

# ***Planning Commission***

**January 9, 2020  
City Hall, Council Chambers  
749 Main Street  
6:30 PM**

For agenda item detail see the Staff Report and other supporting documents included in the complete meeting packet.

**Public Comment will be limited to three (3) minutes per speaker.**

1. Call to Order
2. Roll Call
3. Elect Chair, Vice Chair, and Secretary
4. Approval of Agenda
5. Approval of Minutes
  - a. December 12, 2019
6. Public Comment on Items Not on the Agenda
7. Discussion of the 2020 Work Plan
8. Planning Commission Comments
9. Staff Comments
  - a. Open Government & Ethics Pamphlet – 2020 Edition
  - b. Public Notice Posting Locations (Resolution No. 1, Series 2020)
    - City Hall, 749 Main Street
    - Library, 951 Spruce Street
    - Recreation/Senior Center, 900 Via Appia
    - Police Department/Municipal Court, 992 Via Appia
    - City Web Site: [www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)
  - c. 2020 Meeting dates
10. Items Tentatively Scheduled for the regular meeting February 13, 2020:
  - St Louis Parish and Commercial Park GDP 2<sup>nd</sup> Amendment
11. Adjourn

## MEMORANDUM

**To:** Honorable Chair and Members of the Planning Commission

**From:** Planning Division

**Subject:** Election of Officers

**Date:** January 9, 2020

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The Bylaws of the Louisville Planning Commission establish the manner for electing officers. Article II, Section 2 established there shall be a Chair, Vice-chair and Secretary and that they shall be elected either

- 1) At the first meeting in January, or
- 2) At the first meeting of the Commission after the effective date of appointment of new members of the Planning Commission.

The Bylaws do not establish any formal process the Commission must follow in the election of officers.

The January Planning Commission agenda includes a business item for the election of officers. The Commission has two options for completing the election of officers:

- 1) Complete the election of officers with nomination during the January 10<sup>th</sup> meeting or
- 2) Accept formal nominations and letters of interest that could then be considered at the February 14<sup>th</sup> meeting.

If the Commission wishes to submit letters of interest or letters of nomination in advance of the February 13<sup>th</sup> meeting, staff could include those in your packets of that meeting. We would need to receive those by Monday, February 3, 2020 in order to forward them in your packets.

**Planning Commission  
Meeting Minutes  
December 12<sup>th</sup>, 2019  
City Hall, Council Chambers  
749 Main Street  
6:30 PM**

**Call to Order** – Chair Brauneis called the meeting to order at 6:31 PM.

**Roll Call** was taken and the following members were present:

Commission Members Present: Steve Brauneis, Chair  
Tom Rice, Vice Chair  
Jeff Moline  
Dietrich Hoefner  
Debra Williams  
Keaton Howe (late entry)

Commission Members Absent: None.

Staff Members Present: Rob Zuccaro, Dir. of Planning & Building  
Lisa Ritchie, Senior Planner  
Harry Brennan, Planner II  
Amelia Brackett Hogstad, Planning Clerk

**APPROVAL OF AGENDA**

Moline moved and Williams seconded a motion to approve the December 12<sup>th</sup>, 2019 agenda. Motion passed unanimously by voice vote.

**APPROVAL OF MINUTES**

Moline moved and Hoefner seconded a motion to approve the November 14<sup>th</sup>, 2019 minutes. Motion passed unanimously by voice vote.

**PUBLIC COMMENTS ON ITEMS NOT ON THE AGENDA**

None.

**NEW BUSINESS – PUBLIC HEARING ITEMS**

**The Business Center at CTC Replat J Final Plat and Final PUD:** A request for approval of a Final Plat to consolidate two lots into one, and approval of a Final Planned Unit Development to allow construction of a 84,000 sf flex industrial structure and associated site improvements at 1875 Taylor Ave. (Resolution 18, Series 2019)

- Applicant: RVP Architecture
- Case Manager: Harry Brennan, Planner II

All required public notice was met.

Brauneis requested disclosures of conflicts of interest. None.

Brennan described that industrial zoning had been extended to the property in a General Development Plan Amendment in 2019. The proposal to replat would preserve the conservation easement and outlot on the north resulting in a 110' buffer and meets the requirements of Titles 16 and 17. The Final PUD proposal is for an 84,000 sq. ft. building, provides three points of vehicular access, two pedestrian access points, with parking and paving around the building and landscaping around that and throughout the site plan. The plan also included site drainage and break area, loading docks on the south side of the building that could convert to parking as part of a deferred parking proposal, and a trail connection through the city-owned out lot. The applicant is asking for a setback waiver for carports on the west side of lot, which would result in an 11'6" setback on a portion where 25' was required, a request which staff supports. Brennan also explained the architectural design and materials and showed renderings.

Moline asked about the carport waiver and if the western property owner had commented on the waiver request.

Brennan responded that he did not think they had made any comment, and there is landscaping and a retaining wall on the west side.

Brauneis asked if they would be allowed to have the parking spaces in that location without the carport.

Brennan replied that the surface parking would be allowed and met the CCDSG.

Rice asked if the parking depended on the building's use.

Brennan replied that it would be required to have two spaces per 1,000 sq. ft. to start and explained that the warehouse and office requirements differed, and that staff would evaluate at the time of a building permit for tenant finish if the parking was adequate or if the deferred parking would be necessary.

Rice asked if the tenant finish permits would be the enforcement mechanism.

Brennan confirmed.

Rice asked suggested that there be a note on the PUD that the parking had to be in line with the use.

General agreement from staff that that was possible.

Brauneis asked if the entrance on CTC Boulevard was a full in and out.

Brennan confirmed.

Brauneis asked about the connectivity of the trail and noted that there was a social trail that connected the CTC to the Aquarius trail. He wondered if there was an opportunity to allow the connectivity from the interior of the CTC to connect with the trail itself.

Ritchie stated that staff had discussed with the applicant providing a connection from Taylor. There is a trail on the west side of Pearl Izumi.

Zuccaro added that it would not be ideal to encourage people to cross Highway 42 at that location and that the City would want to direct people to other crossings.

Brauneis asked for additional questions. Seeing none, he asked for an applicant presentation or for questions of the applicant. Hearing none, he asked for public comment. Seeing none, he asked for closing statements. None.

Moline stated that he was in support of the request and did not have a problem with the waiver.

Hoefner agreed.

Rice stated that it was a good project and he commented that he appreciated the attention to the architecture on the north side of the building so that driving down highway 42 did not confront a bunch of service ramps. He thought that the best way to clarify the parking issue was to include a note on the PUD to the effect that "parking will be brought into line with the ratios consistent with the uses that the building is put to."

Williams supported Commissioner Rice's addition of the parking note and that otherwise she was in support and she observed that the building was a nice design.

Brauneis appreciated the highway 42 orientation and the detail of the project.

Rice moved to approve Resolution 18, series 2019 with the condition that staff prepare a note for the PUD that reflects that the parking will be rendered consistent with the use of the building. Williams seconded. Approved unanimously by voice vote.

Vote approved unanimously by roll call vote.

**824 South Street Special Review Use:** A request for approval of a Special Review Use to allow Use Group #8: Hotels or motels including restaurants and other incidental commercial uses inside the principal building. (Resolution 20, Series 2019)

- Applicant: Hartronft Associates, p.c.
- Case Manager: Lisa Ritchie, Senior Planner

Ritchie reviewed the project background outlined the Special Review Use is to allow a hotel use with 7-9 rooms in the new addition and that the existing house would be converted to food prep and service. She presented the Special Review Use criteria and noted staff finds the proposal is consistent with each criterion. She noted staff evaluated the proposal for parking standards for Downtown and compared the hotel use to an office use. The PUD includes nine parking spaces, four on site and five as cash in lieu. The City is also looking at restriping the adjacent South Street parking to be in parking and provide five additional spaces.

Brauneis confirmed that there were no conflicts of interest to disclose.

Williams asked if there had ever been a hotel downtown.

Ritchie replied that there was an application for one in the 1990s but otherwise she was not aware.

Williams asked if the building was landmarked.

Ritchie replied that it was not landmarked and that PUD had gone before the Historic Preservation Commission.

Eric Hartront, 950 Spruce Street in Louisville, explained that the owner of the property had contemplated a small inn, bed-and-breakfast style with about seven rooms with a little lobby on the first floor that complimented the use on the first floor. There would be a business selling foods on the first floor, as well. He stated that having visitors to the hotel within walking distance of downtown would be a benefit to businesses. He addressed the parking by saying that the parking use would be primarily in the evening and he noted that the guests of the hotel would also be patrons of the downtown businesses and so would not necessarily be taking away parking from business patrons.

Brauneis asked for questions of the applicant. Seeing none, asked for comments from the public.

Deb Kolsar, 1021 Jefferson Avenue, stated that she did not think a hotel had ever been in downtown Louisville and that the uber/lyft idea scared her. She asked if the DELO area had been considered, as she thought that that would be a better location for a hotel.

Brauneis responded that the Commission did not have the purview to take into account whether DELO would be a good fit for a hotel, they could only look at the application itself. He asked staff to speak to the parking situation.

Ritchie stated that the uber/lyft mobility hub was a conversation within staff at this point and that there would be

Zuccaro stated that for big events like Street Faire, when someone calls for one of those ride services, they go anywhere in town and sometimes in crowded areas where it may not be safe. The City wanted to make it more efficient and safe for those types of uses. Zuccaro clarified that this discussion was informational and not part of the consideration for this application.

Scott Adlfinger, 1024 Jefferson, stated that he had heard concerns about the hotel meshing with Downtown but not about meshing with the residential neighborhood.. He was concerned about parking, lighting, and noise. He added that a hotel was basically 24/7. He thought it meshed well with the downtown area but was concerned with the residential areas.

Brauneis noted that the sound and lighting requirements were the same for downtown no matter the use.

Bob Brisnehan, 913 Main Street, stated that he had not heard anything about adequate parking.

Brauneis stated that the parking was evaluated with the office usage initially and staff had investigated if there was a difference between office and hotel uses and noted there were not any differences.

Zuccaro noted there are four spaces on the property and five spaces paid cash in lieu.

Kevin Gym, 7786 South Curtis Circle, Littleton, stated that he grew up in Niwot and that there was a small inn in downtown Niwot with about 14 rooms and that it was a great use and had never really been an issue or a point of contention for the neighborhood and got people going downtown. He thought this would help utilize the downtown area.

Brauneis asked for further comment. Seeing none, he asked for closing statements.

Ritchie reiterated that per the municipal code the site had met the parking requirements and staff had done additional research and had not found any additional need for parking and the proposal for exterior lighting had already been approved through the PUD. She noted that the applicant could respond to the HVAC system.

Hartfronft stated that there would be two rooftop units that would serve the commercial use for the offices upstairs. If they did the inn, there would be a small area for the common areas and individual units (7) that would be small condensers on the roof, similar to what you'd have for an added room on your house. He noted that the new technology was quiet and had come a long way. He thought the AC would be quieter with the smaller condensers than it would be for the two.

Brauneis asked staff to describe the parking in lieu system.

Ritchie described that there was a policy adopted in the 1990s once you reach an additional 1,000 sq. ft. of development it triggered new parking and the applicant could add parking or pay a fee in lieu to help offset the cost of building and maintaining parking Downtown. The applicant had elected to park four and pay a fee for the remaining five, paying upwards of \$90,000 in lieu of adding the additional parking.

Brauneis closed public comment and opened commissioner deliberation.

Williams asked if there was a potential for extra spaces with the diagonal parking.

Ritchie stated that the City was considering building five additional spaces, but they would be public and not dedicated to this property.

Williams noted that the Final PUD is already approved and could not change.

Ritchie replied that the exterior had been approved and the building permit had been approved.

Rice stated that the Commission was considering the special use. He noted that there had been commercial use approved since 2016. The only question was whether a small-scale inn was appropriate, which he noted was different from a hotel. He thought it was compatible with the uses and that an inn where people are sleeping than offices and other commercial uses such as restaurants and bars and he was in favor of the request.

Hoefner thought a small hotel made a lot of sense for a small downtown. He noted that there was a hotel at the intersection of Pine and Main Street according to a 1915 photograph.

Moline agreed and stated that this hotel was compatible and he was compelled by staff's analysis of the five criteria. He noted that the public parking was not germane to today's application, he appreciated that staff and the applicant had been working on that since it was important to the community even though it was not needed in this application.

Brauneis appreciated the concern that there was a commercial and a residential part of downtown. He thought that something like this would be better for the residential than something like a bar. He appreciated that there was something charming about this use and he appreciated how something of this size worked in Niwot.

Williams stated that she was happy that the five criteria were met and she thought this was a win-win for downtown. There were a couple small bed and breakfasts on Arapahoe in Boulder with nearby residential. She felt good about the fact that the construction is what it is, whether it was commercial or hotel use. She appreciated the discussions of parking.

Hoefner moved to approve resolution 20, series 2019. Moline seconded. Approved unanimously by roll call vote.

**Coal Creek Corporate Center 1 PUD Amendment Extension:** A request for a three-year extension of the approval of the Coal Creek Corporate Center 1 PUD Amendment A (Resolution 21, Series 2019)

- Applicant: Davis Partnership Architects
- Case Manager: Lisa Ritchie, Senior Planner

Commissioner Howe joined the meeting.

Ritchie noted that the required public notice was met.

Brauneis asked if there were any conflicts of interest to disclose.

Williams recused herself on the grounds that her husband works for the tenant of the building.

Ritchie stated that the applicant was requesting an extension up to February 31<sup>st</sup>, 2023. The PUD is for a two-phase expansion of the office building. The process for a PUD

extension is same as the initial approval in 2017 and all current codes and policies are the same as 2017. Staff is recommending approval.

Brauneis asked for questions of staff. He invited the applicant to speak and asked for questions of the applicant. Seeing none, he asked for public comment. Seeing none, he asked for staff closing statement.

Ritchie said staff had no closing statement.

Rice stated that this was a relatively routine situation and it just seemed like the timing had not worked the way people had originally intended.

Moline agreed with Commissioner Rice and he did not think that anything had changed in the area.

Rice moved to approved Resolution 21, Series 2019. Howe seconded. Vote approved by roll call vote

**DeLo Lofts PUD Extension:** A request for a three-year extension of the approval of the DeLo Lofts PUD (Resolution 22, Series 2019)

- Applicant: Marathon Construction Management
- Case Manager: Lisa Ritchie, Senior Planner

Ritchie noted that all required public notice met.

Brauneis asked for conflicts of interest. None.

Ritchie described the history of the various policies and PUD changes. The plan authorized the construction of 33 residential apartment condos and eight live-work units in the buildings on the north side. The application was for a PUD extension to December 6, 2022. Staff found that the proposal continued to meet the applicable policies and regulations, since they were the same as when the original PUD was approved. Staff recommended approval, but Ritchie noted that there had been property maintenance compliance issues.

Hoefner asked what the compliance issues are on the property.

Zuccaro replied that there had been a dirt storage on the on the property for a while and staff had received some complaints.

Hoefner asked if there was still a dirt pile and if it was still a compliance issue.

Zuccaro replied that there was still a dirt pile and that they were still working with the applicant on the issue.

David DELO West LLC, stated that there was grading scheduled for tomorrow or next week. He noted that there was water draining onto a neighbor's property that they were working on.

Rice asked about the staff report's statement that the extension is needed due to a restructuring of the ownership.

David replied that he was now in a position to take control of the project and get it completed. He noted that the DELO apartments were performing really well and they were close to 100% occupancy. The demand to add the additional 33 units is strong and they would like to start construction in the next three months.

Rice asked if a three-year extension was necessary.

David replied that he wanted to think that it was not necessary, but he would love to have it.

Rice noted that if the applicant started to develop the property that would help address the compliance issues.

Williams asked why there had been a delay, if it had to do with occupancy in the rest of DELO

David replied that that had been a part of it.

Mark Gasper, 1014 Johnson Lane, stated that the lot was a huge eyesore with or without the dirt. He stated that there had been an expectation when they bought their homes that this lot would develop also. He wanted to set the target on six months instead of three years. He was asking that there should be landscaping in along the road if the Commission was going to approve something for longer than six months.

Carol Shucker, 1086 Johnson Lane, stated that next week would be two years since she has closed on her house and they had been looking at the overgrown weeds had been there the whole time. She was also requesting interim landscaping or fencing in the next few months.

Michelle Smither, 1045 Johnson Lane, stated that she was representing about four people and that the eyesore was sad. For a long time there were weeds and overgrowth, now it is a dirt pile. She noted that there were a lot of promises in the DELO area that had not been kept. There were weeds as tall as she was and nobody bothered to get rid of them and she sent multiple letters. She asked what would need to happen to stop that from happening again. She noted that there were two applications earlier in the night that had talked about landscaping and looking good and the area looked terrible and there needed to be something in the extension that attended to the issues that the neighbors were facing.

Mike Deborski, 601 Pine Street, stated that he had sent a letter to Director Zuccaro and been frustrated and that there had been some dynamic issues with the partnership and it sounds like David was in charge now and sometimes it took a while for things to change. He was satisfied that they would help his concerns and that he thought they would attend to the concerns for the neighbors. He thinks a three-year timeline is appropriate because it takes a long time to get an investor or issues come up with construction.

Brauneis asked staff what the requirements are for the compliance issues. For additional public comments. Seeing none, he asked staff about the requirements for compliance issues.

Zuccaro replied that there had been dirt storage on the property and the City currently does not allow indefinite dirt storage on a property. How staff usually works with applicants is that if you have civil plans on record and a storm water management plan and a PUD you can start bringing dirt onto the site. Staff was trying to make sure that they move forward with the project. If they did not, they would have to grade the dirt and revegetate. Zuccaro noted that if weeds exceeded a certain height that is typically turned over to Code Enforcement and they will contact the property owners to address the issues.

Hoefner asked how this condition could have lasted for so long.

Zuccaro replied that the owners had been allowed to store dirt on the property, which would be needed for their project, with the expectation that they would proceed with the project. The project has stalled significantly, which was not expected when the dirt was originally moved to the property.

Brauneis asked when something like this would be enforced.

Zuccaro replied that if there were an enforcement issue staff could take action on that regardless of the PUD extension.

Rice asked if there could be conditions attached to the PUD extension.

Zuccaro replied that he did not know if the condition could be made unless it were tied to a specific criteria.

Rice replied that this was not typical and asked if they could grant a shorter extension.

Zuccaro confirmed that a shorter extension could be granted.

Hoefner noted that the PUD expired earlier in December.

Ritchie replied that the PUD didn't technically expire but that a permit could not be issued without an extension.

Hoefner asked if they had to act tonight and wondered if they could ask the applicant to go back and be a good neighbor and take the extension up at another time.

Rice replied that the same issue came up with the Foundry and had the same discussion and granted a one year extension.

Brauneis stated three years was what is typically asked for since the original approval is three years and asked about the requirement for reseeded.

Zuccaro replied that when someone was doing grading they usually have to get a storm water permit and reseed the dirt to avoid erosion issues. The City could require that the applicant reseed the dirt pile as a way of addressing the erosion issues or a nuisance dust issue.

Williams noted that the situation was the same as with the Foundry where there is a large dirt pile. She noted that when the Commission had approved the PUD Amendment for the Foundry without conditions to remove the dirt pile.

Zuccaro replied that that an enforcement issues is not typically addressed through PUD extension. The time limit on the extension was to provide the opportunity to reevaluate if there were community changes or policies that might change in the near future.

Asper noted that the single acre of property covered four streets and affected every single person in the neighborhood every single day.

Bruce Bernhardt, 1079 Leonard Lane, stated that the eyesore was more than just the dirt. He noted that there was a corrugated shed currently on Canyon Street and an old yellow bus or carriage that kids played in and that that could be removed from that lot. He agreed with his fellow neighbors that there should be a landscaping barrier.

Elizabeth Lay Evans with the Boon LLC, which was part of the ownership of this property and own adjacent property. She stated that she understood the neighbors' concerns, but the easiest way to remedy the situation was to grant the extension. She stated that if the timeframe was shortened, that was reasonable, but the intent was to move quickly now that the management issues had been resolved.

Howe asked staff for an estimate on a reasonable timeline.

Zuccaro stated that there were two phases, the apartments and the live/work. He thought the intent was to build the apartments first. He thought the construction timeline would be 1-2 years, but it could be 1-2 years for each.

Rice asked if there had been an application for a building permit.

Zuccaro replied that there had not.

Williams asked if the extension meant that they had three years to pull any building permits.

Zuccaro stated that if there was a one-year extension and the live/work units were not built in that timeframe they would require another extension.

Brauneis asked for closing statements.

David stated that he understood the frustration with the eyesores and that they would address it and make sure it was clean. He anticipated that the project would get built sooner than later with the extension.

Howe thanked everyone and noted that everyone seemed to want the development to be completed quickly. He did not think the development would be motivated to complete their project if they had to put up temporary landscaping. He suggested a two-year extension.

Hoefner noted that the dirt pile had been there for years and he wanted the applicant to have to come back and tell the Commission what had already been done to satisfy the neighbors rather than saying that it would be done.

Moline noted that it was concerning when developers made promises that they did not keep and he was compelled by staff's comments about the PUD extension, which could not get to the zoning issues. He appreciated Commissioner Hoefner's idea, but he was also thinking about Director Zuccaro's comment to address the compliance issues through code enforcement. He did not think the extension was the tool to get at those issues.

Hoefner replied that the developers clearly needed the extension and if they denied it tonight the applicant would have to come back.

Rice noted that the way to cure the issue is to get the project built and the question was what's the best way to get there. He thought that the enforcement issue needed to be enforced. If the applicant did not do what he said he would do it, the City had to enforce. He was not in favor of a three-year extension and he thought a year was the sweet spot to come pull a building permit.

Moline asked Commissioner Rice for his thoughts on if we have the criteria available to hold up or limit the extension.

Rice responded that the Commission could grant an extension for whatever amount of time is appropriate to motivate the development but that the code enforcement should be a separate administrative action that takes place now.

Williams stated that she had a problem giving three-year extensions to any development that had not gotten off the ground yet. She suggested 18 months as an extension. She agreed with Commissioner Rice that the extension was separate from enforcement. If there was a compliance issue that needed to be enforced throughout the whole city. She noted that if she ...

Hoefner was concerned with what would happen 18 months from now and it could be extended later.

Howe noted that denying the extension only allows them to go through another PUD and creates obstacles.

Ritchie noted they could move to continue to a future meeting.

Howe asked what would be needed to make them comfortable with the extension if they continued the hearing.

Hoefner replied that the information would be that the applicant had done something to address the concerns that the neighbors brought and the concerns were beyond the dirt pile.

Williams stated that she felt uncomfortable being a part of any code compliance issues.

Brauneis noted that these issues came up because the applicant must appear before the Commission but that they aren't the arm of the organization that deals with compliance. He asked what the benefit of delaying them and requiring them to go through the PUD again.

Hoefner noted that it was tied to the PUD in so far as the City granted a PUD that did not include a pile of dirt on the property.

Howe shared Commissioner Hoefner's frustrations. He did not want to set up obstacles to getting the project completed.

Rice proposed 12 months and Commissioner Williams proposed 18 months, he asked for other comments on the length.

Moline replied that he did not have a strong feeling on the length of the extension. He noted that there was the Council timeline and that citizens could come to Council and if things were not addressed by then Council could address it at that time.

Howe stated that he would lean toward 12 months over 18.

Rice noted that the developer for the Foundry had requested a 12-month extension and that is what the Commission had granted.

Rice moved to approve Resolution 22, Series 2019 with the amendment that the extension be changed from three years to one year. Howe seconded. Motion passed by roll call 5-1. Hoefner voted no.

### **COMMISSIONER COMMENTS**

Rice commended Planner Brennan on his excellent maiden voyage.

### **STAFF COMMENTS**

Ritchie noted that the Nawatny Ridge GDP was more likely tracking for February. Staff planned to keep the 2020 work plan on the meeting.

Rice asked if there is a meeting scheduled with City Council.

Ritchie replied that her understanding was that there would be dinners with the Commission

Zuccaro added that staff would email the commissioners know when the dates would be.

Moline asked if there was any news on appointments.

Ritchie replied that Council was interviewing applicants tonight.

Ritchie announced that the Rocky Mountain Land Use Conference is coming up in March. The City had budget for some commissioners to attend if they are interested.

Howe noted that he would be absent at the February meeting.

**ITEMS TENTATIVELY SCHEDULED FOR JANUARY 9<sup>TH</sup>, 2019**

- Planning Commission 2020 Work Plan
- Nawatny Ridge General Development Plan and Comprehensive Plan Amendments

**Adjourn:** Rice moved to adjourn. Moline seconded. Adjourned at 8:35 PM.

**ITEM:** 2020 Work Plan

**PLANNER:** Lisa Ritchie, Senior Planner

**SUMMARY:**

Provided below are the items that fall under Planning Commission's purview from the Draft 2020 City Council Work Plan. There was an initial discussion on this list during the December 10, 2019 City Council Special Meeting. The 2020 City Council Work Plan is set for further discussion on January 14, 2020. The entire draft work plan and the approved 2019 City Council Work Plan is provided as an attachment.

- Open Space zoning
  - Continue rezoning existing parks and open space lands. This will require review and recommendation by Planning Commission.
- Design Guidelines update
  - Staff is working on the draft Design Guidelines with the consultant. A work session is anticipated with Planning Commission this spring for discussion and direction, and a public hearing is anticipated later this spring/summer for adoption.
- PUD Review and Waiver Criteria
  - Staff is working on this in conjunction with the Design Guidelines update.
- Height Calculations
  - Staff will evaluate the effectiveness of current height calculation requirements and bring recommendations for consideration by Planning Commission at a work session later this summer or fall. Staff prefers to work on this issue in conjunction with an evaluation of the Old Town Overlay.
- Old Town Overlay
  - City Council requested this item on their 2020 Draft Work Plan. Staff anticipates a public process to evaluate the goals and objectives of the Old Town Overlay. If any changes are desired, these will come to Planning Commission through a public hearing, with a possible work session in advance.
- Group Home Regulations
  - Consideration of updates to the Title 17 regarding group home regulations to ensure compliance with Federal and State laws.
- City-Initiated Rezoning
  - Explore a process for city-initiated rezoning for non-legislative matters.

Staff is seeking direction on the above or any additional projects or initiatives the Commission may wish to explore. These may include ideas for study sessions on topics of interest, specific zoning or subdivision code amendments or comprehensive plan amendments that could be explored or initiated.

**BACKGROUND:**

The City has guiding policy documents that establish frameworks, goals and objectives for desired outcomes. Each individual item on the work plan should support these documents. Included as attachments are those with elements related to the work of the Planning Commission, with a brief overview below:

- *Strategic Planning Framework:* Each City Council work plan project is categorized by “Critical Success Factor,” which aligns with a recently adopted Strategic Planning Framework, developed by City Staff and endorsed by City Council. The Strategic Planning Framework is attached for reference and staff will provide more background on the plan development and its anticipated role in City operations.
- *City Program Goals and Objectives:* Also included for each City Council project is the designated “Program.” These designations reflect budgetary categories and are broken out into Program Goals, Subprograms, and Subprogram Objectives. The Community Design, Transportation and Economic Prosperity Program Goals and Objectives are attached for reference.
- *City of Louisville Comprehensive Plan:* The Comprehensive Plan is reviewed and updated on a 10-year cycle and is the City’s main policy document on land use, infrastructure and programs. Often, there are more specific policy documents that should align with the Comprehensive Plan, including small area plans, the transportation master plan, and parks and trails plans. The Comprehensive Plan may be updated prior to the 10-year cycle if necessary. Municipal Code Sec. 17.64.020 specifically allows the Planning Commission to initiate a Comprehensive Plan amendment.

**ATTACHMENTS:**

1. 2020 City Council DRAFT Work Plan and approved 2019 City Council Work Plan
2. Strategic Planning Framework
3. Transportation, Community Design and Economic Prosperity Program Goals and Subprograms
4. Comprehensive Plan

**SUBJECT: DISCUSSION/DIRECTION – 2020 CITY COUNCIL WORK  
PLANNING RETREAT**

**DATE: DECEMBER 10, 2019**

**PRESENTED BY: HEATHER BALSER, CITY MANAGER  
EMILY HOGAN, ASSISTANT CITY MANAGER FOR  
COMMUNICATIONS AND SPECIAL PROJECTS  
MEGAN DAVIS, DEPUTY CITY MANAGER**

**SUMMARY:**

City Council will conduct its annual work planning retreat to establish a realistic work plan for 2020 that reflects Council's priorities on issues that require Council policy direction or guidance. The work plan will include issues that City Council plans to address throughout the course of the year, the approximate meeting time Council will devote to each issue, and a rough schedule (by quarter) when Council will consider each issue. In addition, the Council work plan helps staff prioritize internal work plans and schedule the work that is needed to bring to Council for engagement.

The work planning session will be facilitated by Jonathan Bartsch, Principal at CDR Associates. A detailed agenda for the facilitated session is attached. The December 10<sup>th</sup> meeting will include the identification of City Council priorities to be included on the 2020 work plan, and on January 14<sup>th</sup> City Council will prioritize the items on the work plan, determine the timing for consideration of the items and how much time must be dedicated to each item. Once completed, staff will use the approved Council work plan to develop the advanced agenda for the year.

Prior to the work planning retreat staff reviewed the 2019 work plan, identified items from the previous year which may not have been completed or need to be carried over for further discussion and direction, identified items planned through the 2019/20 biennial budget, and any other items that were identified by Council throughout the year. This list has been circulated to City Council for initial input, and Councilmembers had the opportunity to add items in advance of the work planning session. Attached is a clean copy of the proposed 2020 work plan, incorporating all these changes and additions. You may not see the exact verbiage submitted by each Council member, as staff consolidated items that were submitted by multiple members.

The City Council final annual work plan includes all the items that the Council plans to discuss throughout the calendar year. The final work plan is limited to what can feasibly be accomplished by staff and Council during the work year. Currently, the draft includes more items than staff will be able to accomplish over the course of the year, so City Council will need to reduce the draft work plan considerably. The 2019 work plans is attached for review. In 2019, 40 items were prioritized on the work plan, and at the end

of the year 32 have been completed (or advanced to the anticipated level of completion) and 8 incomplete. Not all work plan items require the same level of discussion or time investment on the part of staff and City Council, but this provides a general sense of how much can be completed over the course of a year.

The Council work plan *includes*:

- Issues that require City Council policy direction.
- Issues that require Council consideration or action, per the charter.
- Routine items that require City Council action (land use items, fees/fines, etc.).
- Items/projects that are already budgeted for in 2020 but that require Council input or action.

The work plan *should not* include:

- Day to day operational items.
- Additional/new budget items for 2020, or 2021/22 budget items.
- Items that require staff or City Council capacity beyond what's feasible within the year.

In addition to the elements agreed to by City Council for inclusion on the work plan, the document identifies the budget program area for each item, as well as an icon for the alignment of the work plan item and the Strategic Plan. The icon depicts which Critical Success Factor may be supported by the work plan action (although it's possible more than one CSF would be impacted), and a note indicates whether the work plan item reflects a Strategic Plan Priority Initiative.

