

**WORKING
DRAFT: 05-11-18**

Northwest Superior Subarea Planning

**COMMUNITY MEETINGS
MAY 2018**



Agenda

- **About the Process**
- **Market Context**
- **Guiding Principles**
- **Potential Scenarios/Key Choices for the Future**
- **Next Steps**



ABOUT THE PROCESS

NW Superior Planning Process

Two part process:

- Step 1: Initial Community Engagement regarding NW Superior (Fall 2017)
- Step 2: Conduct more detailed planning for NW Superior as directed by the Town Board (Current)



Step 1: Initial Community Engagement (Fall 2017)

Objectives:

- Highlight recent changes and influencing factors likely to spur additional change
- Build awareness of current plans and regulations
- Identify community priorities for NW Superior
- Explore whether regulatory and policy changes necessary to support these priorities

Key Takeaways

- **Strong community interest; nearly 600 people participated**
- **More discussion is needed to guide future growth and change**
- **Evaluation of market conditions needed to underpin discussion of options**
- **Need to look at NW Superior as a whole while also addressing unique issues/opportunities within the subarea**

Step 2: Conduct More Detailed Planning (Current)

Objectives:

- Build on community input provided to date:
 - Highlight areas where general consensus seems to exist
 - Focus discussion on areas where additional discussion is needed
- Explore specific scenarios for the future of NW Superior
- Explore strategies to implement preferred direction(s)

Desired Outcomes

- **Confirm preferred community direction(s) regarding NW Superior**
- **Establish planning framework for NW Superior to guide future growth and reinvestment**
- **Identify specific tools/resources or next steps needed to implement the community's vision**



NORTHWEST SUPERIOR SUBAREA PLANNING COMMUNITY ENGAGEMENT STRATEGY

PHASE 1: PLAN FOUNDATIONS

April to Mid-May 2018

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

Outcomes:

- Preliminary vision and goals
- Market analysis
- Other supplemental inventory/analysis information (baseline modeling)

PHASE 2: FOCUS AREA OPPORTUNITIES AND KEY CHOICES

Mid-May to Late August 2018

Purpose: Explore community preferences regarding possible futures for Original Town, Superior Marketplace and other opportunity areas in Northwest Superior.

Outcomes:

- Preliminary community preferences (by area) and potential strategies to implement

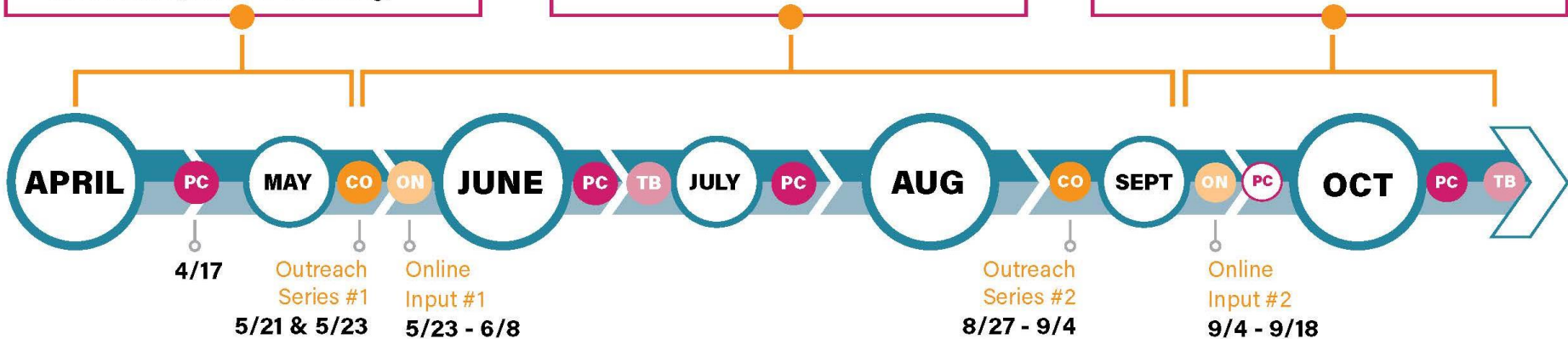
PHASE 3: SUMMARY OF RECOMMENDATIONS

Late August to Early October 2018

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

Outcomes:

- Draft recommendations and next steps/implementation strategies



All dates tentative: To be confirmed

CO Community/Stakeholder Outreach Series
(Includes two community meetings and one lunchtime focus group for the business community/Superior Marketplace.)

ON Online Input
(Online questionnaire will be made available for two weeks following the final community meeting.)

PC Planning Commission Update
PC Staff Update at Regular Planning Commission Meeting

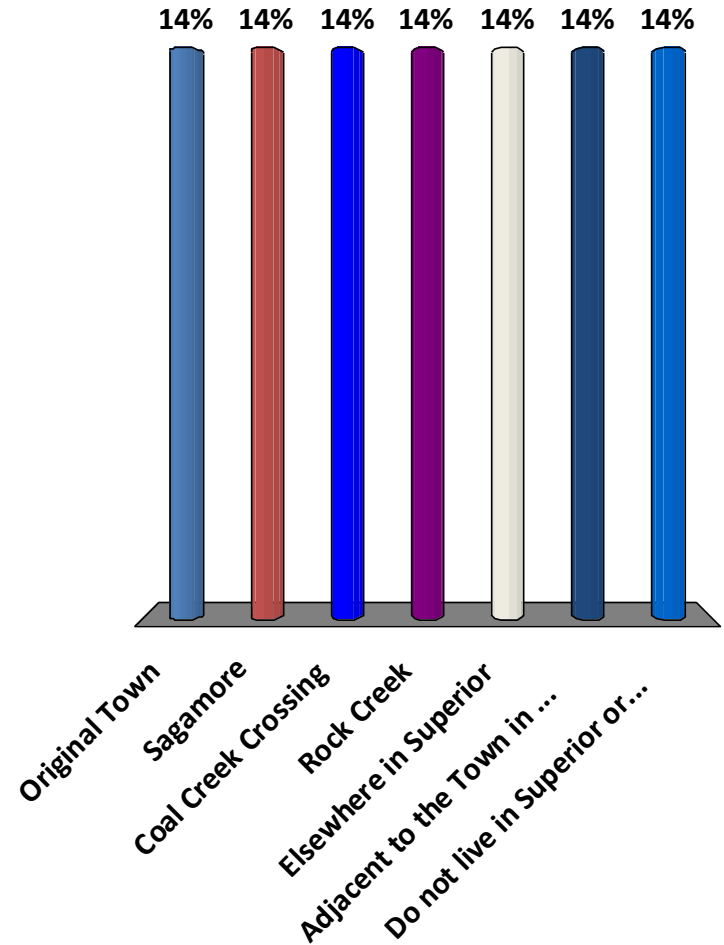
TB Board of Trustees Update



WARM-UP QUESTIONS

Where do you live?

1. Original Town
2. Sagamore
3. Coal Creek Crossing
4. Rock Creek
5. Elsewhere in Superior
6. Adjacent to the Town in Boulder County
7. Do not live in Superior or Boulder County

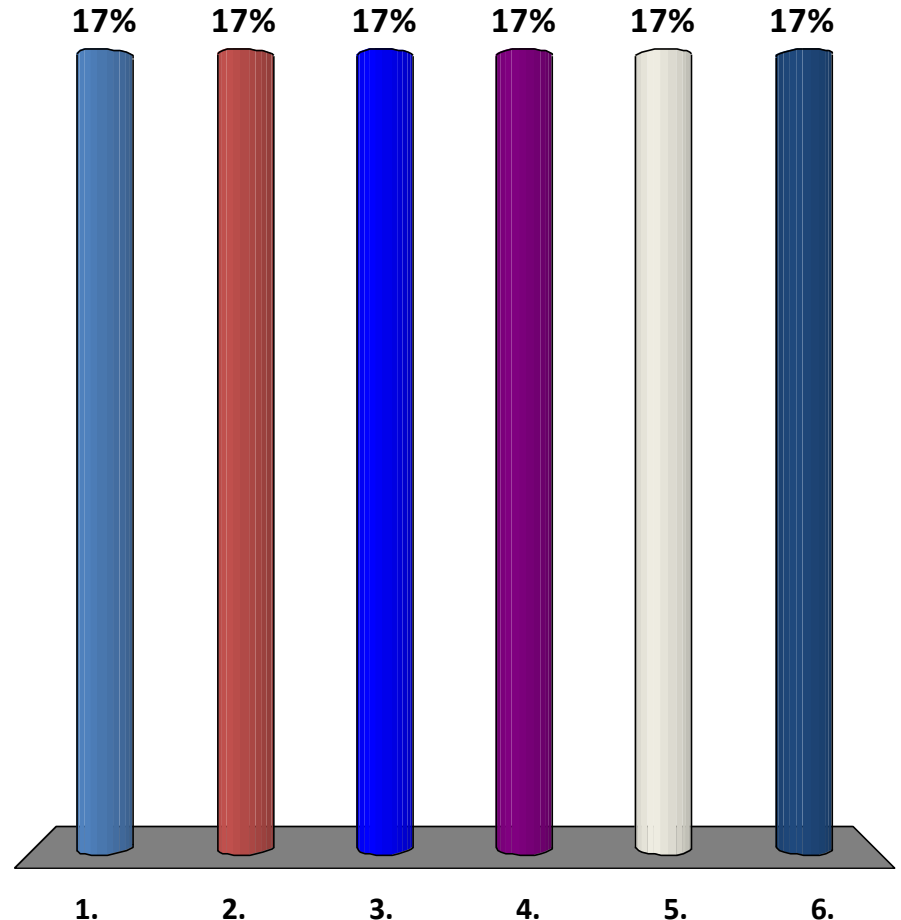


Response Counter

Which category below best describes you?

(Please select all that apply.)

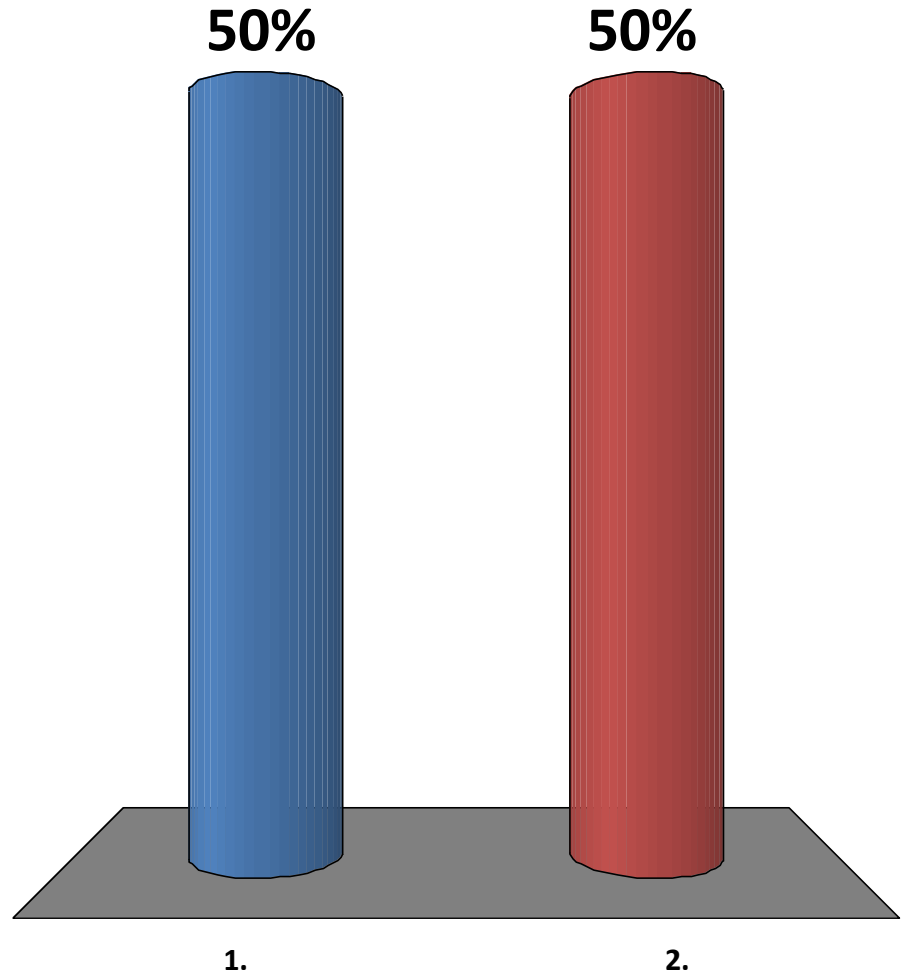
1. Resident of Northwest Superior
2. Property owner
3. Business owner
4. Developer/property manager
5. General interest as a Town of Superior resident
6. Other



Response Counter

Did you attend a NW Superior Community Meeting and/or fill out a questionnaire last fall?

1. Yes
2. No



Response Counter



MARKET CONTEXT

Market Assessment

Objectives:

- Inform discussions regarding types of uses and development the market will support for NW Superior
- Specific focus on Superior Marketplace:
 - What steps should be taken to reduce vacancies and business turnover in the near-term knowing the Town's limited role in impacting these issues?
 - What types of uses would be most viable if steps were taken to support the transition of the area to a more transit-oriented pattern of development over time?
 - How to ensure future uses complement (vs. compete with) Downtown Superior?

National Trends

- Retail spending bi-furcating
 - Convenience/low price
 - Experience-oriented/hand-made/local
- Retail market changing at staggering pace driven by e-commerce
 - **19% annual growth** in online retail purchases (2001-2014), **2.7% annual growth** in brick and mortar store sales
- Food and Beverage growing component of retail centers
 - Prepared foods sales have outpaced sales food for consumption the first time in recent years



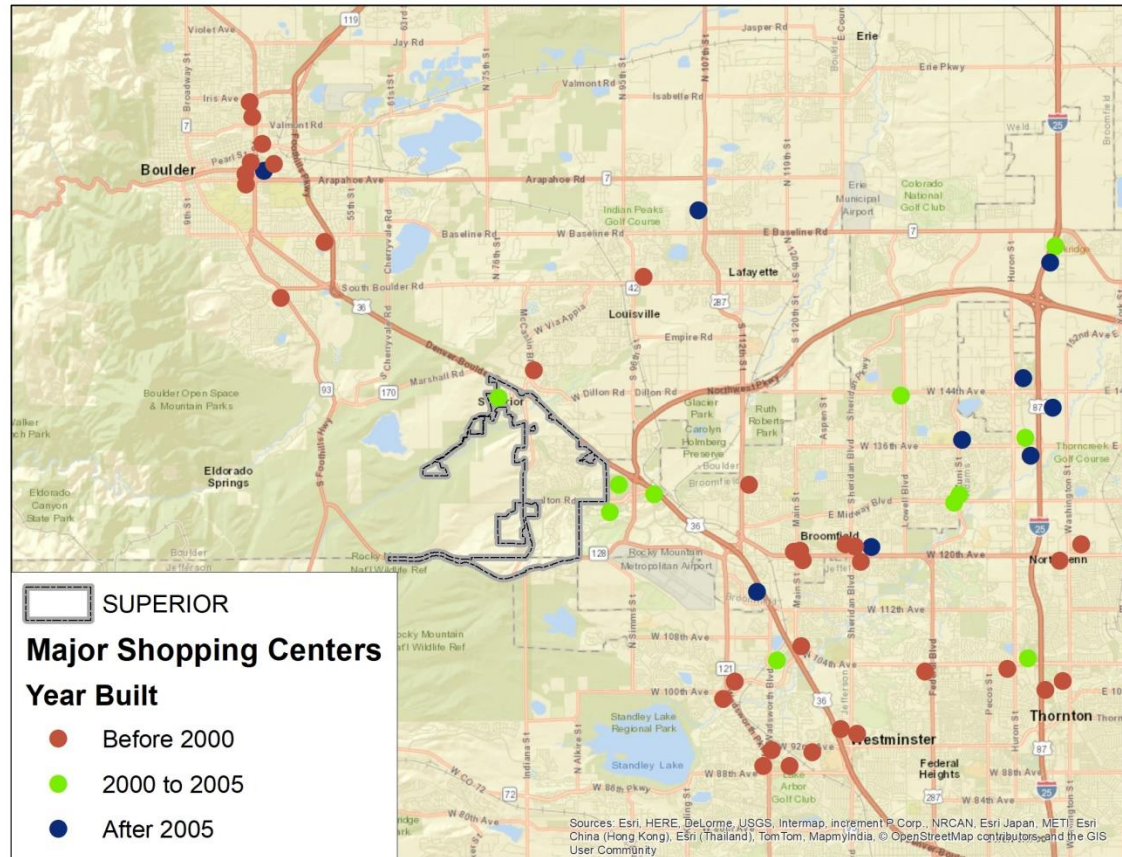
Trade Area Growth

- Superior and adjacent neighbors (Louisville, Lafayette) are growing
 - Superior only Town/City to experience less housing growth since 2010 than from 2000 to 2010
- Majority of significant household growth occurring in City of Boulder and Broomfield
 - Retail demand from communities in US 36 corridor has shifted towards Boulder and I-25 Corridor

| Households | 2000 | 2010 | 2017 | 2000-2010 | | | 2010-2017 | | |
|------------------------------------|---------|---------|---------|-----------|--------|--------|-----------|--------|--------|
| | | | | Total | Ann. # | Ann. % | Total | Ann. # | Ann. % |
| US-36 Corridor Cities/Towns | | | | | | | | | |
| Superior | 3,393 | 4,496 | 4,645 | 1,103 | 110.3 | 2.9% | 149 | 21 | 0.5% |
| Boulder | 39,770 | 41,359 | 45,345 | 1,589 | 158.9 | 0.4% | 3,986 | 569 | 1.3% |
| Louisville | 7,379 | 7,540 | 8,441 | 161 | 16.1 | 0.2% | 901 | 129 | 1.6% |
| Lafayette | 8,815 | 9,631 | 11,148 | 816 | 81.6 | 0.9% | 1,517 | 217 | 2.1% |
| Erie | 2,292 | 6,259 | 7,735 | 3,967 | 396.7 | 10.6% | 1,476 | 211 | 3.1% |
| US-36 Corridor Counties | | | | | | | | | |
| Boulder County | 106,495 | 119,300 | 131,415 | 12,805 | 1280.5 | 1.1% | 12,115 | 1,731 | 1.4% |
| Broomfield County | 14,233 | 21,414 | 26,558 | 7,181 | 718.1 | 4.2% | 5,144 | 735 | 3.1% |

