the transit station and activate the land that is currently a parking lot. This area could grow into a mixed-use destination with new apartments, condominiums or townhomes that help to activate the retail and open space. It could also include offices. The ground level could include new retail space, office uses or residential, but should be designed to be active and pedestrian-friendly.

A new community plaza would be included to add to the experience and identity of the new development. Parking would be a combination of structured and surface parking, but no parking should be visible from Center Drive in this location. Further west, across Marshall Road, future land use might lean more toward residential due to a new concentration of retail around the transit station. A new office building or hotel might be possible on the vacant pad site (shown in blue).



REDEVELOPMENT CONCEPT

A conceptual plan for the area includes replacing 11,250 square feet of existing commercial uses that would be relocated and consolidated in a new space as part of the new concept. It also includes 30,000 to 50,000 square feet of new commercial space and 150 to 250 dwelling units. A community use is also proposed that could be a library, recreation center, senior center, or similar use.



TOTAL PROGRAM FOR CONCEPT #1:

REPLACEMENT RETAIL = 11,250 GSF NEW COMMERCIAL = 30,000 - 50,000 GSF**

NEW COMMUNITY USE = 10,900 GSF RESIDENTIAL UNITS = 150-250 D.U.

**Some commercial offices would be on upper floors. Ground floor commercial could include retail, restaurants/breweries, fitness studios, daily services (dry cleaners, convenience, etc.) offices, and more.

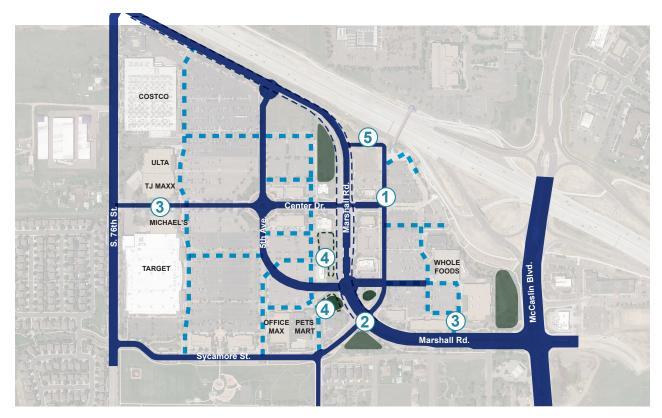
NOTE: Development concept and program are for conceptual purposes only. This is not an official development proposal.

PUBLIC INFRASTRUCTURE

This option significantly reduces the size of Marshall Road and adds a new roundabout that offers a more direct connection to 5th Avenue. By directing the big box traffic more directly to the east and west via the roundabout, it frees up Marshall Road north of the roundabout to function very differently than it does today. This section could be reduced from approximately 150 feet to 90 feet. An additional roundabout is also recommended at 5th and Marshall Road. These changes would likely require transfer of ownership of the Marshall Road right-of-way from CDOT to the Town. Taking ownership of the right-of-way, would afford the the Town greater flexibility to redesign it in a way that supports the community's vision.

Other recommendations for modifying infrastructure include:

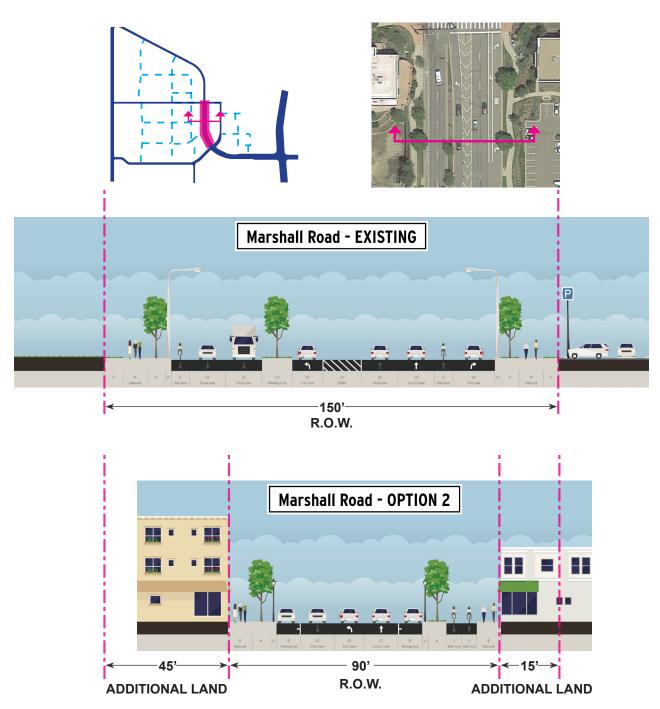
- Redesigning Sycamore Street, northeast of Marshall Road, to be more like a street (less like an access drive to parking) with adequate lanes, turn pockets, and sidewalks and street trees.
- 2 Study the potential for elimination or modification of the traffic signal at Sycamore Street and Marshall Road as a way to discourage northbound left turns. The roundabout should function more quickly than the signal and encourage commercial users to go that route. However, Sycamore Street is still needed for residential access.
- Consider introducing new access points to the center. Two are shown one is a right-in only, just west of McCaslin Boulevard. This would allow direct access to that "neighborhood" and lessen the demand for the traffic signal at Sycamore. Potential also exists for a new street or access drive in line with Center Drive that allows access from 76th Avenue and Sagamore neighborhood. This will be more like public street with sidewalks and on-street parking.