The goal of the City Council work planning retreat is for Council to develop an understanding and agreement of the 2020 work plan elements, and establish Council communication norms and standards. During the work planning retreat, City Council will discuss the following:

- Staff and/or City Council will provide a brief description of what each item is, and what completion would entail from a staff and City Council perspective.
- Does City Council agree/disagree with the proposed items for the 2020 work plan?
- Does City Council agree that this is generally the right number of items for Council for this year?
- Discuss how Council will work together in the coming year, and establish norms based on the Rules of Procedure.

As a next step from the work planning retreat, staff will estimate the amount of time necessary and optimal time for consideration of each item in 2020. Staff will also provide a recommendation for prioritization and the type of Council communication or discussion necessary for each item. On January 14, City Council will finalize the 2020 work plan.

**FISCAL IMPACT:**

The City has retained CDR Associates to assist with this process at a cost up to \$5,000 depending on the amount of time required for preparation and facilitation.

**PROGRAM/SUB-PROGRAM IMPACT:**

The Council work planning process will impact several Program/Sub-Program areas.

**RECOMMENDATION:**

Staff recommends that Council agree upon the items for inclusion on the 2020 work plan.

**ATTACHMENT(S):**

- 1. Process Agenda for Work Planning Retreat
- 2. Draft 2020 Work Plan with City Council input
- 3. 2019 City Council Work Plan
- 4. 2018 Rules of Procedure for City Council

**STRATEGIC PLAN IMPACT:**

<input checked="" type="checkbox"/>	 <b>Financial Stewardship &amp; Asset Management</b>	<input checked="" type="checkbox"/>	 <b>Reliable Core Services</b>
<input type="checkbox"/>	 <b>Vibrant Economic Climate</b>	<input type="checkbox"/>	 <b>Quality Programs &amp; Amenities</b>
<input type="checkbox"/>	 <b>Engaged Community</b>	<input type="checkbox"/>	 <b>Healthy Workforce</b>
<input type="checkbox"/>	 <b>Supportive Technology</b>	<input type="checkbox"/>	 <b>Collaborative Regional Partner</b>

# City of Louisville City Council Work Plan

December 10, 2019 6:00 pm – 8:45 pm

## Agenda

### Meeting Objective

Council understanding and agreement with the 2020 Work Plan elements and establish Council communication norms and standards.

### Agenda

**6:00 pm – 6:30**                    **Introductions, Meeting Purpose and Parameters**

**6:30 pm – 8:00**                    **Review of 2020 Work Plan**

- Purpose Work Plan
- 2019 Work Plan accomplishments
- Address questions and determine what is on the 2020 Work Plan
  - Staff sent the draft 2020 Work Plan to Council for review prior to the meeting and asked that any other topics be emailed to staff.
  - Council comments incorporated into the draft 2020 Work Plan.

**Goal:** Council understands the Work Plan process and elements and agrees on 2020 Work Plan items.

**8:00 pm – 8:30**                    **Council Discussion:** Facilitated discussion about processes and relationships that enhance the Council’s ability to work together.

- Roles and Responsibilities
- How to make best use of City Council time?
- Decision-making
- How do we disagree on policy matters and continue to work together to meet the needs of Louisville?

**Goal:** Create common expectations and understanding regarding Council communication and decision making.

**8:30 pm – 8:45**                    **Next Steps**

- January Council Work Plan Meeting Goal - prioritized list of Work Plan items, rough timeline for Council consideration and type of meeting anticipated/required.
- Other action items and follow-up materials?

## 2020 Louisville City Council Work Plan - DRAFT

Number <sup>i</sup>	Critical Success Factor/ Priority Initiative	Program	Issue	Time Allotment (# Regular Meeting, Study Session and/or Memo)	Priority (High, Medium or Lower)	1 <sup>st</sup> /2 <sup>nd</sup> /3 <sup>rd</sup> /4 <sup>th</sup> Quarter	Notes
1	 Financial Stewardship and Asset Management	Transportation	Transportation Master Plan Development & Implementation – discussion on TMP development and implementation (i.e. last mile solutions, quiet zones, proactive intergovernmental advocacy), including Transportation Improvement Program (TIP) updates and funding priorities (i.e. projects likely to be unfunded through CIP, evaluating options and deciding which projects to build).				Requested by City Council
2	 Reliable Core Services	Utilities	Water, Sewer and Storm Rates – annual update of utility rate model/rate classes.				Annual item
3	 Reliable Core Services	Public Safety & Justice	Vaping, E-Cigarettes & Tobacco – discussion on potential changes for vaping, e-cigarettes and tobacco regulations.				Requested by City Council
4	 Quality Programs and Amenities <b>**Priority Initiative</b>	Parks	Improve Medians/Landscaping – phase II of capital improvement of City’s medians and landscaping infrastructure, including forestry.				Carryover from 2019

## 2020 Louisville City Council Work Plan - DRAFT

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5	 Quality Programs and Amenities	Parks	Cottonwood Park Master Plan Update – complete update of Cottonwood Park Master Plan.				
6	 Quality Programs and Amenities	Parks, Open Space and Trails	Use of Herbicides in Parks and Open Space – discussion on use of herbicides in parks and open space.				Requested by City Council
7	 Quality Programs and Amenities	Open Space and Trails	Wildlife Management on Open Space and Private Property – discussion on wildlife management on open space and use of chemicals on private property.				Requested by City Council
8	 Quality Programs and Amenities <b>**Priority Initiative</b>	Open Space and Trails	Open Space Management Plan/Vision – bring recommendations back from OSAB for desired level of service to maintain and improve open space now and into the future.				Carryover from 2019

## 2020 Louisville City Council Work Plan - DRAFT

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9	 Quality Programs and Amenities	Open Space and Trails	Open Space zoning - final implementation of rezoning of existing parks and open space lands.				Carryover from 2019
10	 Quality Programs and Amenities	Open Space and Trails	Open Space Zoning – consider annexation of open space and enclaves				Carryover from 2019
11	 Quality Programs and Amenities	Recreation & Cultural Services	Senior Services Update – presentation from Boulder County Area Agency on Aging for aging plan and discussion on gaps in serving senior community/senior services programming and the Senior Center.				Carryover from 2019 & requested by City Council
12	 Quality Programs and Amenities	Cultural Services	Museum Campus Expansion – review 30% design documents for Historical Museum expansion/visitor center. Consultant will provide preliminary construction plan, estimated budget for final project and annual operations/maintenance cost estimates.				

## 2020 Louisville City Council Work Plan - DRAFT

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13	 Quality Programs and Amenities	Cultural Services	Funding for Public Art – LCC recommendations for creating revenue stream for public art and other options for expanding public art program.				Carryover from 2019
14	 Reliable Core Services	Community Design	Design Guidelines Update – improve ability of existing businesses and property owners to be successful by implementing changes to City’s commercial and industrial design guidelines.				Carryover from 2019
15	 Reliable Core Services	Community Design	Height Calculations – amend height calculation requirements to better define baseline grade or pre-construction grade and ensure over lot grading does not result in excessive building heights.				Carryover from 2019
16	 Quality Programs and Amenities	Community Design	Miners Cabins – complete relocation/restoration of miners’ cabins.				Carryover from 2019
17	 Collaborative Regional Partner	Community Design	Affordable Housing - explore affordable housing funding in collaboration with Boulder County and participation in County-wide affordable housing strategies.				Carryover from 2019 – anticipate discussion around

## 2020 Louisville City Council Work Plan - DRAFT

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							countywide tax in 2020
18	 Reliable Core Services	Community Design	PUD Review and Waiver Criteria – consolidate and update criteria.				Carryover from 2019
19	 Reliable Core Services	Community Design	Group Home Regulations – consider updating zoning code to adopt group home regulations compliant with state law, which currently does not exist in the City’s code.				
20	 Reliable Core Services	Community Design	City-Initiated Rezoning – explore process for City-initiated rezoning for non-legislative matters.				Requested by City Council
21	 Reliable Core Services	Community Design	Old Town Overlay Zone District – conduct a review of Old Town Overlay and standards for effectiveness in preserving Old Town neighborhood character, including lot coverage and floor area ratio, and initiate amendments to the Old Town Overlay if deemed desirable.				Requested by City Council

## 2020 Louisville City Council Work Plan - DRAFT

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22	 Reliable Core Services	Community Design	Shadow Protection for Solar Access – consider standards for shadow protection of solar access (i.e. solar access areas, solar fences, solar access permits).				Requested by City Council
23	 Vibrant Economic Climate <b>**Priority Initiative</b>	Economic Prosperity	Economic Vitality Strategic Plan & Implementation – develop strategic plan for economic vitality/sustainability and discuss implementation.				Requested by City Council
24	 Vibrant Economic Climate	Economic Prosperity	Urban Renewal Authority’s Plans/Strategy – in coordination with LRC, review of URA plans/strategy and identification of eligible infrastructure projects that could be assisted through LRC resources.				Requested by City Council
25	 Quality Programs and Amenities	Administration and Support Services	2021-2022 Budget & CIP – consider new approaches to City budgeting leading to final adoption of 2021-2022 budget and capital improvement program.				Annual item & requested by City Council
26	 Engaged Community <b>**Priority Initiative</b>	Administration and Support Services	New Technology/Engagement Tools – update on final implementation of new communication/engagement tools and discussion on improving methods of obtaining input in a timely, frequent and efficient manner from broad group of residents (i.e. persons				Carryover from 2019 & requested by City Council

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			with mobility restrictions, busy parents) on policy matters.				
27	 Engaged Community	Administration and Support Services	Neighbors on Warning Process – explore Neighbors on Warning (NOW) process improvements, including City-wide/legislative zoning change notification, increased notification distances and improved notice boards.				Requested by City Council
28	 Quality Programs and Amenities	Administration and Support Services	Evaluation of all City Council appointees: City Manager, City Attorney, Judge and Prosecuting Attorney.				Annual item
29	 Quality Programs and Amenities	Administration and Support Services	Council Work Plan Preparation – draft annual Council Work Plan of prioritized items to be addressed in upcoming year.				Annual item

## 2020 Louisville City Council Work Plan - DRAFT

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30	 Supportive Technology **Priority Initiative	Administration and Support Services	Middle Mile Network – develop plan for completion of City’s middle mile fiber network.				Carryover from 2019
31	 Reliable Core Services	Administration and Support Services	Council Salary Survey – review results of annual City Council salary survey (if changes are needed).				Annual item
32	 Engaged Community	Administration and Support Services	Boards & Commission Structure – discussion on effectiveness of City’s current boards/commission structure, including determination of whether there should be consolidation, elimination or expansion of boards/commissions while improving Council’s process for creating/filling vacancies.				Requested by City Council
33	 Engaged Community	Administration and Support Services	Board & Commission Interviews/Appointments - review process for board/commission appointments and conduct interviews for boards & commissions and determine appointments.				Annual item

## 2020 Louisville City Council Work Plan - DRAFT

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34	 Engaged Community	Administration and Support Services	Board & Commission Updates – annual updates from boards/commissions to Council.				Annual item
35	 Reliable Core Services	Administration and Support Services	Potential Tax Questions/Ballot Issues – discussion on potential tax questions/ballot issues for 2020 (i.e. cigarette tax, transportation, plastic bag).				
36	 Engaged Community	Administration and Support Services	Citizen Survey – discussion on actionable service/policy questions, approval of questions for 4-year survey and presentation of results.				Requested by City Council
37	 Quality Programs and Amenities	Administration and Support Services	Sustainability Action Plan Update – update of 2016 Louisville Sustainability Action Plan and establishing priorities for implementation, including outreach and communication efforts.				Requested by City Council
38	 Quality Programs and Amenities	Administration and Support Services	Refinement of Performance Measures – refine Key Performance Indicators (KPIs) for 2021-2022 budget.				
39	 Collaborative Regional Partner	Administration and Support Services	Ongoing Airport Noise Mitigation Efforts – continued efforts to address noise complaints from Rocky Mountain Metropolitan Airport with neighboring communities.				

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40	 Reliable Core Services	Administration and Support Services	Marijuana Cultivation – implement cultivation regulations and excise tax approved by voters in 2019.				
	 Reliable Core Services	Other	PUDs/Developments Projects to be Submitted – once applicant has satisfied all submittal requirements and proposal has been reviewed by the Planning Commission, staff will present for consideration.	N/A	N/A		Ongoing
	 Collaborative Regional Partner <b>**Priority Initiative</b>	Other	Consider Regional Partnerships – continue to consider shared service opportunities with neighboring municipalities (i.e. multi-purpose fields, northwest rail).	N/A	N/A		Ongoing
	 Reliable Core Services	Other	Consent Items – staff processes small/non-controversial issues by adding to consent agenda for consideration. Council sometimes removes these items from consent agenda and discusses during regular meeting.	N/A	N/A		Ongoing
	 Reliable Core Services	Other	Municipal Code Updates – staff drafts and presents updates to Municipal Code as part of ongoing efficiency efforts.	N/A	N/A		Ongoing

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	 Reliable Core Services	Other	Unanticipated Issues - each year numerous issues arise that cannot be reasonably foreseen that require Council consideration.	N/A	N/A		Ongoing

<sup>i</sup> Number for reference only. Does not represent priority of item on work plan or within high/medium/lower category.

## 2019 Louisville City Council Work Plan

Number <sup>i</sup>	Critical Success Factor/ Priority Initiative	Program	Issue	Time Allotment (# Regular Meeting, Study Session and/or Memo)	Priority (High, Medium or Lower)	1 <sup>st</sup> /2 <sup>nd</sup> /3 <sup>rd</sup> /4 <sup>th</sup> Quarter
1.	 Reliable Core Services **Priority Initiative	Transportation	Transportation Master Plan – implement recommendations from TMP and discuss future funding considerations.	3 meetings	High	1 <sup>st</sup> , 2 <sup>nd</sup> , 3 <sup>rd</sup>
2.	 Reliable Core Services	Utilities	Trash Hauler RFP - select contractor for collection of single-family residential trash, recyclables and compostables. Policy discussion about waste diversion and composting and approval of the contract.	2 meetings	High	1 <sup>st</sup>
3.	 Financial Stewardship and Asset Mgmt **Priority Initiative	Recreation	Recreation/Senior Center Assessment/Fees - review finances, fees and budgets to ensure sound financial structure/fiscal sustainability of Recreation Fund.	2 – 3 meetings	High	2 <sup>nd</sup> , 3 <sup>rd</sup>
4.	 Financial Stewardship and Asset Mgmt **Priority Initiative	Recreation	Golf Course Assessment/Fees – review finances, fees, budgets and water policies to ensure sound financial structure/fiscal sustainability of Golf Fund.	2 – 3 meetings	High	2 <sup>nd</sup> , 3 <sup>rd</sup>

## 2019 Louisville City Council Work Plan

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5.	 Reliable Core Services	Community Design	Design Guidelines and Sign Code Update – improve ability of existing businesses and property owners to be successful by implementing changes to City’s commercial and industrial design guidelines and sign code.	2 meetings	High	2 <sup>nd</sup> , 3 <sup>rd</sup>
6.	 Vibrant Economic Climate **Priority Initiative	Economic Prosperity	Implement Recommendations from McCaslin Redevelopment Study to support redevelopment within area.	3 – 4 meetings	High	1 <sup>st</sup> , 2 <sup>nd</sup> , 3 <sup>rd</sup> , 4 <sup>th</sup>
7.	 Financial Stewardship and Asset Mgmt **Priority Initiative	Administration and Support Services	Fiscal and Revenue Policies – review and update fiscal policies, including Rec and Senior Center, Golf Course and Open Space acquisition. Review reserve policy for acquisitions.	2 meetings	High	2 <sup>nd</sup> , 3 <sup>rd</sup>
8.	 Financial Stewardship and Asset Mgmt	Administration and Support Services	2020 Budget – finalize and adopt 2020 operating and capital budget.	3 meetings	High	2 <sup>nd</sup> , 3 <sup>rd</sup>

## 2019 Louisville City Council Work Plan

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9.	 Financial Stewardship and Asset Mgmt	Administration and Support Services	TABOR Revenue Options – explore options for excess sales/use tax collected for operations and maintenance for recreation facilities expansion.	1 meeting	Medium	2 <sup>nd</sup>
10.	 Reliable Core Services	Transportation	South Boulder Road Connectivity – update on alternatives and approval of design.	1 meeting	Medium	2 <sup>nd</sup>
11.	 Reliable Core Services	Transportation	Paving Update – review results of updated Pavement Condition Index (PCI) inventory and scores and incorporate specific measurable goals and long-term funding strategies.	1 Study Session, 1 meeting	Medium	1 <sup>st</sup> , 3 <sup>rd</sup>
12.	 Reliable Core Services	Utilities	Water, Sewer and Storm Rates – update utility rate model/rate classes.	1 meeting	Medium	2 <sup>nd</sup>
13.	 Quality Programs and Amenities <b>**Priority Initiative</b>	Parks	Improve Medians/Landscaping – increase efforts to improve the City’s medians and landscaping infrastructure, including forestry.	1 memo, 1 meeting	Medium	2 <sup>nd</sup> , 3 <sup>rd</sup>
14.		Open Space and Trails	Open Space/Parks Enforcement – Revisions to Municipal Code for enforcement on open space and parks.	2 meetings	Medium	2 <sup>nd</sup> , 3 <sup>rd</sup>

## 2019 Louisville City Council Work Plan

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	Quality Programs and Amenities					
15.	 Quality Programs and Amenities	Open Space and Trails	Coyote Run – Update and implementation of landslide mitigation.	2 meetings	Medium	1 <sup>st</sup> , 3 <sup>rd</sup>
16.	 Quality Programs and Amenities	Open Space and Trails	Open Space Management Plan/Vision – Conduct baseline assessment and determine desired level of service to maintain and improve open space now and into the future.	1 Study Session, 1 meeting	Medium	3 <sup>rd</sup> , 4 <sup>th</sup>
17.	 Quality Programs and Amenities	Open Space and Trails	Open Space zoning - Rezoning of existing parks and open space lands	2 - 3 meetings	Medium	2 <sup>nd</sup> , 3 <sup>rd</sup>
18.	 Reliable Core Services	Community Design	Marijuana Regulations Update – discuss potential changes to current regulations.	1 – 2 meetings	Medium	1 <sup>st</sup>
19.	 Quality Programs and Amenities	Community Design	Miners Cabins – complete the relocation/restoration of miners’ cabins.	1 meeting	Medium	2 <sup>nd</sup>

## 2019 Louisville City Council Work Plan

Number <sup>i</sup>	Critical Success Factor/ Priority Initiative	Program	Issue	Time Allotment (# Regular Meeting, Study Session and/or Memo)	Priority (High, Medium or Lower)	1 <sup>st</sup> /2 <sup>nd</sup> /3 <sup>rd</sup> /4 <sup>th</sup> Quarter
20.	 Collaborative Regional Partner	Community Design	Affordable Housing funding in collaboration with Boulder County and participation in Countywide affordable housing strategies.	2 meetings/ memo updates	Medium	2 <sup>nd</sup> , 3 <sup>rd</sup> (timing based on county conversations)
21.	 Reliable Core Services	Community Design	Height Calculations – amend height calculation requirements. Current regulations are difficult to interpret and enforce.	2 meetings	Medium	3 <sup>rd</sup>
22.	 Quality Programs and Amenities	Community Design	Historic Preservation Funding – review of Historic Preservation Funding Grant Program.	1 meeting	Medium	2 <sup>nd</sup>
23.	 Vibrant Economic Climate	Economic Prosperity	Redevelopment of Phillips 66 Property - Staff will develop options/tools to understand the market, the development potential and benefits to the community.	2 – 3 meetings	Medium	3 <sup>rd</sup> , 4 <sup>th</sup>
24.	 Vibrant Economic Climate	Economic Prosperity	Review BAP Policies – establish administrative policies for Business Assistance Program and review focus of program.	1 meeting	Medium	3 <sup>rd</sup>
25.	 Vibrant Economic Climate	Economic Prosperity	LRC Update – update and further collaboration with Louisville Revitalization Commission (i.e. capital projects, opportunities, redevelopment efforts).	1 meeting	Medium	1 <sup>st</sup> , 2 <sup>nd</sup>

## 2019 Louisville City Council Work Plan

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26.	 Engaged Community **Priority Initiative	Administration and Support Services	New Technology/Engagement Tools – seek input from City Council on new communication tools (i.e. website redesign, mobile application).	1 Study Session	Medium	2 <sup>nd</sup>
27.	 Supportive Technology **Priority Initiative	Administration and Support Services	Middle Mile Network – develop plan for completion of City’s middle mile fiber network.	Study Session or meeting	Medium	3 <sup>rd</sup>
28.	 Financial Stewardship and Asset Mgmt	Administration and Support Services	2021-2022 Budget Process – investigate and proposed changes to City’s budget process for implementation for 2021-2022 biennial fiscal year budget cycles.	1 Study Session, 1 – 2 meetings	Medium	2 <sup>nd</sup> , 3 <sup>rd</sup>
29.	 Quality Programs and Amenities	Administration and Support Services	Energy Future Collaboration Update –update on Energy Future Collaboration between City and Xcel and implementation of goals/strategies.	1 meeting	Medium	4 <sup>th</sup>
30.	 Quality Programs and Amenities	Administration and Support Services	Evaluation of all City Council appointees: City Manager, City Attorney, Judge and Prosecuting Attorney prior to 2020 appointments by Council.	2 meetings	Medium	3 <sup>rd</sup> , 4 <sup>th</sup> (CM)

## 2019 Louisville City Council Work Plan

Number <sup>i</sup>	Critical Success Factor/ Priority Initiative	Program	Issue	Time Allotment (# Regular Meeting, Study Session and/or Memo)	Priority (High, Medium or Lower)	1 <sup>st</sup> /2 <sup>nd</sup> /3 <sup>rd</sup> /4 <sup>th</sup> Quarter
31.	 Quality Programs and Amenities	Administration and Support Services	Council Work Plan preparation	1 meeting	Medium	4 <sup>th</sup>
32.	 Quality Programs and Amenities	Recreation	Senior Services Update – update on County-wide aging plan and senior services programming.	Memo and 1 Study Session	Lower	1 <sup>st</sup> , 4 <sup>th</sup>
33.	 Quality Programs and Amenities	Cultural Services	Funding for Public Art – LCC recommendations for creating revenue stream for public art and other options for expanding public art program.	1 Study Session	Lower	3 <sup>rd</sup>
34.	 Reliable Core Services	Community Design	PUD Review and Waiver Criteria – consolidate and update criteria.	1 meeting	Lower	2 <sup>nd</sup>
35.	 Reliable Core Services	Community Design	Dark Sky Lighting – consider dark sky lighting code changes for residential properties, and further education.	2 meetings	Lower	3 <sup>rd</sup> , 4 <sup>th</sup>
36.	 Quality Programs and Amenities	Open Space and Trails	Open Space zoning: Consideration of annexation of open space and enclaves	1 meeting	Lower	3 <sup>rd</sup>

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37.	 Healthy Workforce	Administration and Support Services	Strategic Plan Implementation – update on implementation of Strategic Plan	1 Study Session / memos	Lower	2 <sup>nd</sup>
38.	 Engaged Community	Administration and Support Services	Board & Commission Interviews/Appointments: - Review process for Board & Commission Appointments - Conduct interviews for Boards & Commissions and determine appointments.	2 meetings	Lower	2 <sup>nd</sup> , 4 <sup>th</sup>
39.	 Reliable Core Services	Administration and Support Services	Council Salary Survey – review results of biannual City Council salary survey and potentially create a policy structure around the issue.	1 meeting	Lower	3 <sup>rd</sup>
	 Reliable Core Services	Other	PUDs/Developments Projects to be Submitted – once applicant has satisfied all submittal requirements and proposal has been reviewed by the Planning Commission, staff will present for consideration.	N/A	N/A	N/A
	 Collaborative Regional Partner <b>**Priority Initiative</b>	Other	Consider Regional Partnerships – continue to consider shared service opportunities with neighboring municipalities (i.e. multi-purpose fields, northwest rail).	N/A	N/A	N/A
	 Reliable Core Services	Other	Consent Items – staff processes small/non-controversial issues by adding to consent agenda for consideration. Council sometimes	N/A	N/A	N/A

## 2019 Louisville City Council Work Plan

Number <sup>i</sup>	Critical Success Factor/ Priority Initiative	Program	Issue	Time Allotment (# Regular Meeting, Study Session and/or Memo)	Priority (High, Medium or Lower)	1 <sup>st</sup> /2 <sup>nd</sup> /3 <sup>rd</sup> /4 <sup>th</sup> Quarter
			removes these items from consent agenda and discusses during regular meeting.			
	 Reliable Core Services	Other	Municipal Code Updates – staff drafts and presents updates to Municipal Code as part of ongoing efficiency efforts.	N/A	N/A	N/A
	 Reliable Core Services	Other	Unanticipated Issues - each year numerous issues arise that cannot be reasonably foreseen that require Council consideration.	N/A	N/A	N/A

<sup>i</sup> Number for reference only. Does not represent priority of item on work plan or within high/medium/lower category.



# City of Louisville

## Strategic Planning Framework



## Introduction

The purpose of the Strategic Plan is to outline how the City can best serve our residents now and into the future. The Strategic Plan will serve as a road map for our organization, to strengthen our organizational culture, and to serve as a communication tool for the community to understand the strategic vision and operating guidelines of the organization.

As an internal, guiding document, the Strategic Plan outlines our operating guidelines for the organization as a whole—our Vision, Mission and Values, as well as our Critical Success Factors—and will help align our organizational culture with the work that we do. In addition, the Strategic Plan includes Priority Initiatives that capture the City’s key priorities for the next one to two years (aligned with the biennial budget process) in each of the Critical Success Factor areas. The City has many initiatives ongoing throughout the year, in addition to the daily operations required to run the City. The Priority Initiatives represent those projects or initiatives occurring in the next one to two years that are above and beyond our daily operations, which represent an increased level of service, have new or additional dedicated resources and funding, and help advance the City’s vision. Together, these elements demonstrate to our residents what we plan to accomplish, and the manner in which we commit to doing our work.

The development of a Strategic Plan has been a priority for City Council and the City Manager, to serve as a singular, guiding document that aligns with the City’s Comprehensive Plan, program-based budget, Home Rule Charter and other planning documents to reflect one unified vision for the organization. Existing plans are still relevant, and will continue to provide direction in key areas of our work.

In addition, the City of Louisville continues to move forward with its program-based budget structure, which includes program areas with specific goals, and sub-programs with detailed objectives. Our progress in meeting these goals and objectives are measured on an annual basis through our Key Performance Indicators (KPIs), and the Strategic Plan reflects how our Priority Initiatives are aligned with these program areas. In essence, the program/sub-program areas reflect all the work of the City that’s performed on a day to day basis, the Priority Initiatives reflect those high-priority efforts that represent an increased financial and resource investment over a period of time, and the Strategic Plan reflects how we do our work.

Thank you for reading this document. We hope it will quickly become a useful tool that becomes an integral part of our organizational operations, and which also will serve to inform our residents about the work we do.

## Vision

**The City of Louisville** – dedicated to providing a vibrant, healthy community with the best small town atmosphere.

## Values

### Innovation

Leading and embracing change and transformation through creative thinking, learning, and continuous improvement.

### Collaboration

Proactively engaging colleagues and other stakeholders in developing solutions through open communication.

### Accountability

Fulfilling our responsibilities, owning our actions, and learning from our mistakes.

### Respect

Treating people, processes, roles, and property with care and concern.

### Excellence

Doing our best work and exceeding expectations with responsive, efficient, and effective customer service.

## Mission

Our commitment is to protect, preserve, and enhance the quality of life in our community.

## Critical Success Factors



Financial Stewardship and Asset Management



Reliable Core Services



Vibrant Economic Climate



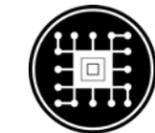
Quality Programs and Amenities



Engaged Community



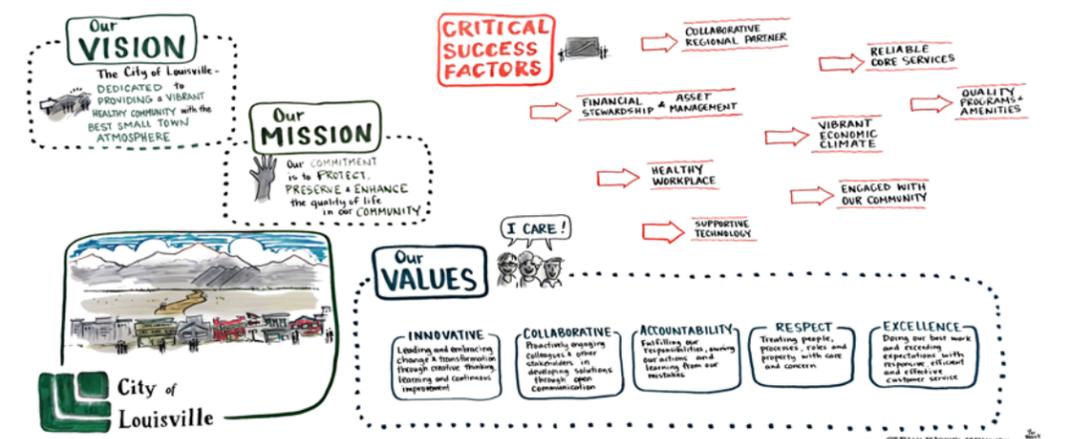
Healthy Workforce



Supportive Technology



Collaborative Regional Partner



## Critical Success Factors and 2019 – 2020 Priority Initiatives



### Financial Stewardship and Asset Management

The City of Louisville has established financial policies and internal controls to ensure financial sustainability and financial resiliency, and to safeguard the City's assets. The City's recurring revenues are sufficient to support desired service levels and proactively maintain critical infrastructure and facilities. The City practices long-term financial planning through a comprehensive budget process to proactively adjust for changes in financial forecasts. City employees are trusted stewards of the public's money and assets.

#### 2019 – 2020 Priority Initiatives:

- Review and update fiscal policies. (Administration & Support Services)\*
- Review finances, fees, and budgets to ensure sound financial structure and fiscal sustainability for the new Recreation Center Fund and Golf Fund. (Administration & Support Services, Recreation)
- Continue implementation of the City's enterprise resource planning (ERP) system, including the implementation of utility billing and electronic time sheets. (Administration & Support Services)



### Reliable Core Services

Louisville is a safe community that takes comfort in knowing core services, such as police, roads, water and basic maintenance, are fair, effective, consistent, and reliable. Excellent customer service is provided in the delivery of all City services. The City is prepared for emergencies and offers residents peace of mind knowing basic municipal services are planned for and carried out.

