

Ponderosa Community Stabilization

Annexation, Site Review, and Boulder Valley Comprehensive Plan Land Use Change Request

Written Statement - Updated June 17, 2019



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Executive Summary

The Ponderosa Mobile Home Park (Ponderosa) is located in North Boulder on approximately 6.29 acres and comprised of 68 mobile homes. The City purchased the Ponderosa property in 2017 and initiated the Ponderosa Community Stabilization program to engage with Ponderosa residents in generating a long-term stabilization program to annex the county enclave in order to improve Ponderosa's infrastructure, provide flood protection, introduce a variety of affordable housing options to the residents, and ensure individual and community needs are met. The proposal includes the phased installation of utility and transportation infrastructure and redevelopment of the property.

The first phase of this project includes the installation of the following improvements:

- 10th and Cherry connections and sidewalks;
- New access point at Cherry and 10th;
- Connection to existing access point at Rosewood Avenue;
- Trees, drives and landscaping for 12 new housing units;
- 12 new energy efficient homes to be constructed on the vacant land located on the western edge of the parcel;
- North-South roadway improvements (paving, walks, curb/gutter/pans) including new water and sewer mains and fire hydrant;
- Temporary paved access along North property line (using approximately existing access road);
- New wastewater and domestic water service including new hookups to existing homes AND existing mobile homes;
- Stormwater detention and water quality for full build out of community;
- Storm sewer connection to city system utilizing existing offsite easement;
- New electric service to new homes (no gas service to new homes);
- Installation of solar on new homes;
- New mailboxes and communication board;
- New fire hydrants, fire access, adequate fire turnaround;
- Small park along creek with wishing well.

The long-term concept (10+ years) includes approximately 73 permanently affordable residential units on fixed foundations. The goal is non-displacement of existing residents and mobile homes would remain in the development for the foreseeable future. The residents' valuable input has carefully guided the design team in creating a long-term phasing approach based on the resident developed values and principles, as well as City annexation goals and objectives.

Combined, these three Land Use Review applications, are built on a long-term planning process involving a robust community engagement program with the Ponderosa residents and the city of Boulder. These applications are focused on the foundational principle of minimal displacement to ensure Ponderosa is appropriately transformed into a stable and resilient community. These applications include:

1. Annexation and initial zoning of Residential Medium 2 (RM-2);
2. Boulder Valley Comprehensive Plan (BVCP) land use designation change to Medium Density Residential;
3. Site Review.

Thank you,



Owner



Planning & Entitlements



Architecture



Engineering

JB FIELDWORKS

Landscape Architecture



Community Engagement



Cultural Liaison

Northwest Builders

Construction
Management

Background

History of Ponderosa Mobile Home Park

The Ponderosa Mobile Home Park began operation sometime in the early 1950's. Some documents list the park opening in 1957. A 1958 aerial photograph shows the park with 16 units. By 1966 the park had expanded to 54 units, and by 1972 expanded to 68 units, which is the size of the park today. The park operated on a well and septic system until the late 1970s, when water supply issues began resulting in the park running out of water, and potential contamination issues arose. In coordination with the County Health Department, the park applied for and received an out-of-city utility permit for City water and sewer service. The City issued the water connection permit in 1980. Based on the as-built drawings, it appears the City water connection was tied into the existing park water line infrastructure. Connection to the City sewer system occurred in 1984, and was also tied into the existing park sewer line infrastructure.

In 1990 the City began studying the park due to life safety concerns the units and the park's infrastructure condition, and in 1991 and 1992 Thistle Community Housing and the City worked to examine the feasibility of purchasing and operating the park. In 1992 the City, residents, and the property owner began discussing the annexation of the park, upgrades to the utilities, and the sale of the property to the City for the purpose of eventual transfer to the residents as a resident-owned community. In May of 1994 the City formally offered to purchase the park, plus the vacant 2 acre parcel to the west for \$944,000. At the direction of the City Council, City staff proceeded to identify the necessary phased upgrades to the park, including reconstruction of the utilities, paving the streets, and replacing unsafe units by utilizing the vacant 2-acre parcel to resolve spacing issues with existing units. The total cost for infrastructure upgrades was estimated at just over \$1,000,000 in 1996. The City proposed a phased purchase package for the owner to spread the City's purchase payments over several years, and a loan to transition to a resident-owned community. In April 1996, the owner informed the City that he was not interested in responding to the City's purchase offer, which the City then formally withdrew.

In 1997, the county rezoned the park to Manufactured Housing Park zoning. In 2000, the City and county changed the land use designation from Medium Density Residential to Manufactured Housing in the Boulder Valley Comprehensive Plan.

In 2000, the owner began the process of exploring annexation again, this time without any City purchase considerations. The City reviewed and provided numerous comments and questions for

additional analysis to the owner. In 2002 the application for annexation was withdrawn. In 2004, the then owner (since 1971) sold the park (without the adjacent vacant 2 acre parcel) to a new partnership. The adjacent parcel was then sold to a separate buyer who then annexed and developed the parcel as the 1000 Rosewood project. In 2010, a group of students from the University of Colorado Boulder's College of Architecture and Planning prepared a survey and report on the neighborhood. Since 2010, the new ownership group performed some upgrades to the park. In early 2013, the owners applied for a pre-application review to upgrade the existing water lines inside the park. Due to the provisions in the out-of-city utility agreement, annexation was necessary before any work could be completed. In September 2013, flooding occurred throughout the city and county, including Fourmile Canyon Creek, causing shallow surface water flooding throughout the park, and causing significant damage to surrounding properties and much of north Boulder.

2015 West Fourmile Canyon Creek Annexation & Scenarios Study

Following the September 2013 flood, the need for improvements to ensure residents' welfare became more acute. In 2014, the City was awarded a CDBG Disaster Resiliency Grant to pursue resiliency solutions study for three parcels, including Ponderosa, bordering West Fourmile Canyon Creek (WFCC), which flooded significantly throughout its watershed including in the immediate vicinity of Ponderosa. Within the park, this grant-funded work focused on resident and park owners engagement, followed by development of a cost estimate for infrastructure replacement.

Shared Goals and Drivers

Included in the study report were 11 goals and drivers informed by Ponderosa residents, the then-owners of the community, City staff and Council, including:

1. Minimize disruption to the owners and residents.
2. Keep the residents of the community together; minimize displacement.
3. Improve community resilience.
4. Improve health and safety.
5. Retain affordability.
6. Create certainty for the future.
7. Achieve annexation goals.
8. Encourage long-term investment in property.
9. Improve utilities stability/reliability/service.
10. Leverage disaster recovery funding.
11. Minimize costs and maximize dollars invested.

City Purchase

In early 2016, City Council accepted the final WFCC report and requested staff to continue to seek solutions for Ponderosa. Three options (do nothing, redevelop as multifamily apartments, and small homes) were assessed against the Goals and Drivers identified for the community. Based on the results of this analysis, City leaders chose to pursue the "small homes" option focused on:

- City purchase
- Annexation
- Small, energy-efficient homes affordable to existing residents
- Infrastructure upgrades and replacement
- Resident option to own or rent homes

In 2017, the City of Boulder commenced the Ponderosa Community Stabilization Program (“Program”) to:

1. Design and implement a resident engagement process to provide opportunities for resident input, ongoing updates, and more generally promoting the goal of minimizing resident displacement;
2. Design and facilitate a resident-centered resilient community design process that will inform community infrastructure, land tenure models, and home design;
3. Annex the property including, land use and zoning changes.

The Boulder County Collaborative supported use of Community Development Block Grant - Disaster Recovery funds for the purchase of Ponderosa and on August 1, 2017 the City purchased Ponderosa.

Council Resolution 1217

On October 17, 2017, City Council adopted Resolution 1217 to ensure the long-term sustainability, resilience, and permanent affordability of the Ponderosa Mobile Home Park.

A RESOLUTION FOR THE PURPOSE OF ENSURING THE LONG-TERM SUSTAINABILITY, RESILIENCE AND PERMANENT AFFORDABILITY OF THE PONDEROSA MOBILE HOME PARK.

WHEREAS, Ponderosa Mobile Home Park, established in 1957, has long offered an affordable housing opportunity to residents of Boulder County; and,

WHEREAS, Ponderosa Mobile Home Park, features the original, aging infrastructure requiring replacement to ensure the health and life safety of the residents; and,

WHEREAS, the Boulder Valley Comprehensive Plan asserts long-standing community values including commitment to sustainability, inclusivity, and diversity of housing types and price ranges; and,

WHEREAS, the Boulder Valley Comprehensive Plan has adopted policies to facilitate energy-efficient land use, sustainability, permanently affordable housing, and reduction or elimination of health and safety issues impacting manufactured housing communities; and,

WHEREAS, the City of Boulder has purchased Ponderosa Mobile Home Park for the purposes of annexing the property into the City of Boulder, replace and improve failing infrastructure, and preserve the community as permanently affordable; and,

WHEREAS, most Ponderosa residents have lived in the Boulder area for many years and contribute to its economy; and,

WHEREAS, the City of Boulder is committed to working with the residents to develop and implement a plan for addressing the housing needs of the community that ensures permanent affordability and sustainability with certitude; and,

WHEREAS, the City of Boulder intends its ownership of the community to only last through the infrastructure improvements with the future ownership to be determined in partnership with the residents; and

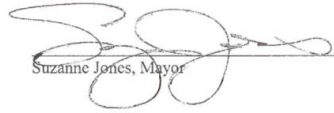
WHEREAS, the City of Boulder is committed to working with the residents of Ponderosa Mobile Home Park to pursue a stabilization program guided by the principles of resident-engagement, sustainability and resiliency, minimal displacement, and long-term affordability.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF BOULDER, COLORADO, THAT:


Written Statement - Site Review, Annexation and Land Use Change Application

The acquisition, annexation and improvements to the Ponderosa Mobile Home Park, located at 4475 Broadway in Boulder, is consistent with the Boulder Valley Comprehensive Plan. The City Manager is hereby directed to pursue a path forward in coordination with the residents of the Ponderosa Mobile Home Park to protect the health and life safety of the community, enable permanent affordability, promote sustainability and resiliency, and ensure minimal resident displacement.

ADOPTED this 17th day of October 2017.


Suzanne Jones, Mayor

ATTEST:


Lynnette Beck, City Clerk

Site Context

Site Overview/Characteristics

The 6.46-acre property is located in North Boulder, northwest of the intersection of Violet Avenue and Broadway. The property has frontage on and access from both Cherry Avenue and Broadway. The site is located adjacent to Fourmile Canyon Creek. The property is under the jurisdiction of Boulder County and is considered an enclave to the city because the property is surrounded by the Boulder city limits on all sides.



Figure 1 - Ponderosa Mobile Home Park Context Map

Community Characteristics

Demographics

Ponderosa consists of 68 mobile homes and 187 residents. Key findings from the community profile include:

- Nearly all the units are owner-occupied.
- The vast majority of Ponderosa's residents have lived in Boulder for over 10 years, however, a significant proportion have resided in the park for less than 10 years.
- Most households include one or two residents (54.4%); but, some (22%) have five or six members, including children.
- Ponderosa residents occupy a unique and broad range of professions, including construction worker, hospice worker, landscaper and university administration.

Community Values and Characteristics

Through numerous community meetings and engagement activities, the community expressed deep appreciation for Ponderosa and what neighborhood characteristics are important. Ponderosa residents describes themselves as self-sufficient, artistic, family-oriented and hardworking. Ponderosa is a quiet place where children can play freely and where residents care for and look out for one another and their families. Ponderosa is a diverse community that is well connected to the rest of Boulder through schools, work, parks, neighbors and businesses. Residents value the opportunities, security and economic viability that low rents provide them. They can provide for their families and are proud to not live in subsidized housing.

The location and organization of Ponderosa provides children with the freedom to run and play within the community, by the creek, or in the nearby Foothills Park; residents value the open spaces to which they have easy access. They are proud of the community garden and memory garden in Ponderosa. They enjoy having their own four walls, which they believe reduces conflict with neighbors. Residents hope they can live in Ponderosa for many years to come.

Community Concerns and Fears

Throughout the course of conversations and meetings with residents since 2014, several common concerns and fears surfaced. Based on the community's history with government, there are concerns about City intentions and motivations about the purpose of the study and desire to annex. The residents' main concern is losing their homes through the annexation process.

Residents want to protect the investments they have put into their homes. They are concerned that the annexation process will lead to higher housing costs, whether through higher rents, utility costs or improvements that will put the community out of their budget reach. Residents live in fear of an uncertain Ponderosa future and how it might impact their home investments and their ability to remain in Boulder in their affordable homes. Uncertainty and fear is partially being driven by the perception that the City of Boulder wants to remove their mobile home homes and replace them with new developments or apartments.

Resident Leadership Committee

The Ponderosa Resident Leadership Committee (RLC) is a group of elected community leaders living within the Ponderosa community. Over 65% of their residents participated in voting for the RLC members. Resident leaders shared the ideas, concerns and input of neighbors. The RLC is given up-to-date information on the project and share information with neighbors and returns with

feedback and questions. The RLC is being set up so Ponderosa residents have a strong voice through infrastructure and housing decisions, to work on issues that are important to residents' daily lives, and to help develop a lasting leadership group in the community. The RLC is supported by the City and project team. All meetings and materials are provided in English and Spanish to ensure that all members have clear information. The RLC has a website, the project team communicates through text message, email, website and posted materials.