- Modify detention areas. Just west of the new roundabout, it is recommended to modify both existing detention areas when constructing the roundabout. If possible, removing the northern one is desired to allow for a more developable land parcel. The southern one will include a pedestrian underpass and will need to be reconfigured.
- Bus stop along new street. When the RTD site redevelops vertically, the bus stop that is currently located at the bottom of the pedestrian bridge over US36 will need to move. This plan calls for moving it slightly to the west with opportunity for buses to access in a loop, turning right on a new access road north of Center Drive, stopping to pick up people, and then turning right onto a new Sycamore Street, and then right again onto Center Drive and back out to the signal at Marshall Road.
- 6 Consider purchasing right-of-way for Center Drive and 5th Avenue to provide the Town with more flexiblity to pursue the redesign of these streets.
- Pvaluate the feasibility of reconfiguring/relocating Town-owned detention ponds as a way to create more developable frontage along Marshall Road.

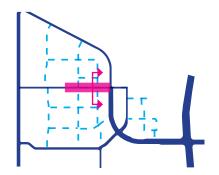
MARSHALL ROAD

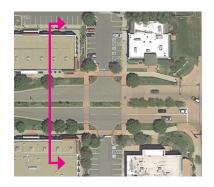
Marshall road is reduced from 150' to 90', freeing up additional land east and west of Marshall Road for new development. The street will be reconfigured to include two travel lanes in each direction with a center turn lane and a protected two-way cycle track on the east side of the road.

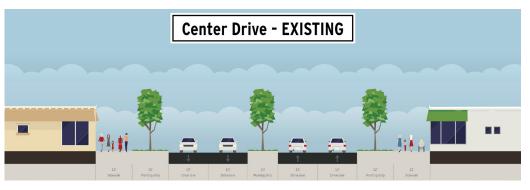


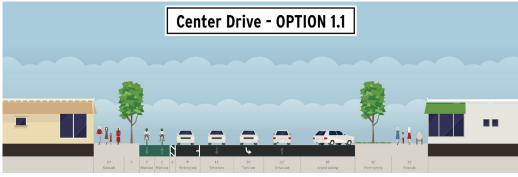
CENTER DRIVE

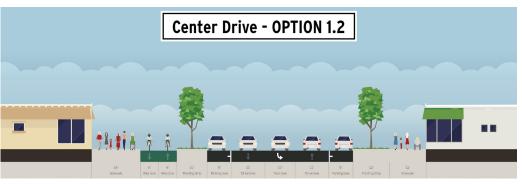
Center Drive is a focus for new development, but is expected to carry less traffic due to the new configuration of 5th Avenue that connects into Marshall Road. Regardless, a three-lane road section is encouraged to accommodate future growth. Therefore, Option 2 recommends the same two scenarios as Option 1.





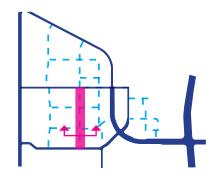


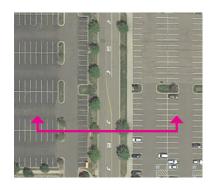




5TH AVENUE

5th Avenue's capacity is expected to increase. While this option will require more traffic analysis, the preliminary analysis recommends two travel lanes in either direction plus a left turn lane. Tree lawns and sidewalks should be added to both sides. This option may require an increased right-of-way (adding approximately 10 feet).



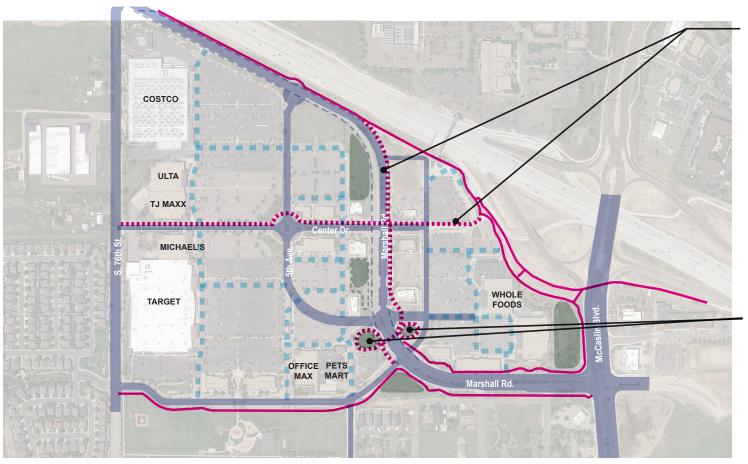






ENHANCED MULTIMODAL CONNECTIVITY

This option is very similar to Option #1, except the pedestrian underpass occurs near the roundabout instead of at Sycamore. This is due to the amount of construction that will need to occur in this location.



Include multi-modal improvements when redesigning streets. Ideally, these are off-street, multi-use or protected paths.

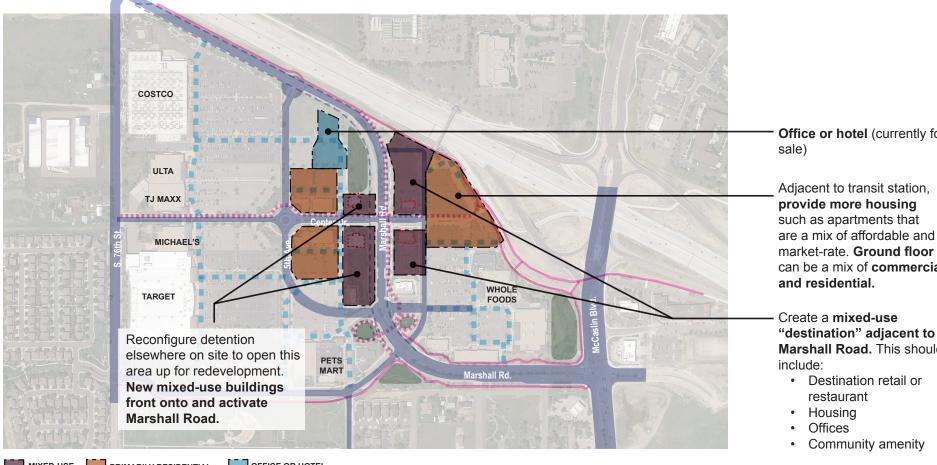


Construct underpass with path and ramps to safely connect pedestrians and bicyclists.