#### 2019 – 2020 Priority Initiatives:

- Complete the City's Transportation Master Plan and identify and implement key investments that will improve the City's transportation infrastructure. (Transportation, Community Design)
- Complete infrastructure improvements outlined in the Capital Improvement Plan, including Citywide paving management upgrades, new water treatment pump station replacing Sid Copeland, and water and sewer line replacement. (Transportation, Utilities)
- Increase efforts to improve the City's medians and landscaping infrastructure, including forestry resources. (Parks, Transportation)
- Complete renovations at the Police Department facility to expand the City's Emergency Operations Center. (Public Safety & Justice)



### Vibrant Economic Climate

Louisville promotes a thriving business climate that provides job opportunities, facilitates investment, and produces reliable revenue to support City services. Our unique assets enhance the City's competitive advantage to attract new enterprises, and Louisville is a place people and businesses want to call home.

#### 2019 – 2020 Priority Initiatives:

- Implement recommendations from the McCaslin Area Market Study to support redevelopment within the area. (Economic Prosperity, Community Design)
- Develop a plan to increase proactive retail recruitment for the City of Louisville. (Economic Prosperity)



### Quality Programs and Amenities

Excellent programs and amenities sustain the unique experience of living in Louisville. The community enjoys quality facilities and public spaces as well as cultural and educational services that reflect our heritage and are accessible for all. Program performance is evaluated on a regular basis. Opportunities exist to support a healthy mind, healthy body, and healthy community.

#### 2019 – 2020 Priority Initiatives:

- Transition Recreation and Senior Center programming and services to reflect the increased demand associated with the newly expanded facility. (Recreation)
- Complete upgrades to two City playgrounds, and infield improvements at the Louisville Sports Complex. (Parks, Recreation)
- Increase natural resource management activities on City Open Space with the addition of new natural resources staff, including improving native vegetation, increasing weed control, and evaluating the effectiveness of management efforts. (Open Space and Trails)
- Increase programming and hours at the Louisville Historical Museum, and increase program marketing and outreach to grow attendance and participation in all City cultural events. (Cultural Services)

\*The City of Louisville has a program based budget and Key Performance Indicators that reflect progress on all program goals. This denotes the program area with which these priority initiatives are associated.



## Engaged Community

Louisville residents are informed, involved, engaged, and inspired to be active in community life. The City provides formal and informal opportunities to participate in civic life and transparently shares information using a variety of efficient and accessible approaches.

### 2019 – 2020 Priority Initiatives:

- Further develop the City's public information and involvement program through additional staffing and resources. (Administration & Support Services)
- Increase transparency around the City's budget, Strategic Plan, and budget program goals through dashboards and other reporting tools. (Administration & Support Services)
- Explore new technology and engagement tools (i.e. mobile application, engagement platform, etc.) to ensure accessible participation for all members of the community. (Administration & Support Services)

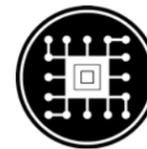


## Healthy Workforce

Louisville employees are high-performing public servants characterized as dedicated, engaged self-starters who embody established organizational values and excel in their roles and responsibilities. The City is a healthy workplace that provides competitive compensation and benefits and offers professional development and lifelong learning opportunities for its employees. City employees know they are valued, and they are recognized and rewarded for excellence. Louisville is a place where employees can have a voice in decisions, so collective success is ensured.

### 2019 – 2020 Priority Initiatives:

- Leverage additional staffing and resources to develop an organizational development and training program that will support our culture of continuous learning, succession planning, and leadership development. (Administration & Support Services)
- Develop a workplace culture initiative that promotes the organizational culture of I CARE and reflects the strategic plan. (Administration & Support Services)



## Supportive Technology

Louisville utilizes stable, proven, and relevant technology to enhance and automate City services and to improve the overall customer experience when possible. The use of technology allows the City to make decisions based on accurate and supportable datasets. Supportive technology fosters a culture of learning and innovation.

### 2019 – 2020 Priority Initiatives:

- Develop a plan for completion of the City's middle-mile fiber network. (Administration & Support Services)
- Utilize additional staffing resources to support data-driven decision-making by training staff to fully leverage technology systems by accessing available data. (Administration & Support Services)
- Implement and build upon existing technology applications and systems that will enhance City services, including Police Department Records Management, Laserfiche records retention, Planning Department Energov, Recreation Center RecTrak, GIS, and other system upgrades. (Administration & Support Services, Public Safety & Justice, Community Design, Recreation)



## Collaborative Regional Partner

Louisville is recognized as a regional leader on collaborative issues that cross jurisdictional lines. The City partners with neighboring communities to solve regional problems and to further leverage resources. Louisville cultivates and maintains strong relationships with regional entities and organizations, leads and participates in collective efforts to address issues of mutual interest, and shares ideas and best practices to improve services.

### 2019 – 2020 Priority Initiatives:

- Work with regional partners to develop approaches to address transportation funding needs. (Administration & Support Services, Transportation)
- Strengthen relationships with local schools and school district. (Administration & Support Services)
- Consider shared service opportunities with neighboring municipalities. (Administration & Support Services)



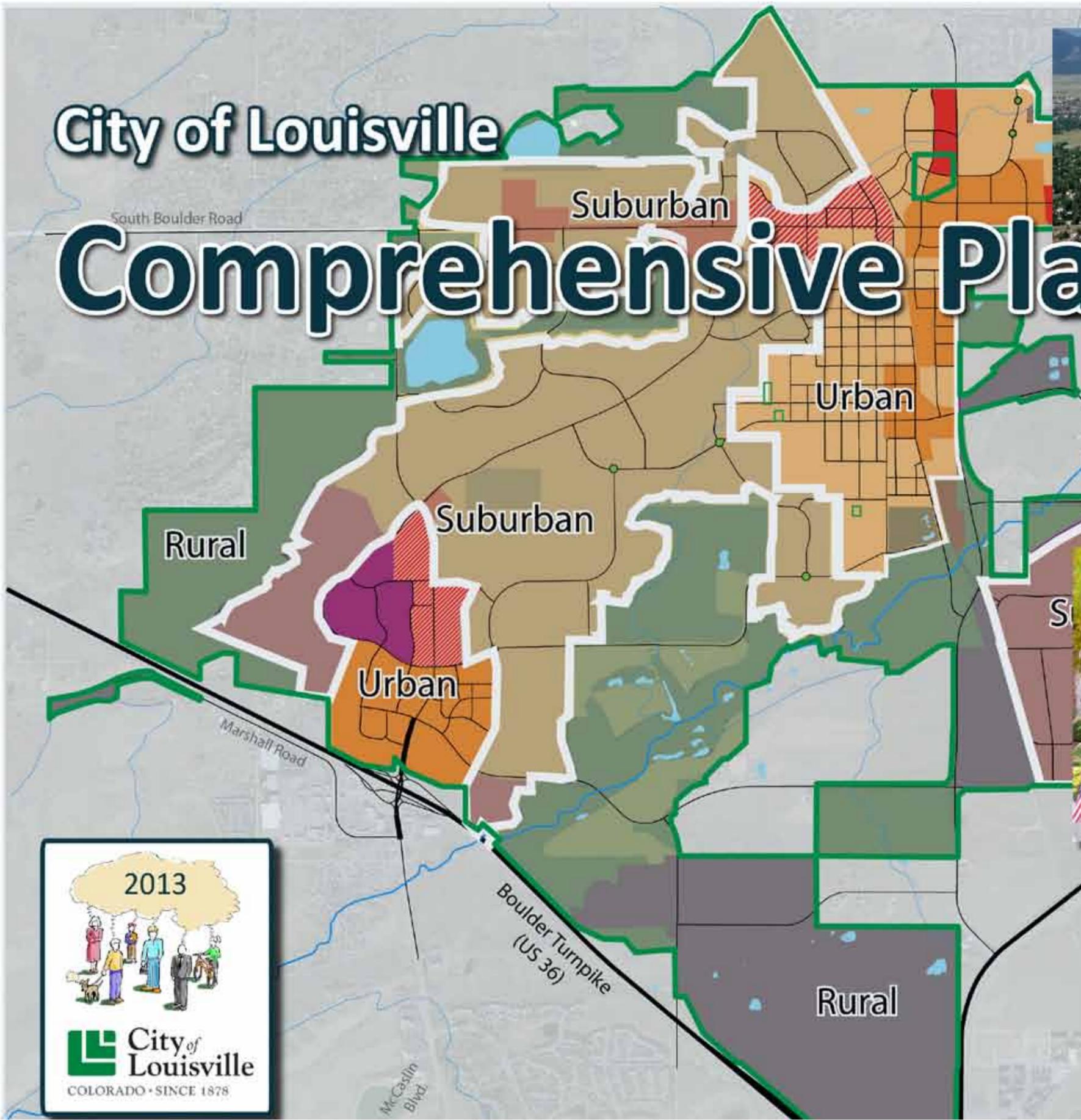
**City of Louisville Programs, Goals and Sub-Programs**

<b>Programs</b>	<b>Goals</b>	<b>Sub-Programs</b>	<b>Sub-Program Objectives</b>
<b>Transportation</b>	A safe, well-maintained, effective and efficient multi-modal transportation system at a reasonable cost.	Planning and Engineering	Design infrastructure to adopted standards that meets the transportation needs of the City. Collaborate with partner agencies (RTD, CDOT) to ensure residents have adequate multimodal transportation options. Proactively redesign the street network as regulations and technology change our transportation needs over time.
		Transportation Infrastructure Maintenance	Conserve natural resources by maintaining streets cost-effectively before they reach a point of rapid failure. To ensure a high quality of life and to provide services equitably, no street will be in poor condition. Streets and intersections are monitored, maintained, and adequately lit to move people, bikes and cars safely and efficiently. All arterial and collector streets have marked bicycle lanes. All streets have well maintained sidewalks.
		Streetscapes	Safe, visually appealing, appropriately lit and inviting streets, sidewalks and publicly-owned areas adjacent to streets and sidewalks.
		Snow & Ice Removal	Safe traveling conditions for pedestrians and motorists; cost effective snow and ice control services; assist Police, Fire and Emergency Medical Services in fulfilling their duties; safe, passable streets, school bus routes and hard surface trails; safe access to City facilities; and snow cleared within 24 hours from sidewalks that are the City's responsibility.
		Public Works Administration	
<b>Community Design</b>	Sustain an inclusive, family-friendly community with a small-town atmosphere; effective and efficient building services; and effective preservation of the City's historic structures through a voluntary system.	Community Design	A well-connected and safe community that is easy for all people to walk, bike, or drive in. Neighborhoods that are rated highly by residents and thriving commercial areas. An open and inclusive long-range planning process with significant public participation.
		Development Review	Review development applications and enforce the building, zoning and subdivision laws of the city to promote public health, safety, comfort, convenience, prosperity, general welfare and consumer protection.
		Historic Preservation	Provide incentives to preserve the historic character of old town to encourage the promotion and preservation of Louisville's history and cultural heritage. Provide incentives and processes to preserve historic buildings.
<b>Economic Prosperity</b>	Promote a thriving business climate that provides job opportunities, facilitates investment and produces reliable revenue to support City services.	Business Retention and Development	Maintain positive business relationships throughout the community and assist property owners, brokers, and companies in finding locations and/ or constructing new buildings in the City. Attract and retain a diverse mix of businesses that provide good employment opportunities for Louisville residents.



# City of Louisville

# Comprehensive Plan



2013

City of Louisville  
COLORADO • SINCE 1878



Adopted  
May 7, 2013  
Resolution 18, Series 2013



“Whatever you can do or dream, you can begin it.  
Boldness has genius, power, and magic. Begin it now.”

*- Johann Wolfgang Von Goethe*

## CITY COUNCIL

Bob Muckle - Mayor  
Hank Dalton - Mayor- Pro Tem (Ward 3)  
Emily Jasiak - (Ward 1)  
Jay Keany - (Ward 1)  
Susan Loo - (Ward 2)  
Frost Yarnell - (Ward 2)  
Ron Sackett - (Ward 3)

## PLANNING COMMISSION

Jeffrey Lipton - Chairman  
Chris Pritchard - Vice Chairman  
Ann O'Connell - Secretary  
Cary Tengler  
Jeff Moline  
Scott Russell  
Steven Brauneis

## CITY BOARDS AND COMMISSIONS

Board of Adjustment  
Building Code Board of Appeals  
Business Retention & Development Committee  
Cultural Council  
Finance Committee  
Golf Course Advisory Board  
Historic Preservation Commission  
Historical Commission  
Horticultural & Forestry Advisory Board  
Housing Authority  
Library Board of Trustees  
Local Licensing Authority  
Open Space Advisory Board  
Revitalization Commission  
Sustainability Advisory Board  
Youth Advisory Board

## INTEREST GROUPS

Louisville Chamber of Commerce  
Downtown Business Association  
Centennial Valley Business Association  
Colorado Technology Center Metropolitan District  
Citizens Action Committee  
Centennial Heights West HOA

## PLANNING AND BUILDING SAFETY DEPARTMENT

Troy Russ, Planning and Building Safety Director  
Ken Swanson, Chief Building Official  
Sean McCartney, Principal Planner  
Gavin McMillan, Planner III - Project Manager  
Scott Robinson, Planner I  
Jolene Schwertfeger, Senior Administrative Assistant

## CITY STAFF

Malcolm Fleming, City Manager  
Heather Balsler, Assistant City Manager  
Meredyth Muth, Public Relations Manager  
Kevin Watson, Finance Director  
Beth Barrett, Library Director  
Bruce Goodman, Chief of Police  
Joe Stevens, Parks and Recreation Director  
Kurt Kowar, Public Works Director  
Aaron DeJong, Economic Development Director

## CONSULTANTS

TischlerBise, Inc.  
MindMixer, Inc.  
MIG, Inc.  
Northline GIS, Inc.  
Edward DeCroce





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# Introduction

Louisville, Colorado from its beginnings as a mining town in 1878 to today has become one of the most livable small towns in the United States. Louisville's evolution will continue to be influenced by changes in environmental factors; economic conditions; social and demographic profiles; and physical influences (i.e. US 36 changes) occurring in Louisville, neighboring jurisdictions and the greater Denver metropolitan region.

Clearly, the City's leaders, residents, property owners, and businesses have done an exceptional job. The positive results of the City's Citizen Survey place Louisville in the highest echelon of municipalities in the United States for citizen satisfaction. However, cities and their environments do not remain static and Louisville's opportunities and challenges in maintaining a high quality of life are continually evolving and transforming.

## Purpose

The Comprehensive Plan is the City's tool intended to guide, integrate and align governing regulations, infra-

structure investments, and City services with community values, needs and civic priorities. Louisville's Comprehensive Plan provides the citizens a voice in envisioning and guiding the City's continual evolution.

The Comprehensive Plan is the official statement of the City's Vision and corresponding Core Community Values. The policies contained within the Plan cover a broad range of subject matter related to the long-range (20 year) physical growth of the City. Nine elements function to complement each other in directing future policy decisions towards implementing the Community's Vision and preserving vital community attributes and service levels. These include:

1. Community Form, Character, and Urban Design
2. Neighborhoods and Housing
3. Transportation, Mobility, and Accessibility
4. Community Heritage
5. Parks, Recreation, Trails and Open Space (reference Parks Recreation Open Space and Trails

6. Master Plan (PROST -2011))
7. Municipal Infrastructure
8. Energy
9. Community Services
10. The Economy and Fiscal Health

## Background

Louisville's first Comprehensive Plan was adopted in 1973 when the City had only 2,600 residents, and was then updated in 1975. New Comprehensive Plans were adopted in 1983 (updated in 1989) and 2005 (updated in 2009). The 2012 Comprehensive Plan update will further strengthen the Comprehensive Plan in two key ways:

### 1) Better meet today's unique challenges that were not factors in 2005 and 2009.

Several conditions that influence the City's ability to implement the Community's Vision have changed, or emerged. These conditions include:

**a. Redevelopment vs. new development** – The General Development Plan (GDP) approval for Phillips 66 and the Planned Unit Development (PUD) approval of North End and Steel Ranch entitle the City's last large vacant parcels for development. Future change in Louisville will come almost exclusively in the form of redevelopment. Previous Comprehensive Plans noted the shift in growth patterns; but, they did not provide the necessary tools for the community to adequately review, discuss, and respond to inevitable future infill development requests.

Development issues and concerns of an expanding greenfield community are quite different than those of a redeveloping infill community. Louisville's previous policies generally align with those of an expanding greenfield community. Previous policies focused on measuring, accommodating and mitigating the impact of new development on the capacity of the City's infrastructure, services and quality of life.

In a redeveloping infill community, the capacity of community infrastructure and services is still a concern. However, efficiency—the ability to achieve economies of scale by using existing infrastructure to serve existing

customers at a lower unit cost to each customer—also becomes a consideration. Because infill development can positively or negatively affect existing land uses, understanding how the design, physical character and other aspects of an infill project affect the adjacent neighbors and the City as a whole is critical to determining how the project will impact the existing quality of life.

This Comprehensive Plan provides not only the flexibility and guidance to address redevelopment in the HWY 42 Revitalization District and Downtown, but throughout the City as well. The Plan provides clear policies to guide redevelopment as the McCaslin Boulevard and South Boulder Road corridors age and as infill residential rehabilitation pressures continue to increase in all established residential neighborhoods.

**b. Regional traffic and City transportation policy** – As new development continues in surrounding jurisdictions, Louisville will experience a decreasing share of local traffic on its street network. Future transportation investments in the City will be challenged to accommodate demands for regional traffic mobility and at the same time address livability and economic viability concerns within Louisville.

Louisville's transportation policies and regulations were designed for an expanding community, and do not adequately address the realities of a landlocked and redeveloping City. The City's transportation regulations have begun to shift away from a focus on regional mobility concerns designed to accommodate vehicular traffic, roadway capacity, and safety features for higher speed environments. Louisville's new transportation priorities will be aligned with multimodal transportation, roadway efficiency, property access, and safety features for slower speed environments.

This Comprehensive Plan recognizes the inherent conflicts between regional mobility needs, local property access and quality of life requirements, and aims to provide a balance between community and transportation policies which effectively guide future investments within Louisville.

Please circle the number that comes closest to your opinion about the quality of life in Louisville:					Total	National comparison	Front Range comparison
	Excellent	Good	Fair	Poor			
How do you rate Louisville as a place to live?	78%	20%	2%	0%	100%	Much above	Much above
How do you rate Louisville as a place to raise children?	77%	20%	2%	0%	100%	Much above	Much above
How do you rate the overall quality of life in Louisville?	67%	30%	2%	0%	100%	Much above	Much above
How do you rate your neighborhood as a place to live?	62%	33%	5%	0%	100%	Much above	Much above
How do you rate Louisville as a place to retire?	51%	35%	11%	3%	100%	Much above	Much above
How do you rate Louisville as a place to work?	37%	37%	19%	7%	100%	Much above	Much above

\* Source – City of Louisville Citizen Survey – May 2012



c. **The economy and realities of retail growth** – The downturn in the economy since 2008 and the new realities of regional retail competition, access/visibility of retail sites and new retailing practices require more community based approach to economic development and future sales tax revenues.

Revenue generating regional retail development has moved into adjacent communities of Broomfield, Superior, and Lafayette. Future retail growth trends suggest a continued consolidation and shift in retail away from Louisville, particularly toward communities along the US 36 and the I-25 North corridor. The McCaslin Boulevard Corridor south of Cherry Street remains attractive to regional retail opportunities. However, the form of regional retail has changed significantly since the early 1990s and the original Centennial Valley development approval.

This Comprehensive Plan addresses the evolving pattern of regional retail opportunities near US 36 and the general shifting of regional retail opportunities to formulate guiding policies which ensure the City's future fiscal and economic health.

d. **Neighborhood issues and concerns** – Previous Comprehensive Plans have been silent on neighborhood issues and concerns. The City's residential housing stock is aging and rehabilitation issues within residential areas challenge City resources on a daily basis.

Outside of the Old Town Overlay District, the City's residential areas are governed by independent planned unit developments (PUDs). While these PUDs are comprehensive, they are not equipped to assist the City in providing coherent neighborhood plans and strategies for issues such as: housing rehabilitation, cut-through traffic, safe routes to school, aging infrastructure, and monitoring and maintenance of community services.

This Comprehensive Plan outlines a new city-wide neighborhood planning policy with specific planning areas to ensure proper attention is given to the City's unique and diverse neighborhoods.

## 2) *Better clarify the Community's Vision in terms of community character and physical design to provide the public and staff with a common language and tools to review and discuss redevelopment requests*

The City of Louisville is a diverse community with a number of unique character areas. Other than Downtown and Old Town, the previous Comprehensive Plans did not identify, differentiate, or celebrate, these unique character areas as they relate to the Community Vision.

Clearly, South Boulder Road and its proximity to adjacent land uses are very different than Centennial Valley and its adjacent land uses. The neighborhoods near Davidson Mesa are different from those near Fireside Elementary. The Comprehensive Plan now clarifies and celebrates the differences and outlines policies which guide recommended changes in the Louisville Municipal Code (LMC) that will regulate the form of buildings and community character in each of Louisville's neighborhoods and different commercial districts.

### How to Use this Plan

The Comprehensive Plan is a conceptual guide to review and take action on land use initiatives in the City of Louisville. The document is divided into five sections.

- The first section, the Process, describes the public involvement and community outreach efforts used to generate the Comprehensive Plan.
- The second section, the Planning Context, describes the current conditions of the City along with the key trends and challenges facing the City.
- Sections 3 and 4, the Vision Statement and Core Community Values and the Framework, identify the Community Vision, a Conceptual Land Use Framework and specific policies for the structural elements of the Comprehensive Plan.
- The final section of the document, **Policy Alignment and Implementation**, outlines the City's administration and implementation of the Comprehensive Plan.

**It is important to note that the Comprehensive Plan is not regulatory.** It is an advisory document. Since the Comprehensive Plan does not have the force of law, the City must rely on other regulatory measures to implement the Comprehensive Plan. The Louisville Municipal Code (LMC) is the primary regulatory tool available to the City. Specifically, Buildings and Construction (Chapter 15), the Louisville Subdivision (Chapter 16) and Zoning Ordinances as adopted (Chapter 17) and the zoning map of the City. Additional documents include Small Area Plans, Neighborhood Plans, the Annual Operating and Capital Budget and the Capital Improvement Program.

The LMC chapters on Buildings and Construction, Subdivision, Zoning ordinances, along with the official zoning map control the allowed uses of land as well as preservation and construction requirements and design and bulk standards. The official zoning map reflects a number of zone districts which govern where uses by right and uses by special review may be located. The Subdivision and Zoning ordinances should correspond to the goals and policies of the Comprehensive Plan to ensure that incremental development decisions reflect the Community Vision. All land use applications are reviewed for conformance with the Louisville Municipal Code. All annexations and rezonings are reviewed for conformance with the Louisville Municipal Code and conceptual consistency with the Comprehensive Plan.

The Framework Plan is a map which reflects preferred land use patterns and community character zones for specific geographical areas. The designations are illustrative and are not intended to depict specific uses, densities, or yard and bulk standards for parcel specific locations.

Uses, densities, and yard and bulk standards for individual parcels are conceptual and will be refined in small area and neighborhood plans and implemented through changes to the Louisville Municipal Code.

Louisville Municipal Code Section 17.62.050 (Time for review) states "A review and updating of the comprehensive plan shall occur at least every four years. Ad-

ditional reviews of the comprehensive plan may occur more often as necessary". A Plan review provides the City an opportunity to update the Community Vision and Core Community Values Principles and Policies. Based on this principle, the next review of the Plan shall occur in 2017.

# The Process

The process of drafting this Comprehensive Plan represents the results of the collaborative efforts of community stakeholders: residents, business owners and operators, public and private organizations in the City, as well as the City Council, Planning Commission, and all of the City's Citizen boards and commissions. This Comprehensive Plan Update was developed by City staff following a five-phase process of Desire, Discovery, Design, Discussion, and Documentation.

The first phase of work, **Desire**, focused on updating the City's Vision Statement and corresponding Core Community Values to guide the entire process. The second phase, **Discovery**, allowed City staff and its consultants to discover the functioning of the community, its economic variables, physical characteristics, and regulatory framework. The third phase, **Design**, brought the Planning Team and the community together to draft specific alternative physical framework options for consideration. The fourth phase of work, **Discussion**, allowed City staff to test and refine each alternative and facilitate a community dialog to identify a preferred framework plan which best represents the City's Vision

Statement and Core Community Values. The last phase, **Documentation**, allowed City staff to finalize the document and outline specific implementation strategies.

## Outreach

The City utilized an extensive community outreach process for the Comprehensive Plan. Staff participated in and facilitated over 60 public meetings along with a continuous on-line discussion through the [www.EnvisionLouisvilleCO.com](http://www.EnvisionLouisvilleCO.com) web-site with over 160 participants. The complete outreach effort involved over 500 participants and specifically included:

**Envision Louisville CO – Interactive Website** - The City engaged MindMixer, an Omaha, NE firm, to develop, support and maintain a website capable of hosting web-based town hall meetings promoting an exchange of information and ideas related to the 2012 Comprehensive Plan Update. Over one hundred sixty (160) participated in the on-line discussions.

The first 90 days of the on-line discussions focused exclusively on the Louisville Vision Statement and the

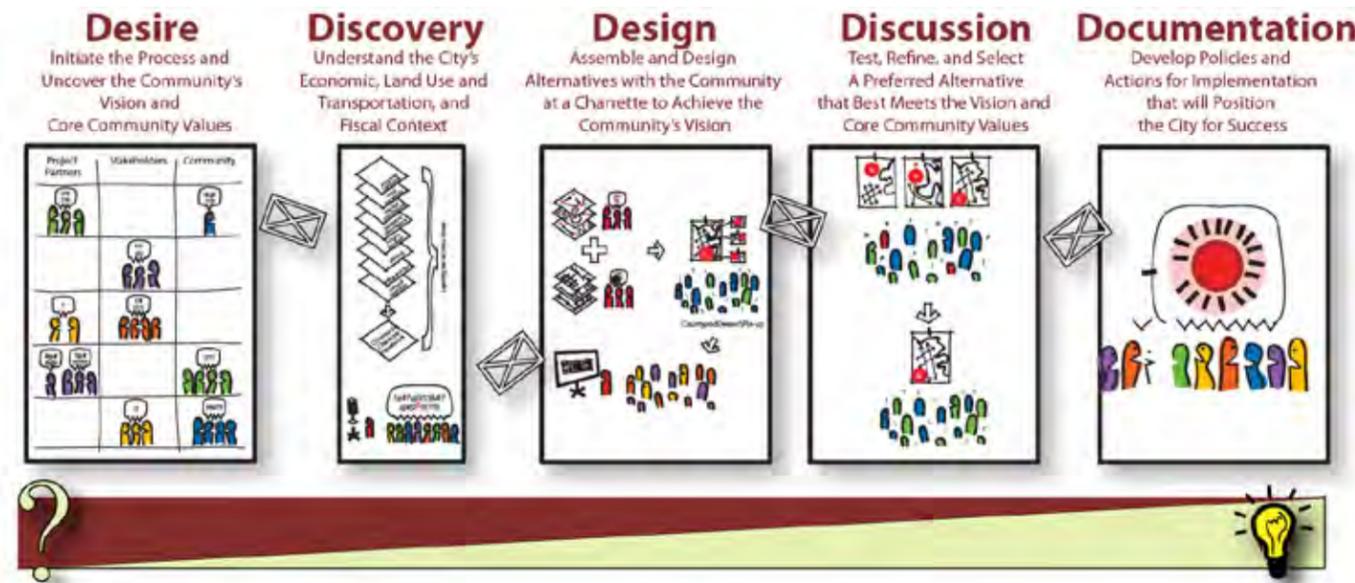
Community Core Values. The second 90 days focused on the Framework Plan and concerns related to specific areas within the City. The final 90 days of conversations related to the drafting of specific elements within the Comprehensive Plan. This simple platform generated a broad audience, a more inclusive dialog and effective community participation.

**Community Design Charrette & Public Meetings** - A series of public meetings and workshops were held to engage the community on key decision points. The public meeting process included:

**Public Kick-off - Vision Statement and Core Community Values Meeting – March, 2012 (DESIRE)** - A public kick-off meeting was held as an introduction of the planning process and included a "post-it" note exercise to gather public ideas and input related to the City's Vision Statement and Core Community Values. During the exercise attendees were asked to write down what they value the most in the City.

**Community Design Charrette and Open House – August 27-30, 2012 (DESIGN)** - A four-day design workshop was organized as a series of meetings and presentations open to the public to develop and refine alternative Framework Plans which would guide the City's growth for the next 20-years. The charrette started with a public presentation and round table discussions. The discussions were designed to facilitate the public in generating alternative Framework Plans. The second day of the charrette was open to the public and concluded with an evening public meeting which allowed the public to refine specific Framework Plan alternatives generated the first night. Day three was open to the public as alternative Framework Plan options were presented to and refined by the City's senior management team. The charrette concluded on the fourth day with a public presentation, where the results of the four-day effort were presented and a community dialog was initiated to identify a preferred 20-year framework Plan for the City's Comprehensive Plan.

**Public Meeting - October, 2012 (DESIRE & DISCOVERY)** - A final public meeting presented the four refined



## The Process

Framework Plan options generated during the design charrette. Specific impacts associated with each alternative were presented and discussed. A community dot exercise was conducted to facilitate community feedback on a preferred alternative.

**City Board and Commission Meetings (DESIRE & DISCOVERY)** – The Comprehensive Planning effort included two rounds of public meetings with each of the City’s sixteen Citizen boards and commissions. The meetings were organized with the Desire and Discovery Phases of work. The first round of meeting focused on the modification and creation of the City’s Vision Statement and Core Community Values. The second round of meetings focused on the alternative Framework Plan options generated during the Community Design Charrette.

**Special Meetings (DESIRE & DISCOVERY)** – Concurrent with the meetings conducted with the City’s boards and commission, Planning Staff facilitated two rounds of meetings with specific stakeholder and interest groups. The meetings were organized with the Desire and Discovery phases of work. The first round of meeting focused on the modification and creation of the City’s Vision Statement and Core Community Values. The second round of meeting focused on the physical Framework Plan options generated during the Community Design Charrette. These meetings included presentations and discussions with the Louisville Chamber of Commerce, the Downtown Business Association (DBA), the McCaslin Business Association, The Colorado Technology Center Business Association, Koelbel Properties, and Citizen Action Committee.

**City Council and Planning Commission Study Sessions and Meetings (DOCUMENTATION)** – Fourteen Study Sessions or Public Hearings were conducted with the Louisville Planning Commission and City Council. Five items were forwarded to the Planning Commission and City Council. Each item represented key decisions in the generation of the 2012 Comprehensive Plan. After the project scoping, the first item brought to the Planning Commission and City Council was the City’s updated Vision Statement and corresponding Core Community

Values for endorsement. Following the Community Design Charrette staff forwarded a recommendation of the Community Framework Plan for endorsement.