Goals for the RLC

- Elected by community members to bring residents' voices and values to the project.
- Different types of people who represent the whole community.
- Have accurate and up-to-date project information and useful community resources.
- Help with communication between residents and the City of Boulder.
- Create neighborhood connections that last beyond the duration of the City of Boulder project.

RLC Leadership Milestones

- Members have participated in 23 monthly meetings since August 2017
- Established and approved meeting procedures
- Informed and revised leadership structure
- Maintained RLC notes and sign in sheets
- Provided input and guidance on meeting structure, content and organization
- Attended a Rebuild by Design workshop and several other planning workshops
- Reviewed valuation consultant proposals and provided feedback to the City
- Hosted two neighborhood parties

The range of questions from the RLC is broad and has been growing throughout the course of the project. In response the project team has provided an evolving Resident guide that is updated as additional questions are posed and additional answers are known. Questions cover the process to enable residents to stay on site, how annexation works, zoning clarification, valuation and housing costs, housing design and types, site layout, access points in and out of the site, flooding information and phasing for infrastructure to name a few.

Challenges and Lessons Learned

For many of the members of the RLC this is their first time in an organized leadership group or acting on behalf of their community. The team and residents have worked hard to establish and maintain meeting norms to ensure that members are respected and feel safe through their involvement in the RLC. Residents are engaged in meetings and participation and attendance is strong. All meetings are held in English and Spanish, with materials in both languages. The group has greatly improved with respect to their cultural understanding and English speakers generally respect the lag time for translation so that all members are able to participate.

This project is complex with many moving pieces (e.g., property management, new housing options, establishing values at which the City would purchase each home if homeowners wish to move out or use their home value toward living in a new home, infrastructure replacement, annexation). As additional details of the project are known, the project team must often revisit, reaffirm and/or revise the responses to questions. The team continuously updates the resident guide and responds to questions from residents at meetings.



Figure 2 - Resident Leadership Committee Meeting

Land Use and Zoning

Planning Area: The subject property is located within the Planning Area for the Boulder Valley Comprehensive Plan (BVCP), a jointly adopted plan by the City and County. The property borders the Boulder city limits on all sides (enclave) and is located within Area II of the BVCP. R. Area II refers to land now under county jurisdiction where annexation to the city can be considered consistent with Policies 1.07 Adopting Limits on Physical Expansion, 1.09 Growth Requirements, and 1.16 Annexation. Per Annexation Policy 1.16.b, the city will actively pursue annexation of county enclaves, substantially developed properties along the western boundary below the Blue Line and other substantially developed Area II properties. The property is considered an enclave because the unincorporated area has been “entirely contained” within the boundaries of the city for at least three years (C.R.S. § 31-12-106).



Figure 3 - Planning Area

Land Use Designation: The majority of the site is designated as Manufactured Housing (MH) on the land use map of the Boulder Valley Comprehensive Plan (BVCP), which applies to existing manufactured housing parks. The MH designation is intended to preserve the affordable housing provided by the existing manufactured housing parks and allow for future affordable housing.

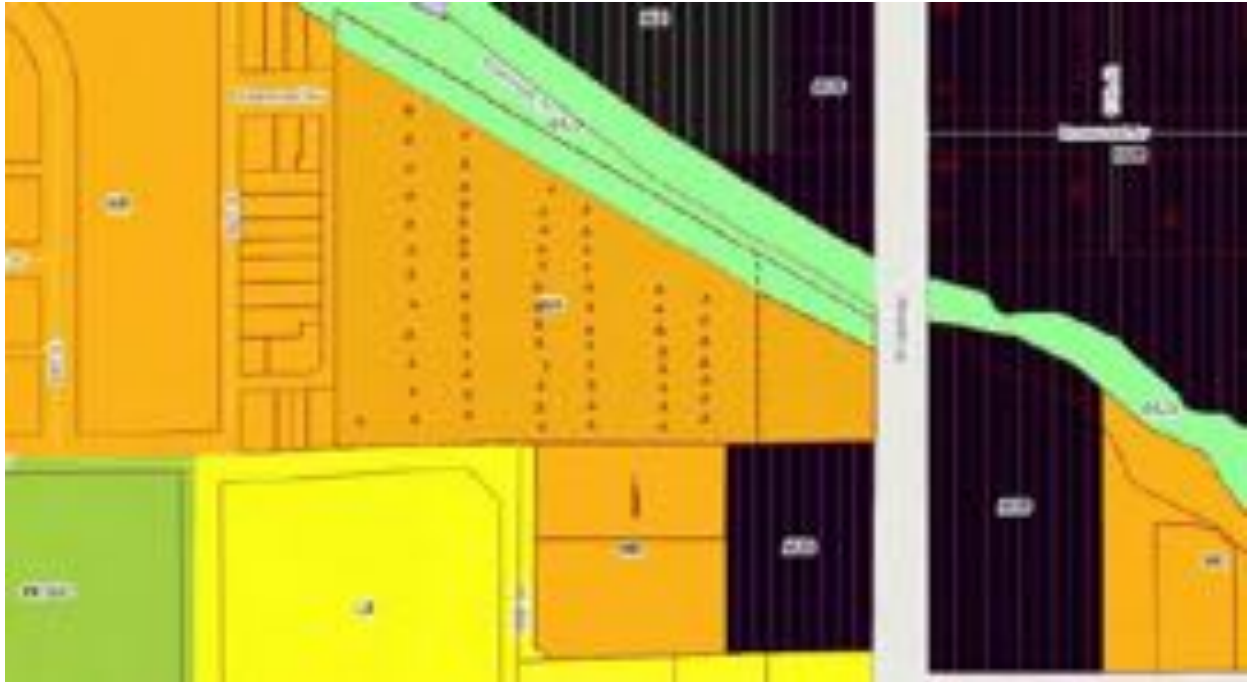


Figure 4 - BVCP Land Use Designation

Zoning: The property is located in unincorporated Boulder County with a county zoning of MH – Manufactured Home Park. The purpose of the zoning, as defined by the Boulder County Land Use Code is to “provide for manufactured home parks in appropriate locations, consistent with comprehensive planning policies to encourage and provide for affordable housing including the preservation of existing housing stocks”.



Figure 5 - Boulder County Zoning

Existing Homes and Property Management

Currently there are 68 mobile homes in Ponderosa and 1 fixed foundation structure that includes a manager's office on the first floor and second-story apartment. The majority of the homes have been significantly altered and include many additions, outbuildings and accessory structures. Home owners have performed much of this work over time and much of it is unpermitted.

Since October 2013, Ponderosa has been managed by Greg Gustin with G4 Consulting. There is an onsite manager's office, which has provided a home base for many resident engagement meetings (formal and informal). In addition, the manager's office has provided space for outdoor bulletin boards, brochure kiosks, and an onsite library for all the documents related to the annexation, RLC, and other important information for the community.

Floodplain

The Fourmile Creek 100-year floodplain overlays the majority of the existing site, with a west-central portion of the site out of the 100-year floodplain and in the 500-year floodplain. 100-year base flood water surface elevations have been interpolated and analyzed to determine which modular homes have a finish floor elevation (FFE) below the base flood elevation (BFE), between the BFE and the flood protection elevation (FPE), and above the FPE. All the finished floors of all the units are located above the flood elevation. Therefore, no improvements are required per FEMA and City of Boulder flood protection recommendations.



Figure 6 - Floodplain Map



Figure 7 - Floodplain Analysis Figure

Community Outreach

Extensive [community outreach](https://ponderosaboulder.weebly.com) has been a major component of the Ponderosa Community Stabilization program. Since Summer of 2017, community outreach and engagement has included the following. Summaries of all of the community outreach activities, workshops, resident guides and other videos are located on the Ponderosa community website at <https://ponderosaboulder.weebly.com>.

Community Meeting	August 26, 2017	Initial community meeting for this phase of work to introduce RLC concept, and vote for RLC members. Each candidate presented a speech to the community.
RLC Meetings	Monthly since August 2017	17 meetings with strong participation and high attendance
Community Workshop #1 - Context, overview	October 14, 2017	Project overview and community input on priorities, annexation process, resilience values, budget, etc. gathered via small groups, dot voting and keypad polling
Community Workshop #2 - Housing typologies	November 4, 2017	Housing discussion, breakout sessions, housing typologies, costs, and responses to initial project questions.

Newsletters	Monthly since November 2017	Mailed newsletters in Spanish and English to all residents with updates from City, Trestle, Habitat, Property Manager, etc
Resilience Workshop (Rebuild by Design)	December 4, 2017	Resident led community tour to area experts and expert discussion on mechanisms for resilience in Ponderosa
Community Workshop #3 - Site Design	January 27, 2018	Focus housing types, values, visions, priorities and housing cost for current monthly expenditures. Included a site tour of Wild Sage housing units.
Community Workshop #4 - Concept Review	March 3, 2018	Appraisal process, land ownership models, community resources, site survey and community survey information and also explanation of Concept Review
Good Neighbor Meeting	May 31, 2018	Invited neighbors from 1000 Rosewood and Ponderosa residents to meeting
Ponderosa Website	2018	Created website for Ponderosa residents to share all past and present materials related to this project in both Spanish and English https://ponderosaboulder.weebly.com
Text Alerts	15 community alerts	Messages to all available resident phone numbers, in English and Spanish, to update on meetings, council meetings and community updates.
City Planning Board (Concept Plan)	June 7, 2018	Public Hearing including public comment from both Ponderosa and non-Ponderosa residents.
Neighborhood Block Party	June 23, 2018	Residents worked with project team to plan and organize a community celebration using a neighborhood block grant from the city of Boulder.
City Council (Concept Plan)	August 23, 2018	Public Hearing including public comment from both Ponderosa and non-Ponderosa residents.
Resident's Guide	March 2019	A new resident's guide was distributed to Ponderosa residents on Friday, March 29. It is a compilation of all questions received between the fall 2017 and March 2019, and answers from different project partners. It is also available for download at http://bit.ly/ResidentsGuide .
Neighborhood Block Party	June 22, 2019	The Ponderosa community is planning another block party, with the help of a neighborhood block grant from the city of Boulder.

Annexation Goals

Since the City began examining annexation of the property in 1990, several key issues and challenges remain unresolved. Many of these issues are common for mobile home parks of this vintage and would require significant investment. Improvements that were identified in previous reports and studies include:

- Water and Sewer utility replacement and redesign to City standards, including adequate fire protection: The current private utility lines do not meet the City standard sizing, layout and looped system requirements; additional fire hydrants would be required.

- Floodplain mitigation for the mobile homes in the 100-year floodplain: The majority of the park is in the 100-year floodplain, and mobile homes must be properly elevated and secured to prevent movement or collapse in a flood.
- Upgrades to other utilities (electric, gas, cable, etc.). Power lines are located near the roofs of some homes and some gas connections do not meet current safety standards.
- Access, street paving, parking, and stormwater management: The current streets are unpaved, and access is not clearly defined. In order to meet City standards and fire/police/EMS access standards, paving of the streets, designated parking and adequate turning radius for fire trucks is necessary, as well as stormwater detention and water quality facilities could be necessary in the future.
- Unit spacing and building code compliance: Many of the units have had non-permitted additions or construction work that do not meet building codes or safety standards. In addition, many units are spaced too close together to meet fire protection or setback standards.

Community Stabilization - Long Term

Identified long-term stabilization solutions to replace the infrastructure, maintain affordability, foster resilience, respect the values of the community, and minimize impacts to residents during construction include:

- City Council, Resolution 1217, October 2017
- Infrastructure replacement - roads, sewer, water, utilities
- Flood protection
- Stormwater management and water quality
- Pedestrian and automobile connections
- Energy efficiency
- Permanent affordability
- Non displacement of existing residents
- Housing replacement options with Habitat for Humanity
- Home ownership opportunities
- Opportunities to stay in existing mobile home
- Community amenities
- Access to nature and creek
- Increased site safety and road safety
- Preserve eclectic nature of community, integrate art and allow for individualism
- Tree canopy
- Minimize disruptions and uncertainty through construction process

Community Stabilization - Short Term

Identified short term stabilization solutions to maintain the infrastructure, increase quality of life and safety, and build capacity and support residents through future transitions include:

- City Council Resolution 1217, October 2017
- Life safety upgrades, including electrical replacement and smoke detectors
- Strategies to reduce vehicle speeds
- Move towards zero waste through recycling, compost, trash
- Low cost/free internet
- Resident leadership and training
- Floodplain education

- Resident survey with BAHRI
- Homeowner education with Habitat for Humanity
- Title clean up with pro bono CU law clinic
- Collaboration with Growing Up Boulder and other CU programs
- Community clean-up day
- Community celebration and potlucks
- Improve community communication channels and mechanisms
- Provide language support services to bridge divides between community sectors

Project Description

Concept Plan

In 2018, the City of Boulder and a project team led by Trestle Strategy Group submitted a [Concept Plan](#) for Ponderosa. The Concept demonstrated a phased approach to infrastructure replacement and home construction.