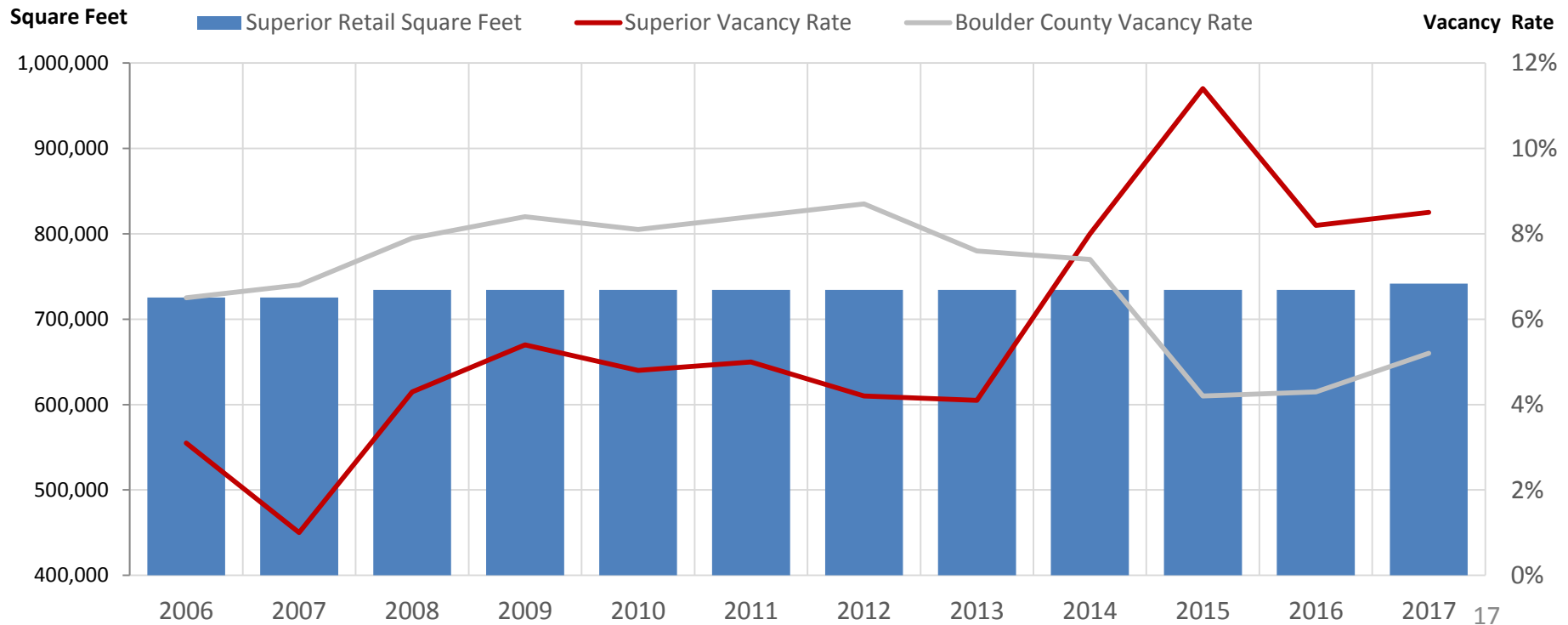
Retail Contraction along US-36

- US 36 Corridor overbuilt in terms of Retail
- Recent growth shifted towards I-25
- Redeveloped Centers
 - Westminster Mall
 - Flatiron Marketplace (proposed)
- Major Vacancies
 - Sports Authority (Superior)
 - Sam's Club (Louisville)



Superior Retail Market Conditions

- Minimal growth in retail space in Town of Superior
- Vacancy rates higher than Boulder County average
- Average rental rates match with Boulder County average and surrounding areas



Superior Marketplace Conditions

- Major sales tax generator for the Town
- Approx. 60,000 sf of vacant retail space
 - 9.5% of center
 - 40,000 sf is Sports Authority box
 - On-going vacancies for smaller, inline spaces
- Anchor retailers doing average sales
- Majority of tenants have below average sales





GUIDING PRINCIPLES FOR NORTHWEST SUPERIOR

Guiding Principles for NW Superior

- 1 Leverage our access to transit
- 2 Promote a thriving Marketplace district
- 3 Improve multimodal access and manage congestion
- 4 Proactively plan for growth that complements NW Superior

Role of the Guiding Principles

- Reflect areas of general agreement from community input received to date
- Convey high level vision concepts/unifying themes for NW Superior as a whole
- Inform alternative scenarios/key choices discussion

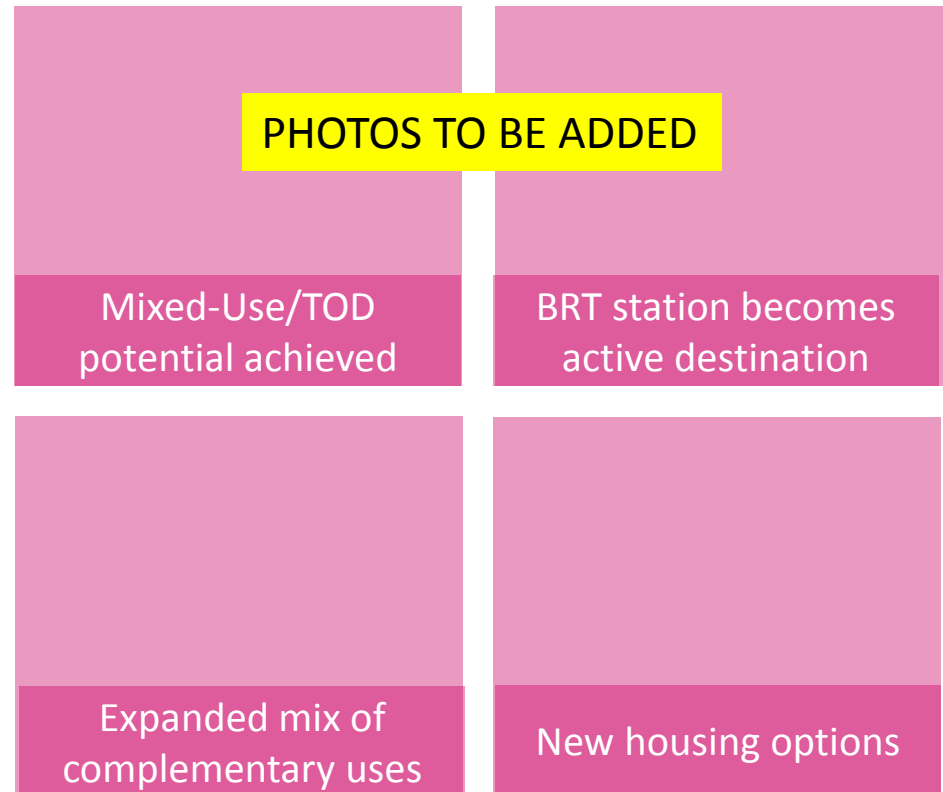
1

Leverage our access to transit

Where we are today...

- Desirable proximity to regional employment hubs and other destinations
- BRT station underutilized; has the potential to be much more than “a bus stop in a parking lot”
- 2016 TAP Report identified opportunity to transition to a more transit-oriented development (TOD) at Superior Marketplace over time
- Interest in TOD concept, but some concern about potential density/intensity of future uses

Where we'd like to be...



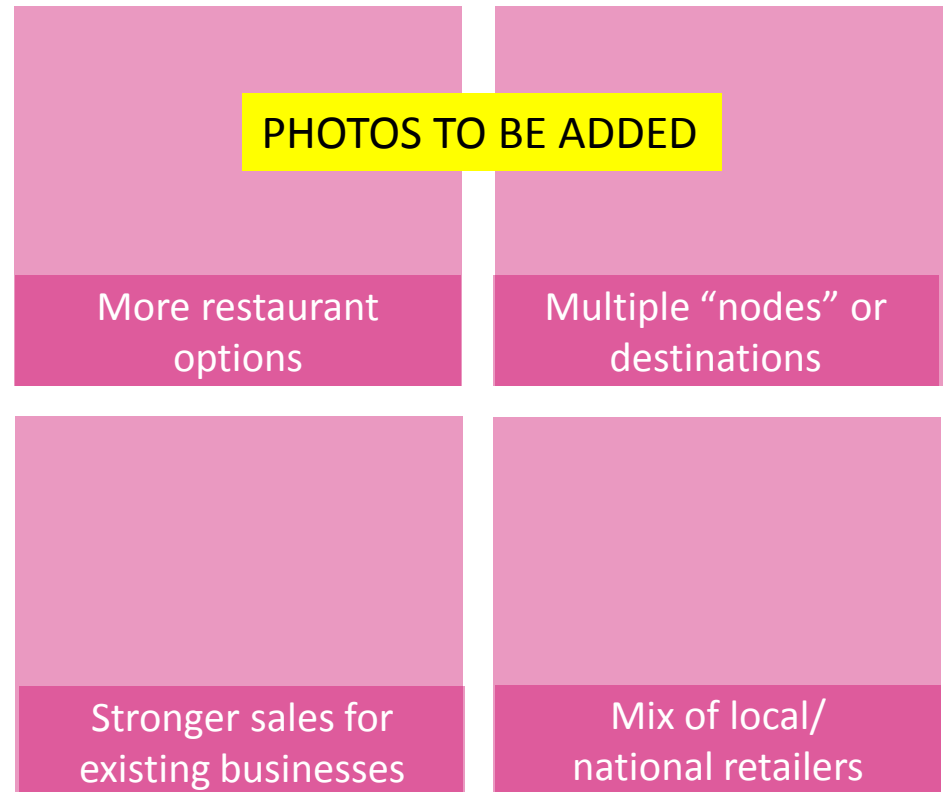
2

Promote a thriving Marketplace district

Where we are today...

- Solid anchor tenants (e.g., Costco, Target, Whole Foods) valued by the community
- Some challenges with smaller business turnover/vacancies
- Town of Superior reliant on sales tax revenue generated by Superior Marketplace
- Surface parking is underutilized
- Overall scale of center is perceived as overwhelming and hard to navigate

Where we'd like to be...



3

Improve multimodal access and manage congestion

Where we are today...

- Superior Marketplace operates as a one-way in/one-way out, creating congestion on Marshall Road
- Marshall Road often used as “back road” to Boulder
- Concerns about existing cut-through traffic in Original Town
- Limited pedestrian/bicycle connectivity within Superior Marketplace (and to surrounding NW Superior neighborhoods)
- Concerns about potential impacts associated with future growth

Where we'd like to be...



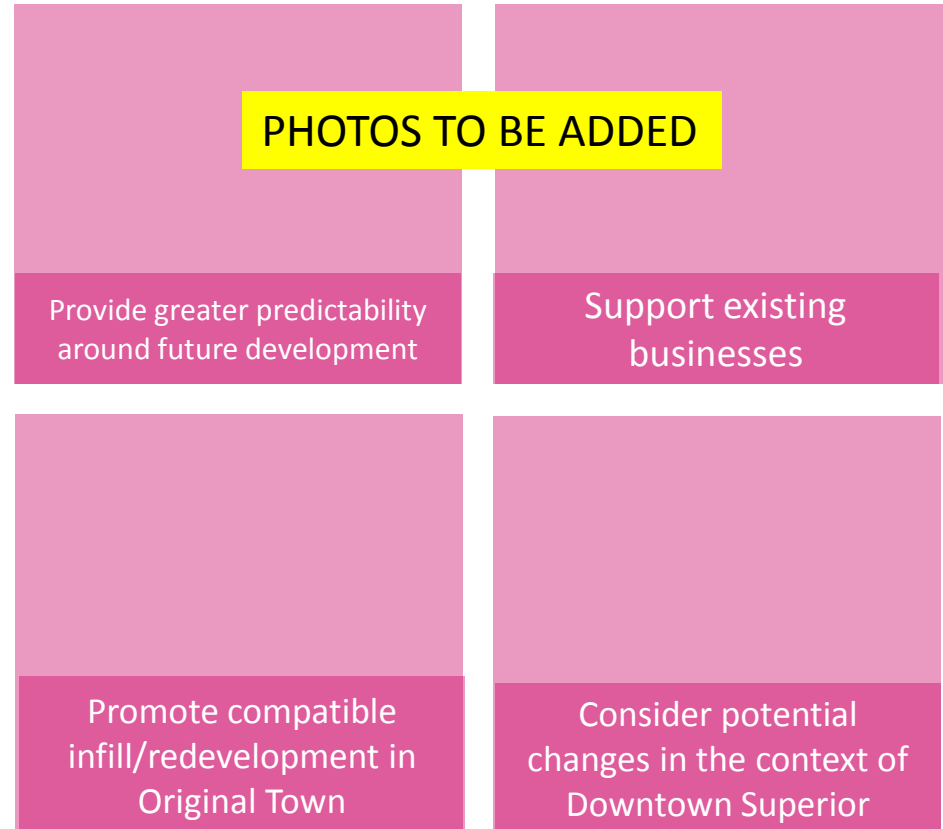
4

Proactively plan for growth that complements NW Superior

Where we are today...

- A variety of changes have occurred in and around Northwest Superior since 2012 (development and capital improvements)
- Growth pressure is expected to continue for the foreseeable future
- Existing Superior Marketplace PD would not support the realization of the ULI recommendations
- Limited tools to guide future infill or redevelopment in Original Town; community concerned about potential impacts
- Desire to guide, rather than react to future growth

Where we'd like to be...





POTENTIAL SCENARIOS/KEY CHOICES FOR THE FUTURE

Northwest Superior Study Area

Primary opportunities for change:

- 1 Superior Marketplace
- 2 Original Town and Vicinity

Note:

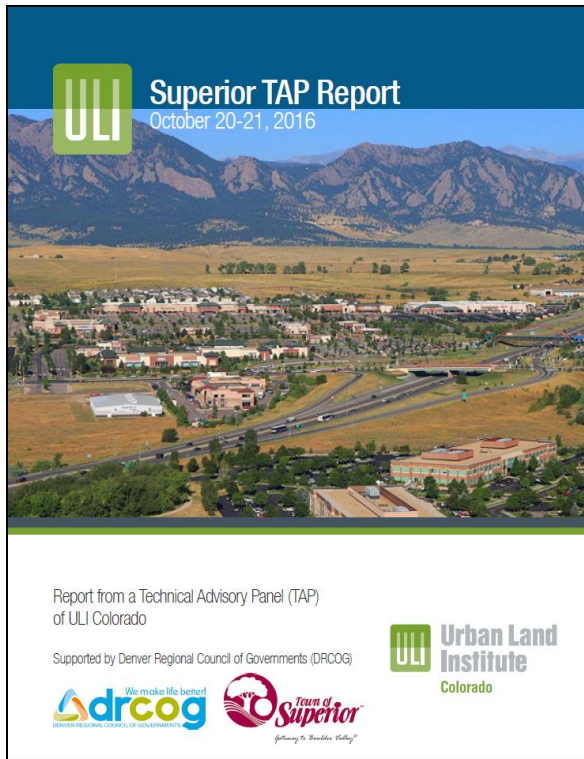
- Based on results of initial Market Assessment, we have eliminated discussion related to 76th Street; potential changes that were suggested during phase 1 are not viable (e.g., neighborhood retail) – current policy direction should be carried forward
- 2nd Avenue Property discussion has been folded in as part of Original Town and Vicinity