The Draft Plan was reviewed by the Planning Commission in two study sessions and the Final document was forwarded to City Council and approved by Resolution 18, Series 2013



# The Planning Context

## A QUICK HISTORY

Louisville was founded on October 24, 1878, when Louis Nawatny, a manager for the Welch mining operations, laid out a town site near the newly opened coal field and named it after himself. The new settlement was stimulated by the railroad and depended upon it to transport coal. Mining for coal was the genesis for many of the towns in eastern Boulder County.

Louisville grew vigorously with the rapid industrialization of the area's mines. In the wake of a post-Civil War migration, the town's first settlers came from such places as the United States, the United Kingdom, Austria, and Germany, among others. Later, in the 1890s, Italian and Eastern European immigrants, in search of mining work, began populating the area. By 1911, eleven additional residential subdivisions were added to original Louisville. The layout of the town and its population of roughly 2,000 would remain unchanged for several decades. Most houses were small, wood frame structures, with tidy yards, vegetable gardens and space to raise chickens and rabbits in the back.

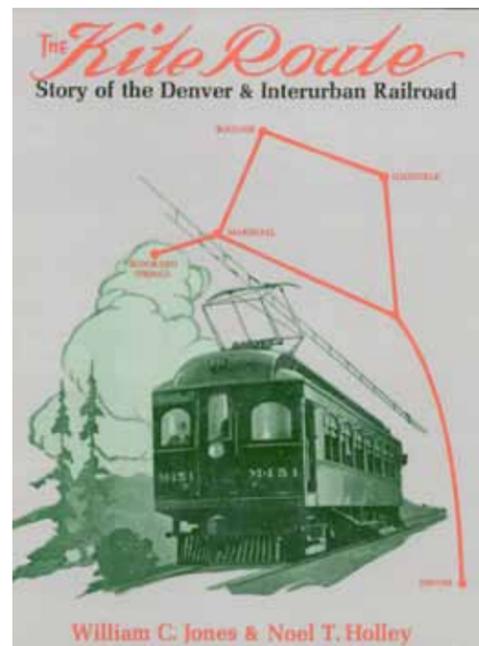
Despite the ethnic differences among groups, most residents lived in harmony. Louisville was homogeneous in that nearly everyone was similarly situated in economic terms. Mining for coal didn't make miners rich, but one could make enough to support a family if one lived modestly. Given the modest incomes, people made do with what they had. Even houses were relocated to where they could be put to better use.

Saloons and billiard halls assumed a very important role in the community. The town boasted an amazing number of drinking establishments, which acted as meeting, eating, sleeping, and relaxing spots. Since Louisville's bars catered to the rough-and-tumble mining crowd, they were restricted by town ordinance to Front Street. By 1908, at least thirteen saloons were in operation along three blocks of Front Street.

The "Denver & Interurban Rail Road." or "The Kite Route" began serving Louisville with electric transportation in 1908. It brought fast, clean, quiet, efficient trans-



City of Louisville - Land Use and Transportation: 1878 to 1909



portation to the town. The Interurban system was established between Boulder and Denver, including a single stop in Louisville. Operations ended in 1926 because of competition from busses and cars.

After World War I, U.S. mines began to close. Simply, the industry found itself with too much supply. Rising competition from other fuels further threatened the coal industry. Coal and railroad revenues further declined with the construction of a natural gas pipeline from Texas to Denver in 1928 and with the gaining popularity of the automobile.

As the last mines were closing in the 1940s and 1950s, Louisville experienced a critical transition. Although the mine closures were a dreaded occurrence, it was only with the end of the coal mining era that Louisville was able to evolve into a modern city. Voters in 1951 approved a bond issue to fund a sewage system, bringing an end to the use of outhouses, and the town paved its streets. The last mine closed in 1955. The Rocky Flats Nuclear Weapons Facility, southwest of Louisville, and other new technology industries, became the area's new primary employers. StorageTek would become a major employer starting in the 1970s.

In 1962, Louisville became a City of Second Class, as defined by the state, having exceeded the state's 2,500 population limit for towns. Modern subdivisions began to be added and the population grew to 19,400. An emphasis on commercial growth along McCaslin Boulevard and South Boulder Road led to many of the historic buildings downtown being left intact.

In 1978, Louisville celebrated the 100th anniversary of its founding with a year of activities, a proclamation from the Governor, a special Labor Day parade, and a commemorative medal. The reflection by many on the community's history led to the establishment of the Louisville Historical Commission in 1979 and the opening of the city-owned Louisville Historical Museum. Twelve Louisville structures were selected to be listed on the National and State Registers of Historic Places. Louisville became a Home Rule City in 2001.



City of Louisville - Land Use and Transportation: 1910 to 2012



# The Planning Context

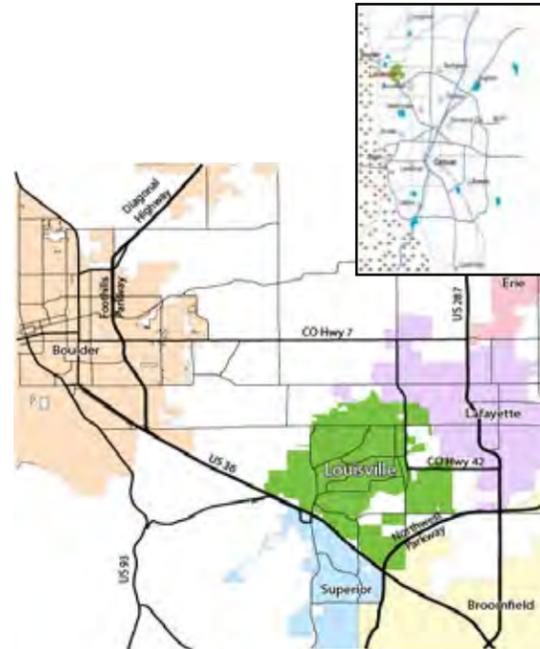
Preserving the past is important to the residents of Louisville. The Louisville Historic Preservation Commission was established in 2002 and a historic preservation ordinance was approved in 2005. Voters in 2008 approved an increase in sales tax for the creation of the Louisville Historic Preservation Fund.

Parks and Open Spaces are also critical components to the desirability of Louisville. The City manages approximately 2,000 acres of open lands. These lands provide visual buffers between local municipalities, support many species of wildlife and diverse plant communities, provide recreational activities through an extensive trail network, and allow agricultural backdrop by maintaining private farming activities in rural areas. The Louisville Open Space Advisory Board was established in 2000. Voters in 2002 and again in 2012 established and continued an increase in the sales tax to fund acquisition, development, and maintenance of parks and open spaces.

Louisville began to achieve national recognition for being among the best places to live in the 2000's. Money Magazine, in its biennial listings of the Best Places to Live in the United States for smaller towns and cities, listed Louisville, Colorado as #5 in 2005; #3 in 2007; and #1 in both 2009 and 2011. Bert Sperling's 2006 book Best Places to Raise Your Family: Experts Choose 100 Top Communities That You Can Afford listed Louisville as the "best of the best" at #1. In 2012, Family Circle magazine placed Louisville among the top ten "Best Towns for Families" based on a survey of 3,335 municipalities with populations ranging from 11,000 to 150,000.

## THE CONTEXT

Louisville is now a city of approximately 18,400 people and is roughly 8.0 square miles in size. Louisville is located in southeastern Boulder County, about 6 miles east of the City of Boulder and 19 miles northwest of Denver. US Highway 36 forms the southwest border of Louisville, and the Northwest Parkway runs adjacent to the southeast corner of the City, connecting Louisville to US Interstate 25 (I-25). The Interlocken Business Park and the Rocky Mountain Metropolitan Airport



are located southeast of the City of Louisville along US Highway 36. The City of Louisville lost population since the 2000 census because of an aging population and an overall reduction in average household sizes.

Many physical, social, economic and political elements influence Louisville's continued evolution. This section of the Comprehensive Plan describes the basic elements which influence Louisville's current form and physical character as well as what elements are expected to influence the City's evolution over the next 20 years.

The description of these planning elements will be city-wide and divided into six primary areas: Natural Environment, Demographic Conditions, Built Environment, Circulation System, Land Uses, and Market Opportunities. The Planning Context will conclude with key findings, along with an identification of where Louisville is expected to experience change and extended stability over the next 20 years.

## Demographics

Staff and the consultant team performed a baseline demographic and economic profile to identify factors which will influence future market conditions and

economic opportunities for the City of Louisville over the next 20 years. This is a summary of a more comprehensive analysis. A complete demographic analysis is documented under separate title and is included as an appendix to the Comprehensive Plan.

The demographic analysis used a regional approach to include the characteristics of households and employment opportunities within commuting distances of Louisville. For comparison purposes and broader geographic context, Boulder County and the State of Colorado are profiled as primary peer geographies. Where appropriate, the cities of Lafayette, Superior, Broomfield and Denver are profiled as secondary geographies.

## Population and Households

The City of Louisville actually saw a decrease in its population from 2000 to 2010. However, Boulder County experienced a 1.1% increase, compared to a 9.7% increase for the nation over the same period. The cities of Superior and Broomfield saw astounding population and household increases from 2000 to 2010. The state experienced relatively robust increases in population of 13.6% and households of 15.6%.

Despite a decline in population, the number of households in Louisville increased 5.1% over the decade. This dichotomy occurred in large measure due to the 8% decrease in average household size throughout the City.

## Race and Ethnicity

The majority of the population of Louisville is white (86%), with those of Hispanic origin making up the second largest group (7%). Louisville has a higher percent-

age of white residents than Boulder County as a whole (79%) and much higher than the Denver metro area average (52%).

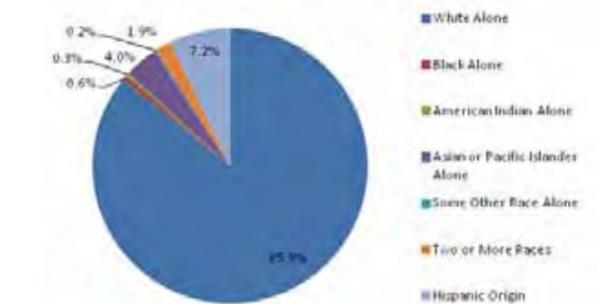
## Age Levels

The median age of Louisville's residents is higher than that of the peer geographies. This aging population corresponds to smaller household sizes as children leave the household. Louisville's median age falls within the 25-55 age bracket, which comprises the majority of the employed population. The lowest 2010 median age among peer geographies is 31.7, in the City of Superior.

	2000	2010	Change
City of Louisville	35.8	38.9	8.7%
City of Lafayette	33.8	37.0	9.5%
City of Superior	30.6	31.7	3.6%
City of Broomfield	33.8	36.7	8.6%
Boulder County	33.5	35.3	5.4%
City of Denver	33.1	33.7	1.8%
State of Colorado	34.4	35.8	4.1%

Source: US Census

## Median Age



Race and Ethnicity

## Population and Households

Jurisdiction	Population			Households			Avg. HH Size		
	2000	2010	Change	2000	2010	Change	2000	2010	Change
City of Louisville	18,868	18,376	-2.6%	7,165	7,529	5.1%	2.62	2.41	-8.0%
City of Lafayette	23,197	24,453	5.4%	8,844	9,632	8.9%	2.54	2.62	3.1%
City of Superior	9,011	12,483	38.5%	3,381	4,496	33.0%	2.67	2.78	4.1%
City of Broomfield	38,272	55,889	46.0%	13,833	21,414	54.8%	2.77	2.60	-6.1%
Boulder County	291,288	294,567	1.1%	114,793	117,629	2.5%	2.45	2.44	-0.4%
City of Denver	554,636	600,158	8.2%	251,435	263,107	4.6%	2.27	2.22	-2.2%
State of Colorado	4,301,261	4,887,061	13.6%	1,659,308	1,918,959	15.6%	2.53	2.49	-1.6%

Source: US Census



# The Planning Context

## Household Income

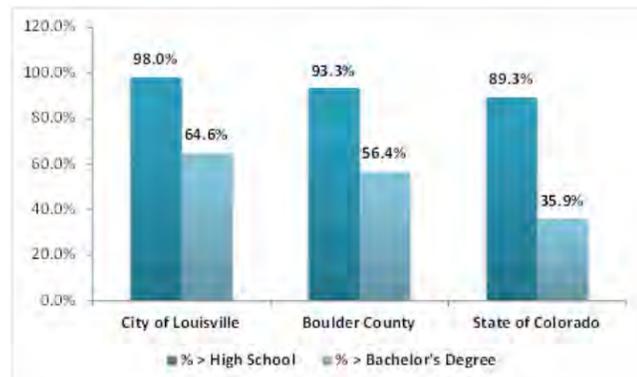
Residents of Louisville enjoy a level of household income nearly 25 percent higher than the median Boulder County income and approximately 44 percent higher than the state's median income, based on 2010 median household income. The highest median household income among peer jurisdictions in 2010 is the City of Superior, at \$96,130.



Median Income

## Educational Attainment

Louisville's population is very well-educated relative to nearby populations, with approximately 64 percent of the population achieving bachelor's degrees or higher, compared to 56 percent in the County and 36 percent in the State. The percentage of high school graduates is also higher, at 98 percent in Louisville compared to 93 percent and 89 percent in the County and State, respectively. A highly-educated workforce is a key element to attracting and retaining high technology industries and advanced professional employers, as well as diversifying the economic base of an area.



Educational Attainment

## Employed Population

Louisville's generally well educated employed population over 16 years of age is comprised of 81 percent white collar workers, 11 percent service workers, and 7 percent blue collar workers. Over 22 percent of the white collar workers are employed in the management/business/financial sector, while the majority (36 percent) is in the professional sector.

Occupation Category	Share
Total	10,136
Management, business, science and arts occupations	60.1%
Service occupations	11.6%
Sales and office occupations	20.2%
Natural resources, construction and maintenance occupations	4.0%
Production, transportation, and material moving occupations	4.1%

Source: U.S. Census; TischlerBise

## Employment Sectors

## Inflow/Outflow Characteristics

Although Louisville had a net daily inflow of 1,023 workers in 2010, 92 percent of its 11,159 at-place employees commuted into their jobs from outside of the city. Conversely, 91 percent of Louisville's employed workforce of 10,136 commuted to jobs outside of the city. Only 918, or 9 percent of Louisville's workforce, lived and worked in Louisville.

Labor Market Size	Count	Share
Employed in the City of Louisville	11,159	100.0%
Living in the City of Louisville	10,136	90.8%
Net job inflow (+) or outflow (-)	1,023	

Labor Force Efficiency	Count	Share
Living in the City of Louisville	10,136	100.0%
Living and employed in Louisville	918	9.1%
Living in Louisville but employed outside	9,218	90.9%

Employment Efficiency	Count	Share
Employed in the City of Louisville	11,159	100.0%
Living and employed in Louisville	918	8.2%
Employed in Louisville but living outside	10,241	91.8%

Source: U.S. Census Bureau OnTheMap Application; TischlerBise

## Labor Inflow / Outflow

## Existing Land Uses

Louisville's geographic expansion is near completion. All first generation development has been planned and entitled for the City. Open space and inter-governmental agreements limit Louisville's future expansion to the approximately 12 acres of the Alkonis Property in the

northeast portion of the City near the Steel Ranch Sub-division.

The principal land use in the community is residential low-density, encompassing approximately 26% of the City's total land area. Open space is also a significant contributor to the City of Louisville's physical form and quality of life. Approximately 26% of the City's land area is dedicated to open space, parks, and public spaces.

Currently, nearly 20% of the City's developable land remains vacant. Low-density residential land uses encompass 53% of the total built environment in the City (9 million square feet). The next largest built land uses are: industrial (13%); office (9%); various retailing land uses (8%).

Future growth in the City will focus on infill development. Louisville will now experience second-and-third generation development. Growth trends for the future have shifted from expansion to reinvestment, refurbishment, and redevelopment. Louisville's building stock will continue to age and will require continued improvement and reinvestment to remain economically viable. In the residential land use categories, Louisville has a higher proportion of single family units to multifamily units than its surrounding geographies, at 78 percent compared to 71 percent in Boulder County and 72 percent in the State.

Land Use	Built SF	Lot SF	Built % of Total	Land % of Total
Residential Low Density	9,504,062	50,560,307	53.9%	26.5%
Industrial	2,380,013	9,915,625	13.5%	5.2%
Office	1,608,285	6,420,221	9.1%	3.4%
Residential High Density	1,208,383	3,229,609	6.9%	1.7%
Residential Medium Density	651,142	2,522,050	3.7%	1.3%
Vacant	638,026	36,560,214	3.6%	19.1%
Multi-Tenant Retail	263,566	1,227,664	1.5%	0.6%
Hotel	256,867	748,987	1.5%	0.4%
Single Tenant Retail	247,273	1,514,086	1.4%	0.8%
Mixed Use Commercial	246,747	1,358,985	1.4%	0.7%
Large Format Retail	232,542	1,021,325	1.3%	0.5%
Public Service/ Institutional	206,691	16,737,125	1.2%	8.8%
Stand Alone Restaurant	100,544	621,915	0.6%	0.3%
Entertainment	53,742	399,183	0.3%	0.2%
Agricultural	18,626	6,768,074	0.1%	3.5%
Mixed Use Residential	8,848	42,469	0.1%	0.0%
Mobile Home	1,782	694,901	0.0%	0.4%
Open Space/Parks	1,780	50,696,337	0.0%	26.5%
<b>Total</b>	<b>17,628,919</b>	<b>191,039,078</b>	<b>100.0%</b>	<b>100.0%</b>

Existing Land Uses

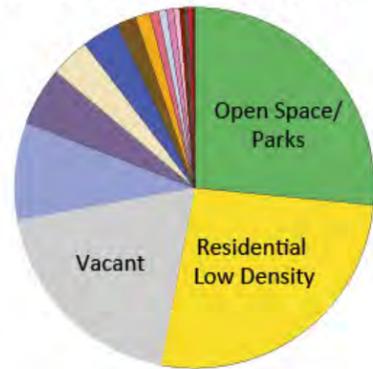
	City of Louisville		Boulder County		State of Colorado	
	Estimate	Percent	Estimate	Percent	Estimate	Percent
Total housing units	7,814		125,768		2,176,600	
Occupied housing units	7,529	96.4%	117,629	93.5%	1,918,959	88.2%
Owner occupied	5,537	73.5%	75,189	63.9%	1,296,670	67.6%
Renter occupied	1,992	26.5%	42,440	36.1%	622,289	32.4%
Avg. HH size of owner occupied unit	2.67		2.51		2.57	
Avg. HH size of renter occupied unit	1.68		2.13		2.31	
Median value of owner occupied units	\$361,200		\$353,300		\$236,600	
Single family units	6,125	78.4%	88,853	70.6%	1,558,501	71.6%
Multifamily units	1,561	20.0%	33,000	26.2%	517,228	23.8%
Mobile homes	128	1.6%	3,915	3.1%	99,621	4.6%

Source: US Census

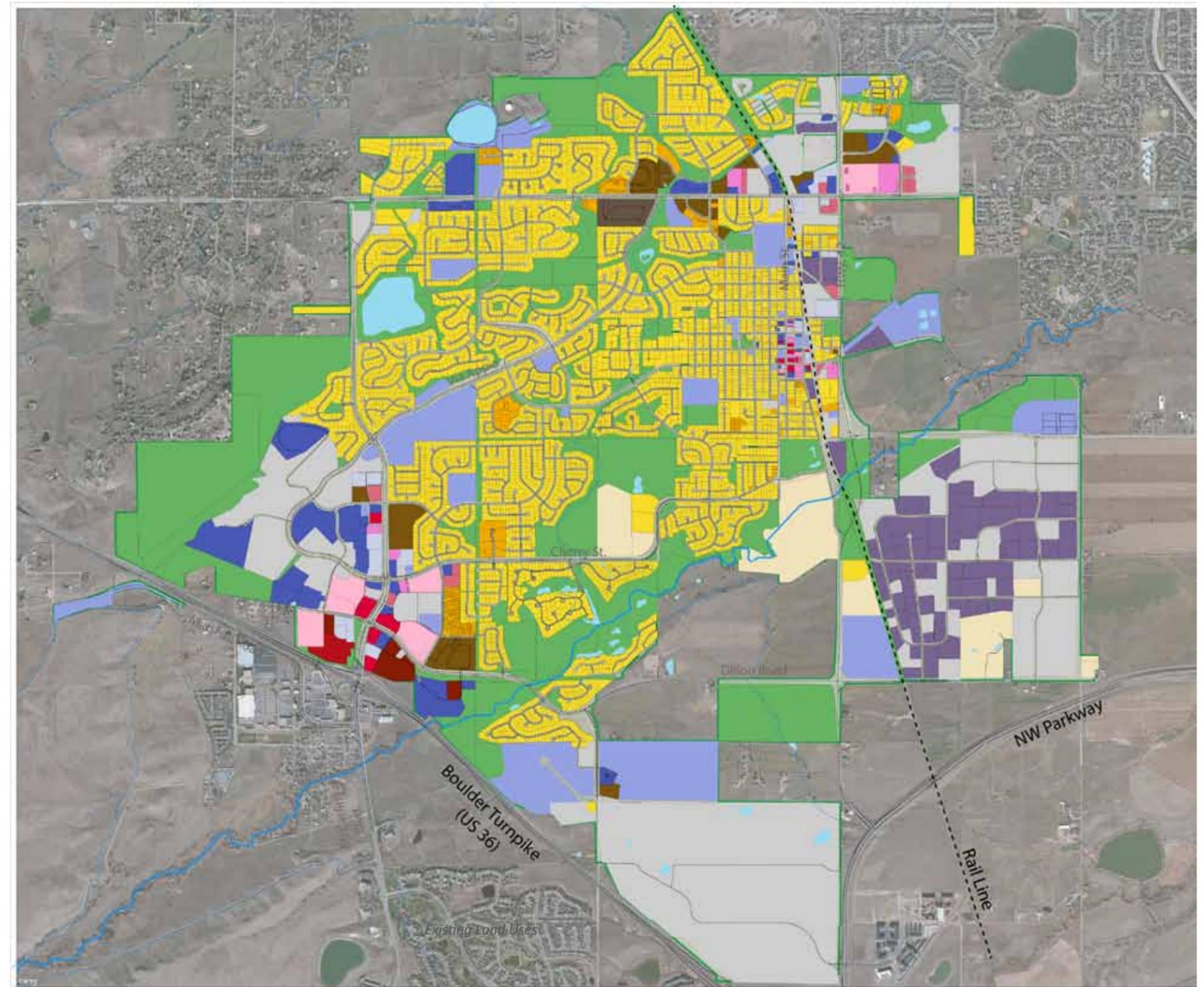
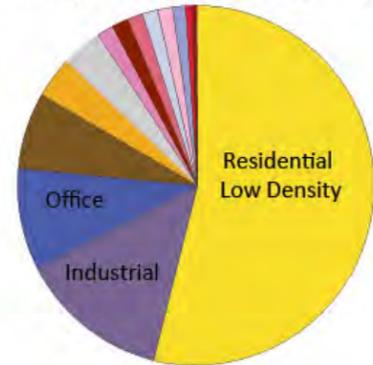
## Housing and Household Information



Land Associated with Each Land Use



Built Square Footage of Each Land Use



Existing Land Use

# The Planning Context

## Natural Environment

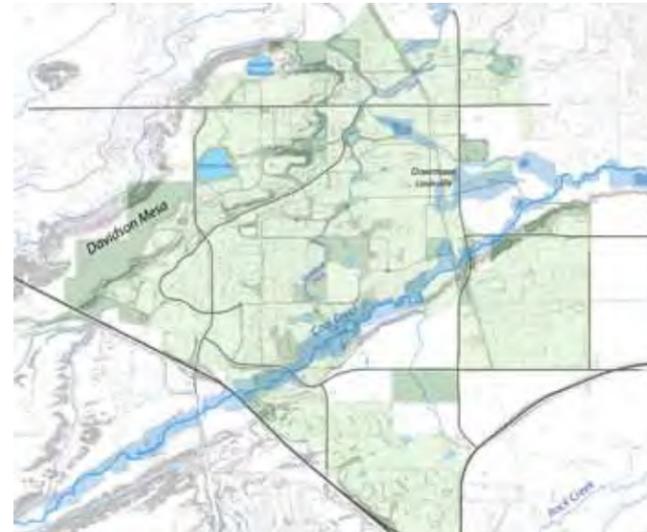
Louisville is located in southeastern Boulder County, generally centered on Coal Creek within the Colorado Piedmont Section of the Great Plains, east of the foothills to the Rocky Mountains. The landform-defining drainage in the Louisville area is the southwest-to-northeast trending Coal Creek. Uplands to the northwest of Coal Creek comprise the drainage divide with the South Boulder Creek drainage basin, and the uplands to the southeast straddle the drainage divide with Rock Creek. Other defining physical features include Davidson Mesa and the slope leading to it in the northwest of the City, as well as the small water bodies throughout the City, most notably Harper Lake.

The area lies eight to ten miles east of the Front Range of the Southern Rocky Mountains. The elevation ranges from about 5,250 feet on the eastern edge of Coal Creek to about 5,530 feet atop Davidson Mesa on the western side of the City.

The City is situated over the Laramie formation at the western end of the Boulder-Weld coalfield, one of the oldest coal mining areas in the Western United States. Coal was mined from the lower part of the Laramie Formation where coal seams were 5-8 feet thick and only 30-40 feet below the ground surface. Many areas of the City of Louisville have been undermined (Maps illustrating the City's undermining are available for review upon request).

With an average elevation of 5,370 feet, the climate of Louisville can be described as a high plains, continental climate, with light rainfall and low humidity. The climate is modified considerably from that expected of a typical high plains environment because of the nearby mountains. Winds are channeled from the Continental Divide down the Front Range and can be severe. Prevailing winds are generally from the west.

The average high temperature in July is 88°F, and the average low temperature in January is 14°F (Weatherbase, 2002). Annual precipitation averages 16 inches. Relative humidity is about 30-35% in summer and about 40-50% in winter. Periods of drought are frequent, usually occur-



Natural Features



ring in the fall and winter. The growing season is approximately 140 days long, with the average date of the first killing frost being September 28th. The last killing frost occurs around May 11 (USDA, 1975).

The grasslands of the Colorado Front Range Piedmont are “shortgrass prairie” and represent a response to predominant dryness as well as historic stress in the form of heavy grazing periods by domestic livestock associated with early settlement.

While grassland habitats around Louisville decreased in both extent and quality, the high quality of life offered by Louisville’s attractive surroundings made the 1980’s and 1990’s a time of rapid suburban expansion. Farms were purchased for development of subdivisions and retail space to support the influx of families moving to Louisville.

Riparian corridors in the area are mostly protected from development through floodplain regulations and open space acquisitions. The loss of adjacent open terrain and the introduction of many invasive plant species have compromised their suitability for many riparian wildlife species.

A few grassland areas on Louisville open space continue to support prairie wildlife, especially areas that are too steep to have been farmed. Some riparian areas on Louisville open space continue to support uses that predated settlement, even though they have been modified by the loss of adjacent habitat, increased human disturbance, and competition with human-tolerant urban wildlife. Other areas of open space have been so highly modified or so impacted by development that they no longer sustain significant use by non-urban species.

## Built Environment

The built environment of Louisville, like the natural environment, informs how the physical development of the City will fit with the community’s character and evolve over time. Three elements of the built environment were examined for the Louisville Comprehensive Plan: the *block pattern*; *municipal infrastructure*; and the *building inventory*.



# The Planning Context

## Block Pattern

The City's street network, or block pattern, is the skeleton of the community. The block pattern dictates the development flexibility and ultimately the physical character of the community. The block pattern establishes the street network and street hierarchy of the community, which in turn dictate the mass, scale, and orientation of buildings. Together, the streets and buildings determine the City's walkability.

As existing streets are improved and new streets are proposed in the Comprehensive Plan, it is important to understand the block pattern that is envisioned will establish the character of development and redevelopment for years to come.

The City's existing block pattern creates three distinctive character zones within Louisville: *urban*, *suburban*, and *rural*. Downtown and Old Town (built before 1960) and the newer subdivisions of North End and Steel Ranch (built since 2008) have established interconnected streets with smaller block patterns and supporting alleys. The block structure in the northeastern portion of the City dictates smaller property parcels, interconnected smaller streets and a more walkable urban character.

Contrasting Downtown and Old Town are the suburban (less walkable) areas of the City along South Boulder Road and McCaslin Boulevard and everything built between 1961 and 2007. The character of these suburban and rural areas of town is influenced by their limited street networks and larger arterials, creating single purpose suburban retailing and employment environments.

A problem with suburban block patterns is that after 10 to 15 years, the retail centers built upon them are outperformed by newer competition. Significant public investment is then needed to reshape the blocks to accommodate a variety of retailing formats and land development patterns, allowing the retail centers to successfully compete again.

Block patterns and infrastructure inform an area's building inventory, development patterns, and land use types. It is important for the Comprehensive Plan to

enable the development of more urban block patterns, building stock and community supported land uses. Urban block patterns, like that in Old Town and Downtown Louisville, have high resiliency and flexibility in accommodating development and redevelopment over time. Typical suburban block patterns have not demonstrated similar resiliency.



Block Pattern

## Municipal Utilities and Infrastructure

Municipal utilities and infrastructure (water, sewer, and storm water) are critical in defining the economic vitality and physical character of the City. Their capacity defines the growth potential of the City. Their placement and design contribute to the physical character of the City.

Louisville's water supply originates from two primary sources: South Boulder Creek and the Northern Colorado Water Conservancy District consisting of the Colorado Big Thompson and Windy Gap projects.

The City is treating 4,000 acre-feet (AF) of water a year, with peak demands approaching 9.0 million gallons per day (mgd). Raw water from the City's established sources is treated and distributed to individual businesses and residences from the City's two water treatment facilities: *the Howard Berry Plant and the North Plant*. Currently, both plants operate at or under capacity.



Raw Water Sources

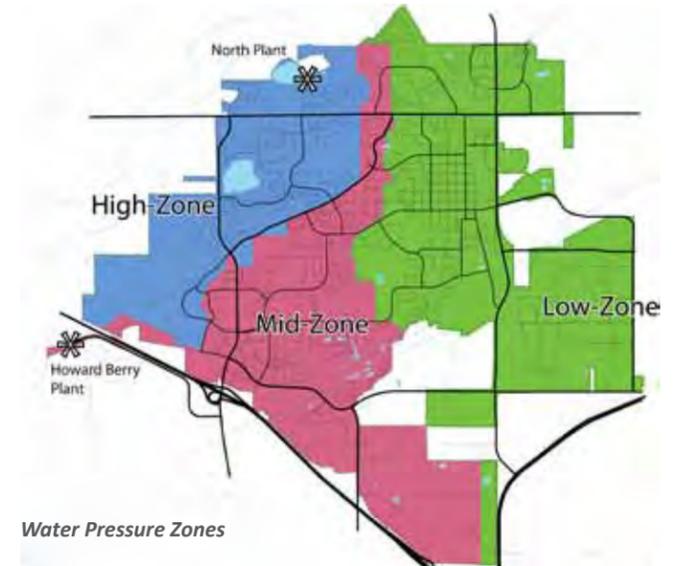
The two water treatment plants have a combined treatment capacity of 13 mgd. Together, the two facilities serve three pressure zones within the City. A water system capacity analysis examined both demand and location of the projected build-out of the City as well as the 20 year market forecast.