Figure 8 - Concept Plan from April 2018

Site Design/Site Review/Annexation

In response to comments received from Staff, Planning Board, City Council and the residents, the site plan was refined as shown in the attached application. The long-term concept (10+ years) includes

approximately 73 permanently affordable residential units on fixed foundations. The development will include common amenities like a community center, community gardens, and pocket parks. The proposed zoning is RM-2, which is a medium density residential areas primarily used for small-lot residential development, including without limitation, duplexes, triplexes, or townhouses, where each unit generally has direct access at ground level." Mobile homes are not an allowed use in RM-2, so a variance to allow EXISTING mobile homes through the annexation agreement will be required. No new mobile homes will be allowed. The proposed land use is Medium Density Residential. Modifications to the land use code are being requested as part of this application as listed in the Code Modification attachment and are required in order to allow for unit replacement to occur in the general location of the existing homes. On balance, the proposed development will meet the density, use, bulk, landscape, and open space requirements of the RM-2 zone district.

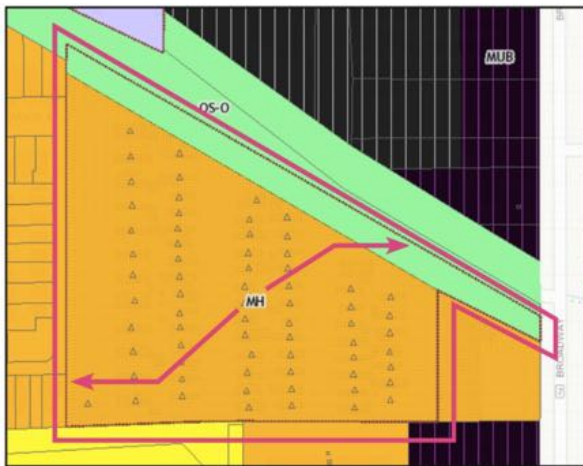


Figure 9 - Current Land Use

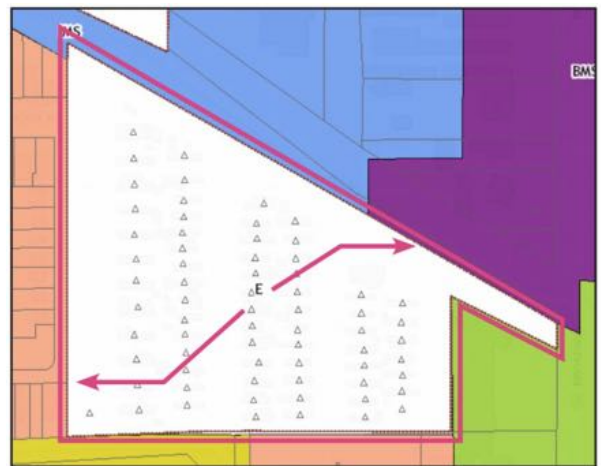


Figure 10 - County Enclave, Seeking RM-2 City Zoning

Modifications requested include:

- Side and rear setback for new homes on Cherry and Rosewood
- Landscape quantities
- Accessory structure allowance for new community building
- Streetscape modifications for private streets
- Landscape walk modifications
- In general, the project will allow for the existing homes to remain in Ponderosa and new homes will need to meet all applicable building and energy codes.

New access connections	New access will be provided via a 4-way intersection with stop signs at Cherry/10th and a connection to the existing road in 1000 Rosewood, increasing neighborhood permeability, safety, and connectivity.
Access to nature	Ultimately, the northern road will be removed from along the creek in order to reduce vehicle traffic separating the residents and the creek and to reduce impervious area within the wetland buffers. New parks will be located along this edge to create shared greenspaces and greater access to nature.

Safe streets	The streets are designed to separate vehicular and pedestrian circulation, reduce speeding and provide better line of site for families and seniors.
Maintain parking	Parking will be maintained at approximately 2 spaces per unit
Community spaces	A new community building is proposed for Ponderosa which will include shared spaces for the residents. In addition to the community building, new gardens, relocated wishing well and other community spaces will be incorporated into Ponderosa.
Improved circulation and mobility options	Circulation will be greatly improved through the elimination of some roads which will reduce speeding, cut through traffic and access options. In addition, new pedestrian paths and connections to the multi-use path system will be installed. Housing and Human Services will work with the RLC and residents to create an ecopass program for the community.
Low impact phasing	The first phase of this project will include the installation of new water and sewer infrastructure including hook ups to existing trailers as well as new homes, the construction of new roads, and stormwater detention and water quality for the full build out. 12 new homes will be constructed along the western edge on currently vacant property to allow options for existing residents to move into, freeing up space for new replacement homes. Construction will be phased and coordinated with residents to minimize disruptions and maintain access to existing homes.
Better fire access	This proposal will significantly improve fire access through the creation of two new access points and the pavement of roads. New fire hydrants and water lines will be installed. With the annexation, Ponderosa will receive services from the City of Boulder Fire department. All new homes will receive fire sprinklers.
Community gardens	New community gardens will be incorporated into the new parks and include features and amenities that are desired by the residents.
Better tree canopy	Through the years, most of the trees have been removed from Ponderosa. New street trees and trees in the open spaces will be planted to provide a better tree canopy and reduce the heat island effect. The limiting factor in tree quantity is required utility clearances.
Solar orientation and integration	Homes and trees will be sited to maximize solar exposure for rooftops. New homes will be wired for solar installation and a

	community solar approach is being used to distribute and share energy savings amongst all residents.
Maintain views	Homes along the western edge vary in height in order to provide views to the west and varied architectural rhythm. New homes will be the same or lower in height as the neighboring homes to the west.
Stormwater detention and water quality	Currently there is not any stormwater or detention in Ponderosa. With the first phase, water quality will be incorporated to treat runoff, and stormwater detention will be installed to accommodate all future development.
Underground electric utilities	New electric utilities will be undergrounded in order to reduce overhead lines and utilities. Where possible, existing electrical service will be undergrounded as well.
Allow for permanent and affordable housing replacement	A primary goal of this project is to preserve existing affordable housing and allow for the construction of new fixed foundation, affordable homes for current and future residents of Ponderosa.
Highlight the stream as a community asset and improve access to stream	The long-term strategy for Ponderosa is to remove the road along the stream corridor and to provide new park and open spaces in order to maximize the community's access to the stream and the open space corridor.
Safe children play areas	The green spaces between the homes and new community parks will create safe spaces for children to play. The houses will face the community greens in order to allow for line of sight and car free play zones. New parks will also incorporate features for children including a range of play areas.

Housing Program



Figure 11 - Housing Rendering Proposal

The proposal includes a mix of residential unit types to reflect the diversity of households currently living at Ponderosa as well as to provide flexibility in the site plan. In order to minimize the displacement of existing residents, the project's phasing provides the option for residents to continue ownership and occupancy of their mobile home. Residents will be able to move directly from their current mobile home and into a new home, without ever leaving the neighborhood.

New homes are proposed as primarily single-family and duplex homes, with some carriage houses, triplexes, fourplexes and townhomes. Mobile homes would remain in the development and would gradually and voluntarily be replaced by new, similar-sized fixed foundation homes. A long-term land lease would allow residents to own their homes. All new replacement homes will be size limited. The proposal includes a mix of housing that can accommodate a variety of household configurations. New homes will contain 1-, 2-, and 3-bedroom units. Homes will be designed to accommodate extended families. The proposal includes one-story homes that would be conducive to populations with special needs.

As shown in the exhibit, there are several vacant units and pad sites within the community due to natural attrition and people moving out of the community. However, new housing will be phased and built once adequate space is available within the community to build the units and associated improvements while meeting fire separation.

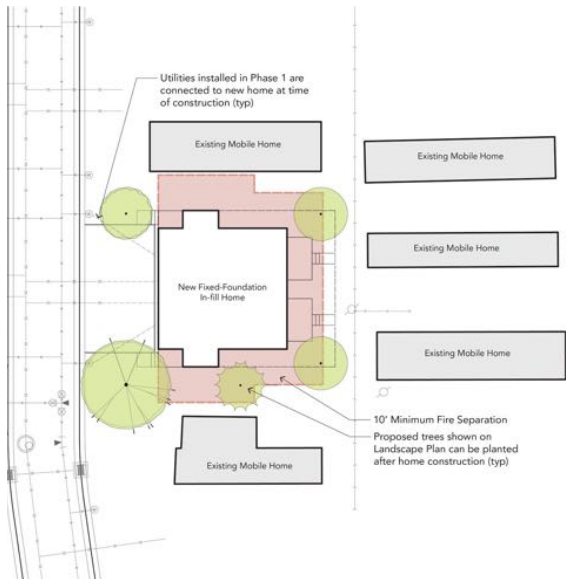
The first phase proposes 12 new units along the vacant western property boundary. The units will be a mix of detached one story ground floor units, carriage homes, and attached townhouses. Long-term concept (10+ years) includes approximately 73 permanently affordable residential units on fixed foundations.

Homes in Ponderosa are very close to one another, and new homes will be required to follow current building codes. While the goal is for every mobile home in the community to eventually be replaced, units will also need to be fire-sprinkled, elevated above the floodplain, designed to meet accessibility codes, maintain safe clearance between the units, and to meet the actual needs of senior residents, families, and multiple generational families. The project will require land use and building code flexibility and innovation throughout the Annexation, Land Use Change, and Site Review approval process.

New homes will be built in the general vicinity where existing homes are located only after there is a vacancy that creates opportunity to build new homes that meet the fire separation requirements. The new homes will be located so as to provide yards, patios, landscaping and other associated improvements (foundation, carport, fencing, etc.) that accompany the house installation.

Components of the affordable housing program include:

- Goal of minimal displacement of current residents and creation of additional housing units while maintaining the existing site configuration.
- Mix of housing types to accommodate range of residents: aging in place, accessibility, larger families, singles, and couples.
 - Carriage House unit - one or two bedroom flats above two car garages
 - Cottage units - Attached or detached townhouses. Multiple plan options to suit: one or two stories, and one, two, or three bedroom plans.
 - Accessible cottage unit - on grade fully accessible or adaptable for aging in place.
- Off-site prefabricated construction is anticipated and will minimize construction impact to existing residents and will facilitate a phased approach to housing and replacement.
- New and replacement units will be raised above FPE. All units will include a porch elevated 18-24" above the existing grade.
- All units will be deed restricted. The City and Habitat for Humanity will work with residents to identify the best housing solution for each household's needs.



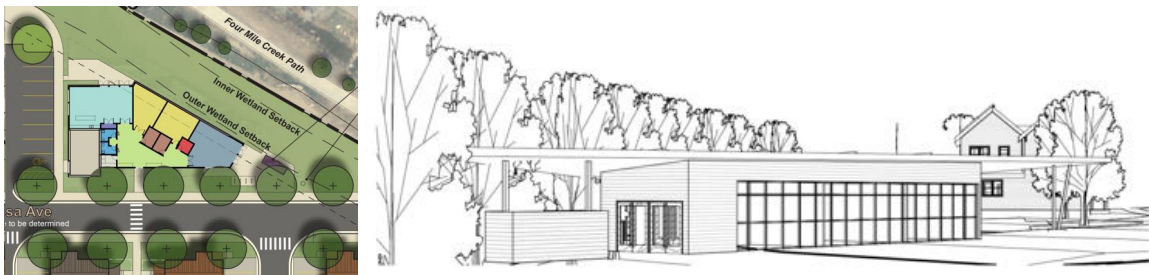
Figures 12 to 14 - Housing Replacement Strategy

West End New Home Construction



Figure 15 - West End Homes to be built in Phase 1 as per Concept Plan Submittal (August 2018)

Community Building



Figures 16 & 17 - Community Building

The community building is designed to provide many of the functions discussed with residents during community outreach, as well as support the programming efforts of future partner organizations like the I Have a Dream Foundation (IHAD) of Boulder County. The design of the community building is, and will continue to be, informed by resident input and tools like the visual preference surveys. It's located to take advantage of Four Mile Creek, pedestrian/vehicular circulation and open space/parks within the community. The onsite community building will complement other site amenities like raised community garden beds, and better trash and recycling facilities.



Figure 18 - Community Building Rendering Proposal

The program for the community building includes:

- **WELCOMING** - The form of the building reinforces the pedestrian focused “public realm” of the surrounding green courts, drive lanes, and the creek. Much of the perimeter of the building is visually permeable to allow the building to act as a lantern, drawing people together around casual social interaction or planned events.
- **GATHERING** – An indoor space where the community can gather for parties, meetings, birthdays, wakes, poetry readings, art, music performances, holiday celebrations, adult education, exercise, language and culture classes, and all the activities of a rich community life. This indoor-outdoor space is supported by a simple kitchen facility and opens to the north and west in order to connect with the creek landscape and pocket park.
- **DIY SHOP AND CREATIVE SPACE** – The residents share a strong creative culture and desire a place for art making, woodworking, welding, making home improvements, sharing tools, repairing vehicles, and sharing knowledge.
- **LAUNDRY** – A shared laundry facility will improve energy, space, and water efficiency on the site. By sharing this resource, it’s more feasible to afford efficient and high-quality machines.
- **EXERCISE** – Spaces for Zumba, yoga, and potentially some equipment are being provided at the request of residents to support health and connection in community.
- **KIDS SPACE** – Play spaces for children will be located near the community building patios so that kids can have fun while parents gather together.
- **EDUCATION** – IHAD has advised on the building’s program to ensure that it is suitable for their after school educational programs. I Have a Dream provides individualized social, emotional, and academic support to young people from low-income communities from kindergarten all the way through college, along with guaranteed tuition support.
- **INTERNET** – Internet access will be free for the use of residents and in support of programming in the community building. It is anticipated this building could be the hub for free wifi across the site.