LAND USE AND LOTS

In Option #2, the idea is to concentrate new uses around the redesigned Marshall Road (north of the roundabout) and activate the street with mixed-use buildings and an engaging public plaza. Parking would be a combination of structured and surface parking, but no parking should be visible from Marshall Road in this location. To the east and west, future land use might lean more toward residential in this area due to a new concentration of retail around the transit station. A new office building or hotel might be possible on the vacant pad site (shown in blue).



Office or hotel (currently for

are a mix of affordable and can be a mix of commercial

Marshall Road. This should

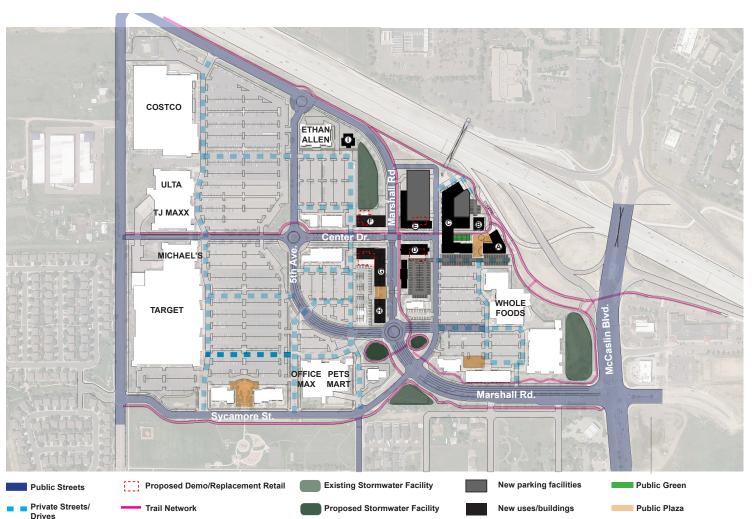


PRIMARILY RESIDENTIAL



REDEVELOPMENT CONCEPT

A conceptual plan for the area includes replacing 16,250 square feet of existing commercial uses that would be relocated and consolidated as part of the new concept. It also includes 30,000 to 50,000 square feet of new commercial space and 200 to 300 dwelling units. A community use is also proposed that could be a library, recreation center, senior center, or similar use.



TOTAL PROGRAM FOR CONCEPT #2:

REPLACEMENT RETAIL = 16,250 GSF NEW COMMERCIAL = 30,000 - 50,000 GSF**

NEW COMMUNITY USE = 10,900 GSF RESIDENTIAL UNITS = 200 - 300 D.U.

**Some commercial offices would be on upper floors. Ground floor commercial could include retail, restaurants/breweries, fitness studios, daily services (dry cleaners, convenience, etc.) offices, and more.

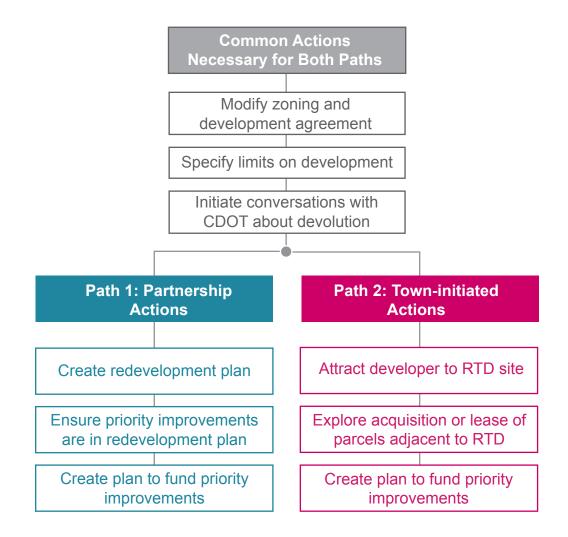
NOTE: Development concept and program are for conceptual purposes only. This is not an official development proposal.

IMPLEMENTATION AND PHASING

POTENTIAL PATHS FORWARD

The Town of Superior has two potential paths forward to proactively take steps to try to introduce additional uses to the Superior Marketplace. The paths depend on the whether or not the owners (current and/or future) of the Superior Marketplace has interest in redevelopment or reconfiguration of the retail center. The potential implementation steps vary somewhat depending on interest from the owner in participation.

- #1: Partnership Path assumes the owner of the Superior Marketplace is interested in reconfiguration and/or redevelopment of portions of the center.
- #2: Town-initiated Path assumes the owner of the Superior Marketplace does not have short-term interest in major changes to the center.





PATH 1: PARTNERSHIP

This path assumes the owner of the Superior Marketplace is interested in redevelopment or reconfiguration of the shopping center. The participation of the owners of the Superior Marketplace is most likely needed, at some point, for the Marshall Road Diet alternative to be feasible. The actions to take within this path are described below.

#1 Action: Modify the development agreement and zoning to allow for residential uses and other uses desired that may currently be prohibited within the Superior Marketplace.

- The Town should work with the owner of Superior Marketplace to develop a development plan for the property and modify the existing agreement to allow for the proposed plan.
- The Planned Development Agreement does not allow for residential uses that are not second story uses in a mixed-use building without a Special Use Review. If approved, residential densities are limited to 12 dwelling units per acre. The agreement needs to be modified to allow for transit-supportive multifamily residential densities by-right (providing opportunities for a mix of housing units ranging from 18 to 200 dwelling units per acre was cited as part of the ULI study for the area) by-right. This would allow for both townhome style development, as well as multifamily apartments. Hotels should also be added as an allowable use with any desired perimeters.