The existing water supply and treatment capacity are sufficient to accommodate the expected 20-year development absorption assumptions of the Framework.

However, it is important to note, the Howard Berry Plant may require additional capacity to serve the projected build-out of the mid and lower water pressure zones of the City. The primary driver of future water demand will be the office and industrial uses expected in the Centennial Valley, the Phillips 66 property, and the Colorado Technology Center (CTC).

The Wastewater Treatment Plant provides sanitary sewage treatment for the City of Louisville. There is a surplus of sanitary treatment capacity currently on-line to serve the projected demand of the City as reflected in the Framework.

The Sanitary Treatment Plant is currently operating at a daily average of 2 million gallons per day (mgd) or 59% of its capacity. Historically, the plant has seen flows as high as 2.8 mgd. Additional treatment capacity was added in 1999 giving the plant a maximum permitted capacity of 3.4 mgd.



Water Pressure Zones

The Wastewater Treatment Plant has reached the end of its useful life based upon the age of the facility and upcoming regulatory water quality requirements.

Construction is currently being planned for the Wastewater Treatment Plant to meet regulatory and growth requirements. Improvements to transmission mains and lift stations will be needed with build out of the Colorado Technology Center and the Phillips 66 property.

There are also limitations in the sanitary sewer pipes located in the Downtown and Old Town areas. The pipes in this area are the original vitrified clay pipes, constructed in the mid 1900s. As the pipes have aged, they have begun to break down. The City annually replaces portions of these pipes with PVC pipes to maintain the integrity of the collection system.



Waste Water Treatment Plant Improvement Timelines

# The Planning Context

The City's Engineering Department has an ongoing maintenance program for inspecting storm drainage facilities. The department also provides detailed hydraulic modeling to identify any deficiencies and what improvements are necessary.

The City is currently following the Louisville/Boulder County Outfall System Plan, as completed in 1982, for necessary improvements to the stormwater system. Developers are responsible for completing elements of the outfall system to meet the City's land development and engineering codes.

Overall, the City is positioned well to serve the needs of the Framework at build out. However, as the City continues to age, infrastructure that has deteriorated or become obsolete will need to be replaced or rehabilitated.

## Building Inventory

The City of Louisville's building inventory reflects the diversity, economic stability and physical character of the City. According to the 2010 U.S. Census, there were 7,529 occupied housing units in Louisville out of a total of 7,814, for a vacancy rate of 3.6%. Approximately 74% of the occupied units were owner occupied, compared to 64% in Boulder County and 68% in the State. Louisville's median home value of \$361,200 for owner occupied units was slightly higher than Boulder County at \$353,300, and significantly higher than the state's median value of \$236,600. The highest median housing value among peer jurisdictions in 2010 is the City of Superior at \$389,300.

The bulk of Louisville's building stock was constructed in the three decades between 1970 and 2000 when 84% of the total inventory was delivered. The County and State saw an upsurge of residential construction starting in the 1960s that remained relatively robust past year 2000.

Louisville's building stock is generally divided into four eras of construction. These periods of construction generated distinctively different patterns of development and architectural styles. No single architectural

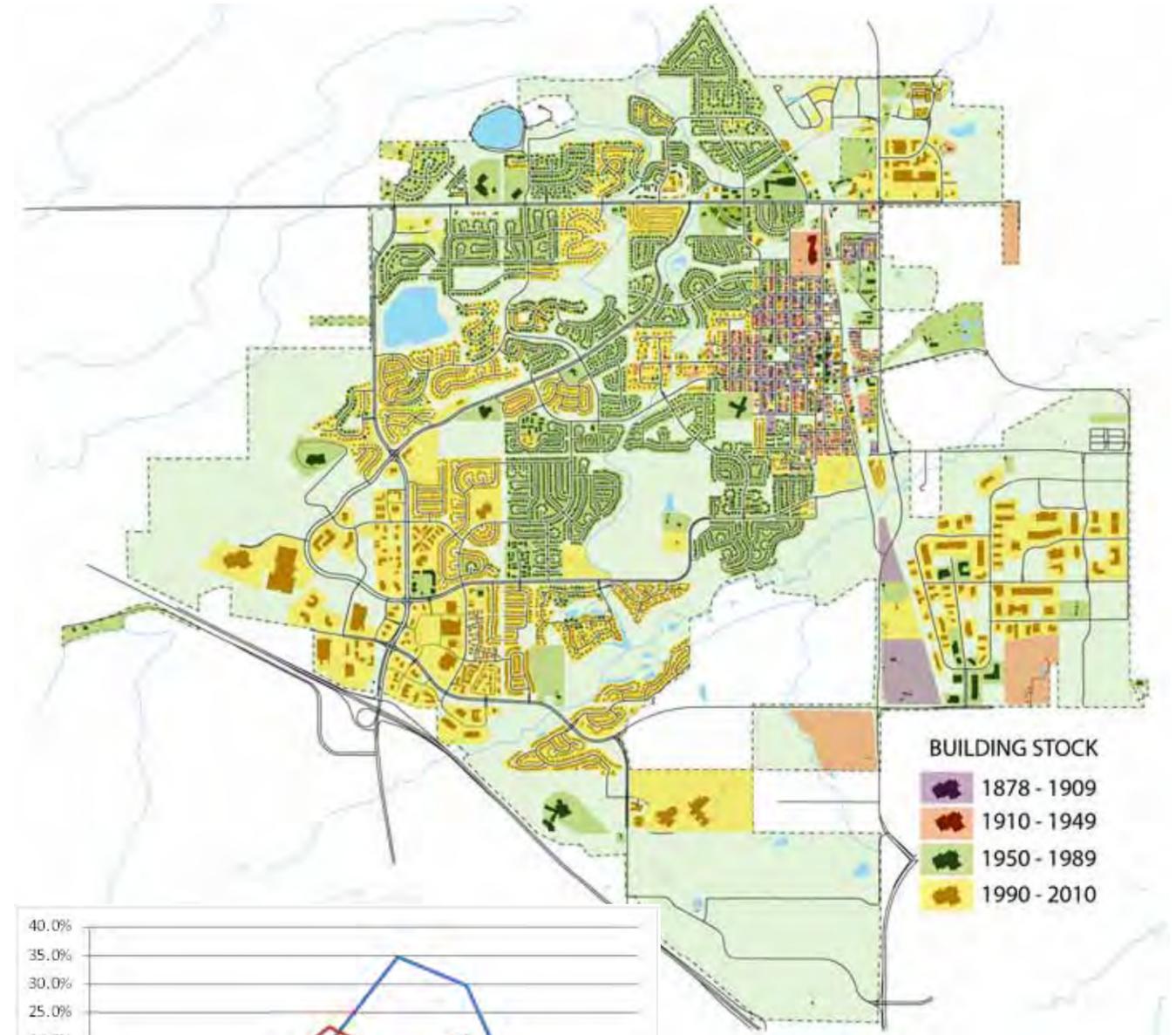


Building Figure Ground

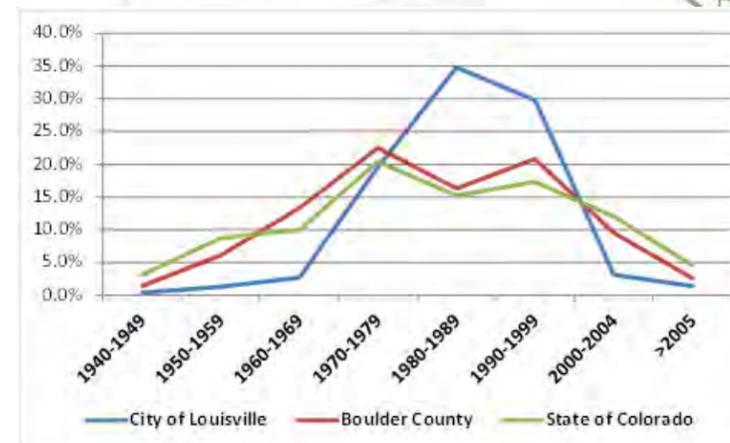
style dominates the Louisville architectural vernacular City-wide, or within any individual era of construction. The development pattern of the City clearly shifted from a pedestrian character and orientation in Old Town and Downtown Louisville (pre-1950) to a vehicle base orientation and character for development after 1950.

Louisville adopted a historic preservation ordinance in 2005 and voters approved an increase in sales tax for the creation of the Louisville Historic Preservation Fund in 2008. The historic preservation ordinance's designation of historic resources is voluntary for buildings over 50 years old. Revenues from the one-eighth percent sales tax are to be retained and spent exclusively within the "Historic Old Town Overlay District" and "Downtown Louisville" to preserve the unique charm and character of historic Old Town Louisville. This revenue source is meant to:

- Provide incentives to preserve historic resources, including funding of programs to identify and attempt to preserve buildings which qualify for listing on the Louisville Register of Historic Places with the consent of the property owner;



**BUILDING STOCK**  
 1878 - 1909  
 1910 - 1949  
 1950 - 1989  
 1990 - 2010



Percentage of Existing Buildings by Construction Date

Age of Building Stock



# The Planning Context



Example Buildings Built Between 1878 and 1909



Example Buildings Built Between 1910 and 1949



Example Buildings Built Between 1950 and 1989

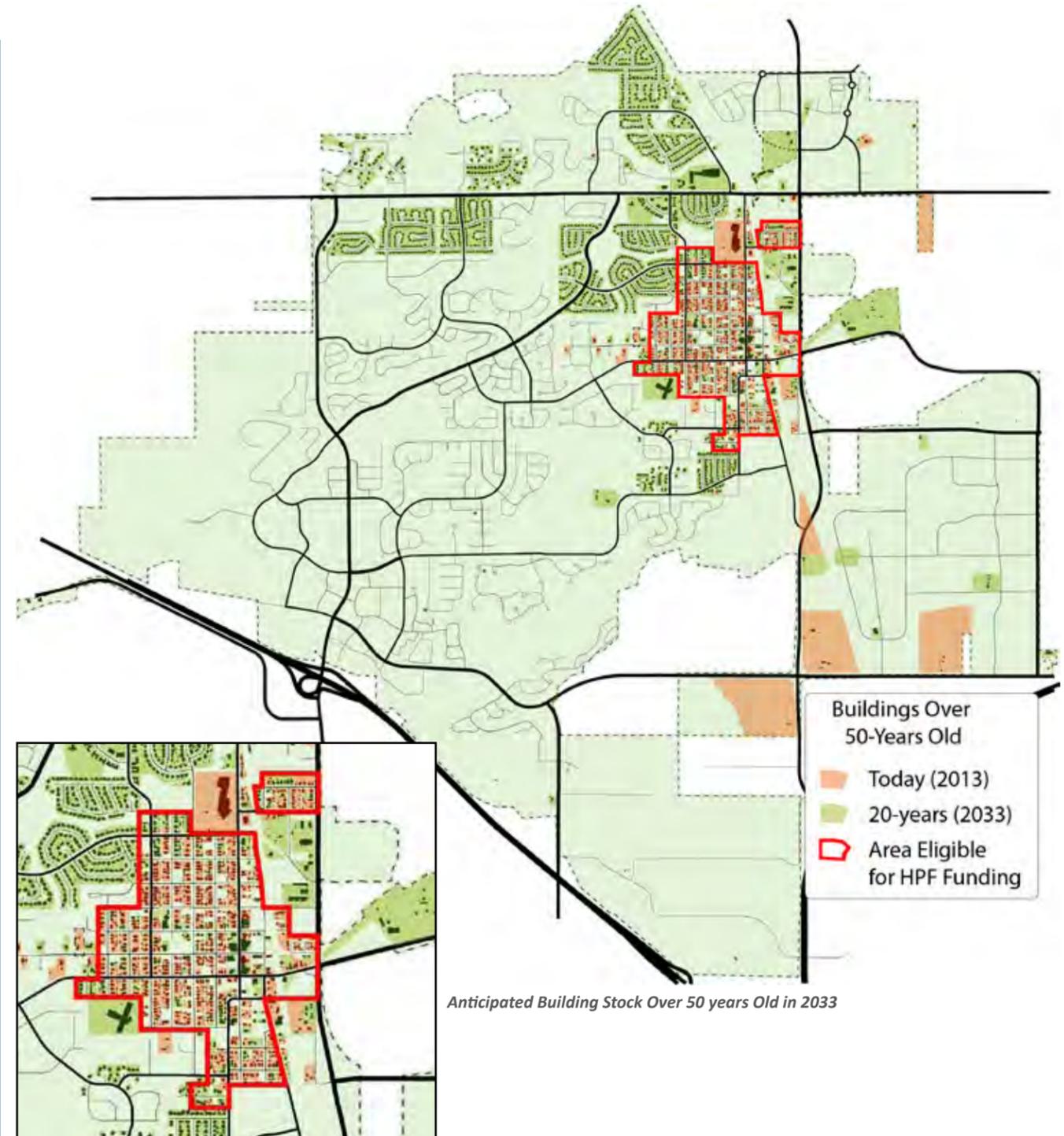


Example Buildings Built Between 1990 and 2012

- above mandatory requirements; and
- For city staff time to administer the programs.

As Louisville's building stock continues to age, more of the City's buildings will become eligible as historic resources. Currently, buildings over 50 years of age are generally constrained to the building stock of Downtown Louisville and Old Town Louisville. However, over the 20 year life of this Comprehensive Plan, it is expected the total number of eligible historic resources will nearly double, including many homes in North Louisville and along South Boulder Road. Under the existing preservation ordinance, these resources will not be eligible for money from the Historic Preservation Fund.

- Provide incentives to preserve buildings that contribute to the historic character of historic Old Town Louisville but do not qualify for listing on the Louisville Register of Historic Places, with such buildings to be treated the same as historic buildings but with lower priority;
- Provide incentives for new buildings and developments within historic Old Town Louisville to limit mass, scale, and number of stories; to preserve setbacks; to preserve pedestrian walkways between buildings; and to utilize materials typical of historic buildings,



# The Planning Context

## Circulation

Louisville is a maturing municipality in which growth trends and traffic patterns are shifting from an expansion focus to an infill orientation. Louisville is situated within rapidly developing east Boulder County, between the residential areas of Lafayette, East Boulder County and Erie, and the employment centers of Boulder, Interlocken, and the US 36 Corridor serving Denver. Louisville's arterial street network provides the primary access routes between these residential and employment areas.

Staff and the consultant team conducted a complete multi-modal transportation analysis for Louisville. Four significant observations have emerged from the transportation analysis when compared to the City's Vision Statement and Core Community Values.

### Street Vehicle Capacity

Staff plotted the Average Daily Traffic (ADT) volumes for the year 2035 on the Louisville Street Network for the preferred Framework Option. Staff then used the Institute of Transportation Engineers (ITE) generalized level of service (LOS) guidelines to document any vehicle capacity concerns with the projected 20 year build out of the City. Vehicle LOS is most commonly used to analyze a roadway's performance by categorizing vehicle traffic flow throughout the day, or during the periods of heaviest use, typically the morning and evening commute. Vehicle LOS is measured using letters from A to F.

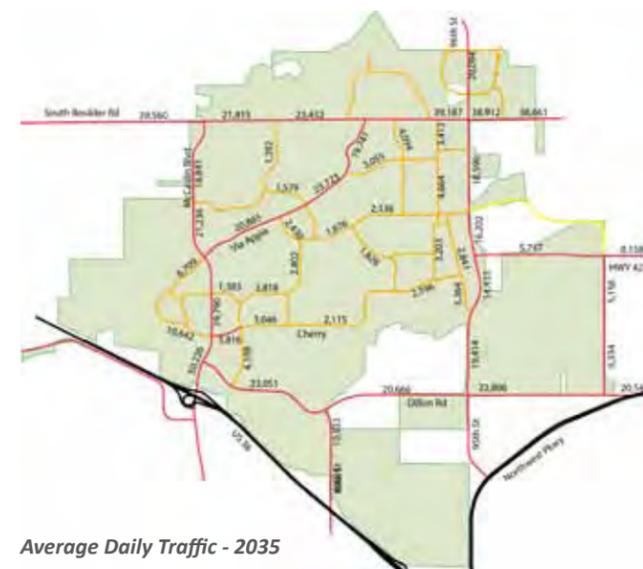
Vehicle based LOS does not measure a pedestrian's, or bicyclist's quality of trip. However, the size and speed of roadway affects the quality of a pedestrian's and bicyclist's trip experience. Generally, a larger and faster roadway corresponds with a higher vehicle LOS. Conversely, a smaller and slower roadway corresponds generally with a higher pedestrian's and bicyclist's quality of experience and a generally lower vehicle LOS. The transportation profession recommends LOS A to LOS C in rural communities, LOS C to D in suburban communities, and LOS C to F in urban communities.

A goal of this Comprehensive Plan is to maintain vehicle LOS C unless to maintain LOS C it would be necessary to

widen the street or make other capacity modifications in a way that would conflict with these desired small town transportation qualities:

- Pedestrians of all ages and abilities should be able to safely and comfortably walk along, or across a street, arterial corridor, or intersection, as well as wait for public transit.
- Bicyclists of all ages and abilities should be able to safely and comfortably ride along, or across a street, arterial corridor, or intersection.
- All streets, arterial corridors and intersections are designed and function to be compatible with the City's desired character zone identified in the Framework.
- Streets, arterial corridors and intersections do not negatively affect the adjacent neighborhoods, historic assets, or natural resources.

Based on these criteria, the majority of the City's streets have the capacity to accommodate the 20 year forecasted traffic volumes for the preferred Framework at LOS C. However, several of the City's arterials will operate at LOS D. It is important to note the anticipated regional cut-through traffic in the year 2035 causes traffic volumes on the arterials to exceed LOS C standards, regardless of any additional development in Louisville. Staff



believes that the required vehicle capacity modifications necessary to maintain LOS C conflict with Louisville's small town transportation quality expectations.

### Regional vs. Local Traffic

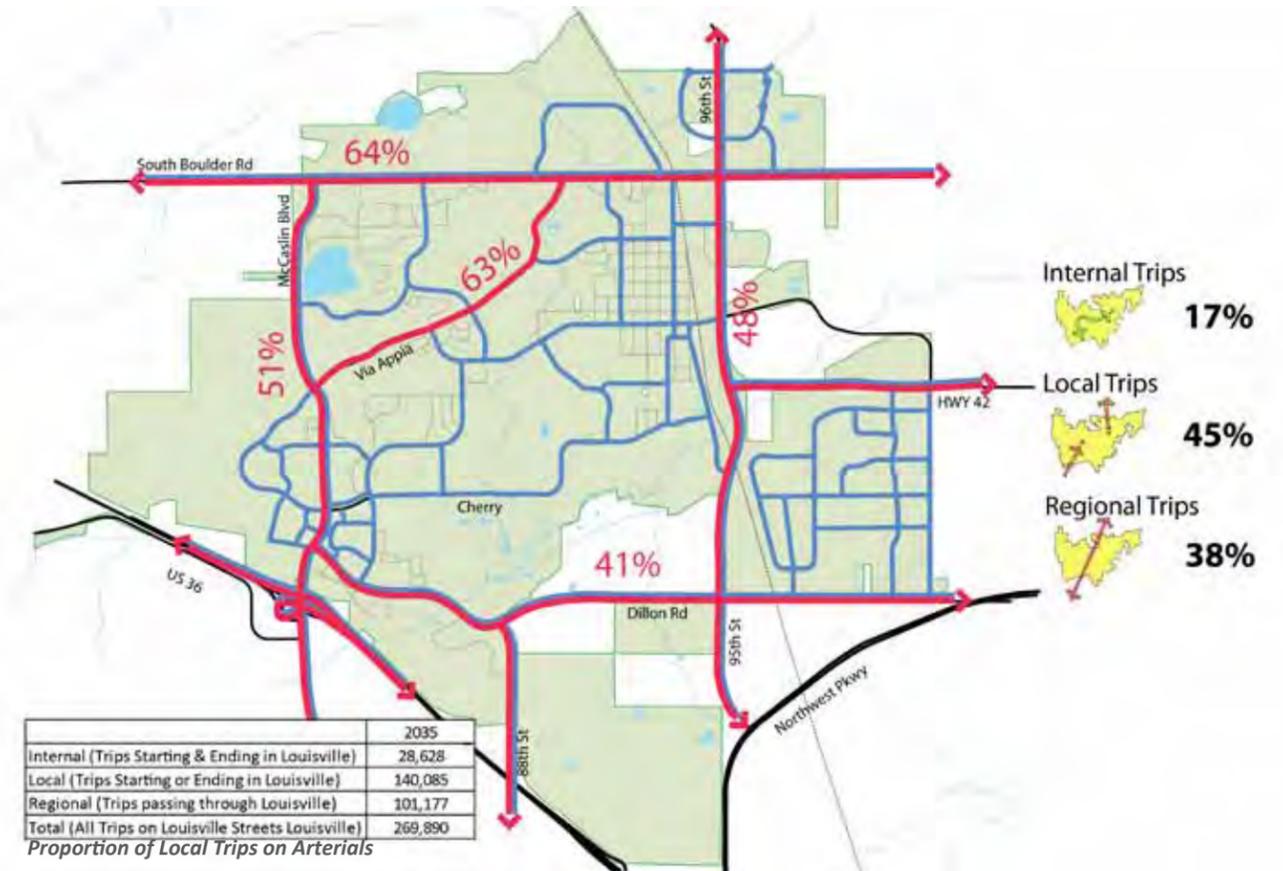
Staff conducted a Select Link Analysis of the 2035 DRCOG Transportation Model. A select link analysis identifies where the origins and destinations of car trips using Louisville streets occur. Louisville's share of traffic on its own roadways is decreasing. In 2035, 38% of all trips on Louisville streets will have neither an origin nor destination in Louisville. More relevant is that regional traffic on Louisville arterial streets in 2035 will account for 40% to 65% of all traffic. As residential areas in East Boulder County and employment areas in Boulder and the US 36 Corridor continue to increase, Louisville's share of traffic on its own roadways will continue to decrease. Only 10% of Louisville's employment base lives

in Louisville. A key transportation strategy for Louisville should be to improve local connectivity and transportation choices internal to the City.

### Transportation Nodes and Economic Opportunities

The City of Louisville has three transportation nodes with varying degrees of economic opportunities: McCaslin Boulevard and US 36, South Boulder Road and Highway 42, and Pine Street and Highway 42. These transportation nodes generate intersecting traffic volumes that retailers are attracted to because of visibility and drive-by opportunities. It is important for the City to recognize and capitalize on these opportunities.

Neighborhood Centers: South Boulder Road and Highway 42 along with McCaslin Boulevard (north of Cherry), represent neighborhood retailing centers. Traffic volumes within these centers will range between 30,000



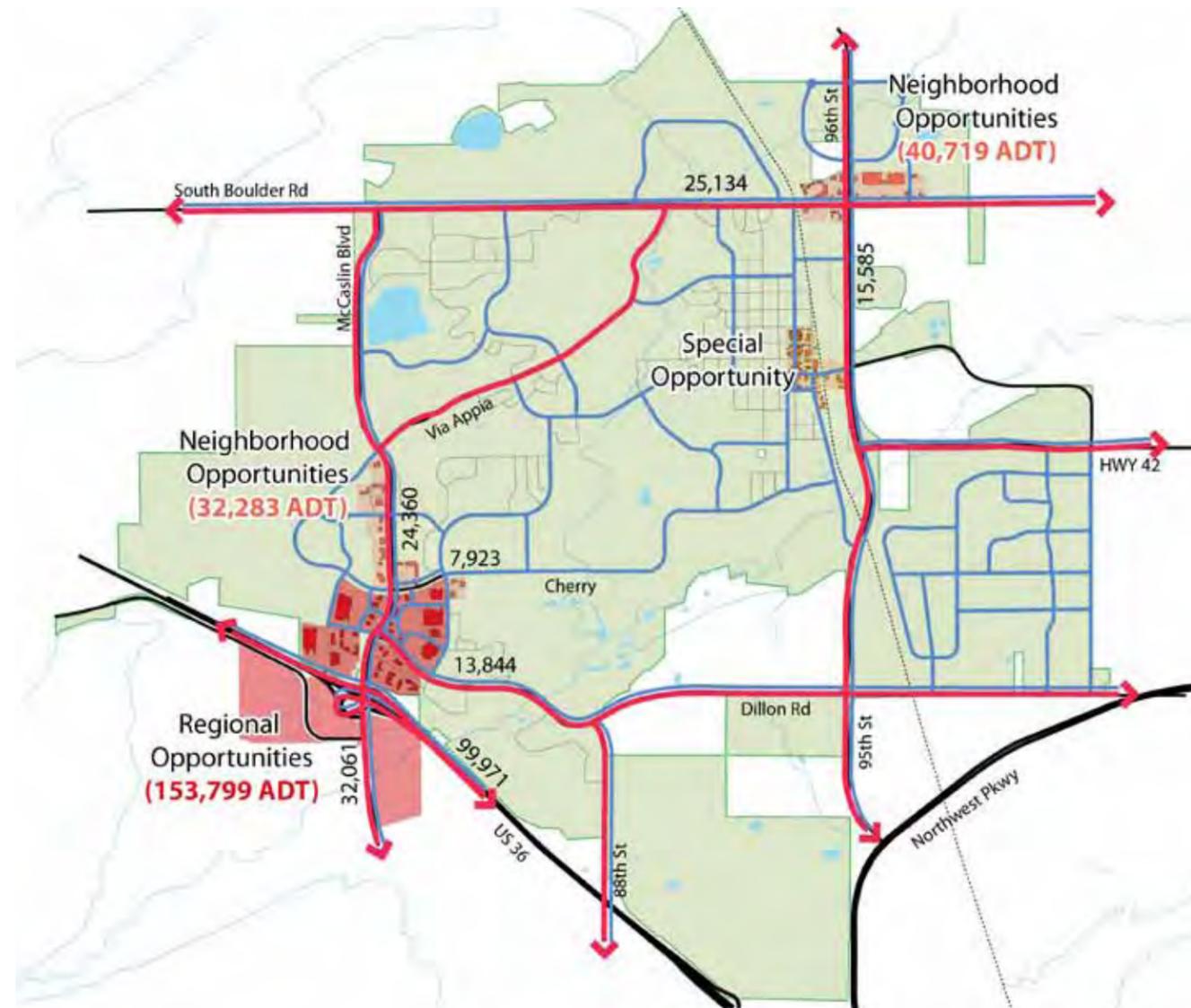
# The Planning Context

and 40,000 vehicles daily by the year 2035. Generally, retailing will be limited to neighborhood opportunities.

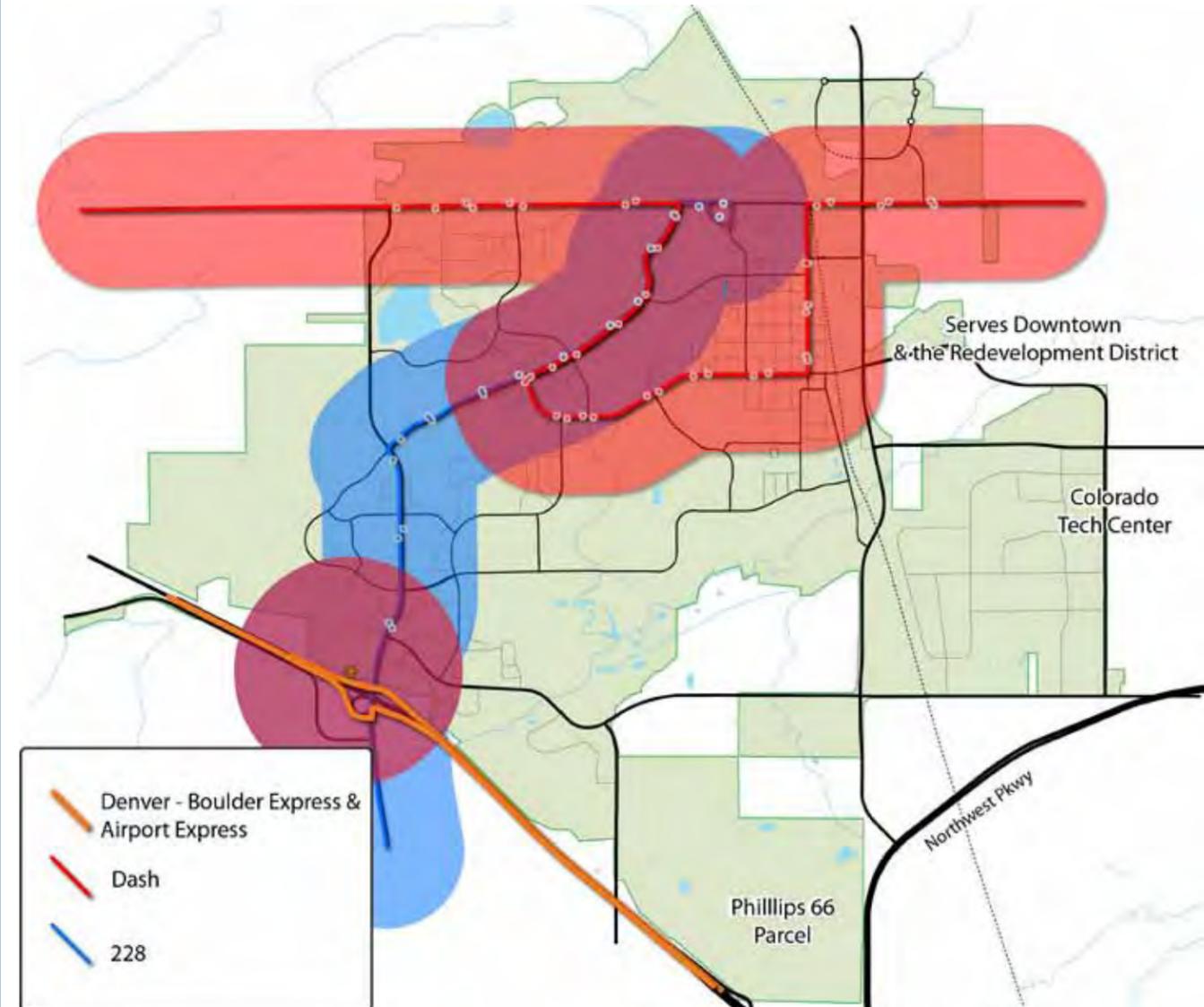
Regional Center: Regional retailing opportunities exist along McCaslin Boulevard south of Cherry Street to the US 36 interchange. In total, 150,000 vehicle trips travel through this transportation node daily.

## Transit Service

Currently, the entire southeastern portion of the City has no local transit service, including Avista Hospital, the Colorado Technology Center, and the Phillips 66 and Monarch Campus properties. All are critical employment areas to the City and the entire metro region.