- **PORCHES AND PATIOS** – The design provides a variety of outdoor spaces so that people have somewhere to hang out in any season or weather condition, whether they want sun, shade, shelter from the wind, or cover from the rain.
- **MAIL AND RECYCLING KIOSK** – Located to be visible and easy to access, it brings people in proximity to usable open space and the outdoor spaces to create opportunities for informal social connection. Recycling is colocated with the mail to support movement toward Zero Waste and so people spend just a little more time at the kiosk, increasing the likelihood of chance-encounters with other community members. There will also be a community board, where people can find out what’s going on in Ponderosa and the wider neighborhood.
- **RESILIENCE CENTER** – In addition to acting as a resiliency center, the building is able to house infrastructure for a solar charged battery backup or other sustainable infrastructure. It maximizes roof area available for photovoltaic panels (about 64 kW worth as currently designed).

This building facilitates the housing replacement strategy, making the most of the space created as mobile homes are replaced one-by-one or in larger blocks with compact and energy-efficient homes.

Phasing

This Annexation, Land Use Change, and Site Review was created in careful consideration of the City’s commitment to maintaining affordability for the existing and future residents of Ponderosa and to avoid displacement as much as possible during these changes. These three Land Use Review application are for a long-term vision of the site, which will be implemented in phases and allow residents a range of choices, including the option to stay in their current mobile home, move into a new home within Ponderosa, or sell their current mobile home and move elsewhere. Careful consideration has been made to address individual concerns and desires, while still providing a long-term vision that creates community stability, affordability and resilience.

Phase 1

Construction of new homes is estimated to begin in late 2020, concurrent with the installation of new infrastructure. New homes are proposed on the west edge of the property, which would allow current residents to move into a new house if desired, and allow for new housing/improvements to occur in the areas that. Phase 1 will commence upon the annexation of the Ponderosa Community parcel into the City of Boulder (expected in October 2019). Phase 1 includes the implementation of new infrastructure and new housing units, as described below (and shown in the Site Review Phase 1 plans):

- 10th and Cherry connections and sidewalks;
- New access point at Cherry and 10th;
- Connection to existing access point at Rosewood Avenue;
- Trees, drives and landscaping for 12 new housing units;
- 12 new energy efficient homes to be constructed on the vacant land located on the western edge of the parcel;
- North-South roadway improvements (paving, walks, curb/gutter/pans) including new water and sewer mains and fire hydrant;
- Temporary paved access along North property line (using approximately existing access road);
- New wastewater and domestic water service including new hookups to existing homes AND existing mobile homes;

- Stormwater detention and water quality for full build out of community;
- Storm sewer connection to city system utilizing existing offsite easement;
- New electric service to new homes (no gas service to new homes);
- Installation of solar on new homes;
- New mailboxes and communication board;
- New fire hydrants, fire access, adequate fire turnaround;
- Small park along creek with wishing well.



Figure 19 - Phase 1 Site Plan

Phase 2

The ultimate timing of Phase 2 will be dependent on many factors, including the decision of the length of time residents want to stay in their existing mobile homes or to move into new housing within the community. Phase 2 is expected to begin after the conclusion of Phase 1 in 2023. However, construction of Phase 2 may begin at any time during Phase 1, but no later than 3 years after substantial completion of Phase 1. Phase 2 includes the following improvements:

- New paved East-West roads (Ponderosa Avenue and Alley 1) and connections/walks/stripping;
- As home and development sites become available with adequate fire separation between existing homes and new construction; the following will be constructed:
 - modular, energy efficient homes with fire sprinklers;
 - Pocket parks
 - New access walks, pocket parks, landscape, driveways and

- Construction of the community house, parking lot and pocket park;
- Final trees and landscaping;
- Stormwater connections and site drainage facilities;
- Removal of temporary access roads (as access permits);

Phase 2 shall be substantially complete within 5 years of its start of construction. For definition in this project, Substantially Complete shall mean the construction of 10 additional units.

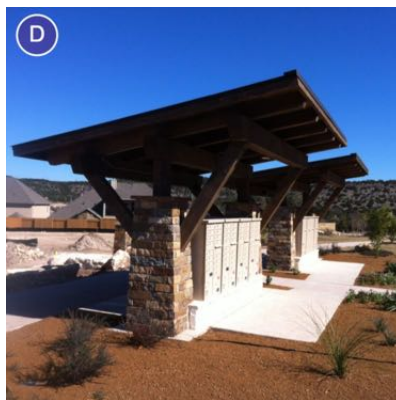
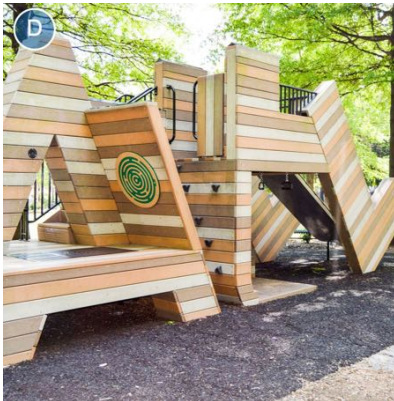


Figure 20 - Phase 2 Site Plan

Architectural and Site Design Character

Ponderosa residents were asked to identify their top architectural and site design characteristics in the areas of outdoor elements, amenities, community spaces, and design style. Over the course of one week, residents used sticky dots to indicate their top preferences. Below are the community's top preferences for various community characteristics, features, and styles. They preferred an eclectic mix of styles and the ability to improve their own homes over time, which is reflected in the design guidelines which focus on the essential while allowing for long-term freedom and resident input.

Written Statement - Site Review, Annexation and Land Use Change Application





Figures 21 to 34 - Ponderosa community's top preferences for community characteristics, features, and styles

Livability Standards

To ensure a high level of quality for the permanently affordable housing being developed in Boulder, the City developed Livability Standards as a guide for developers. The new housing units designed for Ponderosa meet and/or exceed the City's Livability Standard in all areas. The standard outlines requirements for the following areas:

- Affordable unit size
- Kitchen
- Closets and Storage Areas
- Floor Coverings
- Room sizes and shapes
- Windows / noise mitigation
- Laundry
- Air Conditioning / Air Cooling
- Heating and Hot Water
- Finish and Fixture Specifications

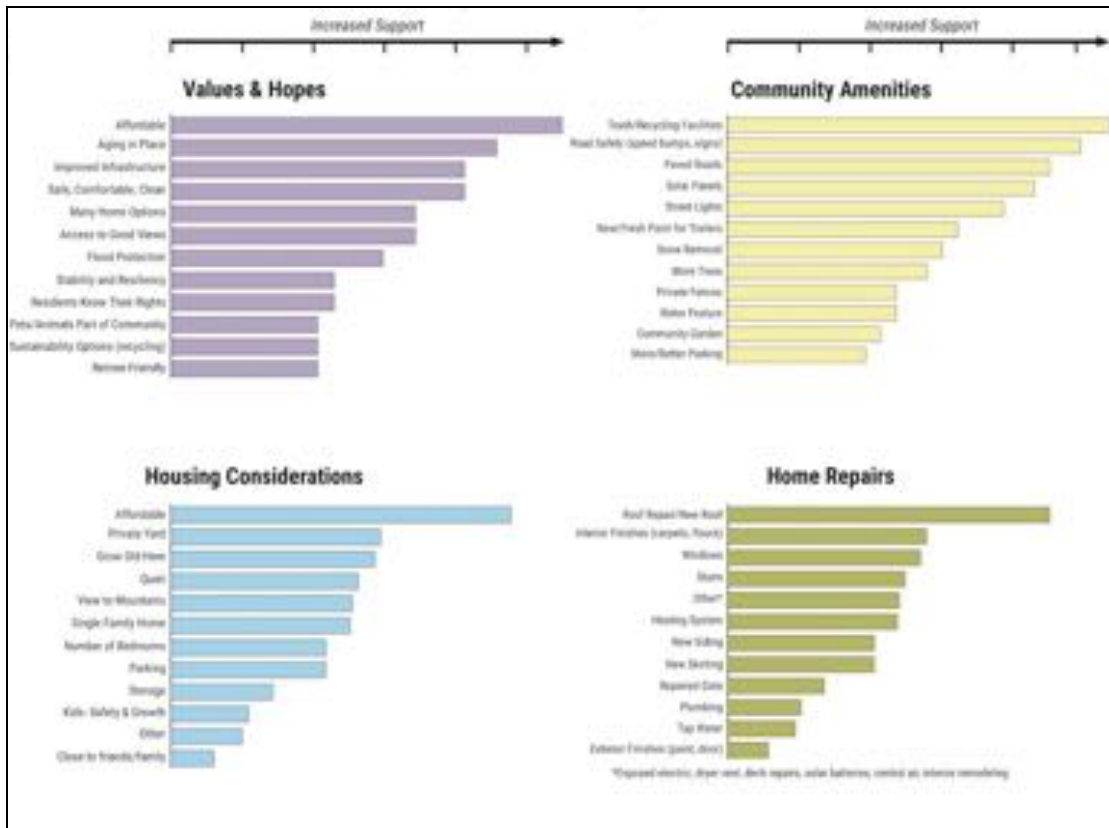


Figure 35 - Ponderosa Community's Ranking on Values & Design Features

Open Space, Trails and Parks

The existing road along the north side of the site will be removed in the Ultimate Phase, so as to reduce automobile traffic along the creek corridor and connect the planned parks and open areas within Ponderosa to the creek corridor. This will also remove (in the long run) existing improvements from the inner and outer wetland boundary and increase pervious landscaped area along the creek corridor to reduce runoff. A portion of the property is located within the area designated OSO in the BVCP. The majority of the proposed development is located outside of the OSO; however, in order to create higher quality of open space and minimize displacement, a portion of the units in the northwest corner will be located within the OSO boundary.

An existing informal community space/park is located within the ROW on the southern boundary of the property (near Cherry and 10th). Within that area, the residents have built a wishing well, planted flowers and added steps. It is an important community space for the residents and the existing features will be relocated to the small park located in Phase 1 adjacent to the creek. These features (wishing well, plantings, memorials) will be enhanced with additional plantings and other resident desired improvements.

In the Ultimate Phase, there is a significant increase in open space and parks on the site. Currently there is very little usable open space on the site (small strip along the western and northern edge). The future parks will offer a range of amenities to the residents including community gardens, spaces for passive and active recreation, connections to nature and water, and native plantings.



Figure 36 - Open Space Rendering Proposal

Transportation Network, Access and Parking

Pedestrian and Multi Use Path



Figure 37 - Connections Map

In Phase 1, a new sidewalk will be installed along Ponderosa Court, in front of the new homes. The future design of Ponderosa will ensure the equitable distribution of safe connections throughout the development, with pedestrian connections that are separated from the roadway, new bike and ped connections to the multi use path, and safer streets which will be designed to minimize speeds and allow these connections to be shared.

Access Improvements, Streets and Parking

Currently the community's transportation needs are served by gravel drives that are used for parking, play, and mobility in all modes. The site is currently accessed through two driveways from public right-of-way. The main entrance is at North Broadway via a drive that connects to the northeast portion of the site and the second access is at Cherry Avenue at the southwest portion of the site. Existing onsite drives are primarily gravel/dirt and vary in width to provide two directions with non-delineated driving lanes and onsite parking.

During the community engagement activities, the residents cited many concerns with the existing road system, including speeding, dust, maintenance issues and other safety concerns due to the lack of pavement and location of the roads. The proposal seeks to find a balance between the community's competing desires to maximize parking, provide safe and green streets for their children,

improve fire access, provide pedestrian circulation, and reduce vehicular speeds. To facilitate the conversion to a new streetscape paradigm, a phased streets improvement approach is proposed.

Anticipated access and drive improvements will be phased to account for various site improvements. The initial Phase 1 improvements will consist of a 20-foot wide asphalt drive edged with mountable curb for stormwater surface conveyance and allow for off-street residential parking. The Broadway access will remain open until such time as it is required to close, however the roadway network has been designed as to not require this connection in the future. Factors informing timing of this access point closing include planned flood improvements to the Broadway underpass, the North Boulder Transportation Plan improvements for Broadway.

Since the long-term road network eliminates the majority of the road along the creek, this road will be paved with temporary asphalt, while the remainder of the roads will be paved to full buildout and include the installation of drainage improvements such as gutter pans to convey stormwater. The limited installation of canopy trees could be explored in this phase. The ultimate phase will include the final build-out of the desired street grid. The development of new housing types within the block structure will permit off-street parking and alleviate the need for all of the community's parking to be located within the street ROW's. In this phase, a shift to parallel parking creates opportunities to incorporate streetscape elements such as: sidewalks, raised crosswalks, improved signage, street trees, bio-retention, and porous parking bays. These elements will greatly improve, safety, mobility and aesthetics for the Ponderosa community.