- The maximum commercial space allowed is likely adequate but may consider providing additional capacity if office uses are planned that will exceed the cap.
- Consider the need for additional design standards as a way to address community preferences related to building height and form (rather than capping density).
- Ensure the anchor retailers within the Superior Marketplace remain to maintain the fiscal health of the Town. The major anchors of Costco, Super Target, and Whole Foods are most important in terms of preserving sales tax dollars. These anchors should be preserved in any potential plans. If major junior boxes (e.g. Office Max or PetsMart) become vacant, the property owner may want to redevelop these sites for other uses. The Town should advocate for replacement of at least half the retail space being redeveloped.

#2 Action: Initiate conversations with CDOT about potential devolution of the Marshall Road and redesign of ROW.

- Assess the potential cost to the Town of acquisition and the benefits (road maintenance savings) from CDOT of taking over control.
- Develop preliminary designs of changes to the ROW.

QUICK WINS

For both paths, opportunities exist for the Town to initate certain improvements in the near-term as a way to jumpstart reinvestment in the Superior Marketplace and support existing businesses. The Town needs to ensure that these improvements are incorporated within any redevelopment projects or investments made to the center by the Town or Superior Marketplace owner/developer. Potential near-term improvements the Town could lead on include:

- Further analysis of potential changes to the Marshall Road and Sycamore Street intersection to help direct more traffic to Center Drive
- Initate designs and the potential acquisition of private ROWs (non-CDOT) needed to implement either option
- Explore or consider a right in/out into the Superior Marketplace at the Goldfish/Stickley box just west of McCaslin Blvd
- Design and take steps to implement signage and other placemaking enhancements in Superior Marketplace



PATH 2: TOWN-INITIATED ACTIONS

Path 2 assumes the owner of Superior Marketplace does not have short-term interest in major changes to the center. The most logical location to start to try to introduce new uses to the Superior Marketplace is on the RTD owned parcel. RTD has approximately 300 parking spaces on their surface parking lot serving the BRT station. RTD will need to maintain this parking. Finding a location to replace the parking both temporarily and permanently is the barrier to development on this parcel. The actions to take within this path are described below.

#1 Action: Modify the development agreement and zoning to allow for residential uses and other uses desired that may currently be prohibited within the Superior Marketplace.

 The Town should proactively modify the existing planned development agreement to allow for the desired uses identified Action #1 for Path 1: Partnership.

#2 Action: Partner with RTD to attract interest in development of the RTD surface parking lot.

 The most attractive use for this site is multifamily residential. However, office or hotel uses may be possible. RTD has had previous interest in development on this site, but the barrier to development is the cost of replacing the 300 surface parking spots.

#3 Action: Explore the lease of the undeveloped pad site and/or parking near the Chuck E. Cheese for parking for the RTD BRT station.

 Finding temporary or permanent replacement of parking spaces for the BRT station could allow for a development to be built with structured parking that ultimately could replace the parking but allow for phasing of the development or reduction of risk in initial lease up of the project. #4 Action: Explore the cost to acquiring or assisting a private partner in the acquisition of the undeveloped pad site north of the Panda Express and/or the Panda Express parcel.

- The acquisition of the pad site and/or Panda Express parcel creates a larger site that allows for parking for new development to be provided fully or partially on a surface lot, which will reduce cost for a development project.
- If the Town purchased the undeveloped parcel and/or Panda Express it would allow the Town to solicit a development proposal in partnership with RTD.

#5 Action: Identify potential funding tools and/or investments that would incentivize the owner of the Superior Marketplace in contributing/selling parcels for use in a TOD project.

 The Town's participation in the creation of connectivity enhancements or wayfinding signage may be a way to entice the owner of the priority parcels to partner in a project.

#6 Action: Initiate conversations with CDOT about potential devolution of the Marshall Road and redesign of ROW.

- Assess the potential cost to the Town of acquisition and the benefits (road maintenance savings) from CDOT of taking over control.
- Develop preliminary designs of changes to the ROW.

#7 Action: Initate conversations with property owners over potential acquisition of ROW on Center Drive and/or 5th Avenue.

- Assess the potential cost to the Town of acquiring ROW and the benefits with regard to design flexibility.
- Develop preliminary design for public streets in these locations.

PHASING STRATEGY

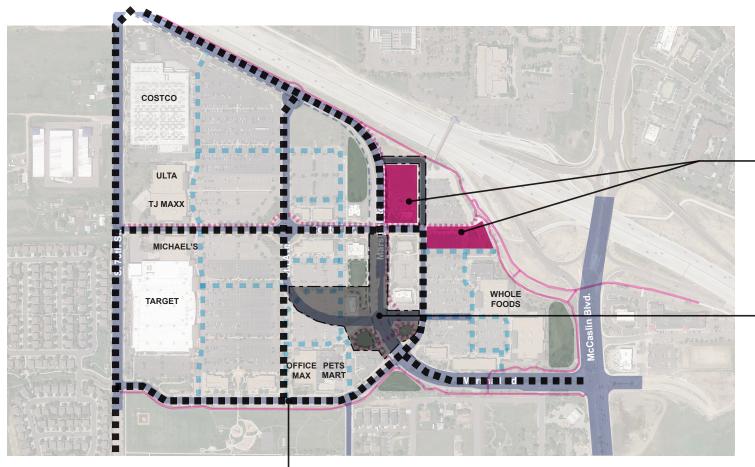
Phasing will be an integral piece in creating a successful outcome, regardless of whether the Town pursues Path 1, Path 2, or some hybrid of the two. The timing of any major public infrastructure investments and future development should be carefully coordinated with one another in order to minimize the disturbance to the existing retailers and general community.