OPPORTUNITY AREA 1: SUPERIOR MARKETPLACE

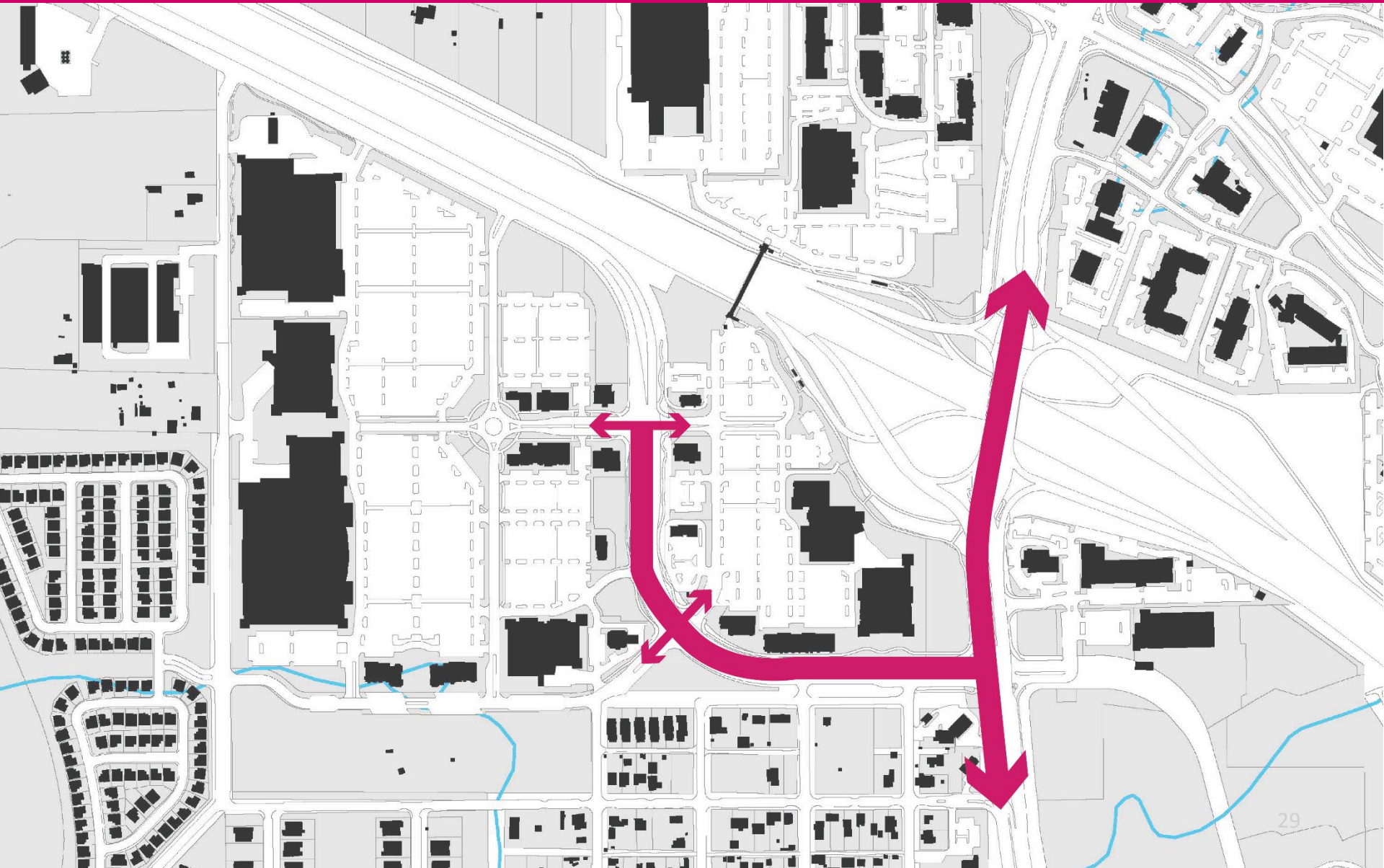
Superior Marketplace: Existing Context



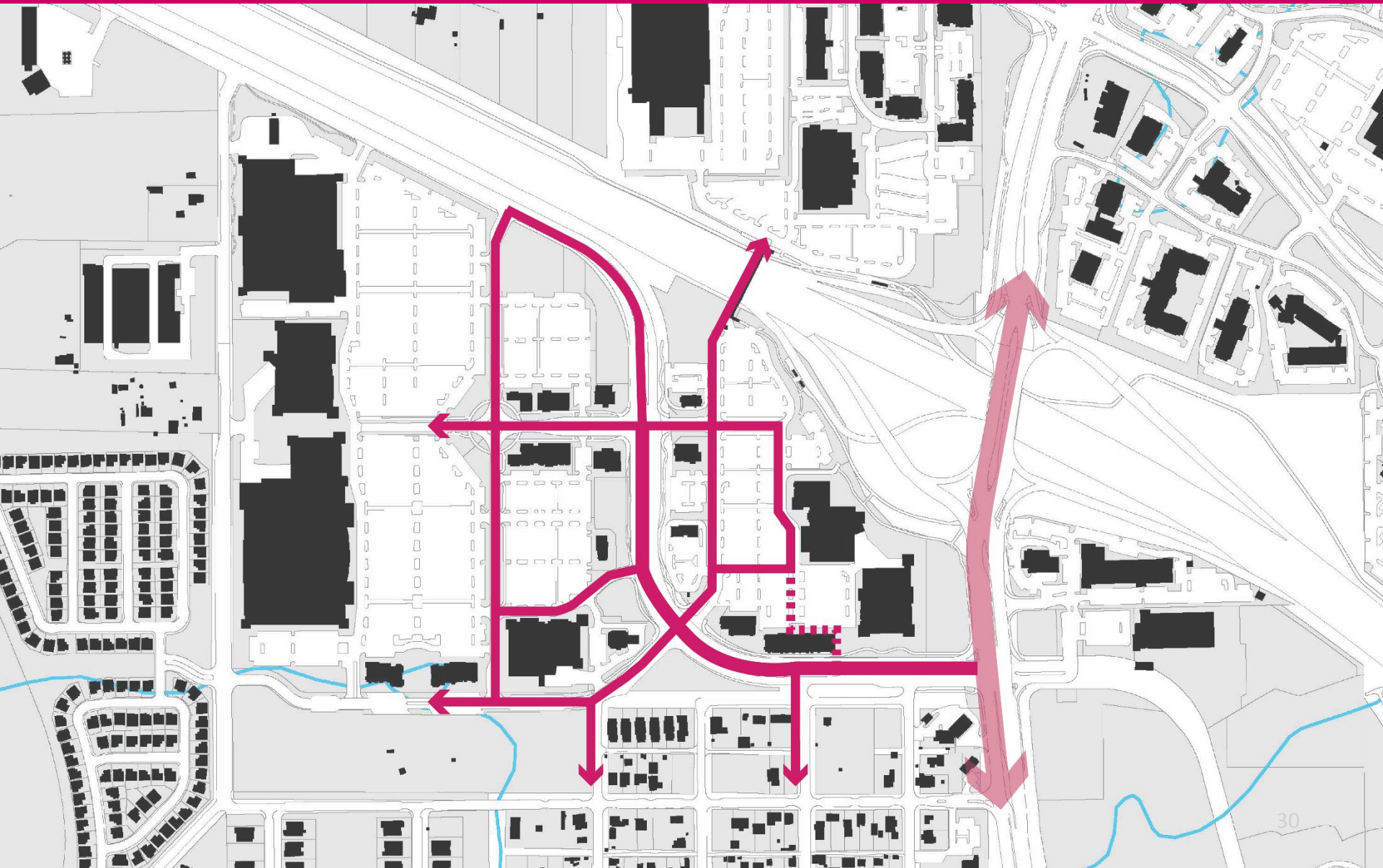
2016 TAP Report Recommendations:

- Potential to transition to a more transit-oriented development at Superior Marketplace over time
- Pursue near-term opportunities:
 - Improve pedestrian and bicycle circulation and access
 - Improve wayfinding
 - Improve linkages to Town Center
- Be proactive in planning for longer-term:
 - Conduct a broader visioning in collaboration with stakeholders and the community
 - Establish supportive zoning and entitlements
 - Engage potential development partners

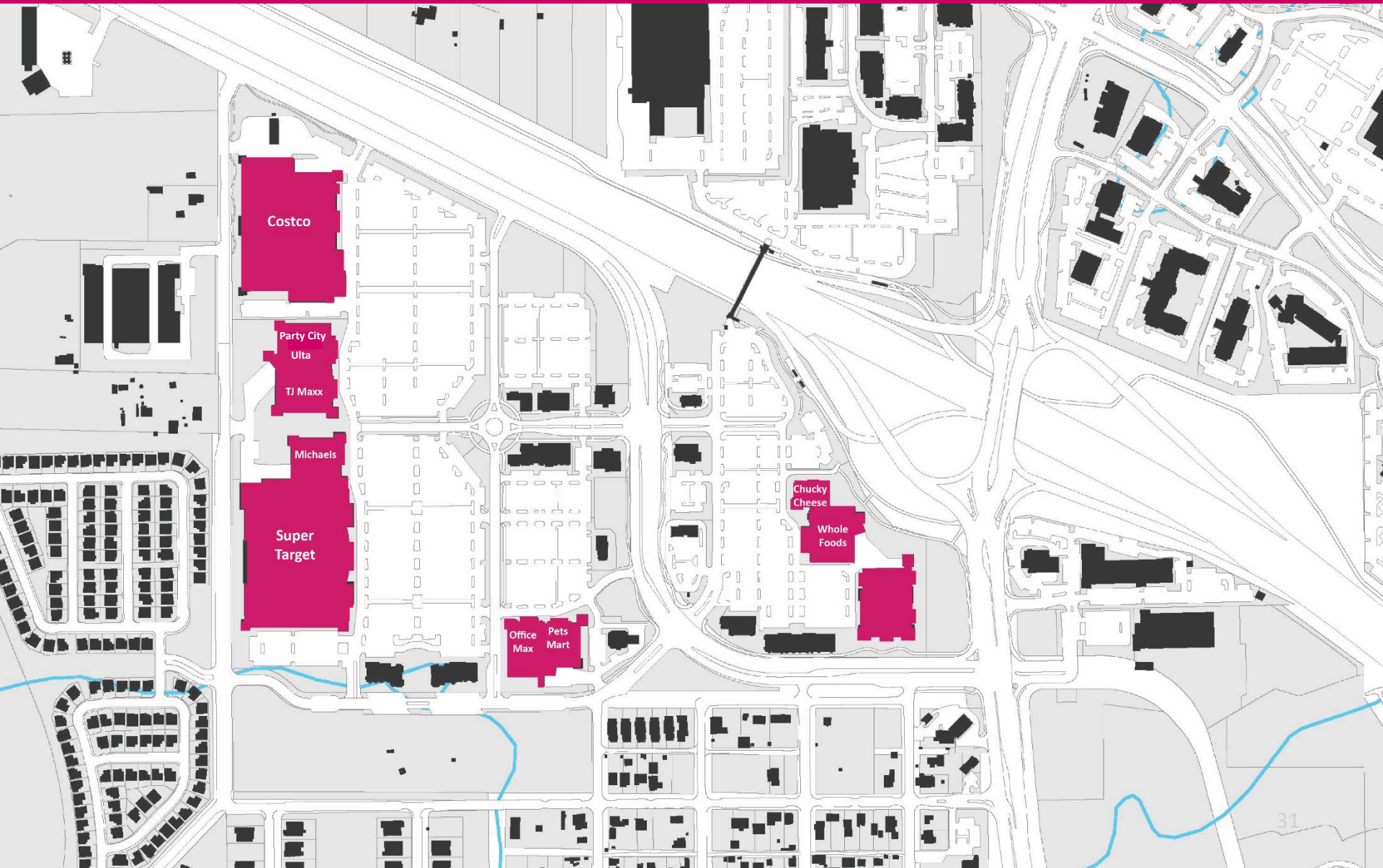
Existing Circulation = Congestion



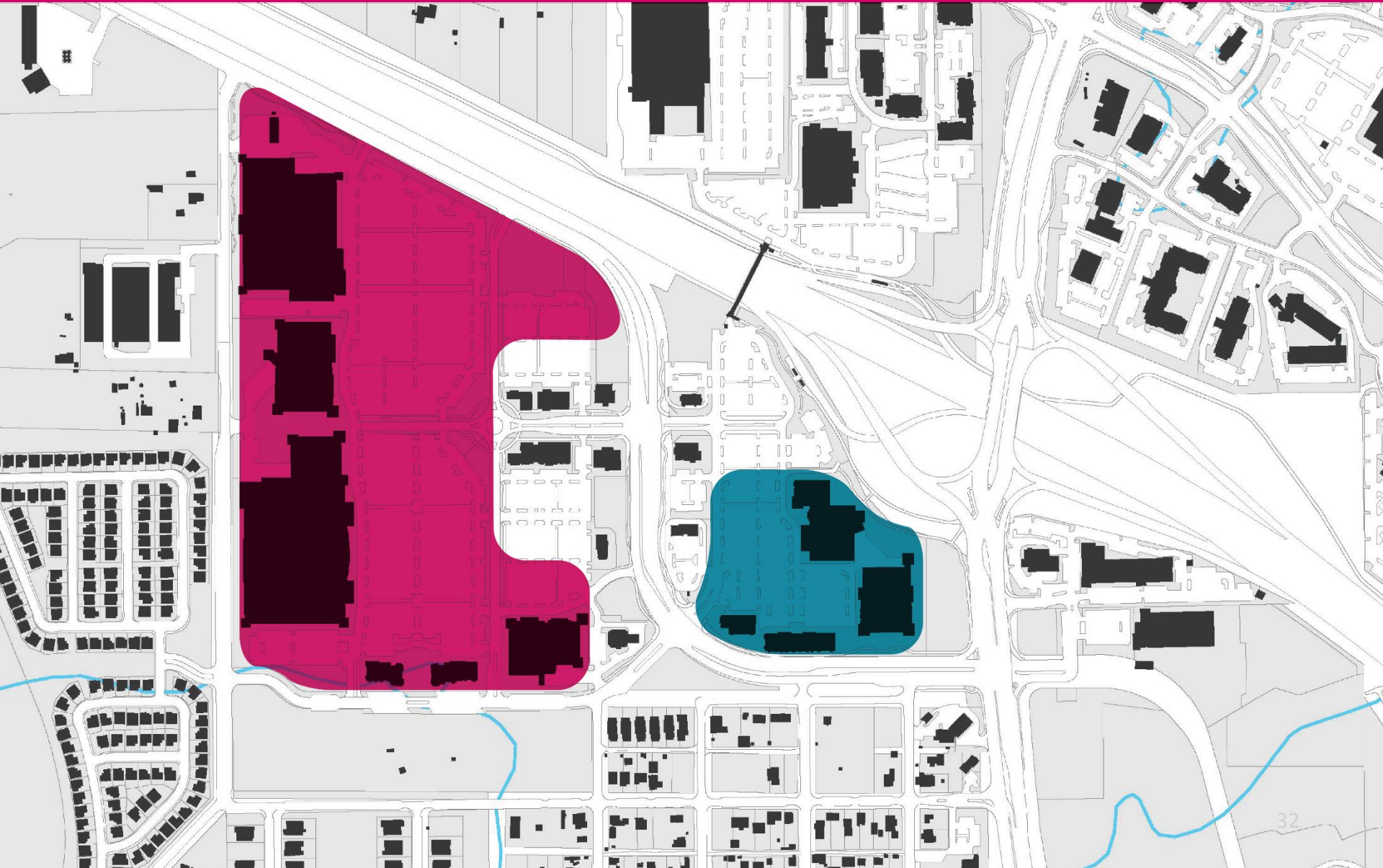
Vs. True grid of “streets”



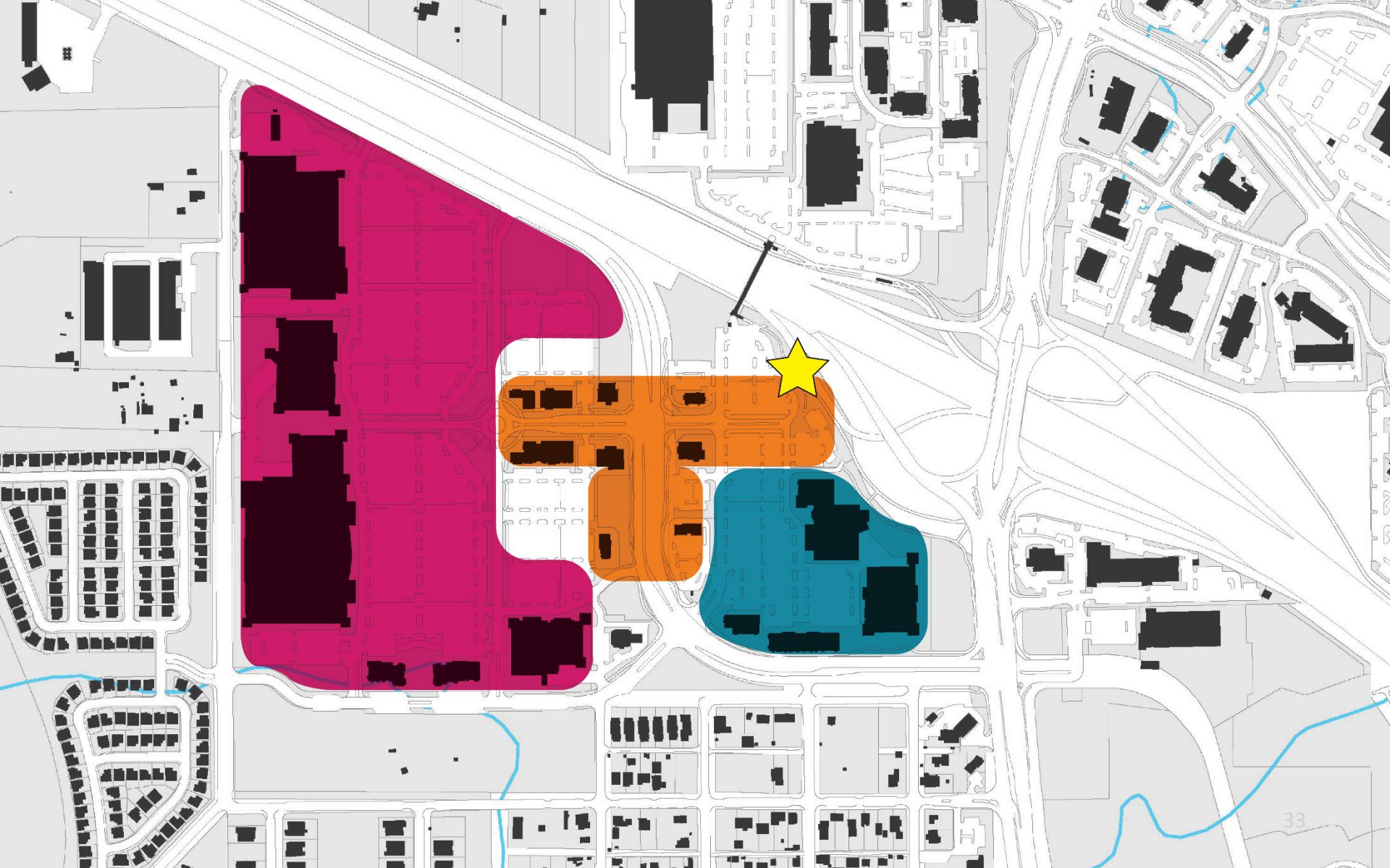
Big/Mid Boxes = \$\$\$ for Town



Good edges, lack “center”



Leverage transit to create a “center”