The parking needs of the community are typically higher than other similar communities, due to the multigenerational families, multiple work vehicles and extended family living situations. One of the primary concerns of the residents is maintaining parking throughout the redevelopment of the site. In order to address both resident's needs as well as provide for a safer streetscape, the majority of the onstreet parking will be transitioned to offstreet parking spaces provided in either a carport or garage. The new carriage homes on the west will include 2 car garages to support additional parking spaces through the building design. A small parking area will be located near the new units on the northwest corner and a larger parking lot will be located adjacent to the community building. Balancing the parking needs of the residents with the long-term annexation goals and site design criteria has been a critical component of this design.

Utilities and Infrastructure

The City will be building the infrastructure and utilities for Ponderosa in order to ensure long-term maintenance and stability of the systems for the long term. All utilities will be public.

Utilities

The earliest phases will address many of the concerns expressed by the residents and the City: water quality, deferred maintenance and infrastructure deterioration, stormwater quality and detention, renewable energy provision, access to the internet, paved drive lanes, and new homes.

Domestic water and sanitary sewer utility improvements are anticipated to be designed and constructed during the initial Phase 1 improvements. Currently there is one public domestic water main along the north portion of the site and one public main within Cherry Avenue that provides domestic water to the individual trailers. All homes will be individually metered. The domestic water main will be looped and placed within the existing drives and will provide new domestic water service

taps to the existing modular homes and future site developments. Fire protection improvements will include additional fire hydrants throughout the site and fire service connections for proposed residential building improvements. Future coordination with City Planning and Engineering will be required to determine requirements for fire hydrant flows during a fire or during water main maintenance operations.

Currently there is one public sanitary sewer main along the south portion of the site. Sanitary sewer improvements will include new public sanitary sewer mains within the existing drives, and new services to the existing modular homes and any future site developments. Public sanitary mains will convey sanitary sewer from the north to the south and provide manhole connections to the existing public sewer main. All public utilities will be required to be located within public utility easements. Utilities will be designed and constructed per City of Boulder Design and Construction Standards.

Stormwater

Currently the rainwater is draining off the site onto adjacent properties in the southeast corner. With the new pavement, the project will require rainwater to be collected in detention ponds and then provide stormwater quality enhancement before it is released into the City's stormwater system. In Phase 1 of the project, full stormwater detention ponds and water quality will be installed. Due to the location of 2-3 homes within this area, additional design and engineering will be required during tech docs to address the goals of non displacement. This coordination may include evaluating the option of locating detention and water quality where there is currently a vacant homespace, potentially relocating residents, or other solutions as determined by Housing and Human Services. Once the rain is collected in the detention basins, it is treated for water quality, before being discharged into the City's stormwater system, typically through a pipe in the ground. The stormwater is then typically piped to nearby creeks or drainageways, so that it can return to the watershed system.



Figure 38 - Stormwater Runoff

The project will incorporate a mindful level of sustainable stormwater design utilizing the latest in stormwater runoff quality enhancement and low impact development techniques. Stormwater management improvements will be included in all phases to convey stormwater, to provide stormwater runoff quality enhancements, and detention in a various number of solutions. Example solutions may include detention basins, water quality planters, rain gardens, permeable pavers, and low gradient swales. Currently there is no public storm infrastructure on site to support the project; however, there are storm drain pipes located in Cherry Avenue to the south and in Broadway to the east. It is anticipated that site runoff will be conveyed via surface drainage, underground stormwater infrastructure, and two above-ground detention and water quality basins, which will ultimately be convey to the public stormwater system in Broadway via a new stormwater main proposed in the 25' easement to the southeast of the site (as discussed with City staff). Options for offsite stormwater discharge into the adjacent rights-of-way may include underground stormwater infrastructure or surface discharge through weirs, sidewalk chases, and flow spreaders. Grading, drainage, and stormwater management will be designed and constructed per City of Boulder Design and Construction Standards.

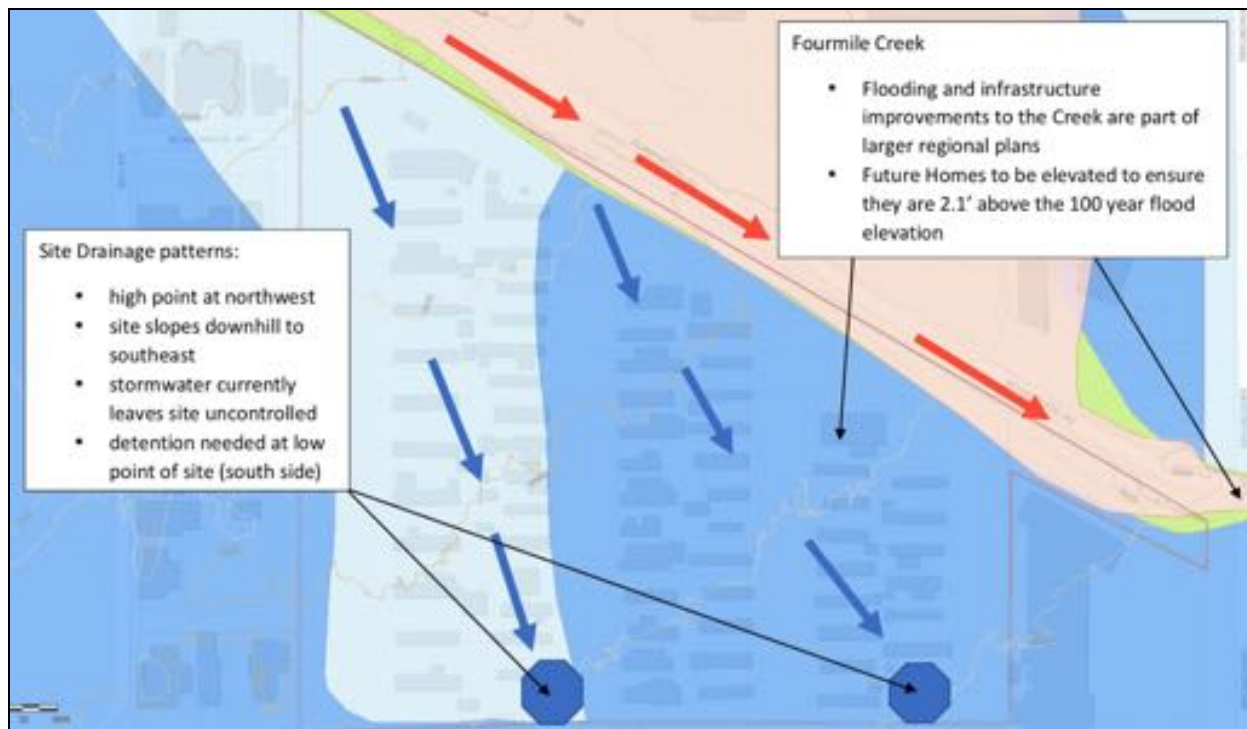


Figure 39 - Site Drainage Patterns

Stormwater management techniques being proposed may include:

- Improvements to the areas adjacent to the Fourmile Canyon Creek's riparian corridor.
- Extended detention basins that can include park space (see photo)
- Bio-swales or bio-retention to convey rainwater overland (see photo).
- Encouraging the use of rain-barrels and rain-gardens in private yards.
- The use of porous paving systems in parking bays.
- Limiting impervious surfaces.
- Incorporating living roofs and walls into new home construction.
- Decentralized stormwater detention.
- Stormwater runoff quality enhancements based on Urban Drainage & Flood Control District.



Figure 40 - Casey Middle School Bio-Retention Area



Figure 41 - North Boulder Holiday Development Affordable Housing Alliance Residences Detention/Water Quality Basin

Flood Protection

The proposed new residential units will be designed with raised finished floor elevations per the City's floodplain regulations. Any improvements located in the floodplain will be designed per City Floodplain Development Standards, and a Floodplain Development Permit will be required prior to final approval. Floodplain development permits will be obtained during the design process and prior to construction.

Energy, Sustainability, and Resilience

100 Resilient Cities defines urban resilience as “the capacity of individuals, communities, institutions, businesses, and systems within a city to survive, adapt, and grow no matter what kinds of chronic stresses and acute shocks they experience.” Stresses could include high unemployment, endemic violence, or an insufficient public transit system and shocks could include flooding, wildfires, or a disease outbreak.

People have different ideas of what resilience is. In order to ensure the City and residents’ resilience goals were aligned, both Ponderosa residents and relevant City staff held separate gatherings to discuss what resilience means for the community. To make sure everyone had a shared understanding, City staff brainstormed what resilience in Ponderosa looks like and developed 33 resilience drivers.

Sustainability and resilience are core values that resulted from community engagement activities with Ponderosa residents as well as City Staff. For residents, the most tangible resilience factor is social capital: preservation of existing human connections, capacity for self-reliance, independence, a DIY spirit, and a strong network for mutual support.

Currently, residents pitch in to repair the infrastructure and to improve each other’s homes, which yields strong personal connections, affinity for place, and increased affordability. This interpersonal connectivity or social capital is the hardest aspect of resiliency to accomplish through policy; it’s also the most valuable. In order to support this the site plan is designed for community including green courts, play areas, parks, patios, great pedestrian circulation, and programmatic spaces like an auto/woodshop, and gathering spaces where they can come together for fun or in times of need. The proposed governance structure will also reflect this characteristic.

Boulder Valley Comprehensive Plan (BVCP) and broader policies such as annexation/service provision, social equity, diversity, sustainable urban form, high design quality, reduced GHG emissions, zero-waste, net-zero energy, and clean mobility are all served through. Economic benefits will include job opportunities, educational and training opportunities, and the retention of critical working folks in Boulder. Most of all, this project hopes to support the well-being, safety, and happiness of Ponderosa residents.

Key sustainability metrics and resilience goals include:

- Prioritizing the building’s envelope, windows, indoor air quality, daylighting, and functional livability ensures new homes are designed for energy efficiency and conservation.
- Minimizing heating and cooling loads by efficient all-electric space heating and cooling systems that can be powered by on-site renewables.
- Massing of new homes to maximize solar access both for roof tops and south facing walls, in balance with the creation of usable open space on site.
- Wiring each new home’s roof with pre-wired for PV (photovoltaics) and designed for solar access.
- Designing the community building for maximum PV capacity to act as a solar garden for the neighborhood and resiliency center, with indoor space allocated for on-site back up batteries.
- Providing charging for electric vehicles at various locations around the site and at the community building.

- Flood proofing of future buildings in anticipation of future flood and other catastrophic events. All but one of the current homes are above the Flood Protection Elevation (FPE) and new homes and other inhabitable spaces will be elevated. Modern stormwater best practices will be implemented.
- Designing the site improvements to alleviate urban heat islands and increase comfort by using higher albedo surfaces where possible, increasing previous area on site, and greatly increasing the tree canopy.
- Improving site access and safety
- Creating accessible and universally designed homes to allow aging in place and multi-generational families.



Figure 42 - Street Rendering Proposal

Beyond compliance with the City of Boulder’s most recently adopted energy code, Ponderosa will reference certifications like Passive House, LEED for Homes, Architecture 2030, Living Building Challenge, and Living Community Challenge. These comparisons will hold a mirror up to Boulder codes and design standards. Certifications may be sought if there is City support. Eco-District Protocol will be explored, which is a roadmap that prioritizes equity resilience, climate protection, place, prosperity, health, wellbeing, connectivity, living infrastructure, and resource regeneration.

Residents at Workshop #1 dot-voted to confirm their alignment with the City’s resilience values.