The phasing strategy is intended to serve as an organizing framework for future actions and a foundation that can be used as a jumping off point for the project. Given the scale of the project and its contributing factors, the phasing strategy will need to be flexible and nimble to respond to future needs.

Phase 1 COSTCO ULTA TJ MAXX MICHAEL'S WHOLE ARGET FOODS OFFICE PETS MAX MART Marshall Rd.

- Partner with RTD to attract interest in development of the RTD surface parking lot.
- Explore the lease of the undeveloped pad site and/ or parking near the Chuck E. Cheese for parking for the RTD BRT station.
- Begin devolution process with CDOT.
- Decide on Path #1 or #2.
- Begin design/engineering for public improvements.
- Design and implement initial signage and placemaking elements
- Construct new access

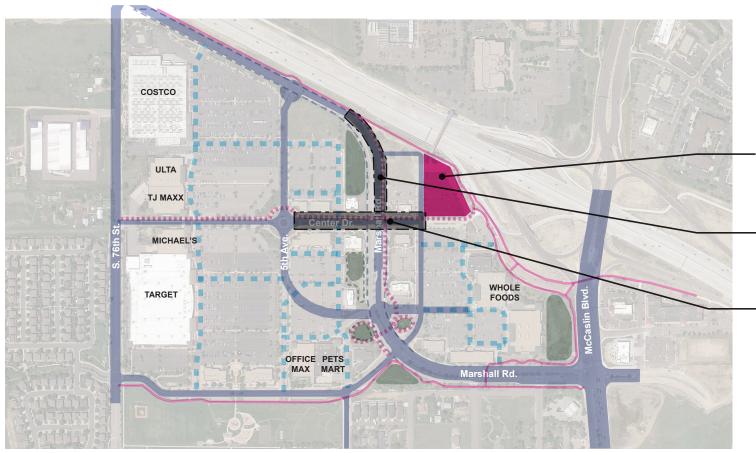
Phase 2



- Construct shared parking structure (or surface lot agreements) and access street.
- Begin construction of new buildings.
- Construct new roundabout + 5th Ave. connection east and west of roundabout and Marshall Road reconstruction.
- Most likely will require temporarily relocating existing pad restaurant.

 Use surrounding grid to allow for circulation and business access during construction.

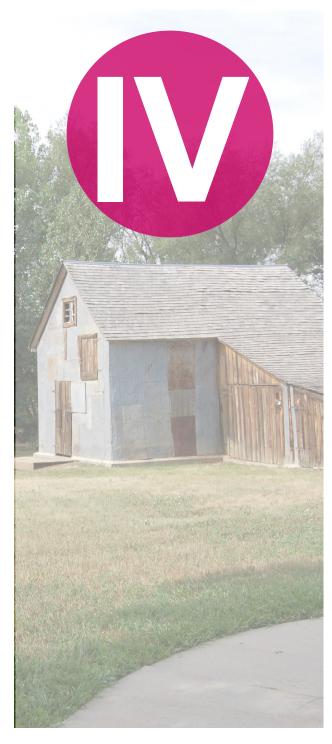
Phase 3



Construct new mixed-use block adjacent to transit station.

Construct new Marshall Road north of Center Drive with off-street bike path (maintain access within existing ROW).

Redesign Center Drive to include bike facility (offstreet, preferred), wide sidewalks and on-street parking (maintain access to existing businesses via back side)



FOCUS AREA 2: ORIGINAL TOWN

WHERE WE ARE TODAY

EXISTING CONTEXT

The majority of Original Town is zoned as either Low Density Residential (R-L) or Medium Density Residential (R-M). It also includes some Light Industrial and Community Business Districts where non-residential uses exist.

While infill and redevelopment activity to date has been limited, ongoing investments in Downtown Superior, potential changes to the Superior Marketplace, and continued growth in the region are expected to spur continued interest in Original Town.

Currently, there are approximately 121 homes in Original Town (356 in Northwest Superior as a whole) and there is potential to add 100+ new homes under the Town's current zoning within Original Town. This future growth is likely to occur through a combination of infill, redevelopment of existing homes, potential rezoning of industrial to residential uses (initiated by the property owner), and the development of the 2nd Avenue property.

Through the outreach events, participants expressed their thoughts on what they considered most unique about Original Town and desired to preserve. Some of these characteristics included: informal sidewalks, mature trees, Coal Creek, older housing stock, and neighborhood parks.

Current Zoning



WHAT'S POSSIBLE UNDER CURRENT ZONING?

The current R-L and R-M zone districts control for basic building parameters such as housing types, density, setbacks (front, side, and rear), lot size and coverage, and building height. The primary distinctions between the two residential districts are the housing types and density requirements that are associated with each district. While the R-L district only allows for single-family housing at a maximum density of 6 dwelling units per acre (DU/AC), the R-M district allows for both single-family and multi-family housing (maximum of 6 units per lot), at a maximum density of 8 DU/AC.

Much of the existing housing stock in Original Town was built before zoning was established for the area. As result, the current, the current by-right allowances of the R-L and R-M zone districts allow for a much bigger home to be built than what exists in the Original Town today. For example, while the current code allows a maximum lot coverage of 40%, the median lot coverage in Original Town is 25%. A discrepancy also exists in allowed vs. constructed building heights, with the Code allowing for a maximum height of 32'. The median building height in Original Town is 16'; about 60 homes have building heights that are greater than the median building height in Original Town and only about 10 homes are 30' or taller.