Scenarios- Superior Marketplace

Scenario A:
Spine Street



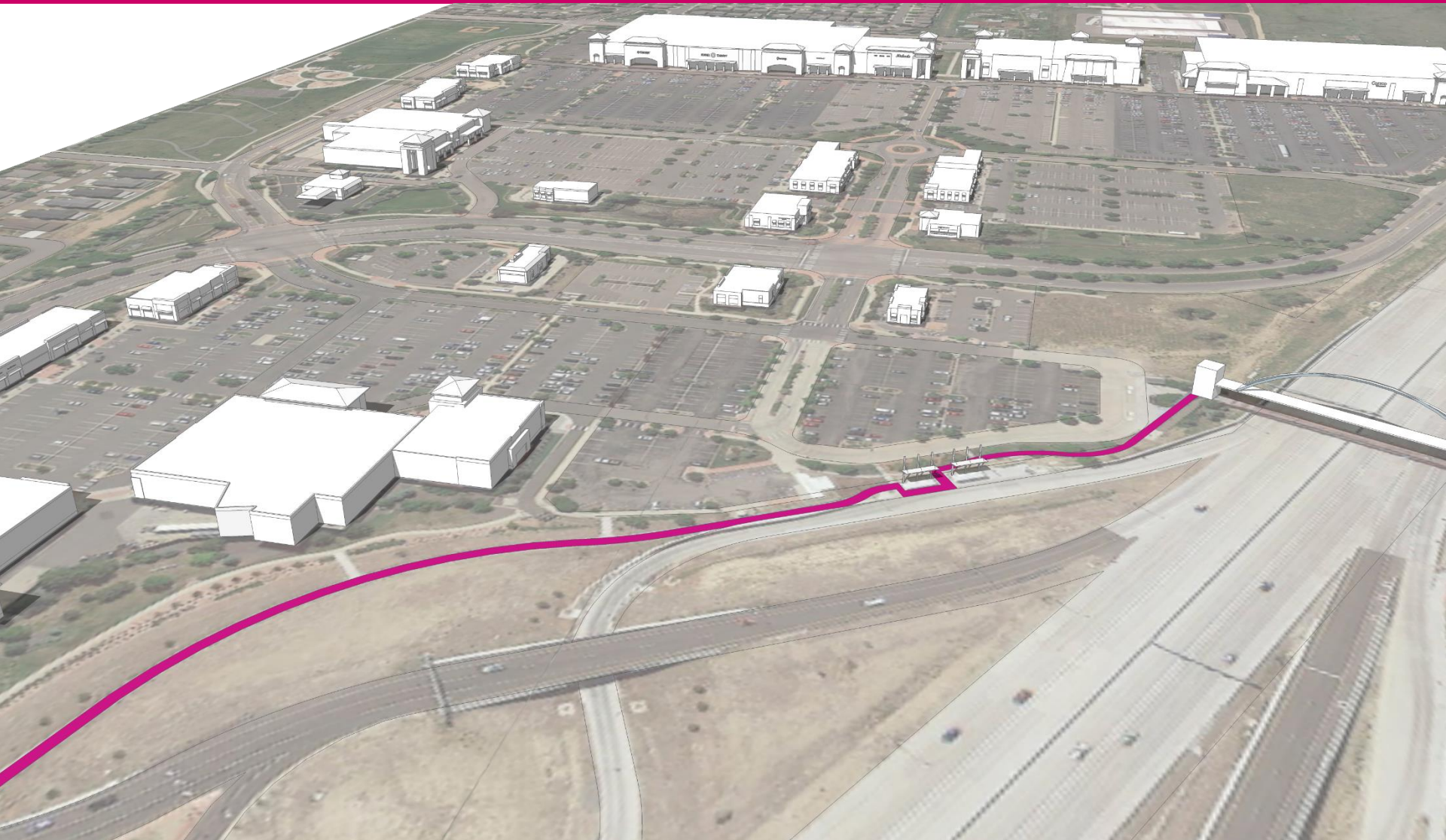
Scenario B:
Marketplace Square



Scenario C:
Connections and Node

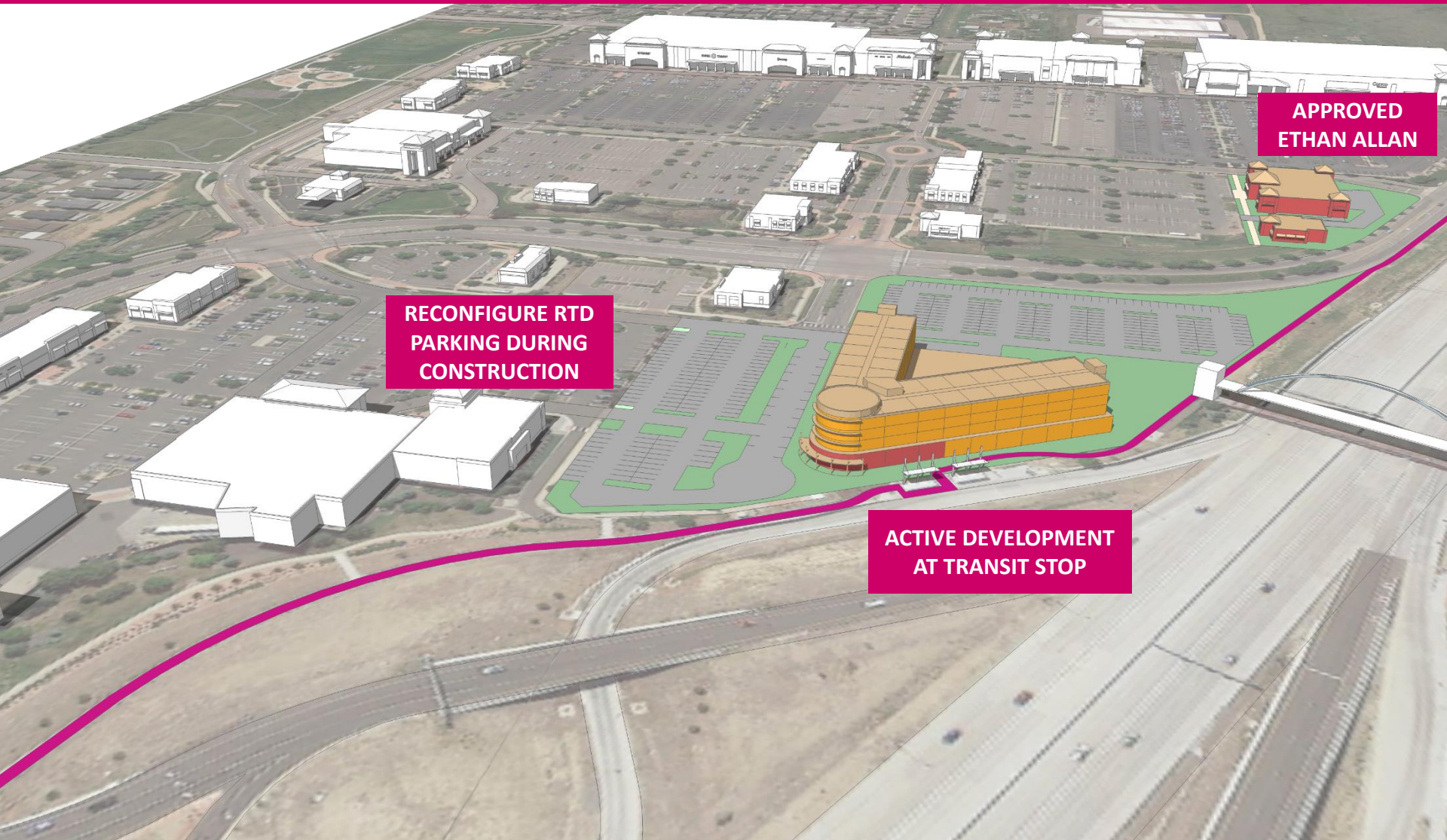


Marketplace Today



Scenario A: Spine Street

PHASE 1



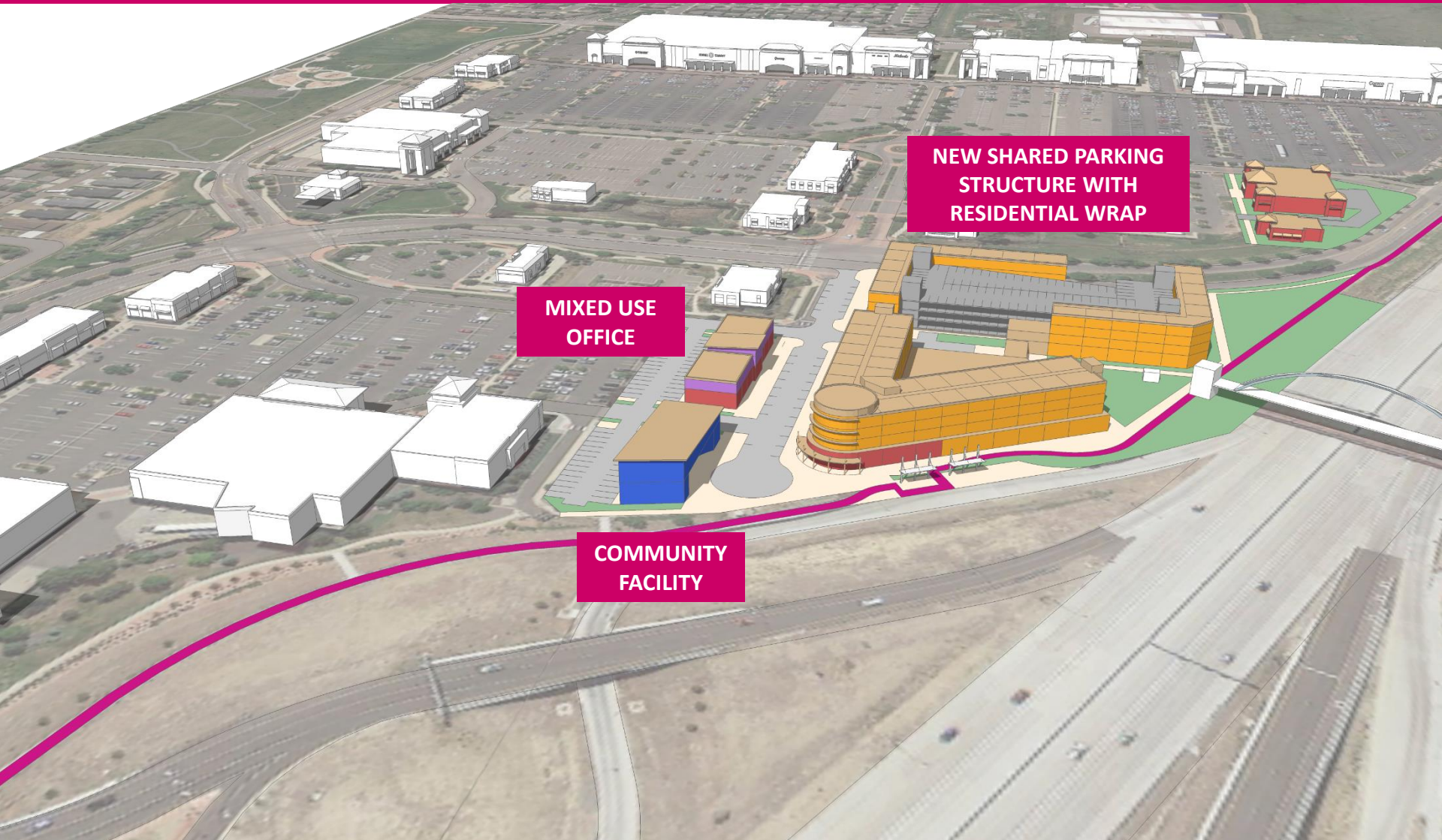
**RECONFIGURE RTD
PARKING DURING
CONSTRUCTION**