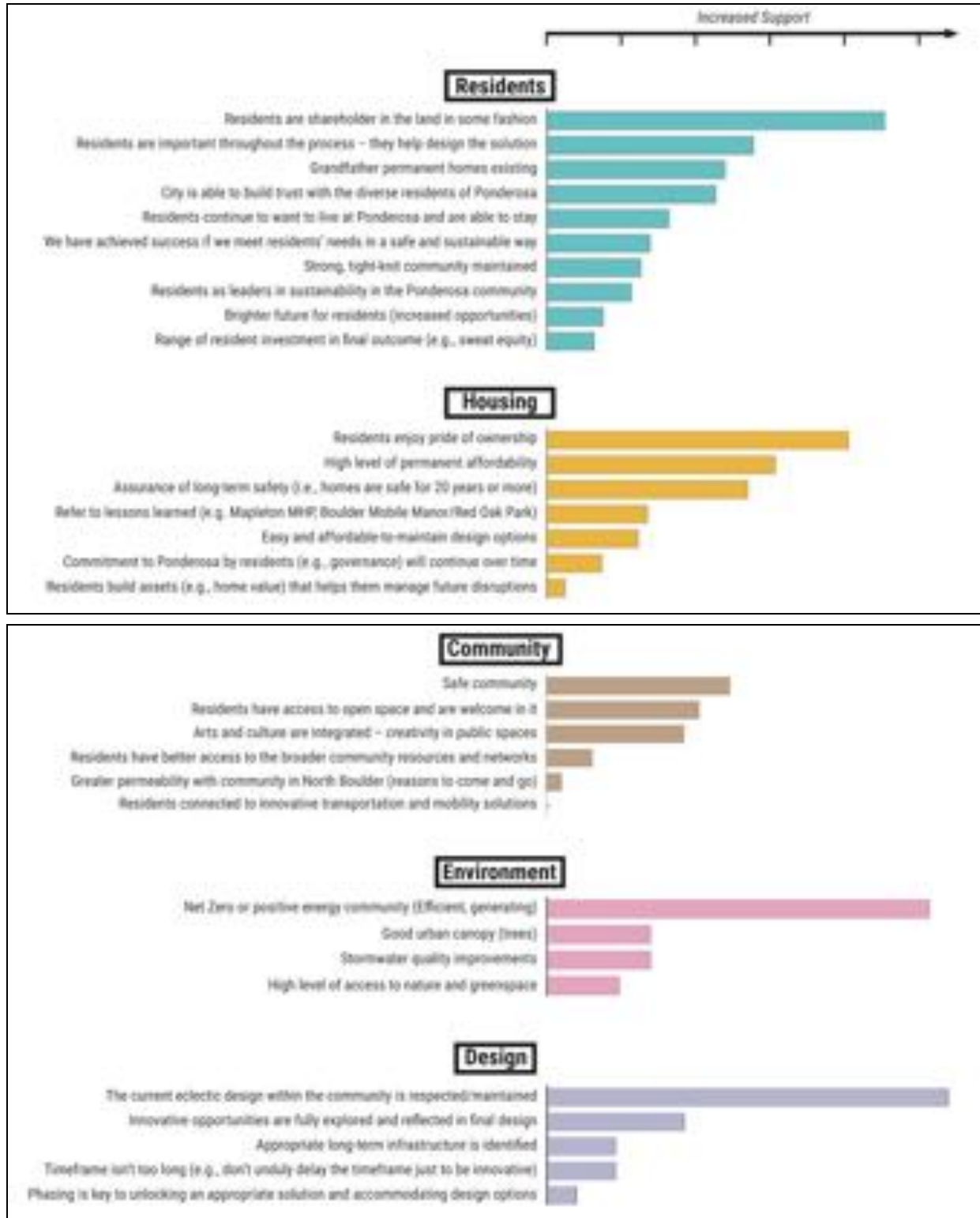


Figure 43 - Ponderosa Community's Ranking on Resilience Values

Conclusion

The Ponderosa Community Stabilization program allows for opportunity and choices for the diverse community needs that have been identified through several years of work with the Ponderosa residents while meeting the long term annexation goals of the city. Multiple community engagement and design activities with the residents have guided the design team to provide an obtainable resilient community that is of intrinsic value to the City of Boulder. While significant infrastructure improvements will insure resident safety, a variety of housing options and a community building will provide all residents the ability to meet their individual and communal needs.

Through a long-term phasing approach, current and future community residents will benefit from the investments that the city is making in the project through improved and reliable water and sewer systems, flood protection, better fire access and safety, onsite energy production, safer streets and access points, new parks, open spaces and community building, and the availability of a range of housing options to support a wide range of housing needs and desires. This proposal has incorporated diverse input received from both the residents, neighbors, and city staff, and is informed by the principles and policies of the BVCP and the Boulder Revised Code.

The City's and residents' long-term planning process has continually focused on the foundational principle of minimizing displacement and retaining affordability to ensure Ponderosa is sensitively transformed into a resilient community.

Thank you.

Site Review Criteria

(1) Boulder Valley Comprehensive Plan

A. The proposed site plan is consistent with the land use map and the service area map and, on balance, the policies of the Boulder Valley Comprehensive Plan.

Response: The subject property is located within the Planning Area for the Boulder Valley Comprehensive Plan (BVCP), a jointly adopted plan by the City and County. The property borders the Boulder city limits on all sides (enclave) and is located within Area II of the BVCP. Area II refers to land now under county jurisdiction where annexation to the city can be considered consistent with Policies 1.07 Adopting Limits on Physical Expansion, 1.09 Growth Requirements, and 1.16 Annexation. Per Annexation Policy 1.16.b, the city will actively pursue annexation of county enclaves, substantially developed properties along the western boundary below the Blue Line and other substantially developed Area II properties.

Proposed annexations with additional development potential need to demonstrate community benefit consistent with Boulder Valley Comprehensive Plan (BVCP) policies in order to offset the negative impacts of additional development in the Boulder Valley. For proposed residential development, emphasis is given to the provision of permanently affordable housing.

The long-term plan for this property is to replace the mobile homes with fixed foundation housing. It is anticipated that all of the replacement homes will be deed restricted as permanently affordable to low and moderate-income households and owned and managed by non-profit partners such as Habitat for Humanity and Boulder Housing Partners, the city housing authority. All new replacement homes will be size limited. Other community benefits include no involuntary displacement of the current residents, improved traffic/pedestrian access and circulation, flood mitigating stormwater management, common gardens, and a common house for community gatherings.

The project would require a land use map change since the proposal includes fixed foundation homes, which are not consistent with the Manufactured Housing land use designation or zoning. Staff recommended a change to the BVCP land use map to Medium Density Residential (MR). T

Staff recommended medium density land use based on the following:

- The site was historically designated Medium Density Residential. The Manufactured Housing designation was created as part of the 2000 Major Update to the Boulder Valley Comprehensive Plan. At that time four (4) manufactured home parks in unincorporated Boulder County were designated as Manufactured Housing to “signal the city and county’s intent to preserve the existing mobile home parks”;
- The purpose of the Manufactured Housing land use designation is to preserve existing manufactured home parks to preserve affordable housing options within the Boulder Valley. The Concept Plan proposes 100% affordable housing and is currently developed in the medium density range (6 to 14 dwelling units per acre);
- A change to Medium Density Residential would be compatible with adjacent land uses and development. The land use designation for the Rosewood site (directly to the west) changed from a Manufactured Housing designation to Medium Density Residential in 2011 as part of an annexation.

- Per the North Boulder Subcommunity Plan, existing residential neighborhoods should maintain existing zoning, density, and lot sizes (section 9). Also, “Housing near the Broadway corridor, across from the Village Center, should be developed at mixed densities, at an overall average density equivalent to low and medium density residential” (section 11). The two closest residential examples, 1000 Rosewood and the Foothills Community, have densities in the Medium Density Residential range. The project would immediately abut RM-1 zoning. Low density residential uses are not recommended, as that density is generally confined to existing development to the south along Union and Utica.

Residential development is an appropriate use of the property. The property was purchased by the city to ensure long-term affordability for the existing residents and to address ongoing concerns of the condition of the current infrastructure. Resolution 1217 was passed by Council in October 2017 to ensure the long-term sustainability, resiliency, and affordability of the Ponderosa mobile home park as a permanently affordable community. In addition, housing was anticipated in this area by the North Boulder Subcommunity Plan (NBSP). Per section 11, “(ii) Housing near the Broadway corridor, across from the Village Center, should be developed at mixed densities, at an overall average density equivalent to low and medium density residential.”

Medium density residential development on the site supports a compact development pattern and would take advantage of existing urban services. The building scales and styles appear similar to other nearby developments and would not be of a size, scale, or orientation that would appear out of character with existing development in the area.

The project is sensitive to the Four Mile Canyon Creek stream corridor and will be developed to meet specific regulations to not impact the flood plain and adjacent riparian areas. The proposal appears compatible with surrounding development. The proposal for a 100 percent affordable residential development of 68 to 73 permanently affordable residential units supports these policies. The proposal will preserve and enhance existing residential units.

The proposal would preserve the affordability of the existing mobile home park and will allow for existing residents to purchase fixed-foundation homes on the site. Reasonable efforts will be made to resolve health and safety issues following annexation, including new connections to city services. There will be no loss of housing and a primary goal of the project is non-displacement of residents.

B. The proposed development shall not exceed the maximum density associated with the Boulder Valley Comprehensive Plan residential land use designation. Additionally, if the density of existing residential development within a three-hundred-foot area surrounding the site is at or exceeds the density permitted in the Boulder Valley Comprehensive Plan, then the maximum density permitted on the site shall not exceed the lesser of:

- (i) The density permitted in the Boulder Valley Comprehensive Plan, or**
- (ii) The maximum number of units that could be placed on the site without waiving or varying any of the requirements of Chapter 9-8, "Intensity Standards," B.R.C. 1981, except as permitted for building sites with permanently affordable units meeting the requirements of Paragraph 9-10-3(c)(4), "Nonconforming Permanently Affordable Units," B.R.C. 1981.**

Response: The proposed land use designation of Medium Density designation is characterized by a mix of housing types (from single family to attached units) that are generally situated near

neighborhood and community shopping areas or along some of the major arterials of the city. Medium density residential development on the site supports a compact development pattern and would take advantage of existing urban services.

C. The proposed development's success in meeting the broad range of BVCP policies considers the economic feasibility of implementation techniques required to meet other site review criteria

Response: The focus of this stabilization project is to annex the property in order to install infrastructure and allow for the future construction of fixed foundation, affordable homes that provide flood protection and economic viability for existing and future residents.

(2) Site Design

Projects should preserve and enhance the community's unique sense of place through creative design that respects historic character, relationship to the natural environment, multi-modal transportation connectivity and its physical setting. Projects should utilize site design techniques which are consistent with the purpose of site review in Subsection (a) of this section and enhance the quality of the project. In determining whether this subsection is met, the approving agency will consider the following factors:

A. Open Space: Open space, including, without limitation, parks, recreation areas and playgrounds

(i) Useable open space is arranged to be accessible and functional and incorporates quality landscaping, a mixture of sun and shade and places to gather;

(ii) Private open space is provided for each detached residential unit;

(iii) The project provides for the preservation of or mitigation of adverse impacts to natural features, including, without limitation, healthy long-lived trees, significant plant communities, ground and surface water, wetlands, riparian areas, drainage areas and species on the federal Endangered Species List, "Species of Special Concern in Boulder County" designated by Boulder County, or prairie dogs (*Cynomys ludovicianus*), which is a species of local concern, and their habitat;

(iv) The open space provides a relief to the density, both within the project and from surrounding development;

(v) Open space designed for active recreational purposes is of a size that it will be functionally useable and located in a safe and convenient proximity to the uses to which it is meant to serve;

(vi) The open space provides a buffer to protect sensitive environmental features and natural areas; and

(vii) If possible, open space is linked to an area- or city-wide system.

Response: Currently there is very little open space within the community.. The project is adjacent to Boulder's Four Mile Creek Multi-Use Path. Communal open space and gardens for the project are directly connected to this city-wide transit system. Private open space per dwelling unit is not required for residential units within the RM-2 zone district, however the site design incorporates shared yard and outdoor spaces between all the new units. Each new home will also have small areas of private space for personal use, which can be fenced for animals, allow for outdoor furniture and playspaces for families and children. The shared open spaces will be designed and programmed with the residents to include passive and active recreation opportunities including community gardens, play areas, passive recreation spaces for relaxation and others as determined through future community engagement.

The proposal includes a formal neighborhood park and community gardens on the north edge of the property, adjacent to the creek, which will connect the proposed open spaces and parks to the city's open space system. This open space will also provide a buffer to the creek and designated wetland areas along the creek.. The common building will also provide interior common open space for residents. The project's community open space and gardens are adjacent to the existing Fourmile Creek Multi-Use path. Together, this open space and creek path act as a buffer between the future and existing homes to the south and the Fourmile Creek Path.

(B) Open Space in Mixed Use Developments (Developments That Contain a Mix of Residential and Nonresidential Uses)

(i) The open space provides for a balance of private and shared areas for the residential uses and common open space that is available for use by both the residential and nonresidential uses that will meet the needs of the anticipated residents, occupants, tenants and visitors of the property; and

(ii) The open space provides active areas and passive areas that will meet the needs of the anticipated residents, occupants, tenants and visitors of the property and are compatible with the surrounding area or an adopted plan for the area.

Response: This is not a mixed use project.

(C) Landscaping

(i) The project provides for aesthetic enhancement and a variety of plant and hard surface materials, and the selection of materials provides for a variety of colors and contrasts and the preservation or use of local native vegetation where appropriate;

(ii) Landscape design attempts to avoid, minimize or mitigate impacts on and off site to important native species, healthy, long-lived trees, plant communities of special concern, threatened and endangered species and habitat by integrating the existing natural environment into the project;

(iii) The project provides significant amounts of plant material sized in excess of the landscaping requirements of Sections [9-9-12](#), "Landscaping and Screening Standards," and [9-9-13](#), "Streetscape Design Standards," B.R.C. 1981; and

(iv) The setbacks, yards and useable open space along public rights of way are landscaped to provide attractive streetscapes, to enhance architectural features and to contribute to the development of an attractive site plan.