The scale and types of development anticipated for Original Town will vary throughout the neighborhood depending on their respective zone district and lot size. The illustrations on the right are intended to capture some of these potential development scenarios, demonstrating what is possible under the Town's current zoning.

Single-Family Infill/Redevelopment



Existing Context: Typical Original Town block with alley access; mix of single-family homes and one vacant lot



Potential: Infill on vacant lot and redevelopment of an existing home resulting in two larger single-family homes with front-loaded garages

R-L ZONE DISTRICT

- Housing Types: Single-family
- Density: 6 DU/AC
- Setback
 - Front yard: 25'
 - Rear yard: 20'
 - Side yard: 5' and 10' for corner lots
- Minimum Lot Area: 7,000
- Lot Coverage
 - Existing: 25% (median)
- Building Height
 - Existing: 16' (median)

Multi-Family Infill/Redevelopment



Existing Context: Typical Original Town block with alley access; mix of single-family homes with varied lot sizes and orientations



Potential: Mid-block lots are replatted and redeveloped to accommodate a fourplex with both front-loaded and alley-loaded garages

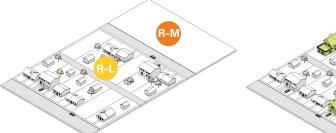


Potential: Mid-block lots are replatted and redeveloped to accommodate two duplexes with alley-loaded garages

R-M ZONE DISTRICT

- Housing Types: Single-family and Multi-family housing (maximum of 6 units per lot)
- Density: 8 DU/AC
- Setback
 - Front yard: 25'
 - · Rear yard: 20'
 - Side yard: 5' and 10' for multi-family
- Minimum Lot Area: 6,000
- Lot Coverage: 40%
- Building Height: 32'

New Development



Existing Context: Typical Original Town block with alley access; mix of single-family homes with varied lot sizes and orientations abutting greenfield land zoned for multi-family housing.



Potential: Greenfield development results in large single-family homes w/ front-loaded garages along a shared frontage that faces existing single-family homes.

WHAT WE'VE HEARD

QUESTIONS EXPLORED

May 2018

As part of initial Northwest Superior outreach to the community as a whole, baseline scenarios illustrating what potential development could occur in Original Town under current zoning were presented. Participants were asked to provide input on what course of action (if any) should be taken in response. Scenarios ranged from "No Action" (maintain current zoning as is) to exploring potential design standards/incentives that will help guide future development and redevelopment in Original Town.

July 2018

At the request of Original Town residents, the Planning Commission hosted a supplemental outreach effort, specifically focused on Original Town issues. This outreach event included an informal walking tour of Original Town to explore different aspects of the neighborhood, and a community workshop to encourage a more interactive discussion among participants. These activities helped provide clarity on key aspects of the community's vision for Original Town, preferred housing characteristics for the neighborhood, and preference on potential tools that could be used to achieve desired outcomes.

As part of these discussions, the community expressed their desire to explore potential standards/incentives to help preserve/enhance the characteristics that they liked about their neighborhood while maintaining some flexibility for existing residents.

October 2018

Building on the results of the July outreach, a preliminary approach was developed and presented to the community to help illustrate how potential standards/incentives could be used to help address specific community concerns and to help identify any potential areas of concern with the proposed approach.

COMMUNITY INPUT RECEIVED

Issues and key topics of discussion that emerged from the process related to: massing and form, design and character, housing options, and incentives. Key takeaways are summarized below.

Massing and Form. The community had
a strong preference for traditional building
forms (with room for interpretation on style).
Many were concerned with the potential for
new "monster homes" with building heights,
massing, and boxy forms that would be out
of context with the rest of the neighborhood.
They also desired more sensitivity to their

- established neighborhood, avoiding abrupt transitions in massing and height.
- Design and Character. The community desired to maintain the eclectic character of Original Town and prohibit "cookie cutter" design for multi-unit projects. They also want to build in more flexibility for existing homes to allow homeowners to do additions, build Accessory Dwelling Units (ADUs), redevelop their homes, and build front porches into the front yard setback. The community also had a preference for alley-loaded garages.
- Housing Options. The community supported having a mix of housing options in Original Town (size, type, age, price points, and rental/ owner-occupied). There was also interest in exploring allowances for ADUs within defined parameters.
- Incentives. The community desired the ability to provide flexibility for existing residents and expressed the need to balance flexibility with the desire to achieve more predictable results (regulations and incentives over design guidelines).



Original Town Community Workshop - July 2018

RECOMMENDATIONS

OVERLAY DISTRICT

Based on input received from the community, it is recommended that an overlay district be established for the R-L and R-M portions of Original Town and adopted as part of the Town's, along with an accompanying set of design standards/incentives. The general intent of the overlay district would be to:

- Encourage infill/redevelopment and new development that reinforces the eclectic character of Original Town and to discourage "cookie cutter" development
- Maintain a greater degree of flexibility for single-family homes on a single lot versus multiunit projects
- Allow for, and establish parameters, for accessory dwelling units (ADUs)
- Incorporate the use of incentives wherever possible

POTENTIAL STANDARDS/INCENTIVES

To help establish a preliminary framework for an overlay district, a variety of potential standards/ incentives were explored with the community as part of the October 2018 meeting. The potential standards/incentives that follow reflect concepts that were supported by the community as part of that discussion. This information, along with the accompanying outline (page 43) should be used as a starting point for crafting the actual overlay district and accompanying standards/incentives. Specific metrics and code language will require further analysis and discussion with the community.

Massing and Form

- Bulk Plane. Create a building envelope through a series of planes that extend from the property line to limit tall/boxy building forms
- Side wall articulation/four-sided design. Limit long uninterrupted two-story walls.