**ACTIVE DEVELOPMENT
AT TRANSIT STOP**

**APPROVED
ETHAN ALLAN**

Scenario A: Spine Street

PHASE 2



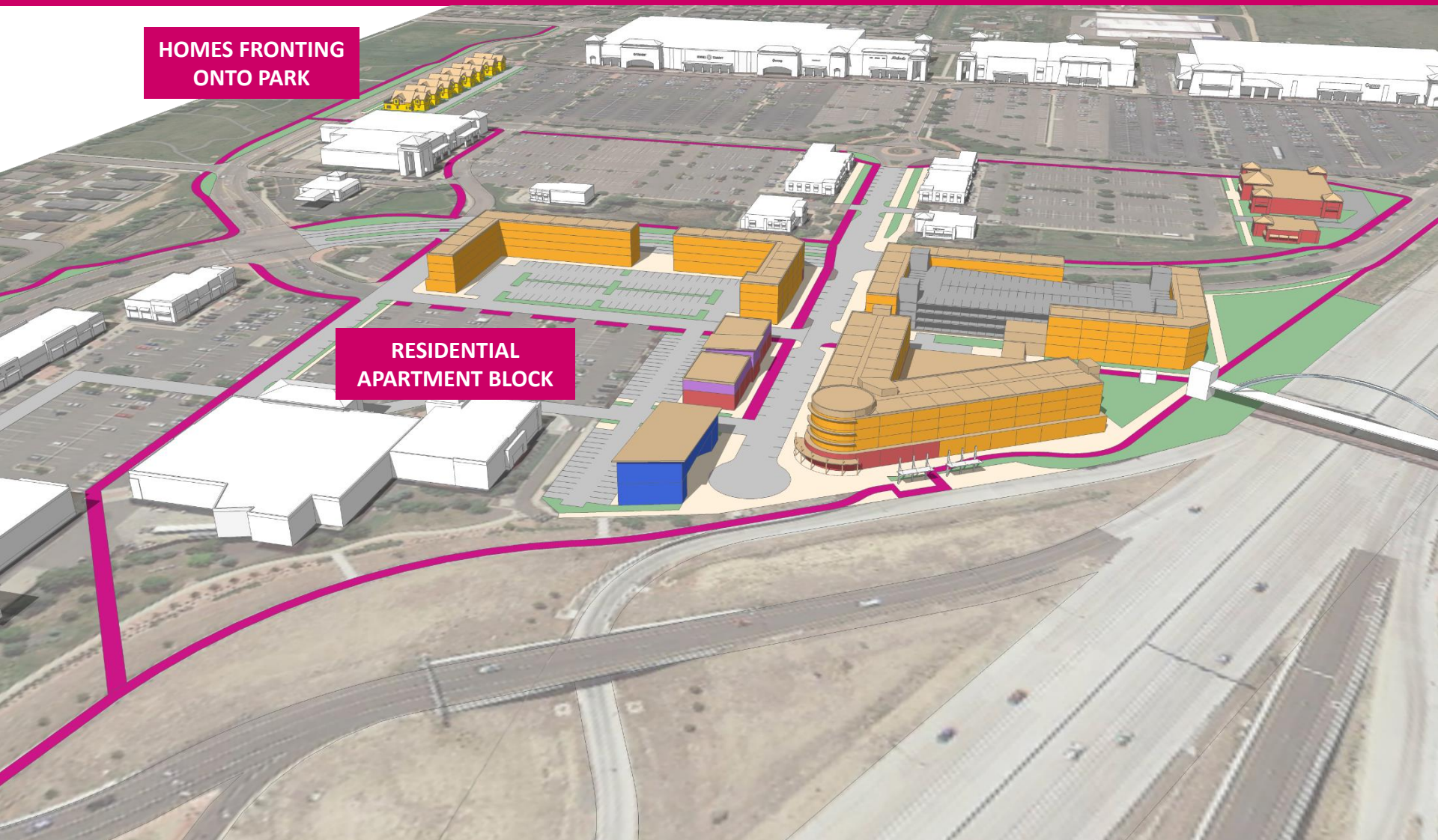
**NEW SHARED PARKING
STRUCTURE WITH
RESIDENTIAL WRAP**

**MIXED USE
OFFICE**

**COMMUNITY
FACILITY**

Scenario A: Spine Street

PHASE 3

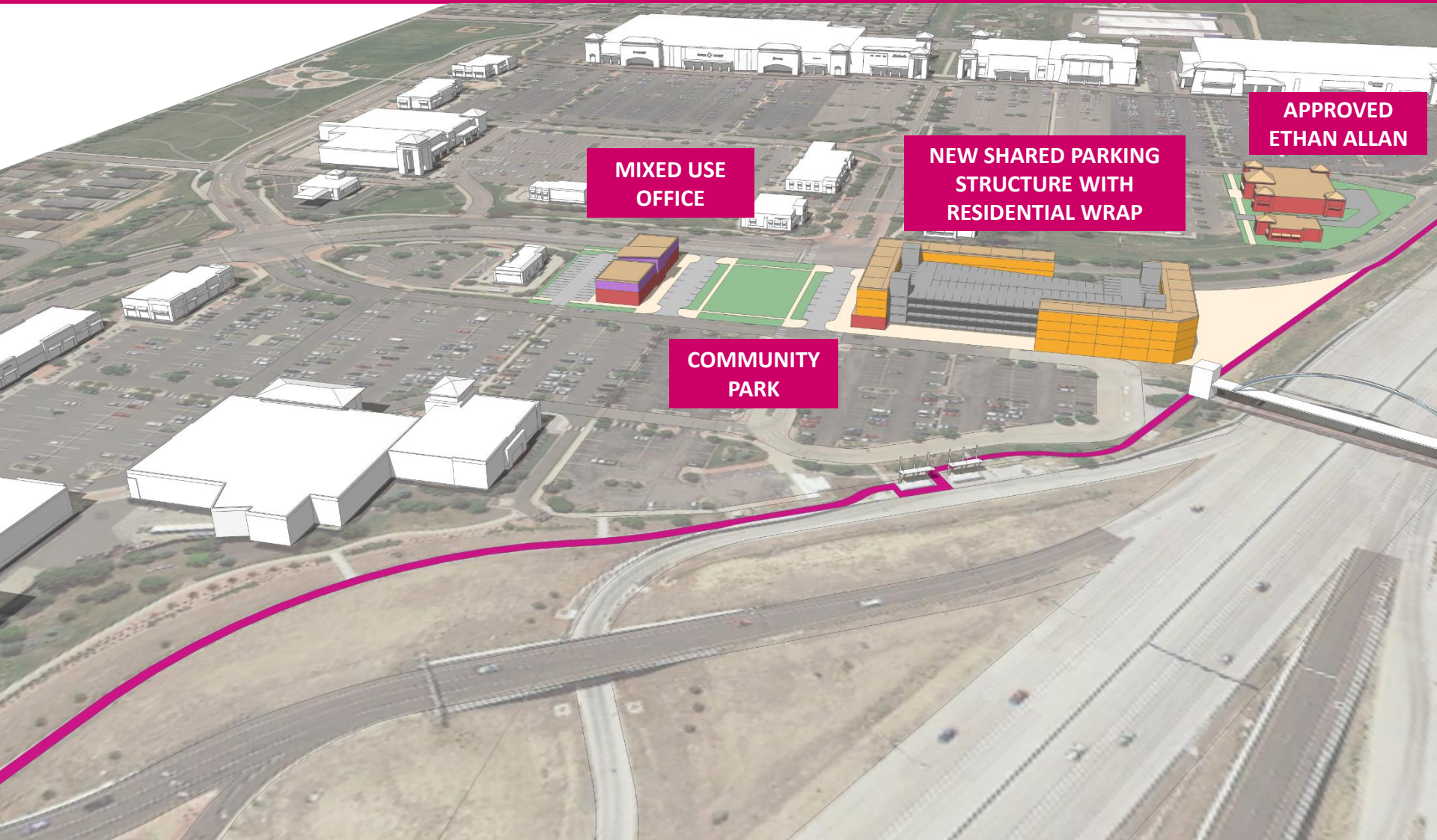


HOMES FRONTING
ONTO PARK

RESIDENTIAL
APARTMENT
BLOCK

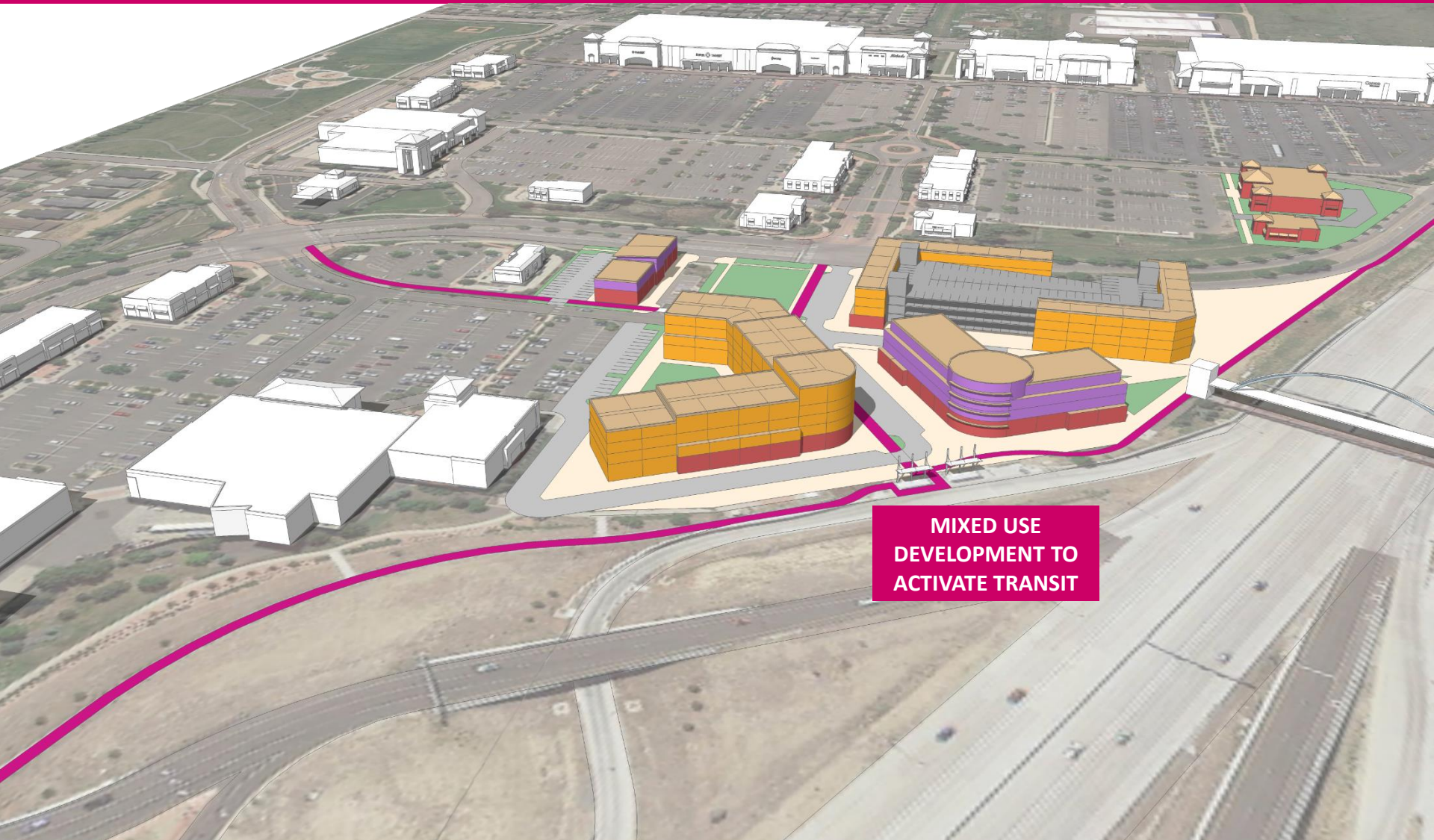
Scenario B: Marketplace Square

PHASE 1



Scenario B: Marketplace Square

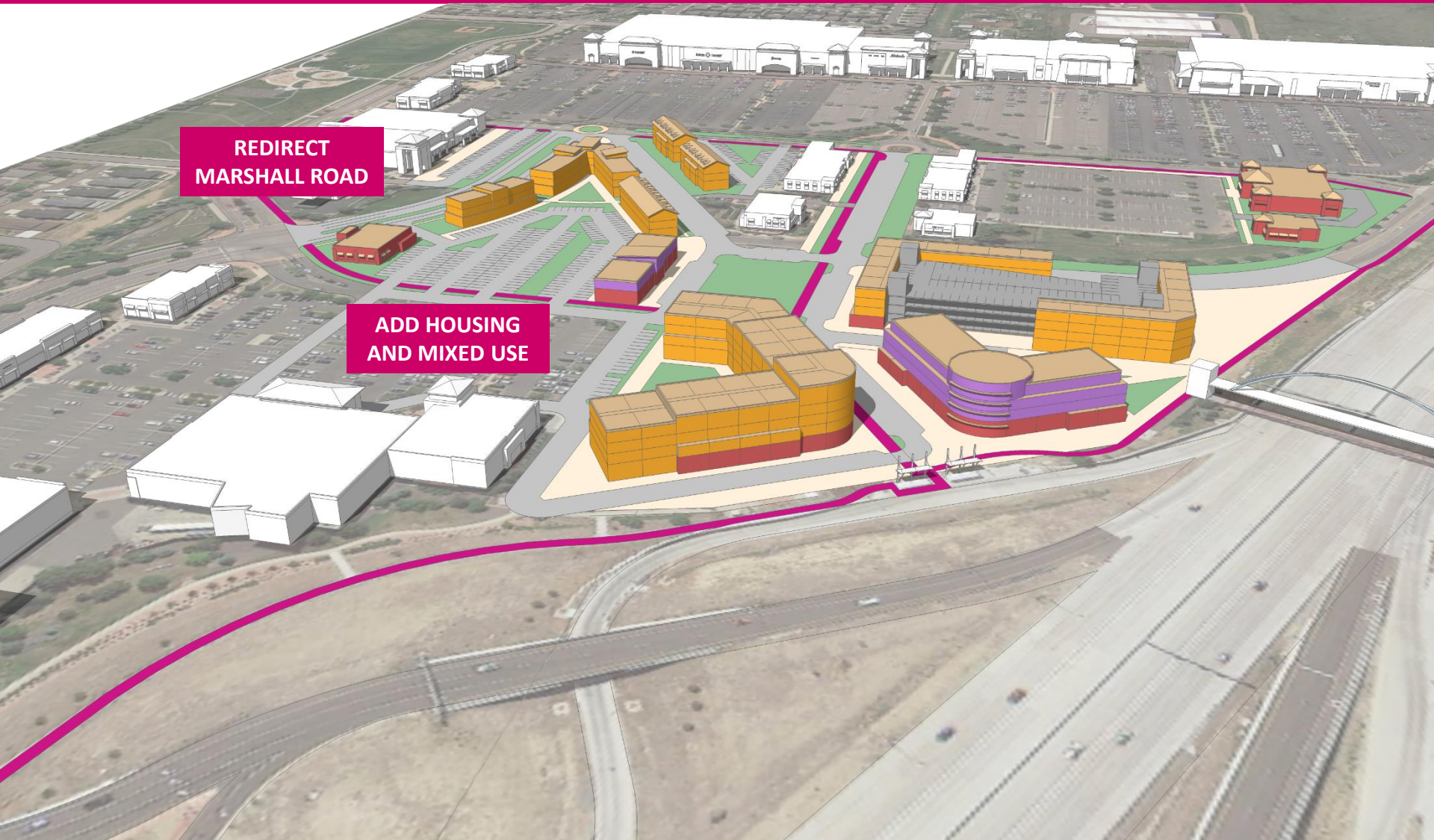
PHASE 2



**MIXED USE
DEVELOPMENT TO
ACTIVATE TRANSIT**

Scenario B: Marketplace Square

PHASE 3

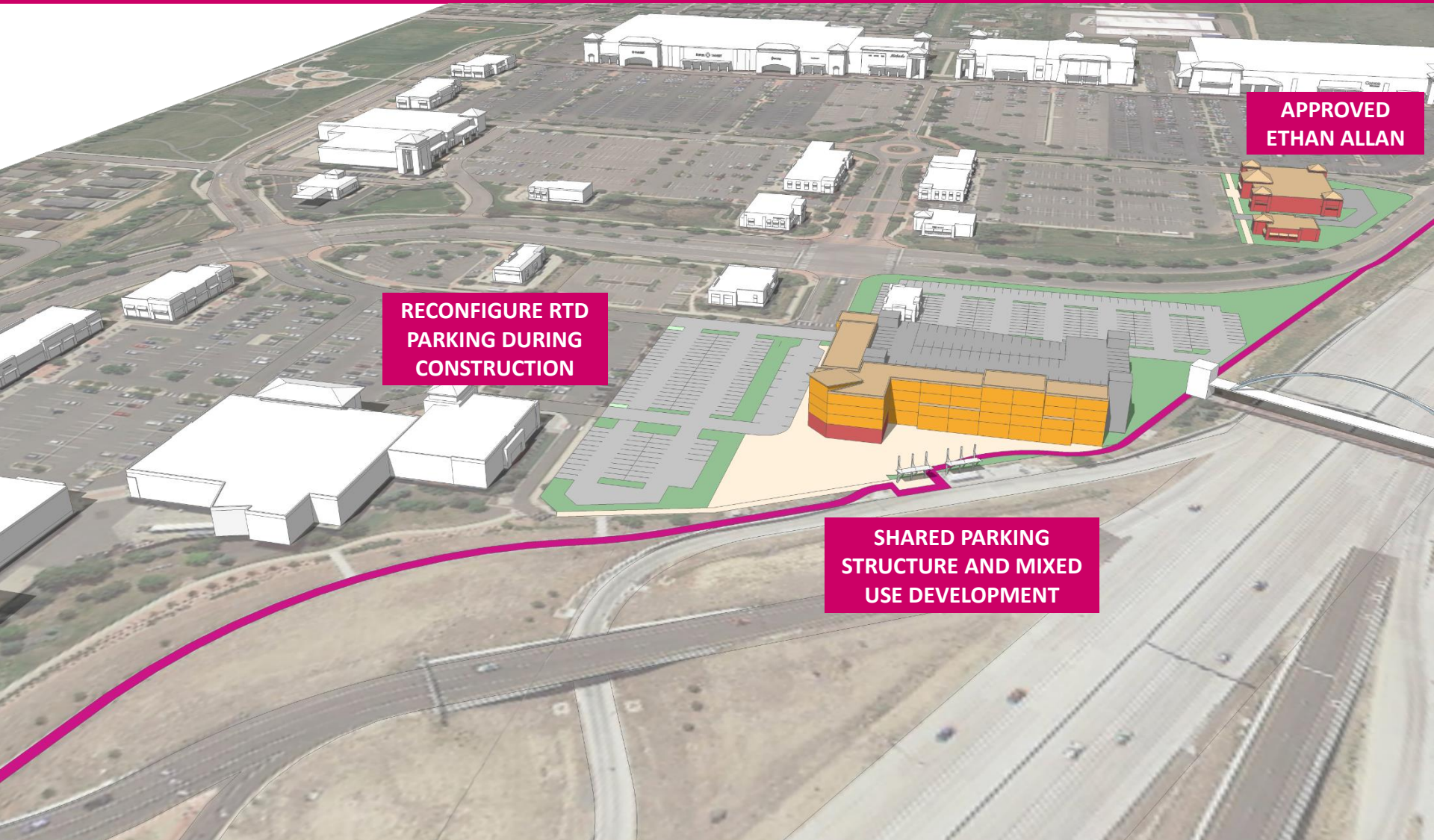


**REDIRECT
MARSHALL ROAD**

**ADD HOUSING
AND MIXED USE**

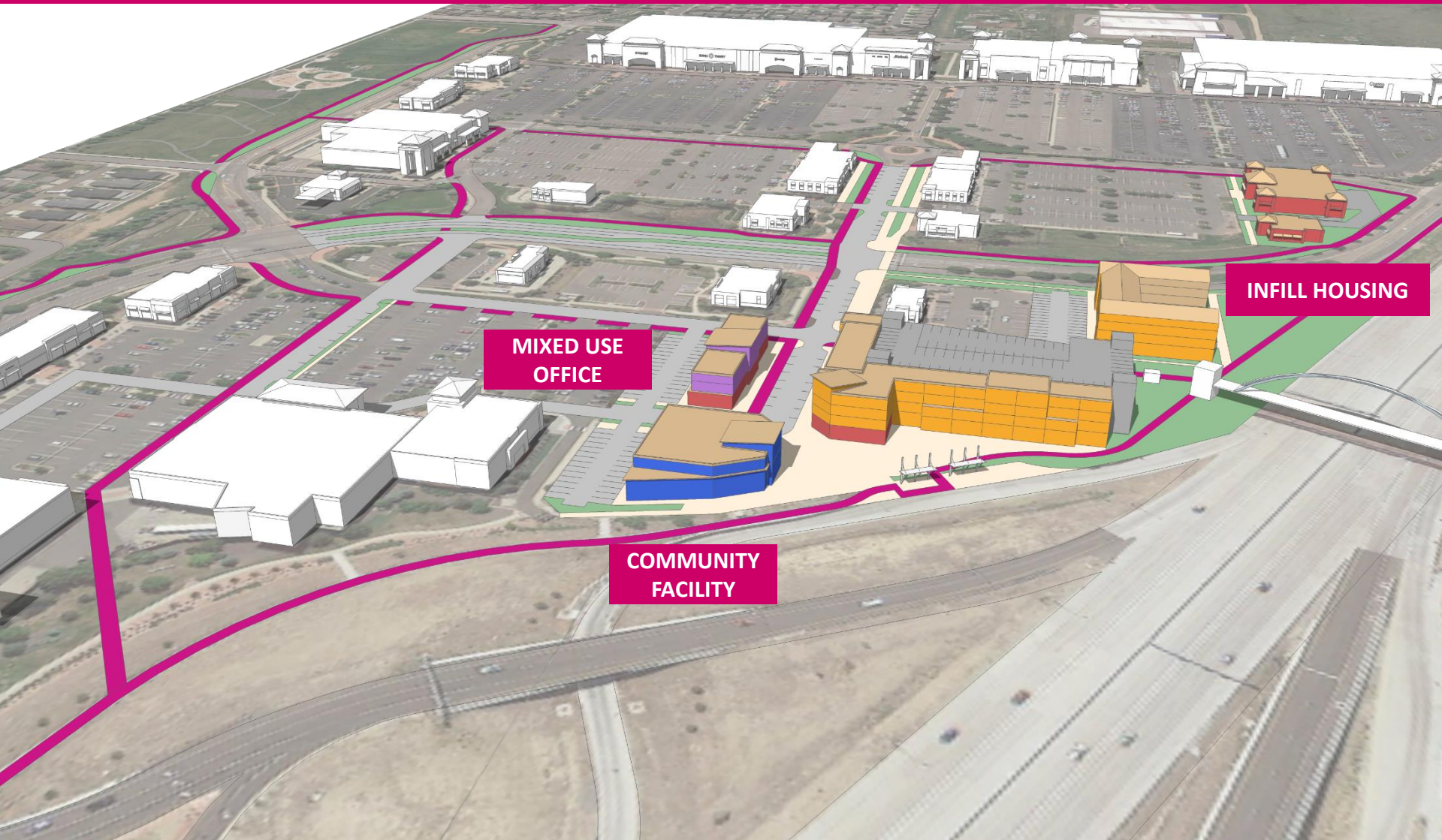
Scenario C: Connections and Node

PHASE 1

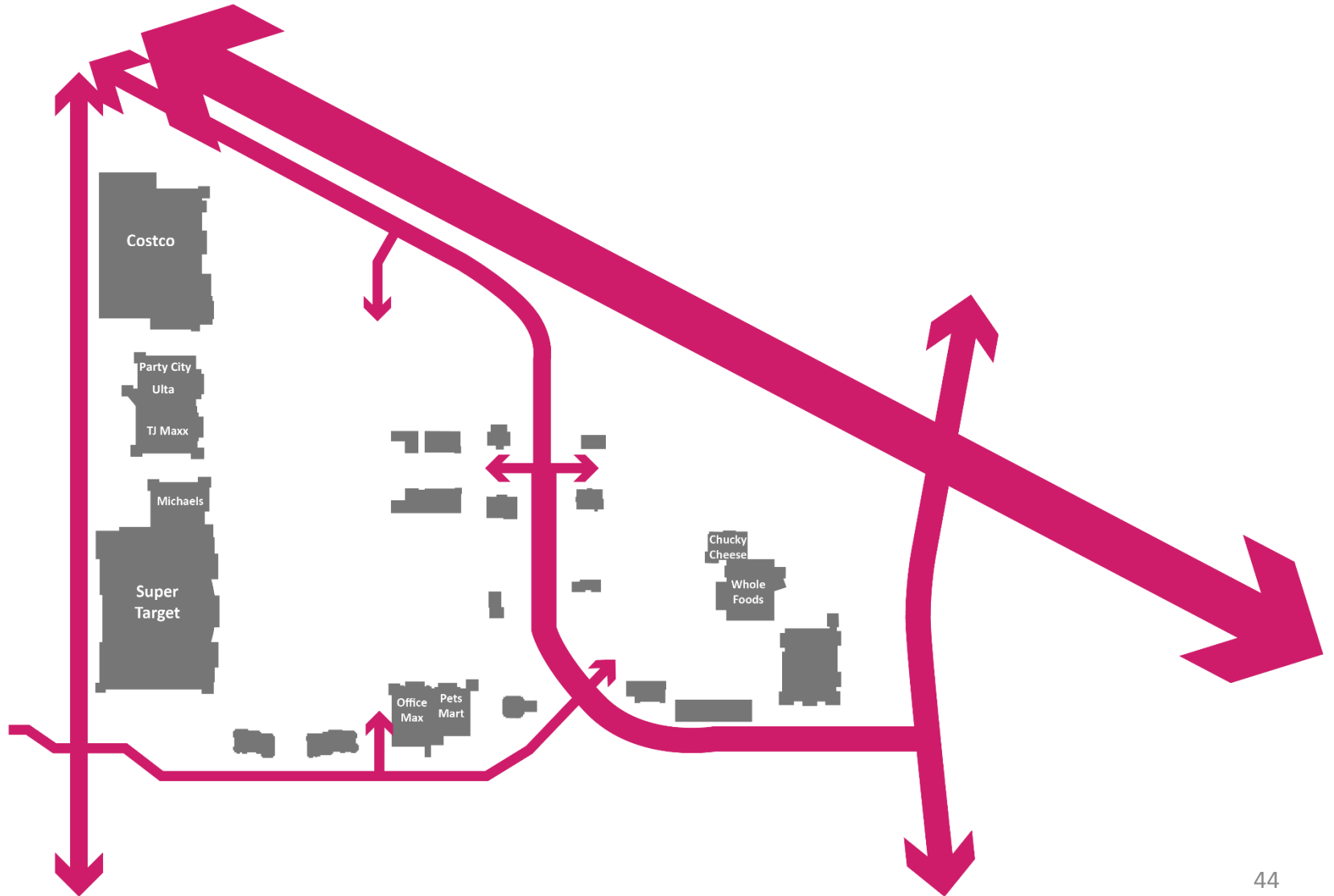


Scenario C: Connections and Node

PHASE 2

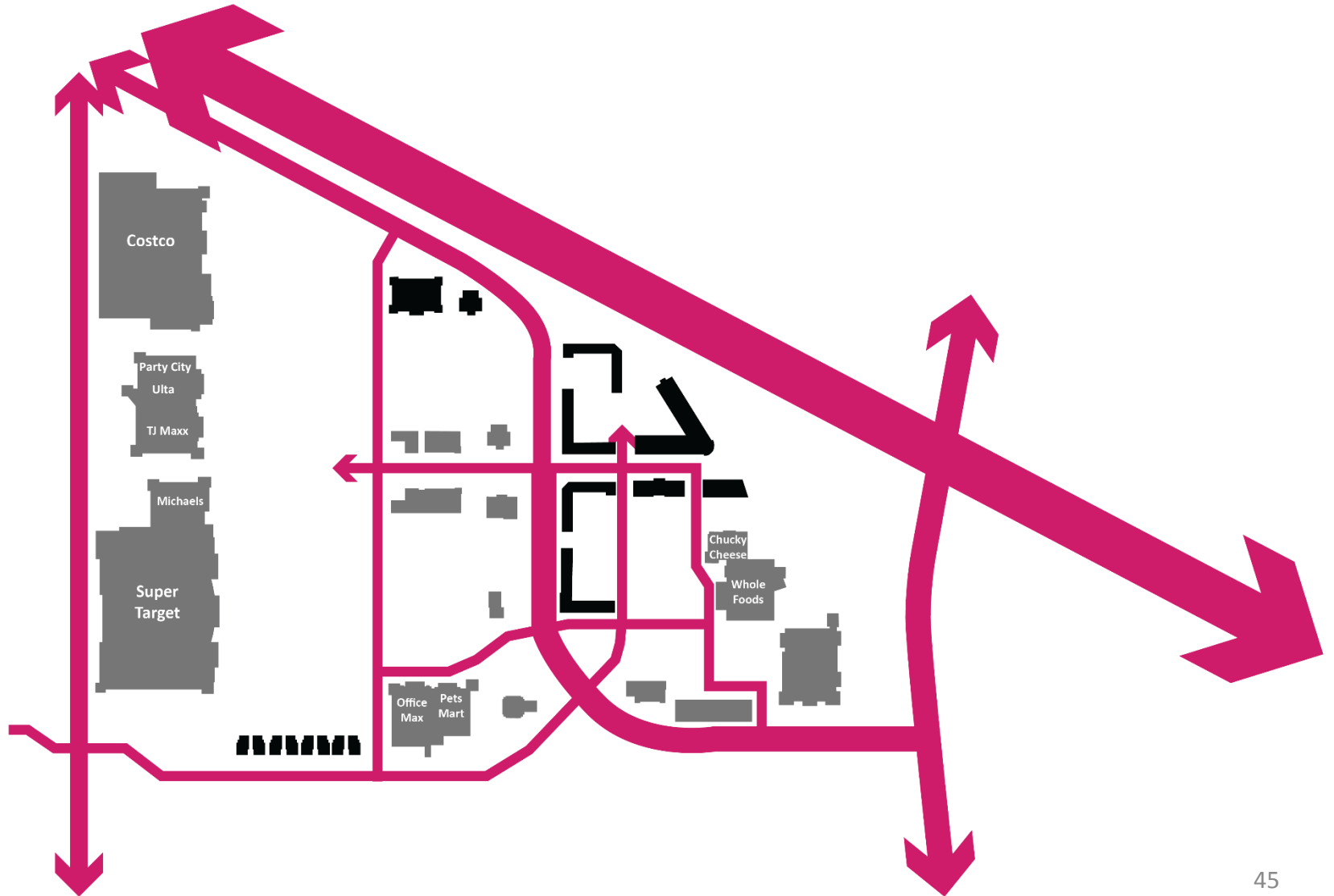


Marketplace Today



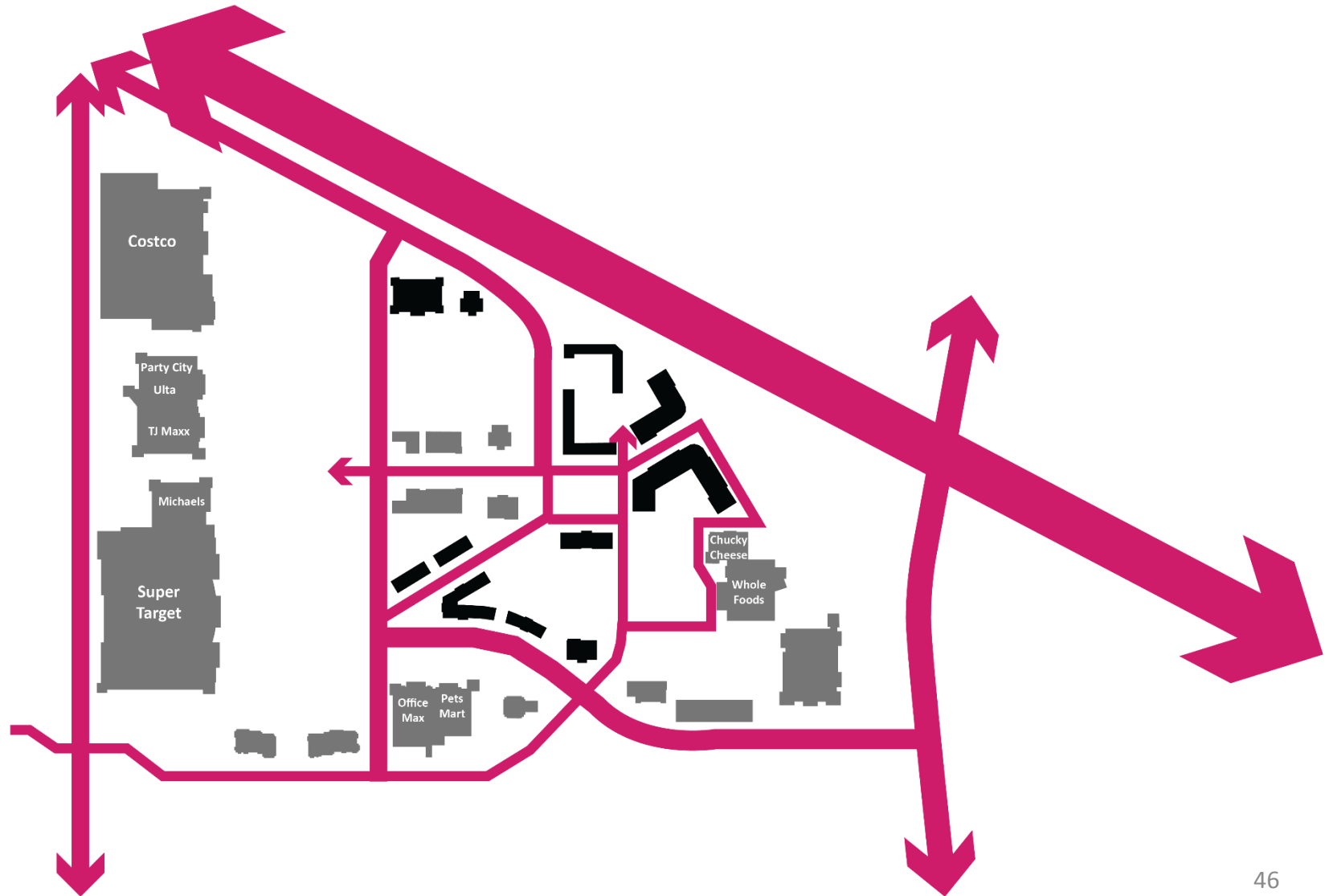
Scenario A: Spine Street

CIRCULATION