The Strength of Retail Opportunities Influenced by Average Daily Traffic Volumes



Transit Service

# The Planning Context

## Market Opportunities

The City of Louisville contracted with Tischler Bise to complete a demographic and economic market study for the City which is included as an appendix to the Comprehensive Plan. The following is a brief overview of the market opportunities of the major land uses in the City. The Market Study does not imply the development projections are to be achieved in the Plan.

## Retail

The Economic and Market Assessment indicates there is a surplus of approximately 3 million square feet of retail within a 15 minute drive shed of Louisville. The assessment goes on to suggest it will take between nine and ten years of population growth in the trade area to fill this excess retail space. Based on these findings, the study concludes that the demand for new retail development at the community shopping center scale and higher (100,000 SF and higher) will be soft in Louisville for the next nine to ten years.

Although the study concludes that demand for larger scale retail in the trade area will be weak for the next ten years, there are opportunities to capitalize on emerging market trends to regain lost retail base. Areas like Downtown and the Revitalization District are positioned well to capitalize on emerging market trends favoring mixed use walkable environments. The zoning is in place and infrastructure improvements like the South Street Gateway and the HWY 42 Gateway Project will enable these areas to develop in line with emerging market trends. However, the zoning and current development patterns in Centennial Valley and the McCaslin Boulevard corridor provide little flexibility for new development patterns. Residential mixed use is not currently permitted, and the regulations encourage larger lot, automobile-centered development.

## Office/R&D/Flex Space

The majority of Louisville's office, research and development, and flex space is located in either the Colorado Technology Center (CTC) or Centennial Valley. There are approximately 2.3 million square feet of occupied space in CTC and a great deal of vacant land zoned for additional industrial development including office, research and development, and flex space. The market study suggests the CTC is positioned well in the region and will continue to experience moderate growth for the foreseeable future. Centennial Valley has approximately 425,000 square feet of vacant office space, and the market study indicates it is not likely that additional

speculative office space will be built in this area until the vacant space is occupied.

## Residential

The City of Louisville's residential housing market is constrained by a scarcity of developable land. As currently zoned, the City does not have additional land for greenfield residential development within city limits. The Alkonis parcel in the northeast corner of the City is the last significant parcel of land identified for annexation with the potential for residential development. Opportunities for infill residential development are constrained by a lack of land supply and current zoning regulations which restrict residential development or do not allow it at all.

Despite a scarcity of residential land for development, the Economic and Market Assessment indicates there is significant demand for residential units in Louisville, as evidenced by the rapid and sustainable sales of homes at Steel Ranch and North End. Opening up additional areas for residential development, either through rezoning, or revised development regulations, would likely result in additional residential development as demand is quite strong.

## Fiscal Analysis

Staff worked with an economic and fiscal consultant, Tischler Bise, to assess the fiscal impacts of the Comprehensive Plan over the next 20 years. The complete study is included as an appendix to this plan. At build out, the preferred Framework will produce a balanced amount of residential units, and retail, industrial, and office square footage. However, over the next 20 years the market will only construct a portion of each of these build out scenarios. Additionally, some of the newly constructed square footage and residential units will be added in greenfield locations, while other units and square footage will be constructed in infill locations. The following table outlines the additional square footage and residential units that the fiscal study projects could be built in the next twenty years.

Greenfield development and infill development have different fiscal impacts on the city. For example, a new residential subdivision on the outskirts of town will require the construction of new roads that will need to be maintained by the city, and may require additional police resources. An infill site will likely not need additional roads. The City's current fiscal model does not account for the potential savings of infill development. The fiscal study attached to this plan includes cost adjustments to Operating and Capital Costs for infill de-

Use	Net New
<b>Single Family Residential (Units)</b>	<b>224</b>
GreenField	141
Infill	83
<b>Multi-Family Residential (Units)</b>	<b>967</b>
GreenField	273
Infill	694
<b>Retail (Sq. Ft.)</b>	<b>200,000</b>
GreenField	25,000
Infill	175,000
<b>Industrial (Sq. Ft.)</b>	<b>375,000</b>
GreenField	
Infill	375,000
<b>Office (Sq. Ft.)</b>	<b>450,000</b>
GreenField	250,000
Infill	200,000

20 Year Market Forecast

Source: Source: City of Louisville; TischlerBise

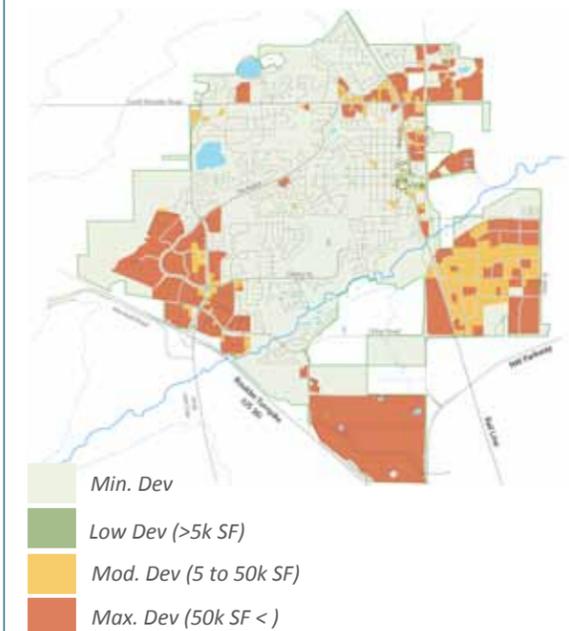
velopment. Based on the discount assumptions in the report, Tischler Bise completed an analysis of operating and capital fiscal impacts for the 20 year build out. The model indicates the proposed land use mixture in this comprehensive Plan is essentially fiscally neutral. Annual operations revenue will be slightly under expenditures by approximately \$93,000 and that annual capital budget will experience a slight surplus of approximately \$115,000 annually. These are rough assumptions based on one out of countless possible build-out scenarios.

City of Louisville, Colorado Fiscal Impact Analysis Summary of Annual Operating and Capital Estimates		
		Total
<b>OPERATING SUMMARY</b>		
Revenue	\$	2,171,664
Expenditures	\$	2,264,780
<b>Total</b>	<b>\$</b>	<b>(93,116)</b>
<b>CAPITAL SUMMARY</b>		
Revenue	\$	875,996
Expenditures	\$	758,349
<b>Total</b>	<b>\$</b>	<b>117,647</b>

## Stability and Change

The three largest land uses in the City are: residential, parks and open space, and vacant or undeveloped. Together these uses comprise approximately three-quarters of the land in the City. On the properties that have been developed, residential makes up more than half of the built square footage in the City, followed by industrial and office, together totaling about one-quarter of the City's built square footage.

The Louisville Municipal Code (LMC), Chapter 17 - Zoning, dictates the amount of development allowed within Louisville. Staff analyzed the LMC with respect to each lot to determine how much development is allowed in addition to what currently exists. This analysis shows a large portion of the City is entitled to additional development.



### Areas with Substantial Buildout Capacity

Most of the entitled development is within retail corridors along South Boulder Road and McCaslin Boulevard; special office and industrial districts of Centennial Valley, the Colorado Technology Center (CTC), and Phillips 66; and within the Downtown and the HWY 42 Redevelopment district. It should be noted, the analysis simply indicates what additional development is allowed and not what the retail, office, and residential markets can absorb.

Several variables influence the likeliness of property developing or redeveloping. One is the ratio between the building



value and the total property value. If the building value is a relatively small portion of the total value, then the property is probably not being used close to its full potential and redevelopment is likely. However, the improved value to property value ratio is not an indicator of immediate development. Many other factors unique to each property also influence the likelihood of development. For example, if a property is owned free and clear, without any debt, this analysis falls short.



- Improvement values (50%) of total Property Values
- Improvement values (40 to 50%) of total Property Values
- Improvement values (30 to 40%) of total Property Values
- Improvement values (>30%) of total Property Values

### Areas with High Development Pressures

Areas with the highest development pressures are typically vacant like some in the CTC and Centennial Valley; however, many older under-developed properties are experiencing significant reinvestment pressure along South Boulder Road and within Old Town.

Staff mapped the allowed additional development in the City with the building to property value ratio for all properties to identify areas experiencing change today and that will likely experience change in the future as the real estate market recovers.

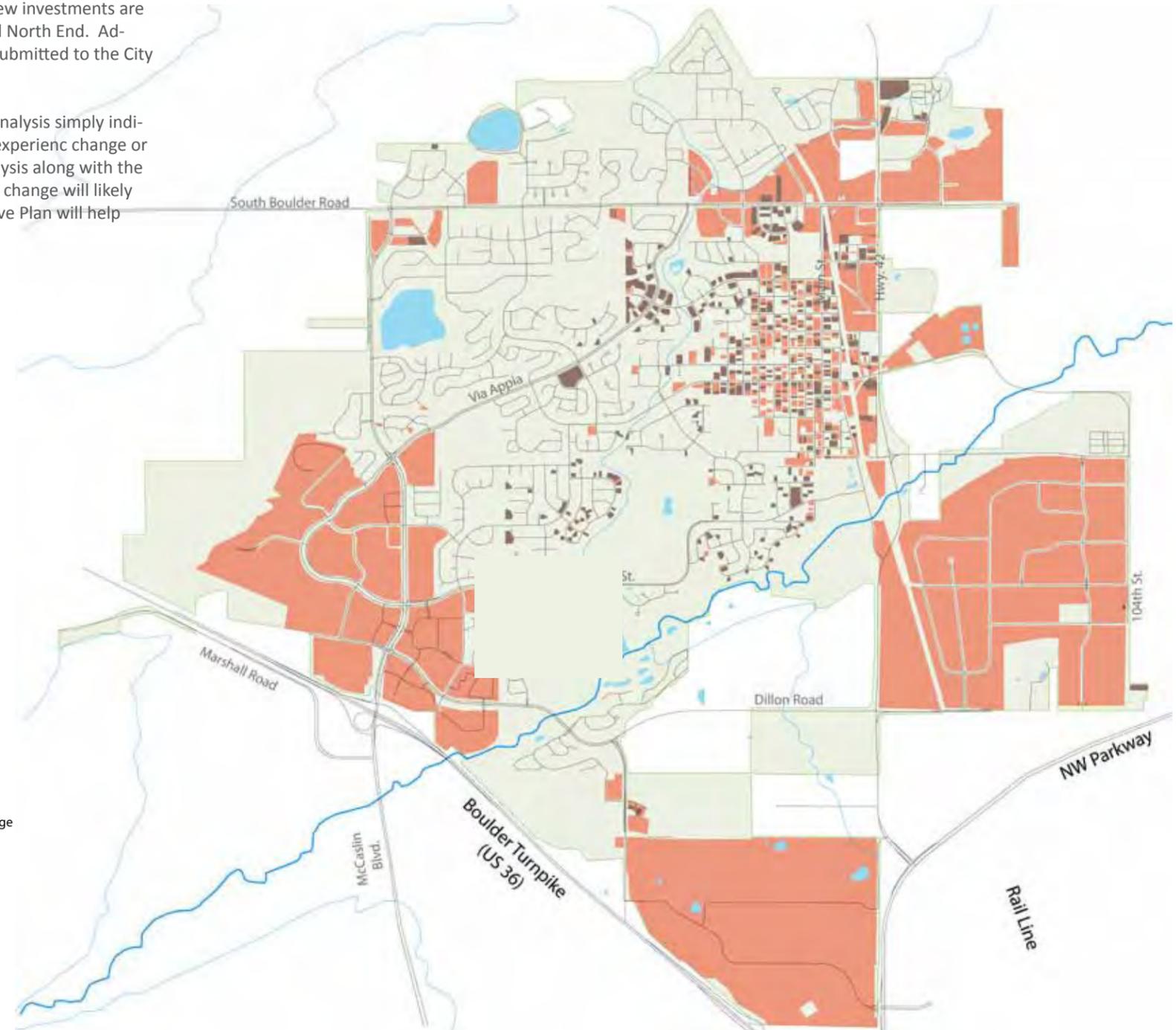
The majority of Louisville is stable; however, some specific areas are experiencing, or will likely experience, change. Downtown, over the last few years, has experienced substantial

reinvestment to its building stock. The Old Town neighborhood is also experiencing significant reinvestment with new houses replacing many of the older homes. This analysis also indicates large residential reinvestments may begin occurring in neighborhoods outside of Old Town. New investments are also occurring in the CTC, Steel Ranch, and North End. Additional development requests are being submitted to the City for property along South Boulder Road.

As a caveat, it is important to realize this analysis simply indicates which areas of the City are likely to experience change or should anticipate future change. This analysis along with the economic market study will indicate when change will likely occur by land use type. The Comprehensive Plan will help guide that change to the City's benefit.

### Areas of Stability and Change

- Areas of Stability
- Areas of Incremental Change
- Areas of Change



# The Vision Statement and Core Community Values

The 20 Year Plan for the City of Louisville has two primary components which guide the direction and implementation of the 2012 Comprehensive Plan Update.

The first key component is the Vision Statement and Core Community Values. The Vision Statement and Core Community Values are supported by the second key component, the Framework Plan.

Louisville's Vision Statement and Core Community Values define how the City sees itself and identify characteristics that should be carried into the future. The Vision Statement and Core Community Values were developed through extensive public outreach and represent the views of residents, business and property owners, and elected and appointed officials. The Vision Statement and Core Community Values serve as the rubric against which the Framework Plan was developed and how future City policies and decisions should be evaluated. All of the recommendations, principles, and policies in this Comprehensive Plan are designed to further the goals of the Vision Statement and Core Community Values.

The Framework Plan illustrates Louisville's community character and development expectations verbalized in the Vision Statement and Core Community Values. Together, the Vision Statement and Core Community Values visualized by the Framework Plan represent the long-range integrated land use, transportation and natural resource vision for the City.



## Vision Statement

*Established in 1878, the City of Louisville is an inclusive, family-friendly community that manages its continued growth by blending a forward-thinking outlook with a small-town atmosphere which engages its citizenry and provides a walkable community form that enables social interaction. The City strives to preserve and enhance the high quality of life it offers to those who live, work, and spend time in the community. Louisville retains connections to the City's modest mining and agricultural beginnings while continuing to transform into one of the most livable, innovative, and economically diverse communities in the United States. The structure and operation of the City will ensure an open and responsive government which integrates regional cooperation and citizen volunteerism with a broad range of high-quality and cost-effective services.*



# The Vision Statement and Core Community Values

## Core Community Values

The following Core Community Values are the foundation upon which the City of Louisville will make decisions and achieve the Community's vision.

### We Value...



**A Sense of Community** . . . where residents, property owners, business owners, and visitors feel a connection to Louisville and to each other, and where the City's character, physical form and accessible government contribute to a citizenry that is actively involved in the decision-making process to meet their individual and collective needs.



**Our Livable Small Town Feel** . . . where the City's size, scale, and land use mixture and government's high-quality customer service encourage personal and commercial interactions.



**A Healthy, Vibrant, and Sustainable Economy** . . . where the City understands and appreciates the trust our residents, property owners, and business owners place in it when they invest in Louisville, and where the City is committed to a strong and supportive business climate which fosters a healthy and vibrant local and regional economy for today and for the future.



**A Connection to the City's Heritage** . . . where the City recognizes, values, and encourages the promotion and preservation of our history and cultural heritage, particularly our mining and agricultural past.



**Sustainable Practices for the Economy, Community, and the Environment** . . . where we challenge our government, residents, property owners, and our business owners to be innovative with sustainable practices so the needs of today are met without compromising the needs of future generations.



**Unique Commercial Areas and Distinctive Neighborhoods** . . . where the City is committed to recognizing the diversity of Louisville's commercial areas and neighborhoods by establishing customized policies and tools to ensure that each maintains its individual character, economic vitality, and livable structure.



**A Balanced Transportation System** . . . where the City desires to make motorists, transit customers, bicyclists and pedestrians of all ages and abilities partners in mobility, and where the City intends to create and maintain a multimodal transportation system to ensure that each user can move in ways that contribute to the economic prosperity, public health, and exceptional quality of life in the City.



**Families and Individuals** . . . where the City accommodates the needs of all individuals in all stages of life through our parks, trails, and roadway design, our City services, and City regulations to ensure they provide an environment which accommodates individual mobility needs, quality of life goals, and housing options.



**Integrated Open Space and Trail Networks** . . . where the City appreciates, manages and preserves the natural environment for community benefit, including its ecological diversity, its outstanding views, clear-cut boundaries, and the interconnected, integrated trail network which makes all parts of the City accessible.



**Safe Neighborhoods** . . . where the City ensures our policies and actions maintain safe, thriving and livable neighborhoods so residents of all ages experience a strong sense of community and personal security.



**Ecological Diversity** . . . where the City, through its management of parks and open space and its development and landscape regulations, promotes biodiversity by ensuring a healthy and resilient natural environment, robust plant life and diverse habitats.



**Excellence in Education and Lifelong learning** . . . where the City allocates the appropriate resources to our library services and cultural assets and where the City actively participates with our regional partners to foster the region's educational excellence and create a culture of lifelong learning within the City and Boulder County.



**Civic Participation and Volunteerism** . . . where the City engages, empowers, and encourages its citizens to think creatively, to volunteer and to participate in community discussions and decisions through open dialogue, respectful discussions, and responsive action.



**Open, Efficient and Fiscally Responsible Government** . . . where the City government is approachable, transparent, and ethical, and our management of fiscal resources is accountable, trustworthy, and prudent.

# The Vision Statement and Core Community Values

## CHARACTER ZONES

This Comprehensive Plan Update introduces a new language and format to the community's Framework. The intent of the change is to clarify and illustrate the community's expectations related to the City's land use function, form, and character in the Framework, and to ensure the City's Vision Statement and Core Community Values are properly translated and illustrated in the Comprehensive Plan. The new language simplifies the format of the Framework into character zones. The character zones are described by two variables: development patterns and development types.

### Development Patterns

Three development patterns are found in Louisville: *urban*, *suburban*, and *rural*. These development patterns reflect the look and feel of the City. Development patterns dictate how streets are laid out; how property parcels are subdivided; how buildings are designed and arranged on a site; and how parks and public spaces are integrated into the community.

Specifically, the development patterns in the Framework establish guidelines for Small Area and Neighborhood Plans to implement specific regulations within the Louisville Municipal Code (LMC). The specific elements the development patterns influence include:

#### Building Form and Design

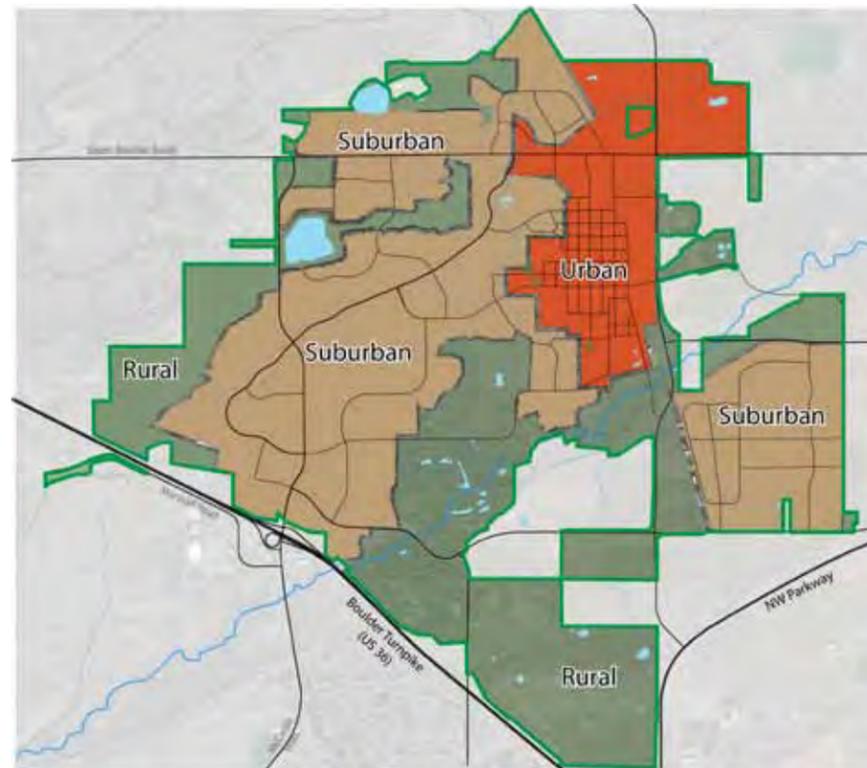
- Building Heights
- Building Mass and Scale
- Building Orientation

#### Infrastructure

- Streets
- Blocks
- Storm Water Facilities
- Public Spaces and Trails

#### Design Standards

- Yard & Bulk
- Parking Ratios
- Site Design



## Urban Pattern

The urban portions of Louisville are found in the north-east quadrant of the City and are generally more compact and walkable. The majority of the urban development pattern occurred in Louisville prior to 1960. Some urban development patterns have occurred since 2008. The urban areas of the City include: Downtown, Old Town, North End and Steel Ranch. Generally, the urban pattern of development includes the following distinguishing design characteristics.

### Streets

- Interconnected street network (smaller blocks)
- Alley / rear loaded properties
- Multimodal (Vehicle, pedestrian, bike, transit)
- Reduced speeds
- Balanced civic and mobility responsibilities

### Parcels

- Smaller parcels

### Building Design and Orientation

- Street Orientation
- Pedestrian mass, scale, and details

### Civic & Public Infrastructure

- Integrated
- Multi-purpose
- Formal landscape



Example Figure Ground - Downtown & Old Town Louisville

# The Vision Statement and Core Community Values

## Suburban Pattern

The suburban portions of Louisville generally evolved between 1960 and 2008 and are found along: Via Appia; McCaslin Boulevard; South Boulder Road; Centennial Valley; and within the Colorado Technology Center. The suburban patterns of development are typically more spread-out and multimodal when compared to urban patterns of development. Generally, suburban patterns of development include the following distinguishing design characteristics.

### Streets

- Disconnected street network (larger blocks)
- Street loaded properties
- Multimodal (Vehicular, Pedestrian, Bike, Transit)
- Higher speeds
- Mobility role larger than civic role

### Parcels

- Larger parcels

### Building Orientation

- Oriented towards property
- Vehicular mass, scale, and details

### Civic & Public Infrastructure

- Separated
- Single-purpose
- Informal landscape



Example Figure Ground - McCaslin Boulevard & Centennial Valley

## Rural Pattern

The rural portions of Louisville generally occur along the perimeter of City in the form of open space. However, rural development patterns have also emerged around the Coal Creek Golf Course, 96th Street and south of Dillon Road and include the Phillips 66 property. The rural patterns of development are typically more separated and vehicular based when compared to urban and suburban patterns of development. Generally, rural patterns of development include the following distinguishing design characteristics.

### Streets

- No street network (no block pattern)
- Street loaded properties
- Vehicular and bicycle design (pedestrian needs supported by trail network)
- Higher speeds
- Mobility priority

### Parcels

- Larger parcels

### Building Orientation

- Natural resource orientation
- Vehicular mass, scale, and details

### Civic & Public Infrastructure

- Separated
- Single-purpose
- Native landscape



Example Figure Ground - Avista, Monarch Campus, & Phillips 66 Property



# The Vision Statement and Core Community Values

## DEVELOPMENT TYPES

Five development types occur throughout Louisville: *centers, corridors, neighborhoods, special districts, and parks/open space*. These development types reflect the type of uses and activities; density, or intensity of development; and the amount of public infrastructure desired in different areas of the City.

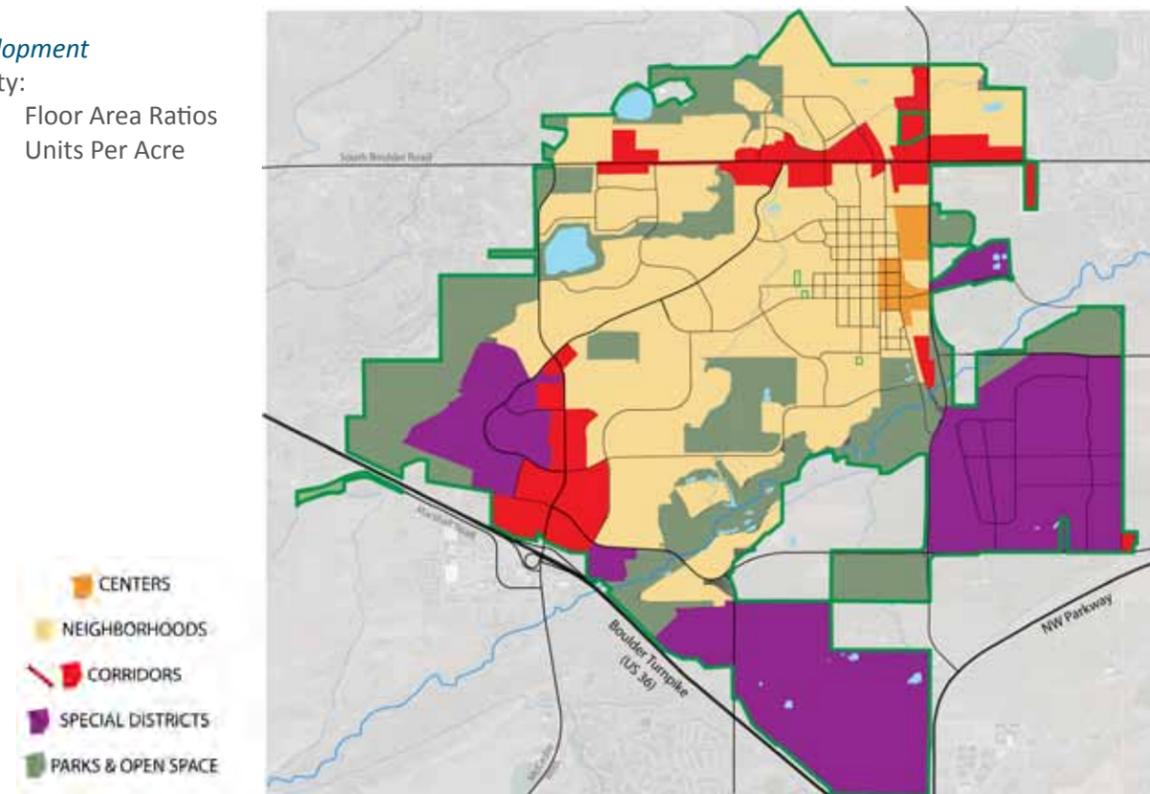
Specifically, the development types in the Framework will establish guidelines for Small Area and Neighborhood Plans to implement specific regulations within the Louisville Municipal Code (LMC). The specific elements the development types influence include:

### Land Use Mix

- Retail
- Commercial
- Residential
- Industrial
- Civic/Institutional

### Allowed Development

- Density:
  - Floor Area Ratios
  - Units Per Acre



## Centers

Downtown Louisville and its relationship with the Old Town neighborhood represent the City's only current center. The City's Framework identifies the emergence of two additional centers: one around South Boulder Road and Highway (HWY) 42, and the other near McCaslin Boulevard and US 36, south of Cherry Street.

Centers are defined by their mixture of uses (retail, commercial, and residential), street interconnectivity, and integrated public spaces. A center's physical design is that of a destination, or gathering point for city-wide activities. Centers are connected to and oriented toward their adjacent land uses. Centers typically have the greatest retailing opportunities. Centers feature integrated public spaces with a recognized public space, or focal point. Centers also have the highest potential for a vertical mix of uses.



# The Vision Statement and Core Community Values

## Corridors

Corridor development types are similar to center development types in the mixture and intensity of land uses. Corridors differ from centers in their shape, connectedness to adjacent land uses, and public space integration. Generally, corridor development types occur along arterial roadways in a linear form and are disconnected from adjacent land uses. Corridor development types are expected to develop along: McCaslin Boulevard north of Cherry Street and south of Via Appia; along South Boulder Road and along HWY 42, north of Hecla Drive.

Corridors typically have strong retail, commercial and multi-family development opportunities. Corridors lack integrated public spaces and typically do not have a focal point and central gathering area. Corridors typically feature a linear, not horizontal, mixture of uses. Generally, their architectural character is defined by the primary arterial roadway.



## Neighborhoods

Neighborhoods are the most abundant development type in the City of Louisville. Neighborhoods are predominantly residential land uses. Neighborhoods range from less dense large lot single family neighborhoods to higher density multi-family communities. Neighborhoods have public spaces either integrated within, or adjacent to them. Neighborhoods are generally sized by a ½ mile diameter (10 minute walk) and have well defined edges and boundaries.

A key component of this Comprehensive Plan update is the introduction of a recommended city-wide neighborhood planning initiative. The neighborhood plans are tailored toward the needs of individual neighborhood. They will ensure the neighborhoods remain livable, stable and successful as the region continues to grow and the City continues to evolve.



# The Vision Statement and Core Community Values

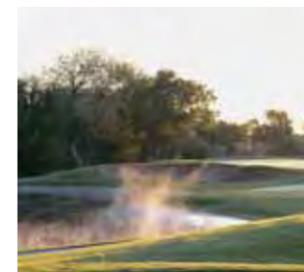
## Special Districts

Special Districts are unique development types customized to a particular location and development opportunity. Special Districts are predominantly a single use development, typically involving either industrial or office land uses. Special Districts range in density and intensity. Public spaces are seldom integrated within the development and are more often adjacent, or nearby the special district. Special districts within Louisville include: Centennial Valley, Coal Creek Business Park, Phillips 66 and the Colorado Technology Center.



## Parks and Open Space

Parks and Open Spaces are development types to be considered in Louisville. Parks and Open Spaces are predominantly a single institutional or civic use, in which retailing and entertainment opportunities may be temporarily allowed through a license agreement with the City. Parks and Open Spaces range in size and activity levels. The Parks and Open Spaces system is guided by the Parks Recreation Open Space and Trails (PROST) Master Plan, a companion document to the Comprehensive Plan.



## THE FRAMEWORK

The Framework uses the new character zone language outlined in the previous section to graphically represent the City of Louisville's adopted Vision Statement and Core Community Values. The Framework also represents a Long-Range Integrated Land Use, Transportation and Natural Resource Plan for the City. These elements provide a specific strategy for enabling the City to review and modify its land development regulations and assist in prioritizing the City's Capital Improvement Program. Together, the Vision Statement, the Core Community Values and the Framework establish community expectations and provide policy guidance for the anticipated areas of change and stability in the City.

The Framework's composition of land uses enables a place for existing and future residents to live, work, shop, and play. The composition of uses ensures a fiscal balance to maintain the City's high quality of services. The Framework also positions the City to capitalize on sound market strategies that will allow the City's revenue generating land uses to stay competitive with neighboring municipalities and the surrounding region.

The core component of the Framework is the identification and development of three mixed use urban centers in the City over the next twenty years.

1. Downtown / the Highway 42 Revitalization District;
2. Highway 42 and South Boulder Road; and,
3. McCaslin Boulevard.

The Framework also designates McCaslin Boulevard (North of Cherry Street and South of Via Appia), South Boulder Road (east of Via Appia), and HWY 42 (north of South Boulder Road) as urban corridors. The special districts of the City are defined to include Centennial Valley, Coal Creek Business Park, the Colorado Technology Center, 96th Street, Dillon Road, and the Phillips 66 property.