Massing and Form: Bulk Plane





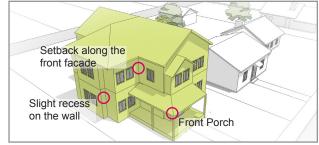


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Massing and Form: Side Wall Articulation/Four-sided Design







Potential Standards

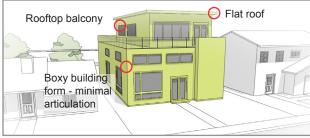
Massing and Form

- Require traditional building forms that are more typical of traditional architecture/Original Superior (but allow for contemporary interpretations of those forms)
- Create a sliding scale for maximum lot coverage based on lot size. For example, a lot with an area less than 6,000 SF could be granted a 40% lot coverage, whereas, a lot with an area of 6,000 - 7,999 SF could be granted either 1,600 SF or 37.5%, whichever is greater.

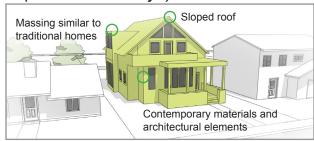
Design and Character

- Variation in the design, massing, and form of individual buildings. Establish a menu of ways in which required variation can be met, such as:
 - Height/Massing/Form (e.g., mix of one, one and half, and two-story building forms)
 - Architectural details (e.g., front porch, materials, roof form)
 - · Others parameters as defined
- Require larger projects to transition to established single-family neighborhood
 - Limit to single family or duplexes along shared street frontage
 - Establish definition of "comparable" height within a certain distance of shared lot line (e.g., within 10-12 feet)

Massing and Form: Require traditional building forms (but don't dictate style)

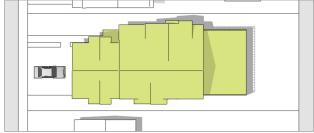




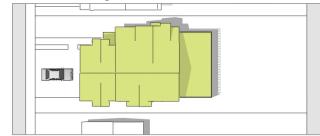


Potential Standards: Require traditional building forms

Massing and Form: Create a sliding scale for maximum lot coverage based on lot size



Current Regulation: Maximum lot coverage = 40% (no linkage to lot size)



Potential Standards: Base the maximum lot size coverage on the existing area of the lot

Design and Form: Variation in Design, Massing, and Form: Two or More Homes



Current Regulation: No variation required



Potential Standards: Variations required for two or more homes

Design and Form: Variation in Design and Neighborhood Transitions



Current Regulation: No variation required



Potential Standards: Variations required along block frontage

Housing Options

- Mix of Housing Types. Require a mix of housing types for larger projects (e.g., single-family detached, duplex, and townhome versus all single-family).
- Block Size and Layout. Align with existing block size in Original Town, or underlying plats.
- Explore potential types of standards/incentives for Accessory Dwelling Units (ADUs). ADU requirements could be varied for R-L and R-M, or be limited to R-L. Typically, they would address some combination of the following:
 - Location (explore varied approaches: e.g., above/adjacent to garage versus attached to primary dwelling)
 - Dimensional standards (setbacks, height, etc.)
 - Number and size (one per parcel, living area - min/max, subordinate to principal structure)
 - Utilities and dedications (separate metering)
 - Limitations on use of space (guest guarters) vs. rental unit)

Incentives

Offer variations in baseline requirements in exchange for achieving concepts addressed in potential standards: lot coverage, height, and setbacks. The relationship between different standards and incentives will require careful testing and calibration during the development of the overlay district to ensure desired outcomes will be achieved. In particular, residents wanted to ensure existing non-conforming homes would have greater flexiblity for future modifications.

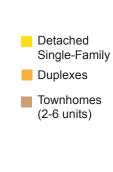
Mix of Housing Types



Current Regulation:

No mix required





Block Size and Layout





Potential result without regulation

Potential Standards: Extend Traditional Original Town Grid

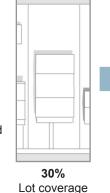
Potential Ways to Regulate ADUs

Potential Standards to Address	Typical Approaches
ADU size	% of primary dwelling, maximum square footage, or whatever is less (500-800 SF common)
Height/setbacks	Consistent with requirements for primary structure; but may be more restrictive in some instances
Parking	1 space (in addition to requirement for primary structure)
Design/appearance	Similar characteristics as primary residence
Utilities	Same as primary residence (single meter)
Occupancy	Varies significantly; some limit number of people, others specify that property owner must occupy primary dwelling/ADU

Example Incentive

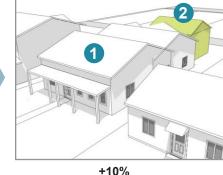
Lot coverage may be increased by an additional 5% (not to exceed 40% total lot coverage) for achieving the following objectives:

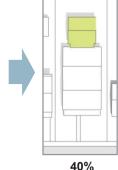
- Original housing stock is preserved (by adding on vs. replacing); and
- New construction is limited to 1 ½ story in height



(baseline)







Additional lot coverage earned through incentive

PRELIMINARY OUTLINE: ORIGINAL TOWN OVERLAY DISTRICT¹

A preliminary outline for the proposed Original Town Overlay District is provided below.