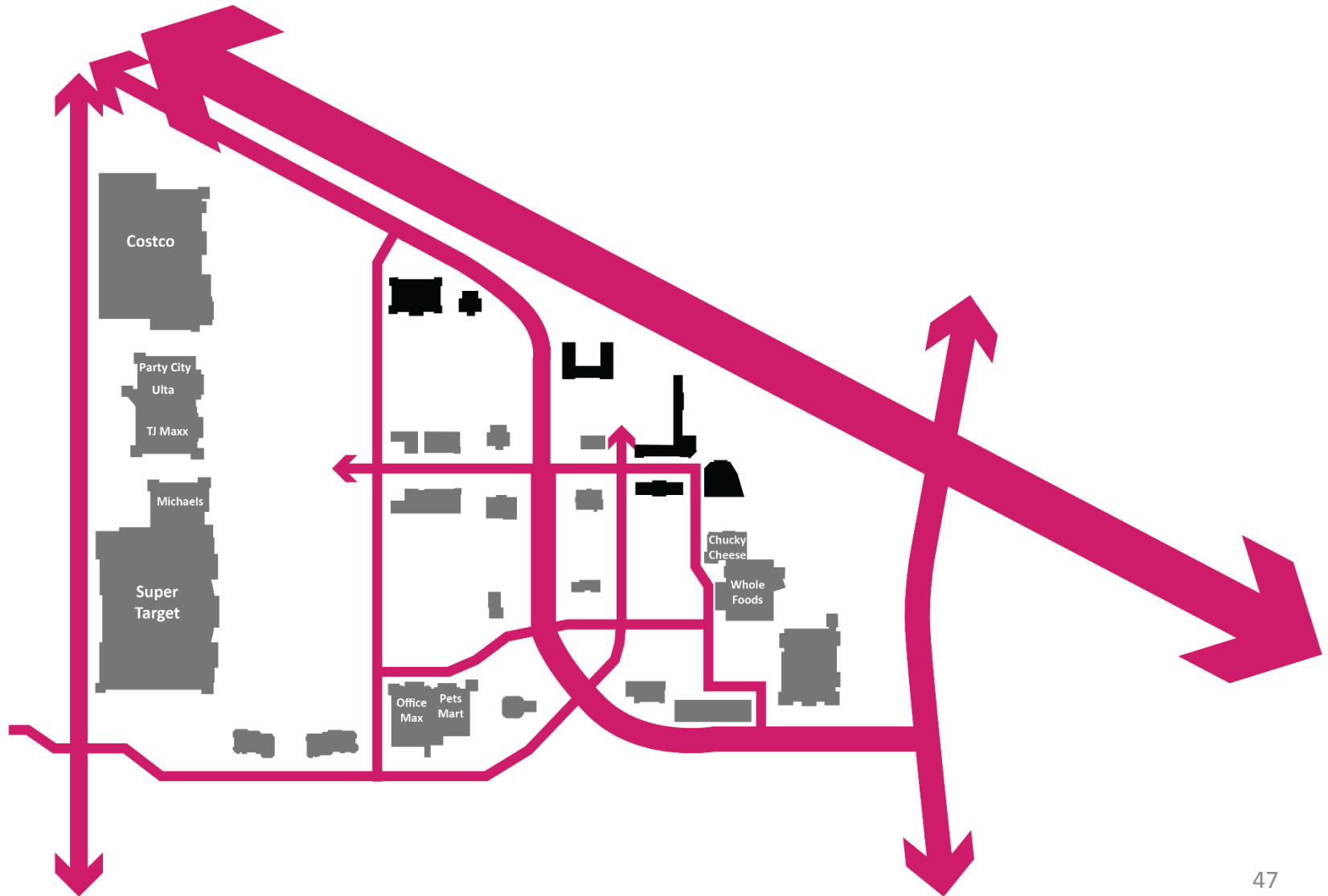


Scenario B: Marketplace Square

CIRCULATION



Scenario C: Connections and Node CIRCULATION

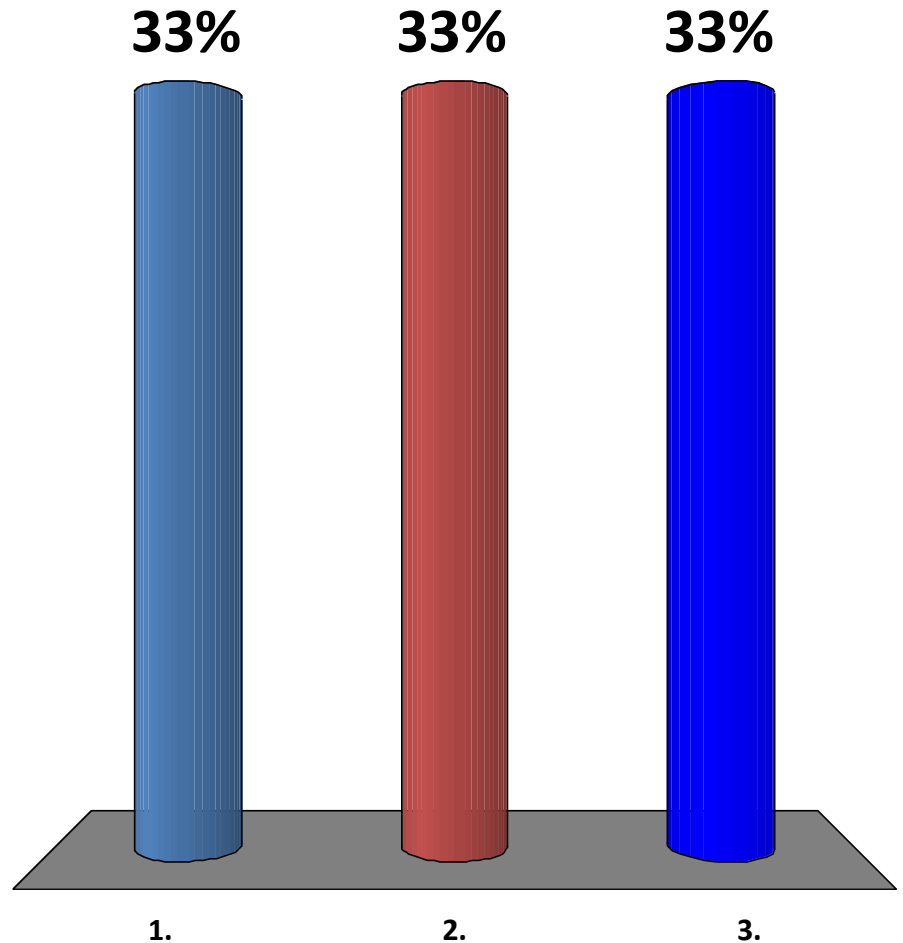


Scenario Comparison

| | Scenario A: Spine Street | Scenario B: Marketplace Square | Scenario C: Connections and Node |
|---------------------------|--|--|---|
| Added Housing Capacity | 253 units | 272 units | 93 units |
| Added Commercial Capacity | 56,000 SF (retail) 11,000 SF (office) 15,000 SF (civic) | 77,000 SF (retail) 50,000 SF (office) | 38,000 SF (retail) 12,000 SF (office) 20,000 SF (civic) |
| Public Improvements | <ul style="list-style-type: none"> • New streets • Multimodal connectivity • Transit plaza • Community space/outdoor living room | <ul style="list-style-type: none"> • New streets (major rehaul) • Multimodal connectivity • Community park • Transit plaza | <ul style="list-style-type: none"> • New streets • Multimodal connectivity • Transit plaza |

Which of these scenarios presented do you think is most consistent with your vision?