The plan identifies various suburban, urban, and rural neighborhoods throughout the City and outlines the parks and open space areas within the City. The follow-

ing section describes what is envisioned through the City's Vision Statement and Core Community Values and graphically represents it within the Framework.

### Street Types and Land Use

The land uses envisioned in the Framework's Center and Corridor development types, are determined by the street types in each area. This Comprehensive Plan identifies four types of streets in the Center and Corridor development types: Retail Primary and Secondary Streets and Mixed Use Primary and Secondary Streets.

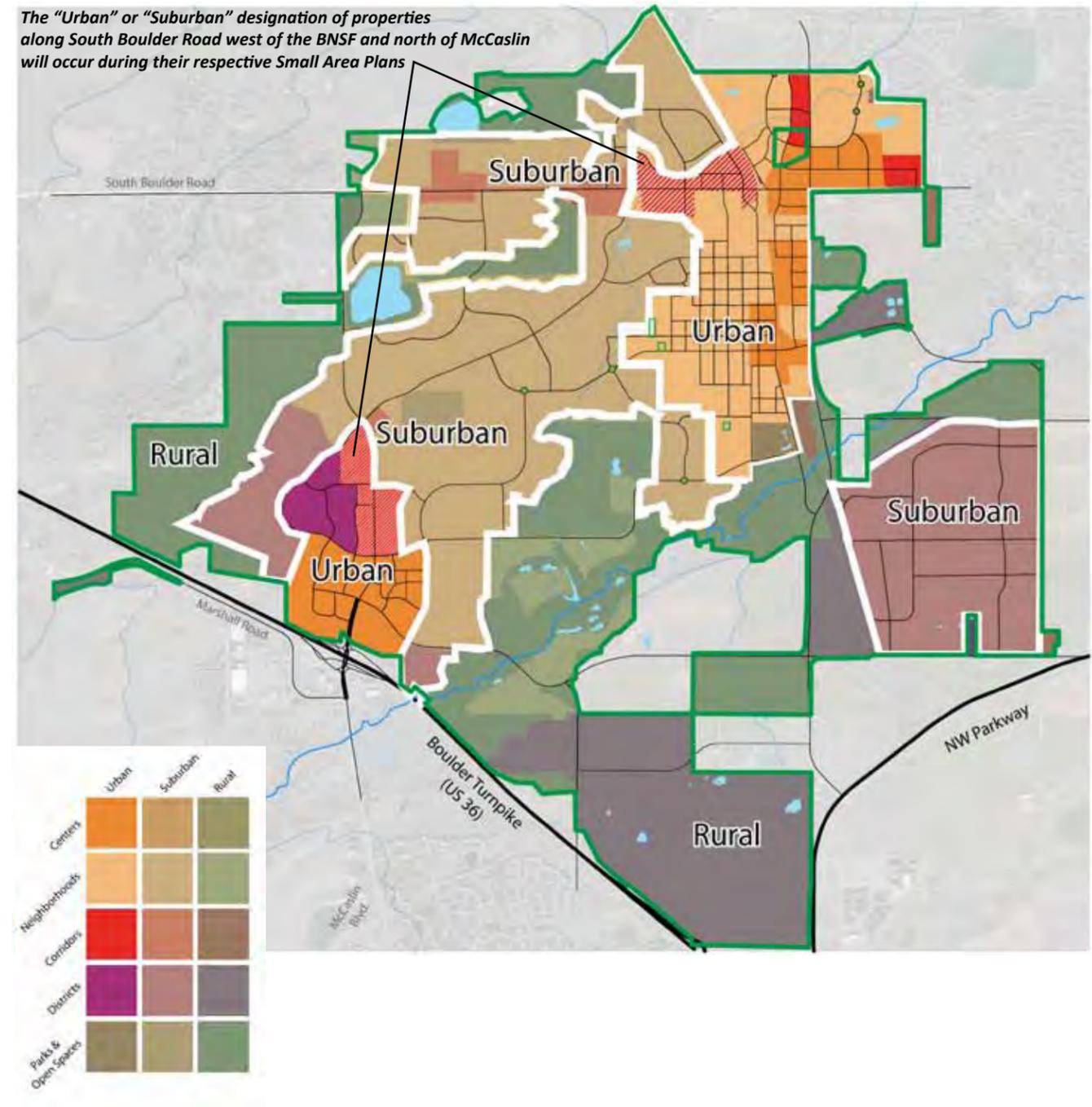
**Retail Primary Streets** are those streets best positioned for retail success. The traffic volumes and visibility these streets provide requires the provision of retail land uses on the ground floor of the buildings adjacent to them. Other commercial uses may be located on a second story, above the ground floor retail use. Residential land uses are not found on Retail Primary Streets.

**Retail Secondary Streets** have the potential for retail success, but their location and traffic volumes suggest that other commercial uses, such as office, may present a more economically viable land use option. Retail land uses should be clustered in key locations on secondary streets where visibility and access exist. Residential land uses are not found on Retail Secondary Streets.

**Mixed Use Primary Streets** are those streets that are located and designed for a mix of complementary uses. These streets may function as the center of a larger mixed use district, and as such are ideally situated for pedestrian activated ground floor commercial uses. Residential uses may occupy the upper floors of a mixed use building on a Mixed Use Primary Street.

**Mixed Use Secondary Streets** are found in mixed use districts, but they are not located in the heart, or center, of the district. The location of the streets and the corresponding reduced traffic volumes suggest that uses other than retail or office may be more appropriate on the ground floor of buildings fronting the street. Residential uses may be the sole use in a building located on a Mixed Use Secondary Street.

The "Urban" or "Suburban" designation of properties along South Boulder Road west of the BNSF and north of McCaslin will occur during their respective Small Area Plans



# The Framework

## DOWNTOWN AND THE HIGHWAY 42 REVITALIZATION DISTRICT

The combination of Downtown Louisville and the HWY 42 Revitalization District is the only one of the three urban centers identified in the Framework that currently operates as an urban center. Historic Downtown Louisville presently has a mix of land uses within a walkable and integrated urban pattern. Future efforts in this center will continue to encourage a healthy and vibrant downtown consisting of a mix of supporting businesses and residences. This Framework looks to build on the success of Downtown Louisville in the HWY 42 Revitalization District.

The existing HWY 42 Revitalization Plan calls for a mix of residential housing types, commercial retail and office areas, and parks and public spaces on the east side of the railroad tracks. As the Downtown and HWY 42 Revitalization District Urban Center continues to evolve, focus should be placed on policy and infrastructure improvements which enable these two areas to evolve as one well connected and cohesive urban center.

### Land Use Mix

The Downtown and Highway 42 Revitalization District Urban Center is intended to include a mix of uses through the entirety of the center, and within individual buildings. The Center will include a mix of Mixed Use Primary and Secondary Streets, and the land uses envisioned will follow those highlighted in the following table. The assignment of the street types in this sub-

Land Use	Street Type			
	Retail		Mixed Use	
	Primary	Secondary	Primary	Secondary
Retail	G	A	E	A
Office	A*	A	E	A
Residential	N	N	A*	A
Industrial	N	N	N	N
Institutional	A	A	A	A

- A Allowed
- A\* Allowed above ground floor
- E Either retail or office required on ground floor
- G Required on ground floor
- N Not allowed

district will be determined during a separate Planning initiative.

**Parking:** Shared parking environment where visitors park once and visit multiple locations without moving their automobile.

**Fiscal Performance:** Land use mix demonstrates positive fiscal benefits

**Density Range:**  
*Floor Area Ratio:* 1.0 – 2.0 with an overall average of 1.5  
*Unit per Acre:* Up to 25 DU/Acre

**Building Height:** 2-3 Stories

### Building Form and Design

- Buildings front the street and the ground floor is activated on primary retail streets.
- Human-scaled buildings.
- Pedestrian design detailing on all building ground floors and around public gathering spaces.
- The growth of the Center will preserve the character and scale of the neighborhoods within the Old Town Overlay District (Little Italy, Miners Field, and Old Town).

### Infrastructure

*Streets:* Reduced speed and multimodal  
*Block Length:* 300-400 Feet  
*Public Spaces and Trails:* Interconnected and integrated into the urban center and nearby open spaces

### Design Standards

*Downtown* - Downtown Framework; Downtown Design Handbook; and, Downtown Parking and Pedestrian Action Plan.  
*Revitalization District* - Mixed Use Development Design Standards and Guideline and Highway 42 Framework Plan.

### Policies

- Continue to recognize historic buildings are an integral part of downtown’s character and success, and develop a Preservation Master Plan for residential and commercial structures with historic eligibility.
- Encourage a diversity of housing types and provide a transition in scale from higher density uses in the core of the Urban Center to the adjacent neighborhoods.
- Promote the development of additional public parking and parking management strategies to efficiently use parking resources, ensure a walkable environment, and alleviate potential parking constraints as the Urban Center continues to redevelop.
- Continue to promote the vitality of the downtown through marketing (such as new identification and directional signs) and collaboration with the Chamber of Commerce, Business Retention and Development Committee, and the Downtown Business Association, as well as supporting destination venues such as the Louisville Street Faire, the Steinbaugh Pavilion, Memory Square, the Louisville Arts Center and the Community Park.
- Encourage business diversity through strategic public infrastructure improvements and business assistance which encourages new private investment and business development.
- Complete the necessary street network, pedestrian, and bicycle connections between the Downtown Area and the Highway 42 Revitalization District to provide travel choices, stabilize existing neighborhoods and create one cohesive urban center.
- Promote safe connections for all transportation modes across major transportation corridors and between adjacent commercial areas.

Pedestrian crossings should be completed across HWY 42 and under the existing rail tracks to ensure safe pedestrian passage.

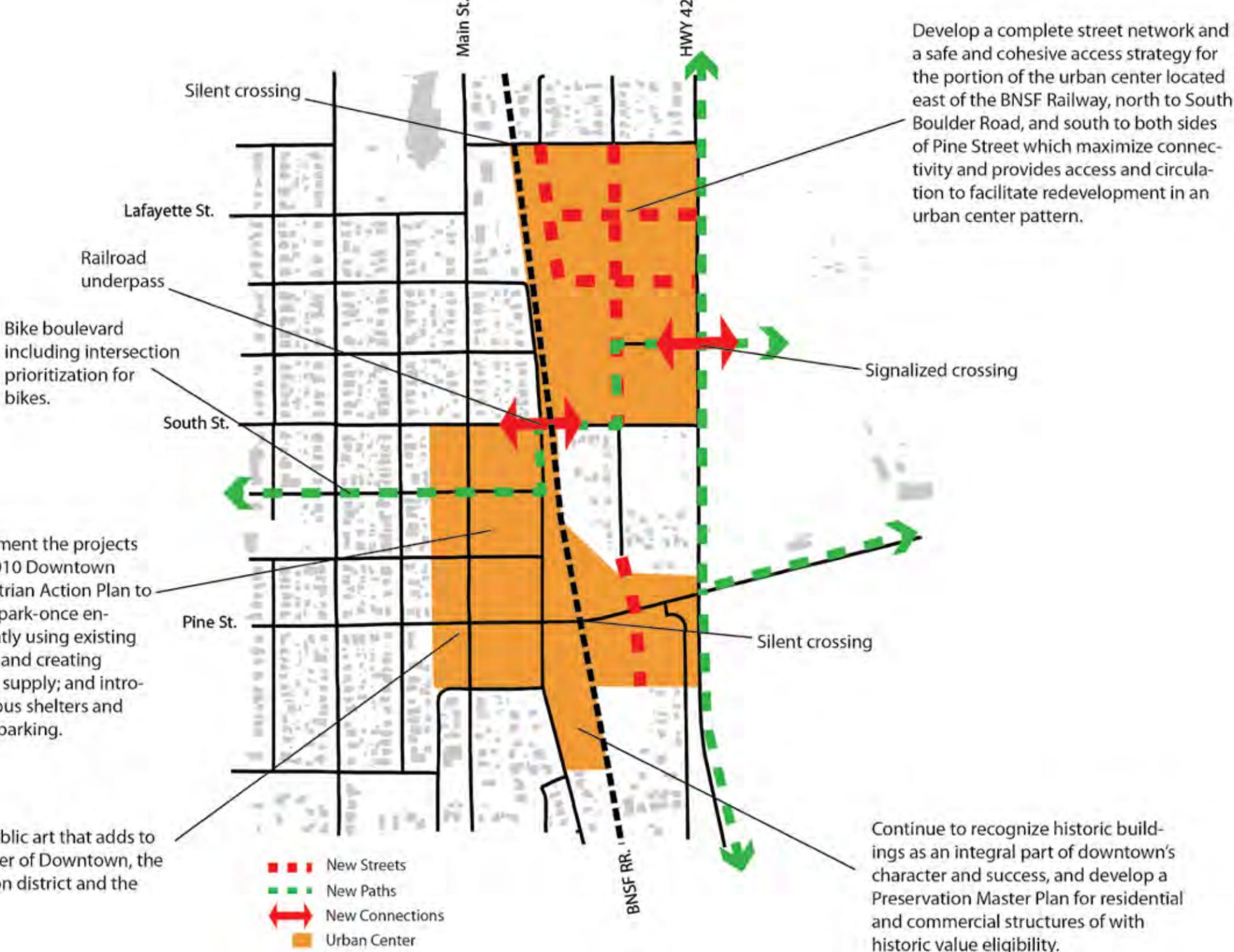
- Develop a complete street network and a safe and cohesive access strategy for the portion of the urban center located east of the BNSF Railway, north to South Boulder Road, and south to both sides of Pine Street which maximizes connectivity and provides access and circulation to facilitate redevelopment in an urban center pattern.
- Promote the health of downtown through a traditional development pattern and pedestrian scaled redevelopment including expansion of business and housing opportunities.
- Continue to implement the projects identified in the 2010 Downtown Parking and Pedestrian Action Plan to create a walkable park once environment, efficiently using existing parking resources, creating additional parking supply; and introducing improved bus shelters and additional bicycle parking.
- Support public art initiatives which add to the character of Downtown, the Revitalization District and the City.
- Street network enhancements should only occur concurrent with the approved development, or redevelopment of a property, or neighborhoods.



# The Framework



Location Map



Develop a complete street network and a safe and cohesive access strategy for the portion of the urban center located east of the BNSF Railway, north to South Boulder Road, and south to both sides of Pine Street which maximize connectivity and provides access and circulation to facilitate redevelopment in an urban center pattern.

Signalized crossing

Silent crossing

Continue to recognize historic buildings as an integral part of downtown's character and success, and develop a Preservation Master Plan for residential and commercial structures of with historic value eligibility.

Continue to implement the projects identified in the 2010 Downtown Parking and Pedestrian Action Plan to create a walkable, park-once environment, efficiently using existing parking resources, and creating additional parking supply; and introducing improved bus shelters and additional bicycle parking.

Support public art that adds to the character of Downtown, the revitalization district and the City.

- ■ ■ New Streets
- - - New Paths
- ↔ ↔ New Connections
- Urban Center

# The Framework

## MCCASLIN BOULEVARD (SOUTH OF CHERRY)

The McCaslin Boulevard Urban Center will serve as the focal point for a regionally significant commercial activity center. Future public and private investment is needed to transform this area from an auto oriented suburban retail center, to a walkable mixed-use transit supportive urban center. As properties redevelop over time, attention will be given to enabling a more interconnected block structure that introduces a walkable street network, and the possibility of a mixture of uses, to an area that currently consists of large single purpose properties. The block structure in the McCaslin Boulevard Urban Center will allow for larger blocks than those found in Old Town, but basic connectivity through the Center will be enhanced over time.

The forthcoming Diverging Diamond Interchange and Bus Rapid Transit (BRT) center located at the McCaslin and US Highway 36 interchange will provide increased vehicle capacity and regional transit options that will support higher intensity development infill opportunities. While the entire Urban Center will benefit from the enhanced transit service along US 36, the area surrounding the BRT stop should realize a higher development potential. The McCaslin Boulevard Urban Center shall remain the City of Louisville's primary retailing center and will have the highest intensity of development in the City.

### Land Use Mix

The McCaslin Boulevard Urban Center shall remain the City's primary retail center that is supported by a mix of land uses including office and residential. The center will support a vertical mix of land uses with single use residential buildings permitted only in proximity to and a relationship with adjacent to existing residential areas. The Center is intended to include Retail Primary and Secondary Streets and Mixed Use Primary and Secondary Streets. The location and classification of these streets will be determined during the creation of a small area plan for the McCaslin Boulevard Urban Center.

**Parking:** Majority on-site private parking associated with a particular use. Shared

Land Use	Street Type			
	Retail		Mixed Use	
	Primary	Secondary	Primary	Secondary
Retail	G	A	E	A
Office	A*	A	E	A
Residential	N	N	A*	A
Industrial	N	N	N	N
Institutional	A	A	A	A

A Allowed  
 A\* Allowed above ground floor  
 E Either retail or office required on ground floor  
 G Required on ground floor  
 N Not allowed

parking facilities encouraged in the vicinity to the BRT Station.

**Fiscal Performance:** Land use mix demonstrates strong fiscal benefits

### Density Range:

*Floor Area Ratio:* Average of 1.0  
*Unit per Acre:* Up to 30 DU/Acre

**Building Height:** 2-3 Stories. A 4th story allowed only if view sheds are preserved, shading impacts are mitigated, and the public realm is not adversely impacted.

### Building Form and Design

1. Ground floor oriented towards the street
2. Ground floor activated with retail and commercial uses and pedestrian scaled development
3. Provide buildings which transition in scale from adjacent uses

### Infrastructure

*Streets:* Reduced speed and multi-modal  
*Block Length:* 300-600 Feet  
*Public Spaces and Trails:* Public gathering spaces and focal points on both sides of McCaslin Boulevard. Trails integrated into the urban center and transitioning to Davidson Mesa.

### Design Standards

Future development will be guided by a Small Area Plan which will allow for flexibility in the urban center to enable emerging market retail, office, residential and mixed use trends to develop as long as the desirable form of the center is maintained.

The Commercial Development Design Standards and Guidelines (CDDSG) currently guide design in the urban center. These guidelines were created for an auto-centric suburban single-use commercial environment, and do not provide flexibility for a changing commercial retail market. The small area plan will address building placement, block structure, landscaping, and signage requirements consistent with the urban center character, and shall replace the CDDSG in governing the design character of the Urban Center.

### Policies

1. Build upon the planned Diverging Diamond Interchange and the BRT Station to provide a higher intensity mix of interdependent and compatible land uses with quality access to transit opportunities.
2. Encourage higher intensity transit oriented development within proximity of the BRT station.
3. New residential uses should first be introduced in proximity to and a relationship with existing residential areas.
4. Introduce public gathering spaces on both the east and west side of McCaslin Boulevard which will help to create an identity for the area and allow for public events.
5. Retain commercial retail land supply and promote the retention of existing commercial development as a primarily regional retail center.
6. Enhance the City's regional retail opportunities at the US 36 and McCaslin Boulevard interchange.

7. Emphasize retention of commercial retail uses as a component of any transit oriented development.
8. Increase pedestrian connectivity across McCaslin Boulevard and between employment centers, retail areas, and public land areas within the Urban Center transforming McCaslin Boulevard from a barrier, to the feature that connects both sides of the urban center.
9. Promote safe connections for all transportation modes across major transportation corridors and between adjacent commercial areas.
10. Provide safe pedestrian crossings of McCaslin Boulevard to assist in the integration of both sides of the street. Promote site planning design standards that support and facilitate pedestrian and bicycle access and alternative modes of transportation.
11. New gateway features and wayfinding should reinforce the McCaslin Boulevard interchange area as a primary entryway to the City.
12. Support public art and amenities that add to the character of the McCaslin Boulevard Urban Center and the City.
13. Areas west of McCaslin Boulevard should not include any Mixed Use streets.
14. Residential development may be allowed east of McCaslin if it is incorporated into a development proposal which provides exceptionally strong fiscal and economic benefits to the City.



# The Framework



Location Map

Increase pedestrian connectivity across McCaslin Boulevard and between employment centers, retail areas, and public land areas within the Urban Center transforming McCaslin from a barrier into being a feature that connects both sides of the urban center.



New residential uses should first be introduced in proximity to and a relationship with existing residential areas.

Introduce public gathering spaces on both the east and west side of McCaslin which will help to create an identity for the area and allow for public events.

Build upon the planned Diverging Diamond Interchange and the Bus Rapid Transit Station to provide a higher intensity mix of interdependent and compatible land uses with easy access to transit opportunities.

New gateway features and wayfinding should reinforce the McCaslin interchange area as a primary entryway to the City.

- New Streets
- New Paths
- Urban Center
- Connectivity Seam
- Leverage Transit Opportunity

# The Framework

## HIGHWAY 42 AND SOUTH BOULDER ROAD

The Highway 42 and South Boulder Road Urban Center will bring the separate parcels surrounding the Highway 42 and South Boulder Road intersection into one cohesive center. As properties redevelop in this area, attention will be paid to introducing a more connected street grid creating smaller parcels which relate to one another in an urban and walkable mixed use environment. Commercial land uses and higher density residential uses will concentrate along the South Boulder Road and Highway 42 intersection while lower density residential uses should locate away from the main arterials to provide a transition to the existing neighborhoods.

### Land Use Mix

The Highway 42 and South Boulder Road Urban Center is intended to include a mix of uses. This center will include a mix of Retail Primary and Secondary Streets and Mixed Use Primary and Secondary Streets. The location and classification of these streets will be determined during the creation of a small area plan for the Highway 42 and South Boulder Road Urban Center.

Land Use	Street Type			
	Retail		Mixed Use	
	Primary	Secondary	Primary	Secondary
Retail	G	A	E	A
Office	A*	A	E	A
Residential	N	N	A*	A
Industrial	N	N	N	N
Institutional	A	A	A	A

- A Allowed
- A\* Allowed above ground floor
- E Either retail or office required on ground floor
- G Required on ground floor
- N Not allowed

**Parking:** On-site private parking associated with a particular use. Allowance for shared parking agreements

**Fiscal Performance:** Land use mix demonstrates positive fiscal benefits

**Density Range:**  
**Floor Area Ratio:** Average of 1.0 FAR  
**Unit per Acre:** Up to 30 DU/Acre

**Building Height:** 2-3 Stories

### Building Form and Design

1. Ground floor oriented towards the street.
2. Ground floor activated with retail and commercial uses and pedestrian scaled development.
3. Provide buildings which transition in scale to adjacent neighborhoods.

### Infrastructure

**Streets:** Slow speed and multimodal with emphasis on creating livable and urban arterial roadways (South Boulder Road and HWY 42).

**Block Length:** 300-400 Feet

**Public Spaces and Trails:** Public gathering spaces and focal points on both sides of HWY 42 interconnected and integrated into the urban center and transitioning through the center to the surrounding trail network and open space.

### Design Standards

A small area plan should be completed to further define the desired form of development in the Highway 42 and South Boulder Road Urban Center. The majority of the center is currently regulated by the Commercial Development Design Standards and Guidelines (CDDSG). These guidelines were created for an auto-centric suburban commercial environment, and they do not address the type of urban center development envisioned in this Comprehensive Plan. The small area plan will address building placement, block structure, landscaping, and

signage requirements consistent with the urban center character and shall replace the CDDSG in governing the design character of the Urban Center.

New design guidelines should be created which address building placement, block structure, landscaping, and signage requirements City-wide consistent with proposed character zones of the City. The Mixed Use Development Design Standards and Guidelines will continue to provide design guidance for the portion of the center located in the Revitalization District.

### Policies

1. Include a mix of low to higher density residential and commercial neighborhood services.
2. Transition from higher intensity uses at the core of the center to lower density uses at the neighborhoods on the periphery of the center
3. To encourage the economic health of existing shopping centers, leverage public investment for infrastructure improvements and business assistance packages to stimulate private redevelopment.
4. Focus on community retail opportunities at the intersection of South Boulder Road and HWY 42 which serve a smaller trade area than those found at a regional retail center.
5. Introduce new roadway network in the center to enable the area to operate as a connected urban center. Medium to high density residential areas should be located with proximity to and pedestrian access to public transportation, neighborhood parks and trail connections and commercial services.
6. As redevelopment occurs, introduce roadway network to enable a variety of redevelopment possibilities. The City should cooperate with the City of Lafayette and Boulder County to secure access between Hecla Lake, Waneka Lake, and Coal Creek.

7. Create a high degree of trail and open space connectivity reinforcing the east/west connectedness of a regional trail system to Hecla Lake and north/south connectedness to Downtown and Coal Creek regional trail.
8. Explore realigning Main Street on the western edge of the urban center to consolidate access near the railroad tracks and introduce a Gateway to the HWY 42 and South Boulder Road urban center and Downtown Louisville.
9. Connect the Highway 42 and South Boulder Road Urban Center to the rest of Louisville by the introduction of new roads, trail connections, and pedestrian crossings of the railroad tracks, South Boulder Road, and HWY 42.
10. Encourage development of new commercial retail services in the Urban Center where the location and scale of such development is consistent with design standards developed for the HWY 42 corridor and the character of the immediate neighborhood.
11. Louisville Plaza shopping center should not include any Mixed Use streets.





Location Map

Introduce new roadway network in the center to enable the area to operate as a connected urban center.

Explore realigning Main Street on the western edge of the urban center to consolidate access near the railroad tracks and introduce a Gateway to the HWY 42 and South Boulder Road urban center and Downtown Louisville.



Create a high degree of trail and open space connectivity reinforcing the east/west connectedness of a regional trail system to Hecla Lake and north/south connectedness to Downtown and Coal Creek regional trail.

Encourage the development of new commercial retail services in the Urban Center where the location and scale of such development is consistent with design standards developed for the Highway 42 corridor and the character of the immediate neighborhood.

Focus on community retail opportunities at the intersection of South Boulder Road and Highway 42 which serve a smaller trade area than those found at a regional retail center.

Harney Lastoka Open Space

Plaza Dr.

- - - New Streets
- - - New Paths
- ↔ New Connections
- Urban Center

# The Framework

## SOUTH BOULDER ROAD AND HIGHWAY 42 CORRIDORS

### South Boulder Road Suburban Corridor (West of Via Appia)

South Boulder Road begins as a Suburban Corridor at City limits and remains one as it travels east to Via Appia. As a Suburban Corridor, South Boulder Road's main function is to move all modes of transportation through the corridor and to provide access to the neighborhoods and commercial uses surrounding the corridor. The South Boulder Road Suburban Corridor contains a horizontal mix of uses including residential and commercial. The parcels in the suburban corridor are mainly connected along South Boulder Road and the land uses are setback from the roadway or buffered from it through landscaping. In this fashion, South Boulder road serves as an edge between the uses on either side of it. Safe pedestrian and bicycle crossings at key locations are needed to safely connect both sides of the corridor.

### South Boulder Road Urban Corridor (East of Via Appia)

The South Boulder Road Urban Corridor runs adjacent to South Boulder Road beginning at Via Appia and extending east to the railroad tracks where it feeds into the Highway 42 and South Boulder Road Urban Center. After leaving the Urban Center, South Boulder Road transitions back to an urban corridor until it leaves City limits. The urban corridor section of South Boulder Road begins the transition of the road from a suburban edge where the road is a division between land uses on either side of it, to an urban seam where the land uses in the corridor begin to engage with the road instead of turning their back on it. Development in the urban corridor section of South Boulder Road has a high degree of linear (east/west) connectivity between parcels and transitions to adjacent neighborhoods at the back of the corridor through the scaling down of buildings and the introduction of landscape buffers. The South Boulder Road urban corridor provides a transition to the Downtown and the Revitalization District urban center, and the Highway 42 and South Boulder Road urban center.

### Highway 42 Urban Corridor

The Highway 42 Urban Corridor begins at the City limits adjacent to Paschal Drive and continues south on the

west side of Highway 42 until transitioning to the urban Center at Hecla Drive. This urban corridor focuses on commercial opportunities including office and neighborhood retail along with higher density housing in close proximity to the roadway. The land uses along the corridor will transition and provide connections to the lower density residential uses found on the outer edge of the corridor. Pedestrian and bicycle safe connections will be constructed across Highway 42 to connect users to the amenities on either side of the corridor, and provide regional trail connectivity.

### Land Use Mix

Urban Corridors include a mix of uses including residential, commercial, retail, and park land. The South Boulder Road Corridor and Highway 42 Corridor is a combination of Mixed Use Primary and Secondary Streets. The location and classification of these street segments will be determined during the creation of a small area plan for the Highway 42 and South Boulder Road Corridors. The following table provides an overview of the land uses envisioned in the South Boulder Road and Highway 42 Corridors.

**Parking:** Majority on-site private parking associated with a particular use. Allowance for shared parking agreements in urban corridors.

Land Use	Street Type			
	Retail		Mixed Use	
	Primary	Secondary	Primary	Secondary
Retail	G	A	E	A
Office	A*	A	E	A
Residential	N	N	A*	A
Industrial	N	N	N	N
Institutional	A	A	A	A

- A Allowed
- A\* Allowed above ground floor
- E Either retail or office required on ground floor
- G Required on ground floor
- N Not allowed

**Fiscal Performance:** Land use mix demonstrates positive fiscal benefits in the urban corridor, and may demonstrate neutral fiscal returns in suburban corridors.

### Density Range:

**Floor Area Ratio - Urban Corridors:**

Fronting the Arterial – Up to 1.0 FAR

Not fronting the Arterial - Up to .5 FAR

**Floor Area Ratio - Suburban Corridors:** Less than .25 FAR

**Units per Acre - Urban Corridors:** Up to 25 DU/Acre

**Units per Acre - Suburban Corridors:** Up to 15 DU/Acre

### Building Height:

**Urban Corridors:** 2-3 Stories

**Suburban Corridors:** 2 Stories

### Building Form and Design

**Urban Corridors:** Ground floor is oriented towards the Arterial Road and/or a secondary street. Provide buildings which transition in scale and mass to adjacent neighborhoods on the back of the property

### Infrastructure

**Streets - Urban Corridor Arterials:** Reduced speed accommodating all modes and including safe pedestrian and bicycle crossings

**Street - Suburban Corridor Arterials:** Higher speed streets with safe pedestrian and bicycle crossings at key locations

**Block Length - Urban Corridor:** 300-400 Feet

**Block Length - Suburban Corridor:** 300-600 Feet

**Public Spaces and Trails:** Integrated into and transitioning through the corridor

### Design Standards

There is currently no cohesive design guidance for the urban and suburban corridors in the City. The Commercial Development Design Standards and Guidelines (CDDSG) regulate commercial development, and various planned unit developments and other residential zoning standards govern residential development. The small area plan for the corridor will address building placement, block structure, landscaping, and signage require-

ments consistent with the urban center character and shall replace the CDDSG in governing the design character of the Urban Corridor.

New design guidelines should be created which address building placement, block structure, landscaping, and signage requirements City-wide consistent with proposed character zones of the City.