GENERAL INTENT

- Encourage infill/redevelopment and new development that reinforces the eclectic character of Original Town and to discourage "cookie cutter" development
- Maintain a greater degree of flexibility for single-family homes on a single lot versus multiunit projects
- Allow for, and establish parameters, for accessory dwelling units (ADUs)
- Incorporate the use of incentives wherever possible

APPLICABILITY

The use of standards and incentives will vary based on the underlying zone district, number of proposed dwelling units, type of development (new construction/infill vs. addition to an existing home), and type of housing. These tiers of applicability would include:

- R-L
 - Major additions²
 - · Single-family detached (one unit)
 - Single-family detached (two or more units)
 - Accessory dwelling unit

R-M

- · Single-family, detached
- Duplex (single-family, attached)
- Townhome
- Other small multi-family building forms
- Accessory dwelling unit

RECOMMENDED STANDARDS/ INCENTIVES FOR R-L

Major Additions

- Incentivize horizontal versus vertical expansion (e.g., major addition is located to the rear or side of the existing home versus a "pop top," aka full floor addition) and/or retention of an historic structure³
- Bulk plane to help deter tall/boxy building forms
- Menu of roof forms (to discourage more contemporary building forms)
- Incentivize front porches by allowing for encroachment into front setback up to a certain point

Single-family detached (one unit)

- Garage orientation (incentivize alley-loaded4)
- Bulk plane to help deter tall/boxy building forms
- Side wall articulation/four-sided design (limit blank walls and use of long, uninterrupted two-story walls)
- Indicate that building forms that are more typical of traditional architecture/Original Superior are preferred through the use of examples, but allow for contemporary interpretations of those forms (e.g., don't dictate a particular architectural style)

Single-family detached (two or more units)

- Garage orientation (incentivize alley-loaded)
- Bulk plane to help deter tall/boxy building forms
- Side wall articulation/four-sided design (limit blank walls and use of long, uninterrupted two-story walls)
- Must provide variation in the design, massing, and form of individual homes. Establish a menu of ways in which required variation can be met:
 - Height/Massing/Form (e.g., mix of one, one and half, and two-story homes)
 - Architectural details (e.g., front porch, materials, roof form)
- Indicate that building forms that are more typical of traditional architecture/Original Superior are preferred through the use of examples, but allow for contemporary interpretations of those forms (e.g., don't dictate a particular architectural style)

¹Overlay District would apply to all portions of Original Town not subject to a PD.

² Will be defined to exclude routine maintenance/minor improvements

³ Will need to discuss alternate terminology or define for this purpose in terms of what the community wishes to encourage the retention of. For example, definition could be tied to typical characteristics of original miner's cottages, age, etc.

⁴ Types of incentives the community is open to will need to be defined. Lot coverage and height are often used – either by allowing for higher lot coverage/height than is currently allowed, or by reducing baseline height/lot coverage and allowing applicants to earn back to the current maximum using the incentives that work for them. The use of reduced off street parking requirements could also be explored.

RECOMMENDED STANDARDS/ INCENTIVES FOR R-M

Single-family detached/duplex

- Require alley-loaded garages
- Bulk plane to help deter tall/boxy building forms
- Must provide variation in the design, massing, and form of individual homes. Establish a menu of ways in which required variation can be met. such as:
 - Height/Massing/Form (e.g., mix of one, one and half, and two-story homes)
 - Architectural details (e.g., front porch, materials, roof form)
 - Variation in size of home (e.g., total above ground square footage or total lot coverage)
 - · Other parameters as defined
- Indicate that building forms that are more typical of traditional architecture/Original Superior are preferred through the use of examples, but allow for contemporary interpretations of those forms (e.g., don't dictate a particular architectural style)

Townhome/small-scale multifamily

- · Require alley-loaded garages
- Must provide variation in the design, massing, and form of individual buildings. Establish a menu of ways in which required variation can be met, such as:
 - Height/Massing/Form (e.g., mix of one, one and half, and two-story building forms)
 - Architectural details (e.g., front porch, materials, roof form)
 - · Others parameters as defined
- Provide examples of multifamily building forms that are more typical of traditional architecture/ Original Superior are preferred through the use of examples, but allow for contemporary interpretations of those forms (e.g., don't dictate a particular architectural style)

Supplemental requirements for larger projects⁵

- Block size (align with existing block size in Original Town, or underlying plats)
- Streetscape (detached walk and street trees)
- Require a mix of housing types (e.g., single-family detached, duplex, and townhome versus all single-family)
- Transition to established single-family neighborhood
 - Limit to single family or duplexes along shared street frontage
 - Establish definition of "comparable" height within a certain distance of shared lot line (e.g., within 10-12 feet)

⁵ Parameters to be defined; typically would be based on unit or size threshold

RELATED STRATEGIES FOR CONSIDERATION

The following strategies reflect ideas that emerged from discussion with participants that do not fall within the purview of the potential design standards/incentives outlined in this report, or strategies identified by the project team to help support the desired outcomes for Original Town:

- Potential tree conservation/tree planting program. Residents value the character and benefits provided by the existing tree canopy and would like to take steps to ensure it is maintained/replaced as older trees die off.
- Community garden. Residents wished to explore the potential of creating a community garden plot in one of the parks in Original Town.
- Potential grant program. Residents wanted to explore ways to encourage owners of original homes in Original Town to reinvest in their properties, such as through a potential grant or loan program.
- Maintaining informal pedestrian walkways/ lack of sidewalks (in R-L area). Many residents expressed a desire to maintain the informal system of walkways in R-L areas of Original Town; however, it was recognized that new development in R-M areas would still need to provide more urban sidewalk configurations.
- Safer pedestrian and bicycle connections.
 Residents expressed the need for a safer way
 for neighborhood residents to cross Marshall
 Road into the Superior Marketplace.

As part of the October 2018 meeting, participants were asked to prioritize the strategies listed above by choosing the top two programs/initiatives that they would like to see the Town pursue. While participants confirmed that *all* of these strategies were important, the top three programs/initiatives that were selected included: enhancing pedestrian connections and safety to the Superior Marketplace; establishing a tree conservation/tree planting program; and exploring a potential grant/loan program to encourage reinvestment in Original Town properties.

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