1. **Scenario 1:** Spine Street
2. **Scenario 2:** Marketplace Square
3. **Scenario 3:** Connections and Node



Response
Counter

Discussion

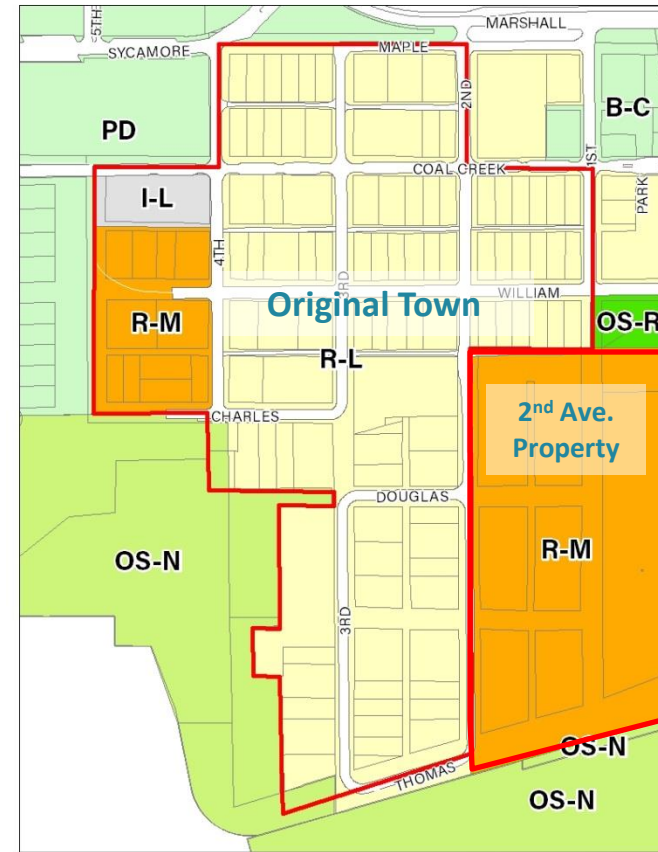
- **Why did you select the scenario that you did?**
- **What specific changes would you make to your preferred scenario?**
- **Do you think these scenarios adequately cover and address many of the issues identified for the Superior Marketplace?**



OPPORTUNITY AREA 2: ORIGINAL TOWN AND VICINITY

Original Town: Existing Context

- Potential exists for 100+ new homes under current zoning
- Could occur through a combination of:
 - Infill on vacant lots
 - Redevelopment of existing homes/non-conforming uses
 - Potential rezoning of I-L areas to residential (R-L or R-M)
 - Development of 2nd Avenue Property (R-M)



Original Town: Issues and Opportunities

Last fall, we asked: “Should the Town explore potential design standards or other zoning changes to guide future development in ORIGINAL TOWN?”

What we heard...

Of 368 respondents:

- 40% supported the idea of potential design standards or other zoning changes to guide future development in Original Town
- 33% were unsure but thought it was a conversation worth exploring
- 22% were comfortable with the current tools

Original Town: Issues and Opportunities

Last fall, we asked: “What types of issues would you like to see addressed with respect to future residential development in ORIGINAL TOWN?”

What we heard...

- Compatibility with existing homes (height, massing, lot coverage, etc.)
- Overall mix of housing types allowed (some interest in accessory dwelling units (ADUs) and support for smaller homes)
- Density/intensity
- Circulation and access

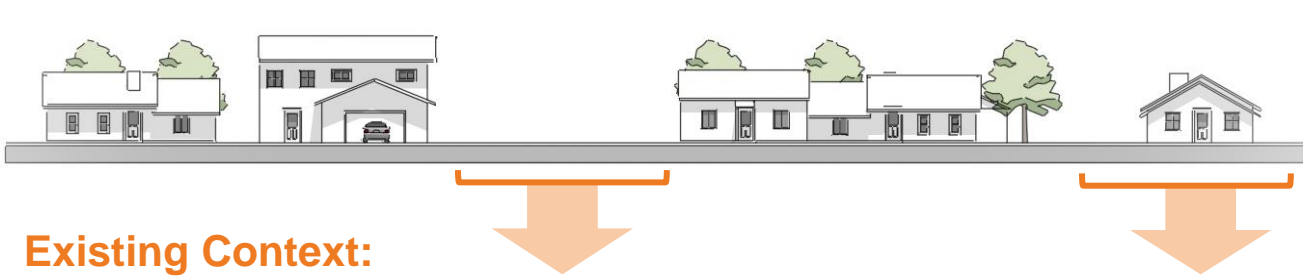
Original Town: Where Do We Go From Here?

55

- Explore what types of future development are possible under current zoning
 - Original Town
 - 2nd Avenue Property
- Explore possible strategies to address key concerns related to:
 - Compatibility
 - Housing options
 - Density/intensity

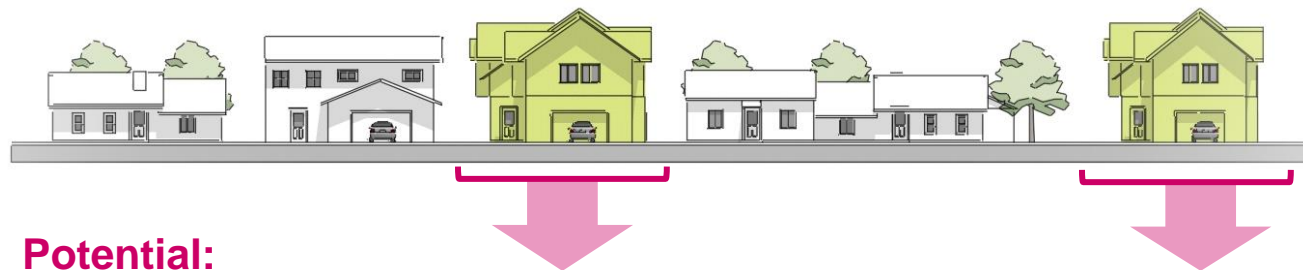
Original Town: R-L Zone District

What's possible under current zoning (typical 50x140' lot)?



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



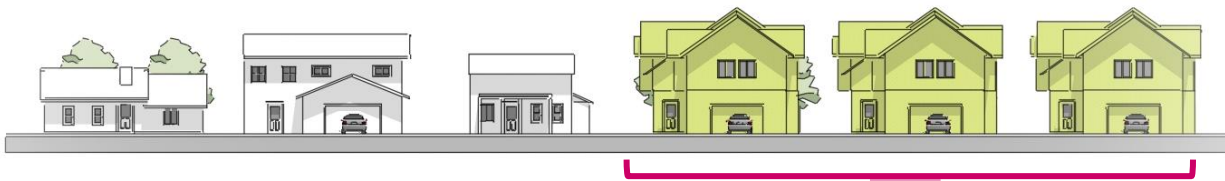
Original Town: R-L Zone District

What's feasible under current zoning (lot split)*?



Existing Context:

Typical Original Town block with alley access; mix of single-family homes on standard sized lots and a large corner lot occupied by one single-family home



Potential:

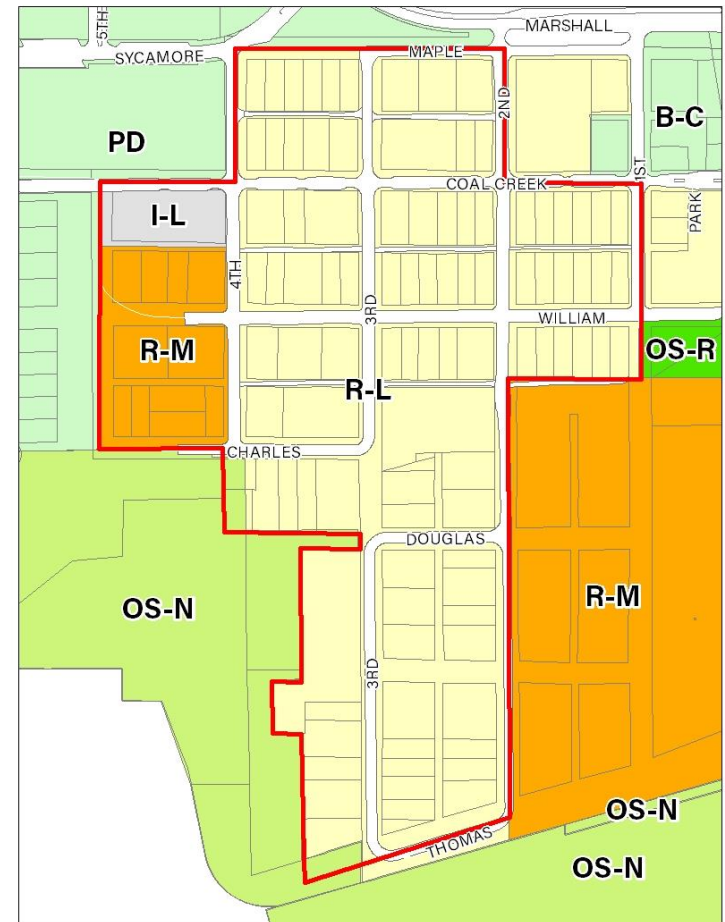
Corner lot is subdivided into standard sized lots and redeveloped, to accommodate three larger single-family homes with front-loaded garages)

*The Town's lot split provision allows a property owner to subdivide larger lots into the original lot sizes platted for Original Town (50' x 140'). Requires applicants to go through a subdivision review process and seek approval from the Town Board.

Original Town: R-M Zone District

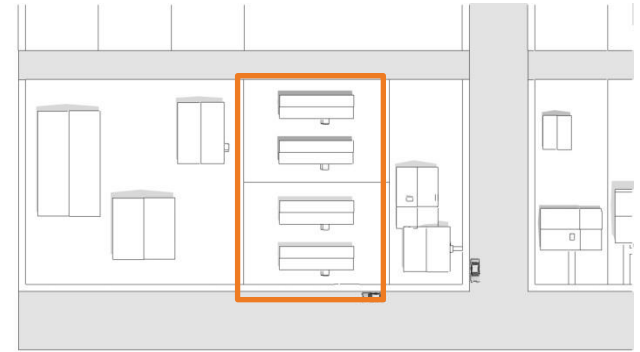
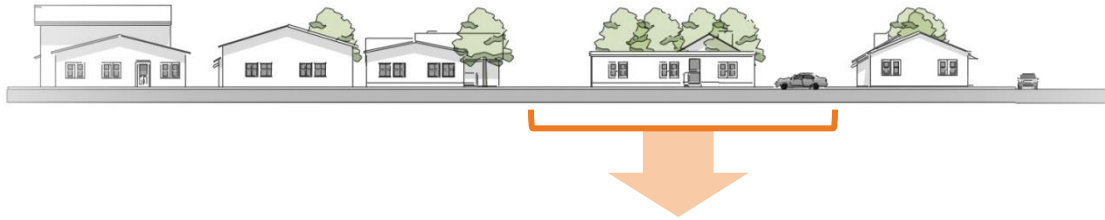
R-M: Zoning Parameters

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



Original Town: R-M Zone District

What's feasible under current zoning?



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 two duplexes with alley-loaded garages

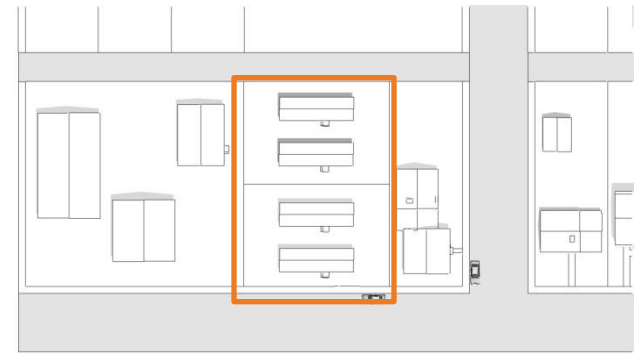
Original Town: R-M Zone District

What's feasible under current zoning?



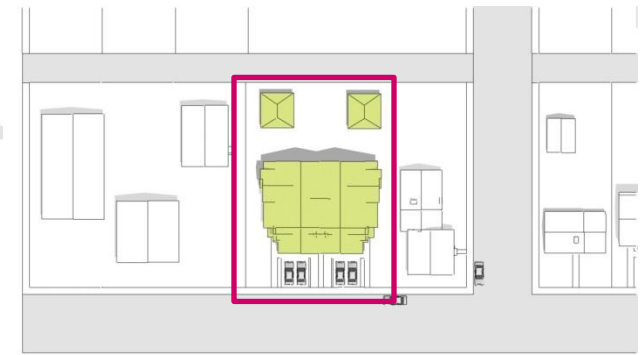
Existing Context:

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



R-M Zone District: 2nd Avenue Property

What's feasible under current zoning?



Key Characteristics

- **74 Dwellings Units**
 - Single family w/ alley-loaded garages: 30 (existing platted lots)
 - Townhomes: 44 on 11 new lots
- **Density:** 7.94 DU/AC
- **Access/Connectivity:** Extended street grid from Original Town and connection to McCaslin

R-M Zone District: 2nd Avenue Property

What's feasible through the PD process?



Key Characteristics

- **67 Dwellings Units**
 - Single family w/ front-loaded garages
- **Density:** 4.24 DU/AC
- **Access/Connectivity:** Access provided from McCaslin via roundabout with emergency access to 2nd Avenue

Original Town: Possible Strategies (Compatibility)

In an established neighborhood context, typically addressed through:

- Design guidelines
- Design standards/overlay district
- Regulatory incentives
- Some combination of the above



Original Town: Possible Strategies (Compatibility)

| Types of Tools | How is this tool used in the development review process? | Example | Advantages/ disadvantages |
|--|--|---|--|
| <p>Design Guidelines</p> | <p>Voluntary; applicants asked to review guidelines and take into consideration in their submittal</p> | <p>Infill development <i>should be</i> of a compatible scale and mass as adjacent homes</p> | <ul style="list-style-type: none"> • Very flexible • Challenging to administer • Outcomes less predictable; subject to interpretation |
| <p>Design Standards/ Overlay District</p> | <p>Regulatory; applicants required to comply with specific standards</p> | <p>Infill development <i>shall be</i> built within a defined building envelope/bulk plane to ensure massing and scale is compatible with adjacent homes</p> | <ul style="list-style-type: none"> • Less flexible (specific requirement or menu of options) • Easier to administer • More predictable outcomes • Standards may result in smaller homes than are allowed today |
| <p>Regulatory Incentives</p> | <p>Applicants offered certain incentives in exchange for compliance with required design/development standard(s)</p> | <p>Allow for greater lot coverage in exchange for reduced height and building mass</p> | <ul style="list-style-type: none"> • Offers way to balance reduced flexibility of standards with a tangible benefit |

Original Town: Possible Strategies (Compatibility)

Regardless of the type of tool, typically address...

Site Design

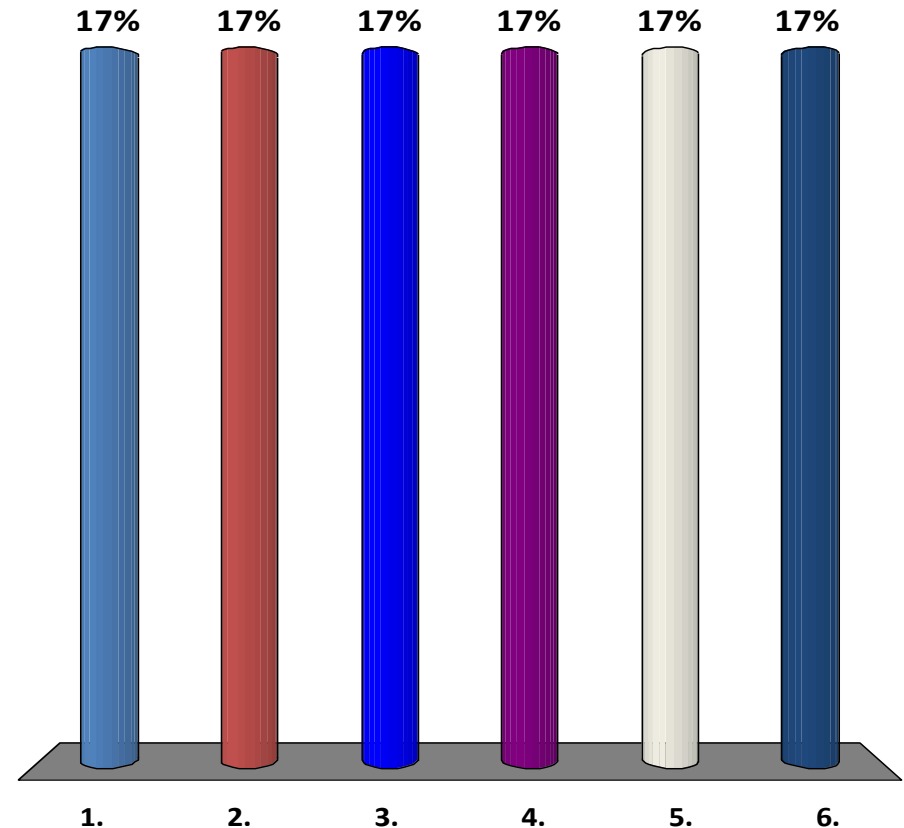
- Lot coverage
- Setbacks
- Orientation of front façade
- Orientation of garage

Building Massing and Form

- Scale
- Height
- Articulation of wall planes
- Roof form and articulation

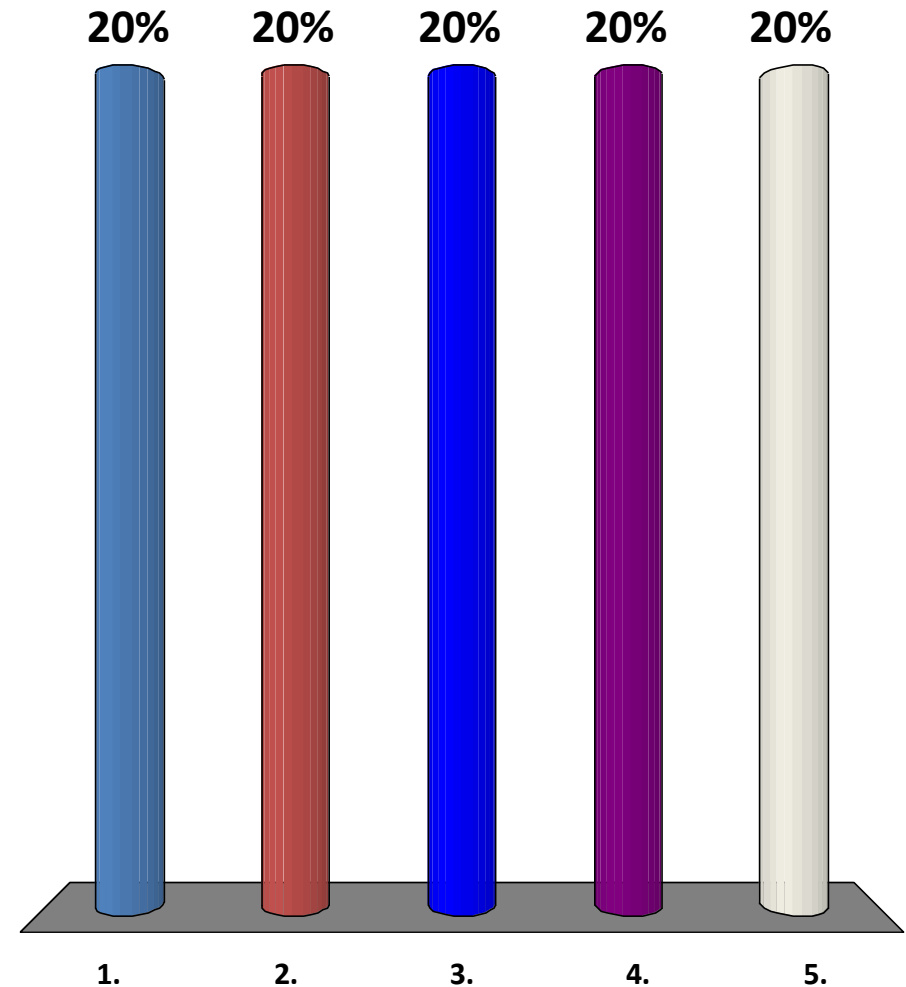
Based on the potential strategies discussed, which (if any) do you think the Town pursue to guide future development in ORIGINAL TOWN AND VICINITY?