Response: There are currently very few trees or native species of plants on this property. The majority of the property is covered by mobile homes, accessory structures, and dirt roads. The remaining open areas on the site are typically located behind private fences and have a wide range of landscaping improvements ranging from hardscape to vegetable gardens to shrubs. In addition, most of the large trees have been removed over the years due to conflicts with sewer lines and overhead electrical lines. We have completed a tree inventory of the property, and will work to minimize impacts to any healthy, long-lived tree on the property. minimize

Currently, there are very few trees and no streetscape landscaping. The proposal will greatly increase the amounts of plant material. The site design has been carefully organized to allow for the placement of trees with utilities to ensure that sufficient space is allocated to both. The priority to minimize displacement and replace infrastructure is the primary driver for much of the site design, and the landscaping has been carefully organized to increase the amount of plantings and street trees to the extent possible. In addition, rooftop solar PV will be installed on available roofs and new buildings. The buildings and shade trees have been placed to minimize shading on the photovoltaic panels.

During the community engagement with the residents, we conducted a image preference survey of landscaping treatments. The community indicated a preference for an mix of organic and organized type of landscaping that reflects the unstructured nature of this community and the desire to have a range of options. Of particular importance were protecting an important community amenity currently located with the city ROW along Cherry, which includes a wishing well, flowering plants and landscaping and pet memorials. This is proposed to be relocated to the park that is to be constructed in the first phase. Additional community outreach with the residents is expected to determine more detail about future landscaping, plantings, garden amenities including a community garden as well as the type of plants desired by the residents.

(D) Circulation: Circulation, including, without limitation, the transportation system that serves the property, whether public or private and whether constructed by the developer or not

(i) High speeds are discouraged or a physical separation between streets and the project is provided;

(ii) Potential conflicts with vehicles are minimized;

(iii) Safe and convenient connections are provided that support multi-modal mobility through and between properties, accessible to the public within the project and between the project and the existing and proposed transportation systems, including, without limitation, streets, bikeways, pedestrian ways and trails;

(iv) Alternatives to the automobile are promoted by incorporating site design techniques, land use patterns and supporting infrastructure that supports and encourages walking, biking and other alternatives to the single-occupant vehicle;

(v) Where practical and beneficial, a significant shift away from single-occupant vehicle use to alternate modes is promoted through the use of travel demand management techniques;

(vi) On-site facilities for external linkage are provided with other modes of transportation, where applicable;

Response: The project is adjacent to Boulder's Four Mile Creek Multi-Use Path. Connections will be provided from Ponderosa to the multi use path system. This city-wide transit system provides multi modal opportunities for the residents. Bike racks will be installed.

(vii) The amount of land devoted to the street system is minimized; and

(viii) The project is designed for the types of traffic expected, including, without limitation, automobiles, bicycles and pedestrians, and provides safety, separation from living areas and control of noise and exhaust.

Response: The roadway system has been carefully designed to minimize the long-term paved connections and streets within the community. The current roadway network is very typical of a mobile home community, and in order to maintain access to existing homes, the proposed roadway design offers a phased approach in which all roads will be paved.. A small segment of road is proposed to be removed in the first phase (near the detention pond). The roads that will be removed in the long term (the main access road along the creek) will be paved with temporary asphalt in order to allow for the removal of the pavement and the installation of green spaces/ parks once that phase of buildout is achieved. The width of the roads is also constrained by the spacing of the existing trailers. The roads are designed to fit within these existing constraints and provide the necessary back-up distances and fire access requirements. The new homes along the western edge will utilize the existing public ROW in 1000 Rosewood to access the garages/driveways, which will allow a continuous sidewalk and new streetscape on the westernmost street (Rosewood Court).

(E) Parking

(i) The project incorporates into the design of parking areas measures to provide safety, convenience and separation of pedestrian movements from vehicular movements;

(ii) The design of parking areas makes efficient use of the land and uses the minimum amount of land necessary to meet the parking needs of the project;

(iii) Parking areas and lighting are designed to reduce the visual impact on the project, adjacent properties and adjacent streets; and

(iv) Parking areas utilize landscaping materials to provide shade in excess of the requirements in Subsection 9-9-6(d), and [Section 9-9-14](#), "Parking Lot Landscaping Standards," B.R.C. 1981.

Response: The parking needs of the community are typically higher than other single family communities, due to the multigenerational families, multiple work vehicles and extended family living situations. One of the primary concerns of the residents is maintaining parking throughout the redevelopment of the site. In order to address both resident's needs as well as provide for a safer

streetscape, the majority of the onstreet parking will be transitioned to offstreet parking spaces provided in either a carport or garage. The new carriage homes on the west will include 2 car garages to support additional parking spaces through the building design. A small parking area will be located near the new units on the northwest corner and a larger parking lot will be located adjacent to the community building. Balancing the parking needs of the residents with the long-term annexation goals and site design criteria has been a critical component of this design.

(F) Building Design, Livability and Relationship to the Existing or Proposed Surrounding Area

(i) The building height, mass, scale, orientation, architecture and configuration are compatible with the existing character of the area or the character established by adopted design guidelines or plans for the area;

(ii) The height of buildings is in general proportion to the height of existing buildings and the proposed or projected heights of approved buildings or approved plans or design guidelines for the immediate area;

(iii) The orientation of buildings minimizes shadows on and blocking of views from adjacent properties;

(iv) If the character of the area is identifiable, the project is made compatible by the appropriate use of color, materials, landscaping, signs and lighting;

(v) Projects are designed to a human scale and promote a safe and vibrant pedestrian experience through the location of building frontages along public streets, plazas, sidewalks and paths, and through the use of building elements, design details and landscape materials that include, without limitation, the location of entrances and windows, and the creation of transparency and activity at the pedestrian level;

(vi) To the extent practical, the project provides public amenities and planned public facilities;

(vii) For residential projects, the project assists the community in producing a variety of housing types, such as multifamily, townhouses and detached single family units, as well as mixed lot sizes, number of bedrooms and sizes of units;

(viii) For residential projects, noise is minimized between units, between buildings and from either on-site or off-site external sources through spacing, landscaping and building materials;

(ix) A lighting plan is provided which augments security, energy conservation, safety and aesthetics;

(x) The project incorporates the natural environment into the design and avoids, minimizes or mitigates impacts to natural systems;

(xi) Buildings minimize or mitigate energy use; support on-site renewable energy generation and/or energy management systems; construction wastes are minimized; the project mitigates

urban heat island effects; and the project reasonably mitigates or minimizes water use and impacts on water quality;

(xii) Exteriors of buildings present a sense of permanence through the use of authentic materials such as stone, brick, wood, metal or similar products and building material detailing;

(xiii) Cut and fill are minimized on the site, the design of buildings conforms to the natural contours of the land, and the site design minimizes erosion, slope instability, landslide, mudflow or subsidence, and minimizes the potential threat to property caused by geological hazards;

(xiv) In the urbanizing areas along the Boulder Valley Comprehensive Plan boundaries between Area II and Area III, the building and site design provide for a well-defined urban edge; and

(xv) In the urbanizing areas located on the major streets shown on the map in Appendix A to this title near the Boulder Valley Comprehensive Plan boundaries between Area II and Area III, the buildings and site design establish a sense of entry and arrival to the City by creating a defined urban edge and a transition between rural and urban areas.

Response: The phased project provides a variety of housing types for the existing residents including continued use of the mobile homes as well as an range of other housing types on fixed foundations. All units are intended to be affordable and will likely be built by Flatirons Habitat for Humanity in order to ensure both affordable and high quality construction. The sizing of the units and the number of bedrooms per unit will vary depending on the specific housing type the owner chooses.

New homes will use high quality, low maintenance building materials to ensure durability and affordability. The units will be designed to meet the livability standards of the City's housing program, and will be subject to the community Design Guidelines (which are shown on page 2 of the Architectural drawings). The design guidelines include paint colors, fencing, carport and porch design for the new homes. Architectural character will have emphasis on complementing both the existing mobile homes as well as neighboring properties, such as 1000 Rosewood.

New homes will be spaced to meet building code and fire spacing standards. New home construction will meet energy code requirements and will include fire sprinklers and be elevated above the flood protection elevation.

The project is improving the City's urban edge by annexing an area II county enclave into the City of Boulder. Ponderosa has been a county enclave for many years, and annexation of this highly urbanized site will allow for upgraded connections to the city's water, wastewater and stormwater systems and provide city police and fire services to the community, which will ensure long-term resilience and stability for current and future residents.

(G) Solar Siting and Construction: For the purpose of ensuring the maximum potential for utilization of solar energy in the City, all applicants for residential site reviews shall place streets, lots, open spaces and buildings so as to maximize the potential for the use of solar energy in accordance with the following solar siting criteria:

(i) Placement of Open Space and Streets: Open space areas are located wherever practical to protect buildings from shading by other buildings within the development or from buildings on adjacent properties. Topography and other natural features and constraints may justify deviations from this criterion.

(ii) Lot Layout and Building Siting: Lots are oriented and buildings are sited in a way which maximizes the solar potential of each principal building. Lots are designed to facilitate siting a structure which is unshaded by other nearby structures. Wherever practical, buildings are sited close to the north lot line to increase yard space to the south for better owner control of shading.

(iii) Building Form: The shapes of buildings are designed to maximize utilization of solar energy. Buildings shall meet the solar access protection and solar siting requirements of [Section 9-9-17](#), "Solar Access," B.R.C. 1981.

(iv) Landscaping: The shading effects of proposed landscaping on adjacent buildings are minimized.

Response: The new homes will be sited so as to maximize solar orientation and facilitate maximum solar production for the entire community. An innovative approach to community solar is being proposed for this project, which seeks to create equity between all community members through sharing all solar production, regardless if the household has solar panels on their personal structure. We have been working with Xcel energy and the city to identify solutions that will allow this innovative approach to be integrated into the first phase of development. Solutions include master metering, e-gauges, and integrated billing through the property management.

Street and shade trees will be carefully placed to minimize shading and new rooftops have been designed to maximize solar exposure. Energy production is one of the key sustainability goals of this project, and has been identified as a priority by both residents and the city. New homes will be electric only, in order to maximize the use of this renewable resource. Existing trailers will continue to use gas until such time as this can be replaced with electricity.

(H) Additional Criteria for Poles Above the Permitted Height: No site review application for a pole above the permitted height will be approved unless the approving agency finds all of the following:

(i) The light pole is required for nighttime recreation activities which are compatible with the surrounding neighborhood, light or traffic signal pole is required for safety or the electrical utility pole is required to serve the needs of the City; and

(ii) The pole is at the minimum height appropriate to accomplish the purposes for which the pole was erected and is designed and constructed so as to minimize light and electromagnetic pollution.

Response: No light poles will be above the permitted height

(I) Land Use Intensity Modifications

(i) Potential Land Use Intensity Modifications:

A. The density of a project may be increased in the BR-1 district through a reduction of the lot area requirement or in the Downtown (DT), BR-2 or MU-3 districts through a reduction in the open space requirements.

B. The open space requirements in all Downtown (DT) districts may be reduced by up to one hundred percent.

C. The open space per lot requirements for the total amount of open space required on the lot in the BR-2 district may be reduced by up to fifty percent.

D. Land use intensity may be increased up to twenty-five percent in the BR-1 district through a reduction of the lot area requirement.

(ii) Additional Criteria for Land Use Intensity Modifications: A land use intensity increase will be permitted up to the maximum amount set forth below if the approving agency finds that the criteria in paragraph (h)(1) through Subparagraph (h)(2)(H) of this section and following criteria have been met:

A. Open Space Needs Met: The needs of the project's occupants and visitors for high quality and functional useable open space can be met adequately;

B. Character of Project and Area: The open space reduction does not adversely affect the character of the development or the character of the surrounding area; and

C. Open Space and Lot Area Reductions: The specific percentage reduction in open space or lot area requested by the applicant is justified by any one or combination of the following site design features not to exceed the maximum reduction set forth above:

1. Close proximity to a public mall or park for which the development is specially assessed or to which the project contributes funding of capital improvements beyond that required by the parks and recreation component of the development excise tax set forth in chapter 3-8, "Development Excise Tax," B.R.C. 1981: maximum one hundred percent reduction in all Downtown (DT) districts and ten percent in the BR-1 district;

2. Architectural treatment that results in reducing the apparent bulk and mass of the structure or structures and site planning which increases the openness of the site: maximum five percent reduction;

3. A common park, recreation or playground area functionally useable and accessible by the development's occupants for active recreational purposes and sized for the number of inhabitants of the development, maximum five percent reduction; or developed facilities within the project designed to meet the active recreational needs of the occupants: maximum five percent reduction;

4. Permanent dedication of the development to use by a unique residential population whose needs for conventional open space are reduced: maximum five percent reduction;

5. The reduction in open space is part of a development with a mix of residential and nonresidential uses within a BR-2 zoning district that, due to the ratio of residential to nonresidential uses and because of the size, type and mix of dwelling units, the need for open space is reduced: maximum fifteen percent reduction; and

6. The reduction in open space is part of a development with a mix of residential and nonresidential uses within a BR-2 zoning district that provides high quality urban design elements that will meet the needs of anticipated residents, occupants, tenants and visitors of the property or will accommodate public gatherings, important activities or events in the life of the community and its people, that may include, without limitation, recreational or cultural amenities, intimate spaces that foster social interaction, street furniture, landscaping and hard surface treatments for the open space: maximum twenty-five percent reduction.