1. Design guidelines
2. Design standards/overlay district
3. Regulatory incentives
4. Combination of standards and incentives
5. None of the above, I am comfortable with the tools we have in place
6. Not sure/no opinion



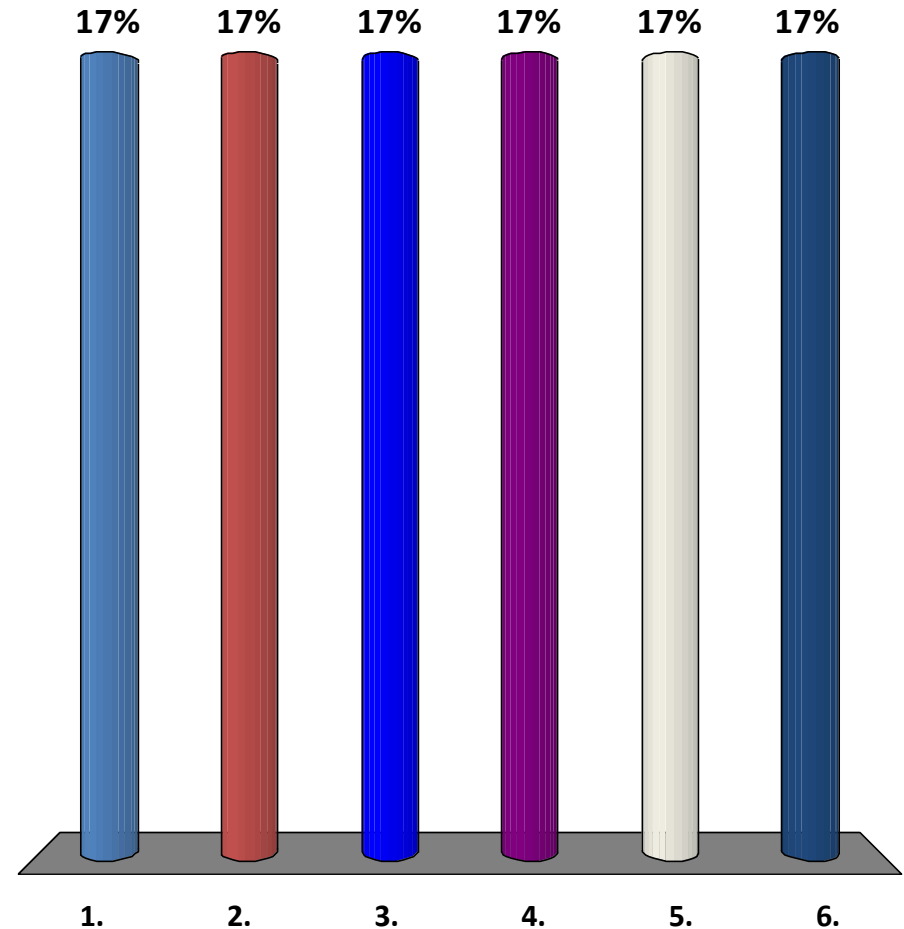
**Which of the following strategies would you be willing to consider as a means to promote compatible *site design* for future infill and redevelopment in ORIGINAL TOWN AND VICINITY?
(Select all that apply)**

1. Reduced lot coverage allowances
2. Wider side yard setbacks
3. Garage orientation requirements (e.g. no front-loaded garages)
4. None of the above, do not support additional development controls
5. Other (Please explain)



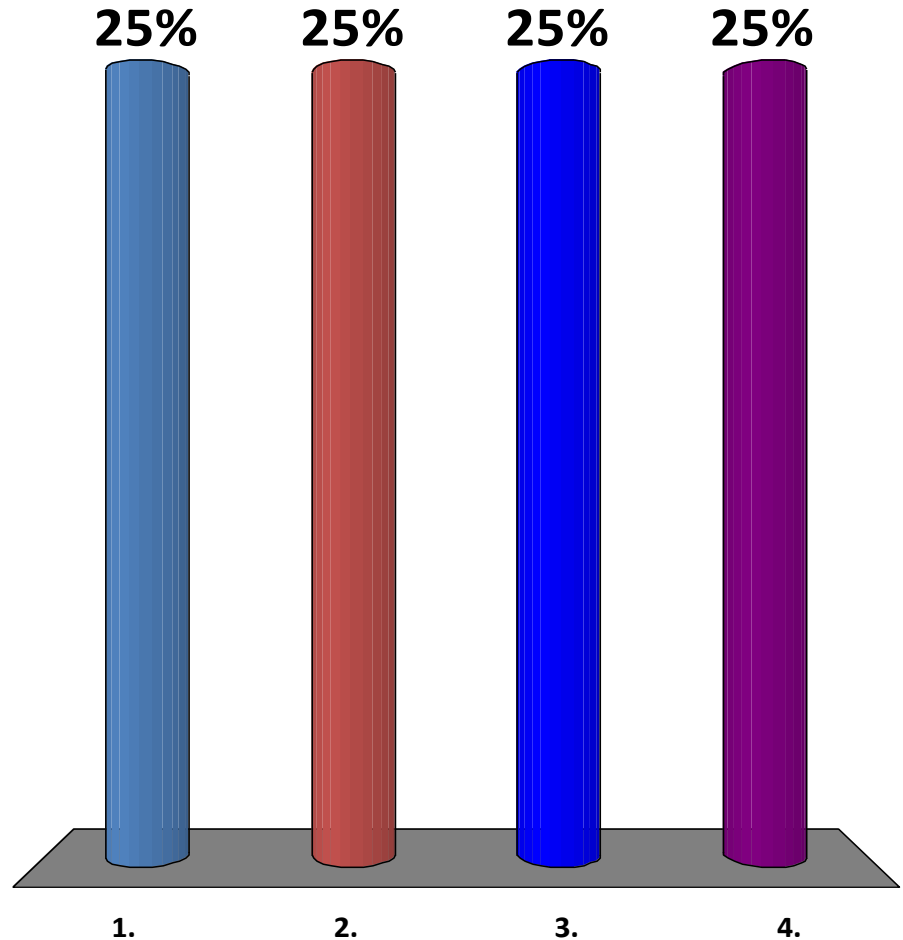
**Which of the following strategies would you be willing to consider as a means to promote compatible *building massing and form* for future infill and redevelopment in ORIGINAL TOWN AND VICINITY?
(Select all that apply)**

1. Defined bulk plane/building envelope requirement
2. Reduced allowances for primary building height and or accessory structures
3. Roof form and wall plane articulation requirements (e.g., no boxy building forms)
4. All of the above
5. None of the above, do not support additional development controls
6. Other (Please explain)



Should the Town take steps to encourage the retention of original housing stock in Original Town? (e.g., through regulatory incentives that encourage rehabilitation/additions over tear-downs)

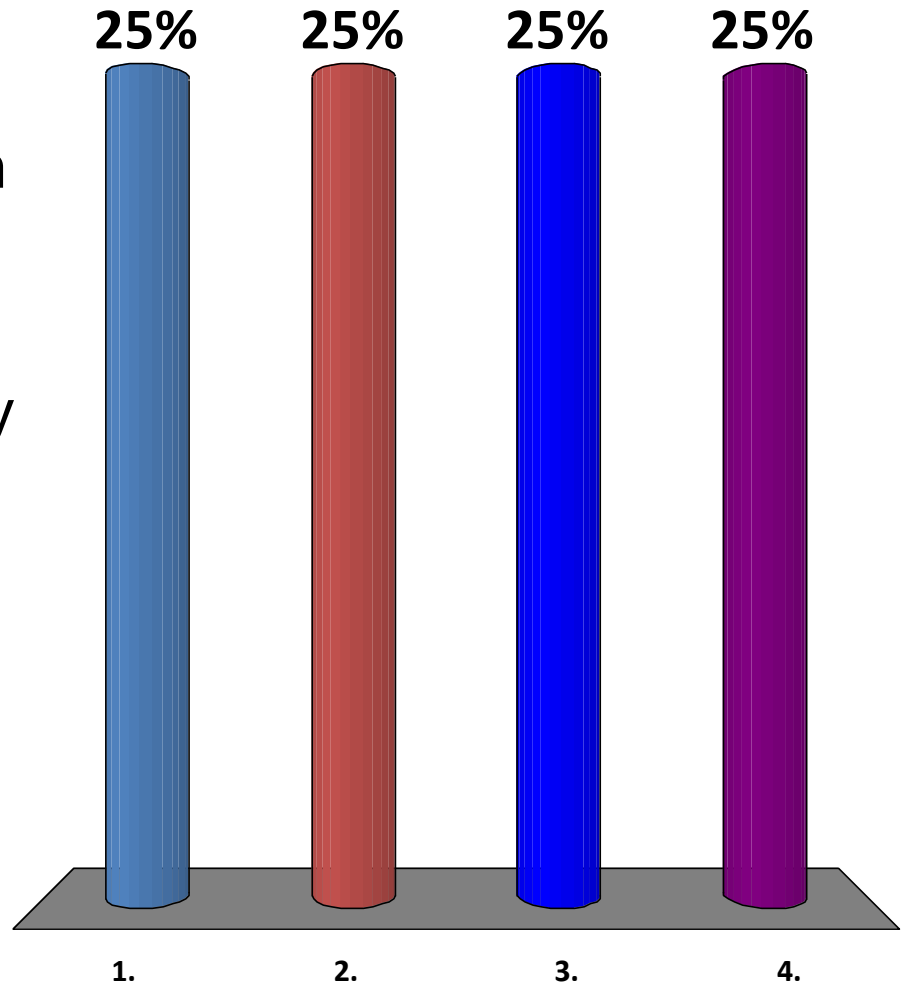
1. Yes
2. No
3. Not sure
4. No opinion



Response Counter

Should the current lot splitting provision in Original Town be retained?

1. Yes, continue to allow option for larger lots to be subdivided consistent with original platting
2. No, existing lot sizes should be retained as they exist today
3. Not sure
4. No opinion



Response
Counter

Original Town: Possible Strategies (Housing Options)

What we've heard:

Allowances for accessory dwelling units (ADUs) should be considered in Original Town as a way to expand housing options in Superior

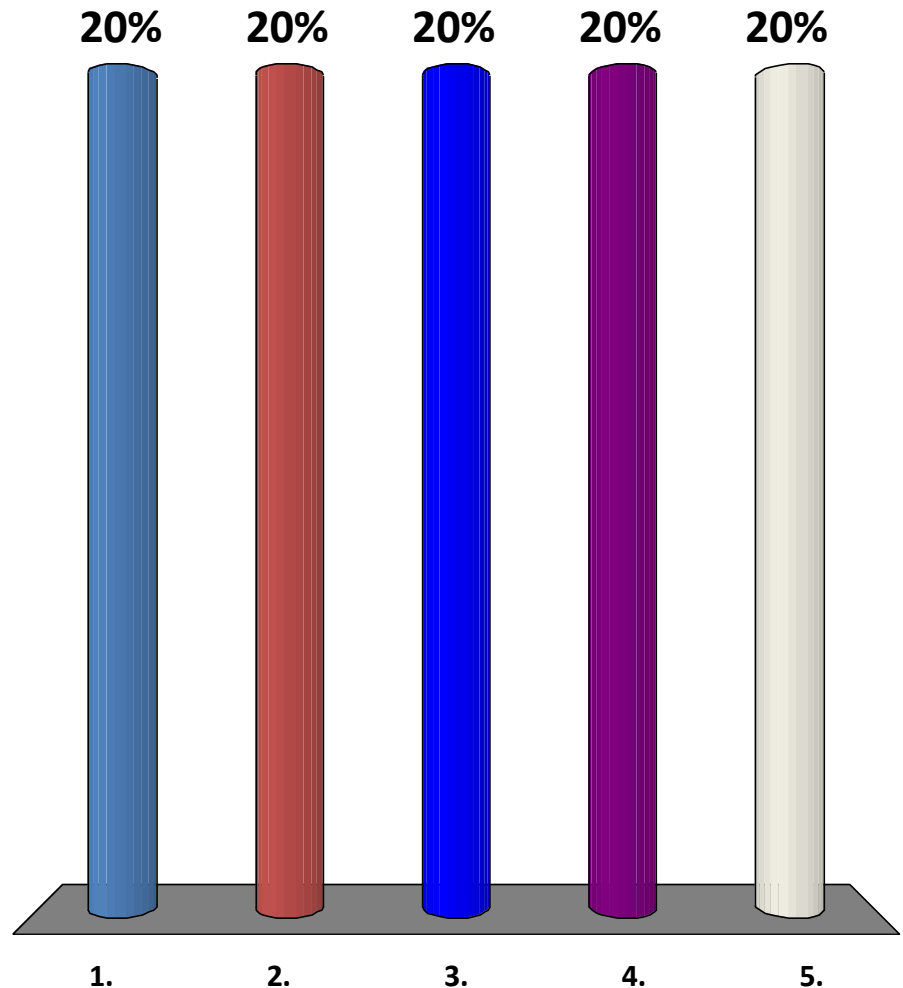
What might this mean in Original Town?

- ADUs are typically allowed with restrictions on size (e.g., 700-800sf), location, scale in relation to primary dwelling, occupancy
- May also include requirements for design similar to primary dwelling
- Most are detached from primary structure (e.g., above garage), but could also be configured as part of primary dwelling with a separate entrance)



Should the Town explore the potential of adopting an Accessory Dwelling Unit ordinance (ADUs) for Original Town and vicinity?

1. Yes, but only in RM district
2. Yes, but only in RL district
3. Yes, in both RM and RL districts
4. No
5. Not sure/no opinion



Response Counter

Discussion

Site Design: Are there other site design standards you would like to explore?

Building Design: Are there other building design standards you would like to explore?

Accessory Dwelling Units: Are there other ideas/questions related to ADUs you would like to explore?



NEXT STEPS

Next Steps

- **Additional Community Meeting**
 - May 23 | Sport Stable Community Room
 - 6:30 to 8:00 PM
- **Online and Hardcopy Questionnaire**
 - May 23 to June 8
- **Planning Commission and Town Board Updates: Present Preliminary Findings/Explore Potential Strategies**
 - June/July (specific dates to be confirmed)
- **Outreach Series #2: Present Recommendations/Next Steps**
 - Late August/Early September



SUPPLEMENTAL INFORMATION

Original Town: Existing Conditions

Year Built

- **Mean:** 1961
- **Median:** 1967
- **Min:** 1896
- **Max:** 2015

Lot Size

- **Mean:** 13,069 SF
- **Median:** 8,880 SF
- **Min:** 2,916 SF
- **Max:** 77,238 SF

Typical Lot

Dimension:
50' x 140'

Housing Types

- **Single-family:** 101
- **Mobile Homes:** 15

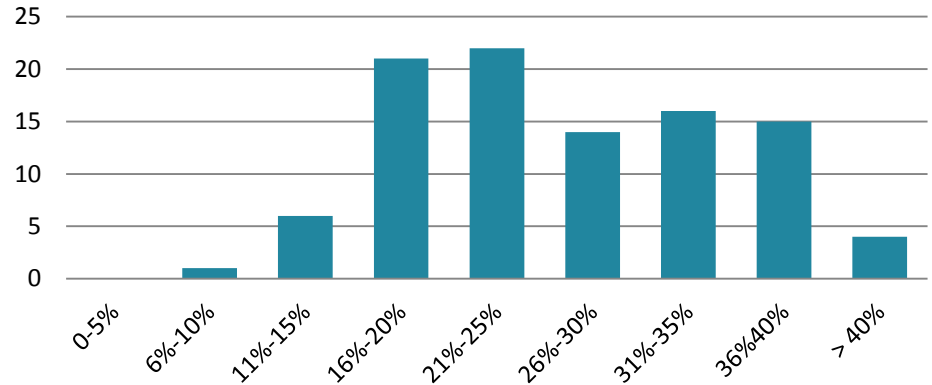


Original Town: Existing Conditions

Lot Coverage:

- **Mean: 26%**
- **Median: 25%**
- **Min: 7%**
- **Max: 46%**

Lot Coverage Frequency Distribution



Building Height

- **Mean: 18'**
- **Median: 16'**
- **Min: 10'**
- **Max: 34'**

Building Height Frequency Distribution