Response: The proposal is not requesting an increase in land use intensity.

(J) Additional Criteria for Floor Area Ratio Increase for Buildings in the BR-1 District:

Response: N/A

(K) Additional Criteria for Parking Reductions: The off-street parking requirements of [Section 9-9-6, "Parking Standards," B.R.C. 1981](#), may be modified as follows:

(i) **Process:** The city manager may grant a parking reduction not to exceed fifty percent of the required parking. The planning board or city council may grant a reduction exceeding fifty percent.

(ii) **Criteria:** Upon submission of documentation by the applicant of how the project meets the following criteria, the approving agency may approve proposed modifications to the parking requirements of [Section 9-9-6, "Parking Standards," B.R.C. 1981](#) (see tables 9-1, 9-2, 9-3 and 9-4), if it finds that:

A. For residential uses, the probable number of motor vehicles to be owned by occupants of and visitors to dwellings in the project will be adequately accommodated;

B. The parking needs of any nonresidential uses will be adequately accommodated through on-street parking or off-street parking;

C. A mix of residential with either office or retail uses is proposed, and the parking needs of all uses will be accommodated through shared parking;

D. If joint use of common parking areas is proposed, varying time periods of use will accommodate proposed parking needs; and

E. If the number of off-street parking spaces is reduced because of the nature of the occupancy, the applicant provides assurances that the nature of the occupancy will not change.

Response: The proposal is not requesting a parking reduction.

(L) Additional Criteria for Off-Site Parking: The parking required under [Section 9-9-6](#), "Parking Standards," B.R.C. 1981, may be located on a separate lot if the following conditions are met:

Response: The proposal is not requesting off street parking.

Annexation Criteria/Policies

(a) Annexation will be required before adequate facilities and services are furnished;

Response: Annexation, BVCP land use change, and site review are all occurring simultaneously for the Ponderosa Mobile Home Park. No new facilities, services, or other site improvements will be performed until all appropriate land use entitlements, technical document approvals, and permits have been approved.

(b) The city will actively pursue annexation of county enclaves, Area II properties along the western boundary, and other fully developed Area II properties. County enclave means an unincorporated area of land entirely contained within the outer boundary of the city. Terms of annexation will be based on the amount of development potential as described in (c), (d), and (e) of this policy. Applications made to the county for development of enclaves and Area II lands in lieu of annexation shall be referred to the city for review and comment. The county shall attach great weight to the city's response and may require that the landowner conform to one or more of the city's development standards so that any future annexation into the city will be consistent and compatible with the city's requirements.

Response: The subject property is located within the Planning Area for the Boulder Valley Comprehensive Plan (BVCP), a jointly adopted plan by the City and County. The property borders the Boulder city limits on all sides (enclave) and is located within Area II of the BVCP. Area II refers to land now under county jurisdiction where annexation to the city can be considered consistent with Policies 1.07 Adopting Limits on Physical Expansion, 1.09 Growth Requirements, and 1.16 Annexation. Per Annexation Policy 1.16.b, the city will actively pursue annexation of county enclaves, substantially developed properties along the western boundary below the Blue Line and other substantially developed Area II properties.

(c) Annexation of existing substantially developed areas will be offered in a manner and on terms and conditions which respect existing lifestyles and densities, and the city will expect these areas to be brought to city standards only where necessary to protect the health and safety of the residents of the subject area or of the city. The city, in developing annexation plans of reasonable cost, may phase new facilities and services. The County, which now has jurisdiction over these areas, shall be a supportive partner with the city in annexation efforts to the extent the county supports the terms and conditions being proposed.

Response: The goal of this annexation and redevelopment project is to improve the health and safety conditions for this affordable housing community. A phased redevelopment plan will provide improved utilities (water, sewer, electrical) to all homes while slowly replacing the existing mobile homes with fixed foundation homes. Maintaining the current lifestyles and densities of the residents is a primary driver behind the project's minimal displacement policy.

(d) In order to reduce the negative impacts of new development in the Boulder Valley, the city shall annex Area II land with significant development or redevelopment potential only on a very limited basis. Such annexations will be supported only if the annexation provides a special opportunity or benefit to the city.

For annexation considerations, emphasis shall be given to the benefits achieved from the creation of permanently affordable housing. Provision of the following may also be considered a special opportunity or benefit: receiving sites for transferable development rights (TDRs), reduction of future employment projections, land and/or facilities for public purposes over and above that required by the city's land use regulations, environmental preservation, or other amenities determined by the city to be a special opportunity or benefit. Parcels that are proposed for annexation that are already developed and which are seeking no greater density or building size would not be required to assume and provide that same level of community benefit as vacant parcels unless and until such time as an application for greater development were submitted.

Response: The long-term plan for this City owned property is to replace the mobile homes with fixed foundation housing. Ninety percent or more of the replacement homes are anticipated to be deed restricted as permanently affordable to low and moderate-income households and owned and managed by non-profit partners such as Habitat for Humanity and Boulder Housing Partners, the city housing authority. All new replacement homes will be size limited. Other community benefits include no involuntary displacement of the current residents, improved traffic/pedestrian access and circulation, flood mitigating stormwater management, common gardens, and a common house for community gatherings.

(e) Annexation of substantially developed properties that allows for some additional residential units or commercial square footage will be required to demonstrate community benefit commensurate with their impacts. Further, annexations that resolve an issue of public health without creating additional development impacts should be encouraged.

Response: The project provides significant community benefit in the form of 100% affordable housing (64-74 units). These lower-income residents will receive improved utility services, improving their overall living conditions. The project also features a new common house, the location of additional resources for the community (ie. laundry room, meeting space).

(f) There will be no annexation of areas outside the boundaries of the Boulder Valley Planning Area, with the possible exception of annexation of acquired open space.

Response: N/A

(g) Area II is anticipated to become part of the city within the planning period. Area III is not anticipated to become part of the city within the planning period. However, publicly owned property located in Area III and intended to remain in Area III may be annexed to the city if the property requires less than a full range of urban services or requires inclusion under city jurisdiction for health, welfare and safety reasons.

Response: N/A - the property is within Area II

(h) The Gunbarrel-Heatherwood subcommunity, which is unique because of its size, developed at an urban density with city water and sewer service. The commercial and industrial portion of Gunbarrel-Heatherwood is annexed to the city, while much of the residential development is still unincorporated. The Gunbarrel-Heatherwood Subcommunity is also unique because of the shared jurisdiction for planning and service provision among the county, the city, the Gunbarrel

General Improvement District and other special districts. Those areas annexed to the city are provided with city services, although deficiencies exist in developed park facilities and services. In the unincorporated area, a variety of arrangements for service provision exist. Some services, such as road maintenance, flood control, and law enforcement, are primarily provided by the county. Area residents now tax themselves through the Gunbarrel General Improvement District to pay for open space acquisitions and possible park and major roadway improvements. Fire protection is provided to the unincorporated area by Boulder Rural Fire District. Although interest in voluntary annexation has been limited, the city and county continue to support the eventual annexation of Gunbarrel-Heatherwood. If resident interest in annexation does occur in the future, the city and county will negotiate new terms of annexation with the residents.

Response: N/A

Land Use Designation Change Criteria

(a) The proposed change is consistent with the policies and overall intent of the Comprehensive Plan.

Policy 1.16 - Annexation

Response: The property borders the Boulder city limits on all sides (enclave) and is located within Area II of the BVCP. The property is considered to be substantially developed. The proposal provides community benefit by deed restricting replacement homes as permanently affordable to low and moderate-income households. In addition, the annexation request meets applicable state annexation requirements.

The proposal would respect existing lifestyles and densities. A change to Medium Density Residential would be compatible with adjacent land uses and development. The existing mobile home park represents medium density development. The goal is non-displacement of existing residents and mobile homes would gradually and voluntarily be replaced by new, similar-sized fixed foundation homes.

2.01 Unique Community Identity

Response: The design and livability standards will allow for flexibility to preserve eclectic nature of community, integrate art and allow for individualism. Community art and community identification will be incorporated into the design to create a sense of place and unique community identity that reflects the history of Ponderosa as well as the future.

2.03 Compact Development Pattern

Response: Medium density residential development on the site supports a compact development pattern and would take advantage of existing urban services.

2.10 Preservation and Support for Residential Neighborhoods

Response: The building scales and styles are similar to other nearby developments and are of a size, scale, or orientation that be in character with existing development in the area.

2.24 Commitment to a Walkable and Accessible City

Response: The proposal is within walking distance (1/4 mile) of services, retail, and restaurants along Broadway – the intended “Village Center” of North Boulder. Connections are proposed to the adjacent Four Mile Canyon Creek path. Additional consideration needs to be given to providing a sidewalk along the Cherry Ave. / 10th St. frontage and safe pedestrian/bike connections within the development.

2.33 Sensitive Infill and Redevelopment

Response: The project is sensitive to the Four Mile Canyon Creek stream corridor, including associated wetland buffer areas, and will be developed to meet specific regulations to not impact the flood plain

and adjacent riparian areas. The proposal appears compatible with surrounding development. The proposed site and building design will be assessed further at Site Review.

2.37 Enhanced Design for Private Sector Projects, 2.21 Commitment to a Walkable and Accessible City, & 2.36 Physical Design for People

Response: The design creates a more efficient internal street grid which further promotes walkability and accessibility for this highly walkable and accessible site. New connections and onstreet and offstreet pedestrian connections will be provided to offer a range of options.

2.41 Enhanced Design for All Projects

Response: The design integrates Ponderosa to neighborhoods to the west and north by creating new connections and enhancing design along the property edges. New homes will be designed to create a front porch community with shared and private open spaces and a range of affordable housing options.

2.36 Physical Design for People

Response: The site and housing design has been developed through an inclusive design process that has involved most of the residents through a series of site, housing and resilience workshops. There has been special attention made to providing housing to the current residents needs, which include a desire/need for aging in place, accessibility, multi-generational living, and growing families. While ensuring flood protection for all new structures, the proposal includes one-story homes that would also be conducive to populations with special needs.

2.41 Enhanced Design for All Projects

Response: The community design includes common open space along the creek, including a common house, community gardens, parks, and creek connections. These will serve as functional, shared open spaces. The common open spaces should be programed for a variety of activities. In addition, Foothills Community Park is easily accessible from the site.

New buildings are appropriately scaled and are proposed with building facades and porches that relate well to the pedestrian areas. The community is designed to fit into the context of the existing Foothills Community to the west and the greater context of the developing North Boulder subcommunity. Consideration needs to be given to the interaction with the street frontage and how the pedestrians experience will be enhanced with the building design. See below.

7.01 Local Solutions to Affordable Housing & 7.02 Affordable Housing Goals

Response: The proposal for a 100 percent affordable residential development of 73 permanently affordable residential units supports these policies. The proposal will preserve and enhance existing residential units.

7.06 Mixture of Housing Types, 7.07 Preserve Existing Housing Stock, & 7.09 Housing for a Full Range of Households

Response: The proposal is for a mixture of housing types within the development. New homes are proposed as primarily single-family and duplex homes, with some carriage houses, triplexes, fourplexes and townhomes. Mobile homes would remain in the development and would gradually and voluntarily be replaced by new, similar-sized fixed foundation homes. A long-term land lease would allow residents to own their homes. All new replacement homes will be size limited. The proposal includes a mix of housing that can accommodate a variety of household configurations. New homes will contain 1-, 2-, and 3-bedroom units. Homes will be designed to accommodate extended families. The proposal includes one-story homes that would be conducive to populations with special needs.

The variety in proposed housing types gives flexibility in the ability to swap out aging mobile homes. The property was purchased by the city to preserve the community as permanently affordable. A primary goal is non-displacement of residents and existing mobile homes would remain for the foreseeable future.

7.08 Preservation and Development of Manufactured Housing

Response: The proposal would preserve the affordability of the existing mobile homes and will allow for existing residents to either purchase fixed-foundation homes on the site or stay in their mobile home. There will be no loss of housing and a primary goal of the project is non-displacement of residents.

8.05 Diversity

Response: The provision of affordable housing units and a variety of housing choices will help support socioeconomic diversity.

(b) The proposed change would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the city.

Response: The property is a County Enclave and will have no impact to the County facilities or population following annexation.

(c) The proposed change would not materially affect the land use and growth projections that were the basis of the Comprehensive Plan.

Response: A change to Medium Density Residential would not materially affect the land use and growth projections that were the basis of the Comprehensive Plan. The proposed land use change would retain close to the same density as the existing mobile home park community..

(d) The proposed change does not materially affect the adequacy or availability of urban facilities and services to the immediate area or to the overall service area of the city of Boulder.

Response: The proposed change would not materially affect the adequacy or availability of urban facilities and services to the immediate area or to the overall service area of the city of Boulder.

(e) The proposed change would not materially affect the adopted Capital Improvements Program of the city of Boulder.

Response: The proposed change would not materially affect the adopted Capital Improvements program of the City of Boulder.

(f) The proposed change would not affect the Area II/Area III boundaries in the Comprehensive Plan.

Response: The property is a County Enclave and will have no effect on other Area II or III properties.