### Polices

1. In urban corridors, position new buildings close to the arterial road and provide the highest intensity of development adjacent to the road.
2. Use form-based design regulations to focus on establishing a street presence along the arterial corridors
3. Locate retail and commercial land uses in close proximity to South Boulder Road to provide visibility and access.
4. Explore realigning Main Street on the southern edge of the corridor to align with Centennial Drive to provide a gateway to downtown and provide a safe and efficient access plan for the corridor.
5. Provide access for all modes of transportation through the corridor including complete streets with bicycle and pedestrian facilities and safe crossings of the arterial roads.
6. Develop a comprehensive signage and way finding strategy for the corridor.



# The Framework

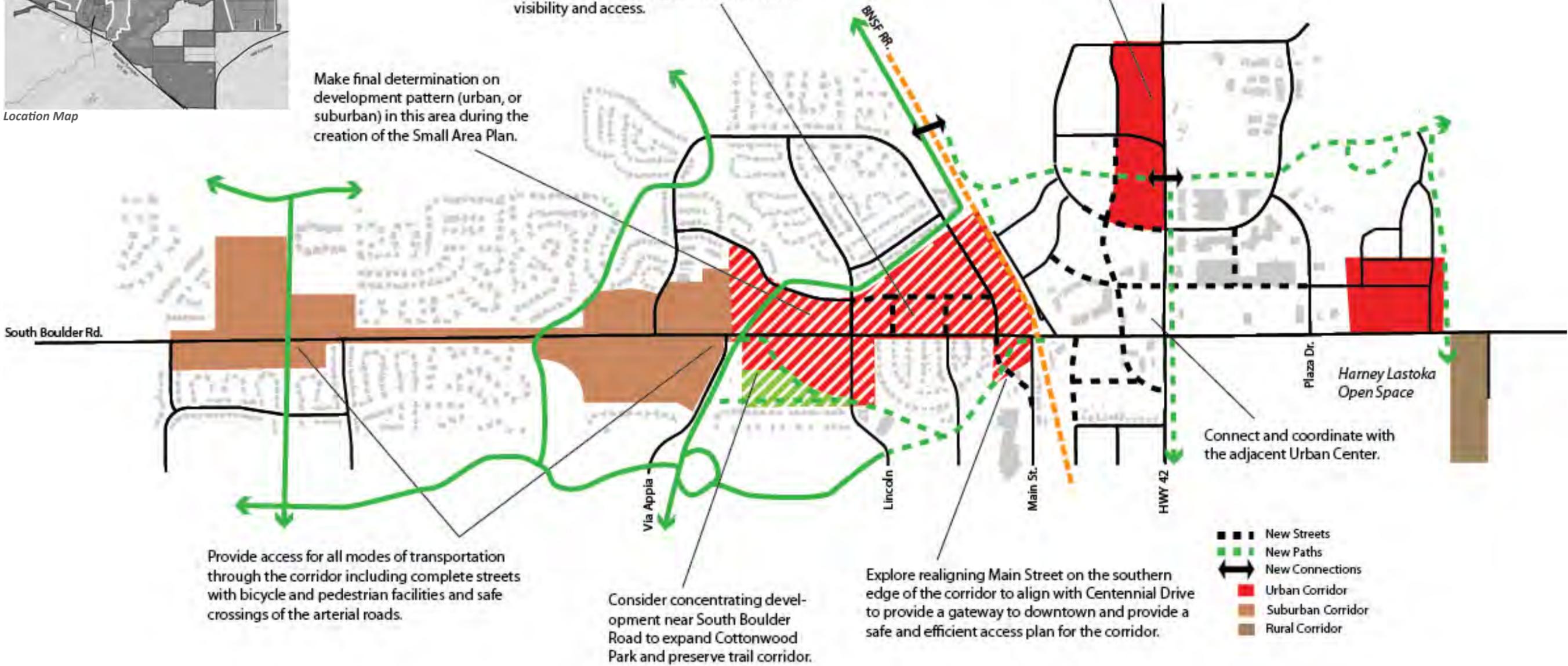


Location Map

Make final determination on development pattern (urban, or suburban) in this area during the creation of the Small Area Plan.

Locate retail and commercial land uses in close proximity to South Boulder Road to provide visibility and access.

In urban corridors, position new buildings close to the arterial road and provide the highest intensity of development adjacent to the road.



# The Framework

## MCCASLIN BOULEVARD CORRIDOR (North of Cherry Street)

McCasin Boulevard transitions from an urban center to an urban corridor from Cherry Street north to Via Appia. The land uses in this corridor will focus on the activity generated by McCasin Boulevard and will include a mix of residential, commercial and neighborhood retail uses. Linear (north/south) connections will be maintained between individual parcels in the corridor. Safe pedestrian and bicycle crossings of McCasin Boulevard will be implemented to enable safe access between the businesses, offices, and residences on either side. The McCasin Boulevard Urban Corridor transitions to a Suburban Corridor at the southeast corner of Via Appia and McCasin.

### Land Use Mix

Urban Corridors include a mix of uses including residential, commercial, retail, and park land. The McCasin Boulevard Corridor is a combination of Mixed Use Primary and Secondary Streets. The location and classification of these street segments will be determined during the creation of a small area plan for the McCasin Boulevard Corridor. The following table provides an overview of the land uses envisioned in the McCasin Boulevard Corridor.

Land Use	Street Type			
	Retail		Mixed Use	
	Primary	Secondary	Primary	Secondary
Retail	G	A	E	A
Office	A*	A	E	A
Residential	N	N	A*	A
Industrial	N	N	N	N
Institutional	A	A	A	A

- A Allowed
- A\* Allowed above ground floor
- E Either retail or office required on ground floor
- G Required on ground floor
- N Not allowed

**Parking:** Majority on-site private parking associated with a particular use. Allowance for shared parking agreements.

**Fiscal Performance:** Land use mix demonstrates positive fiscal benefits.

**Density Range:**  
**Floor Area Ratio:**  
 Fronting McCasin Boulevard – Up to 1.0 FAR  
 Not fronting McCasin Boulevard - Up to .5 FAR  
**Units per Acre:** Up to 30 DU/Acre

**Building Height:** 2-3 Stories

**Building Form and Design**  
 Ground floor is oriented towards McCasin Boulevard and/or a secondary street. Provide buildings which transition in scale to adjacent neighborhoods.

**Infrastructure**  
**Streets – McCasin Boulevard:** Transitioning to lower speeds which accommodate all modes of travel in an urban environment, and including safe bicycle and pedestrian crossings.  
**Block Length:** 300-600 Feet  
**Public Spaces and Trails:** Integrated into and transitioning through the corridor

**Design Standards**  
 There is not currently cohesive design guidance for the McCasin Boulevard urban corridor. The Commercial Development Design Standards and Guidelines regulate new commercial development, and various planned unit developments and other residential zoning standards govern residential development. Unified standards should be created that help to create a cohesive linear corridor with a mix of uses. Setbacks and landscaping standards should be revised to enable visibility of commercial structures and a unified signage and wayfinding program should be implemented.

The small area plan for the corridor will address building placement, block structure, landscaping, and signage

requirements consistent with the urban center character and shall replace the CDDSG in governing the design character of the Urban Corridor.

Form-based design regulations should be used to focus on establishing a street presence along McCasin Boulevard with both single use commercial buildings and mixed use residential buildings.

New design guidelines should be created which address building placement, block structure, landscaping, and signage requirements City-wide consistent with proposed character zones of the City.

### Policies

1. Position new buildings close to the street and provide the highest intensity of development on the Roadway. Interconnect corridor parcels through cross access easements to enable pedestrian and bicycle mobility between uses.
2. Retail and Commercial land uses should be located in close proximity to McCasin Boulevard to provide visibility and access.
3. Use form-based design regulations to focus on establishing a street presence along the arterial corridors.
4. Introduce a unified signage and wayfinding program to provide a gateway to the City of Louisville and establish and identity for the corridor.
5. Provide access for all modes of transportation through the corridor including complete streets with bicycle and pedestrian facilities and safe crossings of McCasin Boulevard.
6. No Mixed Use streets should be designated north of Centennial Pavillion shopping center.





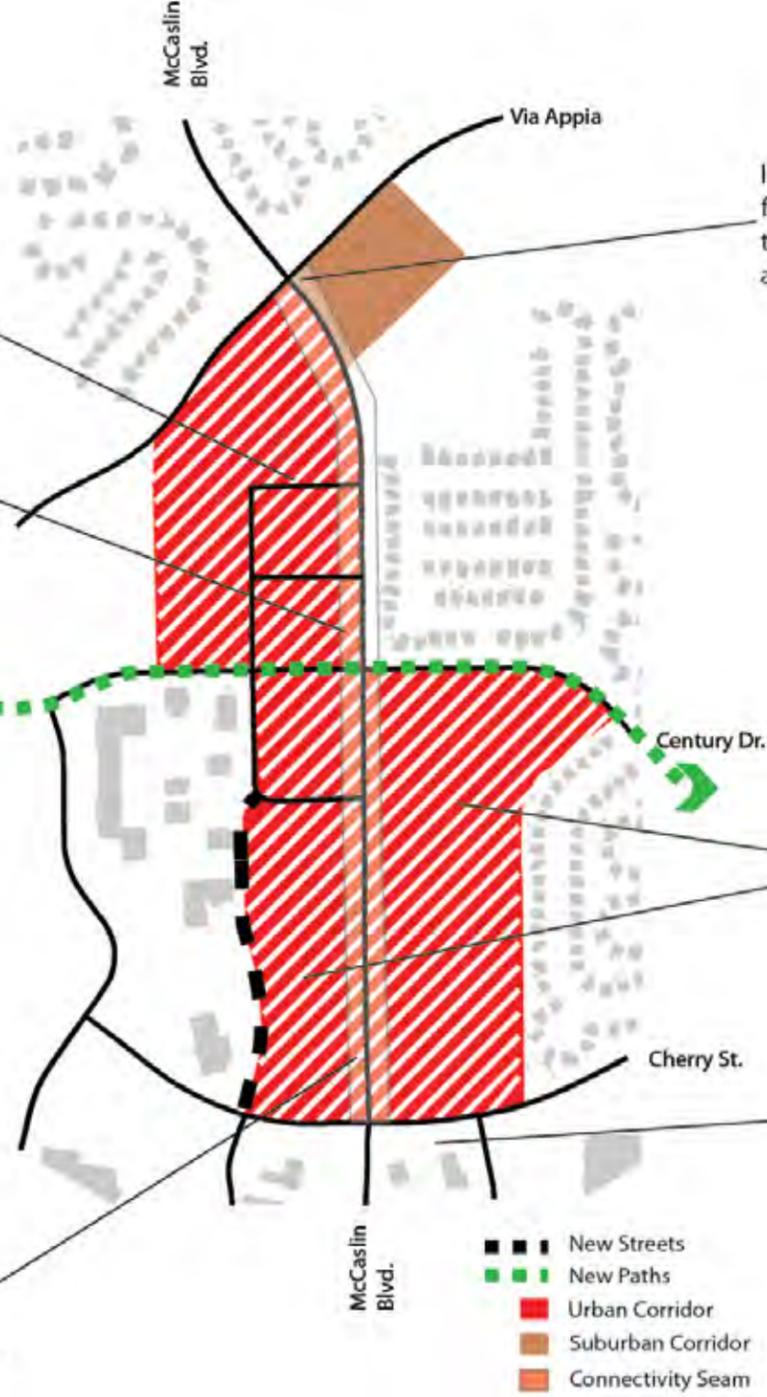
Location Map

Make final determination on development pattern (urban, or suburban) in this area during the creation of the Small Area Plan.

Retail and Commercial land uses should be located in close proximity to McCaslin Boulevard to provide visibility and access.

Davidson Mesa Open Space

Provide access for all modes of transportation through the corridor including complete streets with bicycle and pedestrian facilities and safe crossings of McCaslin Boulevard.



Introduce a unified signage and way-finding program to provide a gateway to the City of Louisville and establish and identity for the corridor.

Interconnect corridor parcels through cross access easements to enable pedestrian and bicycle mobility between uses.

Connect and coordinate with adjacent Urban Center.

# The Framework

## SPECIAL DISTRICTS

### Centennial Valley and Coal Creek Business Park

Centennial Valley is an office park special district located between McCaslin Boulevard and the Davidson Mesa Open Space. The portion of the Centennial Valley Business Park located to the west of Centennial Parkway is suburban and consists of single use large office parcels. The portion of the Special District located to the east of Centennial Parkway is urban and consists of smaller office parcels that are interconnected and have direct bicycle and pedestrian access to the McCaslin Boulevard urban center and urban corridor. The Coal Creek Business Park is a suburban office park Special District located adjacent to Dillon Road.

### Colorado Technology Center (CTC)

The Colorado Technology Center Suburban Special District is located in the southeastern corner of the City and includes a mix of industrial, office, and research and development facilities. This Special District is a key employment center for the City and will continue to be in the future. Design standards will serve to buffer land uses of differing intensities in the special district, and maintain a high quality employment center that responds to the needs of businesses.

### 96th and Dillon

The 96th Street and Dillon Road Rural Special District serves as the rural gateway to the City of Louisville. The area will include a mix of commercial, institutional, and industrial uses. The uses in this special district will be separated and buffered from the surrounding roads to maintain the appearance of a rural entryway to the City.

### Phillips 66

The Phillips 66 Rural Special District is located in the southern portion of the City and is currently vacant. The land in this location is a unique subarea of the City which contains vital community facilities that provide critical services to the City and also presents a unique regional development opportunity. Due to the isolated nature of this special district, it is somewhat self-contained. However, the district will remain connected to the region through US 36 and to the rest of Louisville

through pedestrian and bicycle trails.

### Empire Road

The Empire Road rural special district is situated adjacent to municipal recreational fields (Louisville’s baseball and Lafayette’s future soccer) and the Mayhoffer agricultural lands. The district serves as a rural gateway to downtown Louisville and provides direct access for Old Town residents to Boulder County’s open space and the Coal Creek Trail. The area includes the City’s Wastewater Treatment Plant and the Municipal Services Building. The uses and buildings in this special district should celebrate rural entryway to Downtown Louisville and facilitate recreational connections to the Coal Creek Trail.

### Land Use Mix

Each Special District’s land use mix is unique and customized to each individual area. Generally the land use mix within each area is:

- Residential:** Not Allowed
- Retail:** Encouraged in locations where the use can capitalize on the activity in the special district, or traffic on surrounding roads.
- Office:** Allowed as the single use on a parcel, or as part of a mixed commercial/industrial building
- Industrial:** Allowed as the single use on a parcel, or as part of a mixed commercial/industrial building
- Institutional:** Allowed
- Parking:** On-site private parking associated with a particular use.
- Fiscal Performance:** Land use mix demonstrates neutral fiscal benefits and positive economic benefits

### Density Range:

- Floor Area Ratio - Urban:* Up to .75 FAR
- Floor Area Ratio - Suburban:* Up to .5 FAR
- Floor Area Ratio - Rural:* Up to .25 FAR

### Building Height:

- Urban:* 2-3 Stories
- Suburban:* 2-3 Stories
- Rural:* 3 stories. Additional stories permitted if structures are clustered and located out of the public view shed and buffered by surrounding topography and Open Space.

### Building Form and Design

Buildings are oriented towards the property they sit on and serve the unique use requirements of the property.

### Infrastructure

Streets: Varied Speeds

### Block Length:

- Urban:* 300-600 Feet
- Suburban:* 1,000 – 2,000 Feet
- Rural:* No defined block structure
- Public Spaces and Trails:* Serving the periphery of the district.

### Policies

1. Articulate and define Special Districts’ specific character expectations in customized general development plans adopted by City Council.
2. Create walkable special districts that are connected to the rest of the City through sidewalks and pedestrian and bicycle paths.
3. Encourage internal services which meet the daily needs of the people working in the district.
4. Establish new design guidelines, replacing the CDDSG and IDDSG, to address building placement, block structure, landscaping, and signage requirements City-wide consistent with proposed character zones of the City.

5. Use form-based design regulations to focus on establishing a street presence along McCaslin Boulevard with both single use commercial buildings and mixed use residential buildings.





# The Framework

## NEIGHBORHOODS AND HOUSING (NH)

The established residential neighborhoods of Louisville are often overlooked but are of paramount importance to the citizens of Louisville residing in them. The City’s residential housing stock is aging and rehabilitation issues within residential areas will create challenges that the City must be prepared to meet. Outside of Old Town, the City’s residential areas are governed by independent Planned Unit Developments (PUDs). While these PUDs are comprehensive, they are not equipped to assist the City in providing coherent neighborhood plans and strategies for issues such as: housing rehabilitation, cut-through traffic, safe routes to school, aging infrastructure, and monitoring and maintenance of community services.

Changes in adjacent commercial and industrial land uses, particularly infill redevelopment, will also impact neighborhoods, requiring the establishment of compatible design criteria. The neighborhoods must also meet the housing goals of the City, for both current and future residents.

This Comprehensive Plan therefore recommends creating plans for each neighborhood and initiating a housing policy conversation in the City to aid in addressing these and other issues.

The residential areas of Louisville have been characterized into nine neighborhoods. The starting point was circles with half-mile radii, representing a reasonable walking distance. The neighborhoods were then formed around these circles based on geography, connectivity, housing stock, and the input of residents at the charrette and elsewhere. They are as follows:

**Davidson Mesa** – the homes on top of the mesa in the northwest corner of the City, stretching to both sides of South Boulder Road and bounded on the south and east by Coyote Run open space. The area is mostly larger-lot single-family homes, with a few duplexes and some office uses along South Boulder Road.

**North Louisville** – the central residential area north



of South Boulder Road, with the north open space to the west and the BNSF railway to the east. The area consists of single-family homes, townhomes, apartment units, and commercial and retail developments along South Boulder Road.

**Hecla** – the newer homes on either side of HWY 42, north of South Boulder Road and east of the BNSF railway. The area includes apartments, townhomes, single-family homes, senior housing, and significant retail development around South Boulder Road and HWY 42.

**Lake Park** – the houses around Lake Park on Via Appia, bounded by Coyote Run open space to the west, South Boulder Road to the north, and Old Town to the south and east. The area has apartments, townhomes, mobile homes, and single-family homes.

**Hillside** – the houses on the slope of Davidson Mesa, with Via Appia to the south and Coyote Run to the north, stretching across McCaslin Boulevard to the homes on the west. The area is all single-family homes, mostly on larger lots.

**Old Town** – the central area comprised of the Old Town Overlay Zone District, the Central Business District, and

the Mixed Use Overlay District, as well as the newer subdivisions immediately west of Old Town. The area has a diverse mix of single-family houses, both new and old, and multi-family dwellings, as well as commercial areas along Main Street and at South Boulder Road.

**Fireside** – the homes around Fireside Elementary, extending from Cherry Street to Via Appia and McCaslin Boulevard to Warembourg open space. The area includes mostly single-family homes, but also some apartments and townhomes.

**South Louisville** – the houses south of Downtown and north of Dutch Creek open space, with Warembourg open space to the west. The area is almost entirely single-family homes, with a few duplexes and townhomes.

**Coal Creek** – the area along Coal Creek and the golf course, south of Cherry Street and east of Dahlia Street. The area consists of single-family homes, townhomes, and apartments.

**PRINCIPLE NH-1.** Planning Commission shall develop and City Council shall adopt a process for the creation, adoption, and implementation of Neighborhood Plans to define and preserve the unique special qualities of each neighborhood.

**Policy NH-1.1:** The preparation of Neighborhood Plans may be initiated by the City at the request of residents with concurrent support from City Council.

**Policy NH-1.2:** The residents, property owners, and business owners within the neighborhood shall be integrally involved in the creation of the plan, and will work with staff to complete the plans that are presented to City Council for adoption.

**Policy NH-1.3:** The Neighborhood Planning Areas shall include the residential areas, as identified in the accompanying map, as well as the local shops and businesses that serve the area and the public facilities such as parks and schools.

**PRINCIPLE NH-2.** The Neighborhood Plans shall include

definitive steps to be taken by the City, including but not limited to changes in zoning or other regulatory codes and improvements in physical and social infrastructure.

**Policy NH-2.1:** Topics to be addressed in Neighborhood Plans include:

- Addressing issues and concerns identified by residents.
- Transitions between the neighborhood and adjacent neighborhoods and commercial and industrial areas.
- Documenting existing neighborhood character and defining desired future character.
- Compatibility of existing zoning and PUDs with current and future development.
- The adequacy and appropriateness of the street network and street design.
- Facilities for pedestrians and cyclists, including sidewalks and multi-use paths.
- Availability of parking, both on street and off street.
- Other physical infrastructure needs, including water and sewer, power and gas, telephone, cable, and internet, and other civic amenities.
- Neighborhood safety, especially safe routes to school.
- Access to parks, open space, and recreation facilities.
- Provision of and access to social and cultural services.
- Access to public transportation.

**PRINCIPLE NH-3.** Neighborhood Plans shall be compatible with this Comprehensive Plan and other adopted goals and policies for the City.

**Policy NH-3.1:** Street designs shall comply with the City’s complete streets policy and allow appropriate amounts of traffic at appropriate speeds.

**Policy NH-3.2:** Streets shall form an interconnected network.

**Policy NH-3.3:** Transportation facilities shall provide mul-



timodal accessibility for users of all ages and abilities.

*Policy NH-3.4:* Diverse housing opportunities shall be available for residents of varying income levels.

*Policy NH-3.5:* The preservation of significant historic resources shall be encouraged.

*Policy NH-3.6:* Neighborhood Plans shall be compatible with the City’s environmental, economic, and social sustainability.

*Policy NH-3.7:* Neighborhood Plans shall contribute to the sense of place and community that defines Louisville.

**PRINCIPLE NH-4.** The character and identity of existing residential neighborhoods should be maintained while allowing for evolution and reinvestment.

*Policy NH-4.1:* Housing in existing neighborhoods should be compatible with neighborhood plans.

*Policy NH-4.2:* Zoning designations should allow for reasonable reinvestment in existing houses while maintaining the character of the neighborhood and Louisville.

*Policy NH-4.3:* The voluntary preservation of historic structures should continue to be encouraged.

*Policy NH-4.4:* Mixed-income developments should be encouraged.

*Policy NH-4.5:* New developments should be compatible with existing neighborhoods and the Framework.

*Policy NH-4.6:* Community organizations and activities that encourage and provide housing rehabilitation and neighborhood improvements should be supported.

*Policy NH-4.7:* Housing should support vibrant retail and commercial centers that serve local residents.

**PRINCIPLE NH-5.** There should be a mix of housing types and pricing to meet changing economic, social,

and multi-generational needs of those who reside, and would like to reside, in Louisville.

*Policy NH-5.1:* Housing should meet the needs of seniors, empty-nesters, disabled, renters, first-time homebuyers and all others by ensuring a variety of housing types, prices, and styles are created and maintained.

*Policy NH-5.2:* The City should continue to work with Boulder County Housing Authority and others to ensure an adequate supply of affordable housing is available in Louisville.

*Policy NH-5.3:* Higher density housing should be located primarily in the centers and corridors of the Framework.

*Policy NH-5.4:* Potential measures to increase housing type and price diversity should be evaluated, including allowing accessory dwelling units in established neighborhoods only if the essential character of the neighborhood is can be preserved.

*Policy NH-5.5:* Regional changes to job and housing markets should continually be evaluated to address regional opportunities and constraints.

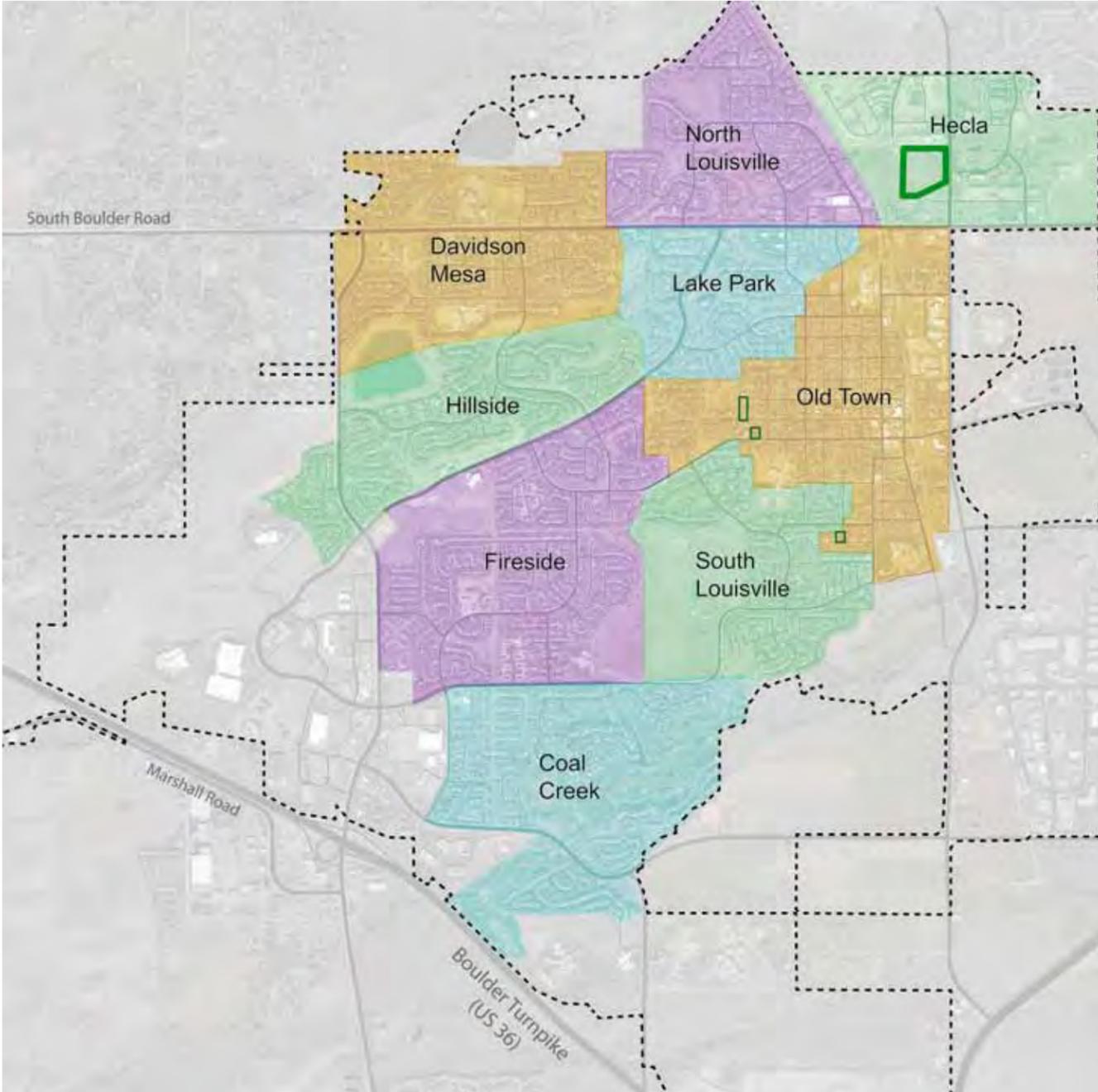
*Policy NH-5.6:* New housing should address defined gaps in the housing market that exist today and into the future.

*Policy NH-5.7:* The City should define standards for low income and affordable housing units, and consider reducing or waiving building permit and impact fees for all qualifying projects.

**PRINCIPLE NH-6.** The City should define City-wide goals for affordable and low-income housing through a public process.

*Policy NH-6.1:* The City should determine to what extent it would like to allow, encourage, or incentivize affordable and low-income housing.

*Policy NH-6.2:* The City should develop specific and achievable actions to meet the defined goals.



Neighborhood Planning Areas

# The Framework

## TRANSPORTATION, MOBILITY, & ACCESSIBILITY (TMA)

Transportation infrastructure is the foundation of city building. The form, function and character of Louisville's transportation infrastructure and adjoining land uses are intrinsically linked – starting with the first Boulder County roads, inter-urban rail between Denver and Boulder, to the Boulder Turnpike and its interchanges. Louisville's urban form and community character are dictated by its transportation systems. Streets provide the means and conveyance of circulation. Streets establish the block structure, organize land uses, and influence the architectural qualities of buildings. Streets are Louisville's most immediate and accessible public space, linking parks and schools to our neighborhoods.

### Background / History

Since 1878, the City of Louisville's community form, character, and urban design have been influenced by its transportation investments. There are generally five stages of transportation investments and corresponding land use development, community growth and changes in Louisville's community character.

**Stage 1: The Embryonic Phase of Development:** The historic core of Louisville grew incrementally between the 1880s and the 1960s. The City's urban form was based on the local mining industry and was guided by the presence of the rail line and the "Kite Route", Denver's inter-urban railroad service to Boulder.

The pattern of Louisville's early development was very walkable and formed what is known today as Downtown and Old Town. Louisville's growth during this time period was primarily residential, organically expanding the original town's street grid. Commercial development stayed within Downtown. Local groceries, goods, and services were provided to the public from various stores in Downtown including Joe's and Ideal Markets. The form of Louisville adhered to an urban pattern of development which better accommodated pedestrians and established Louisville's cherished small town character.

**Stage 2: Major Road Infrastructure is developed:** Louisville's urban pattern changed dramatically in 1952 with the opening of the Boulder Turnpike and again in the 1960s when the toll for the Turnpike was removed and

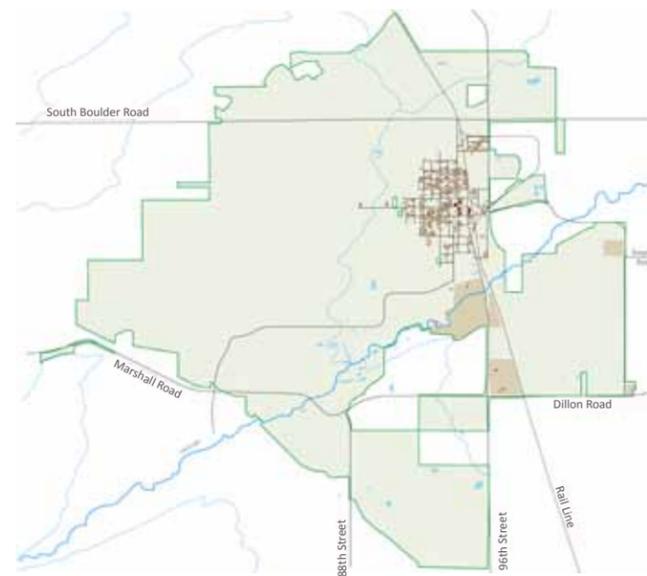
McCaslin Boulevard was first built. Between the 1960s and 1980s, Louisville experienced a significant period of growth and expansion, more than doubling the size of the City. Many new residential subdivisions were developed and the form of the City changed from urban, pedestrian-based design, to suburban, reflecting the mobility of the automobile.

The Boulder Turnpike (US 36) and South Boulder Road improvements increased the accessibility of Louisville to the Denver-Boulder region. In 1978, The Village Square Shopping Center was the first commercial development outside of Downtown and took advantage of the situation by providing a state-of-the-art grocery store capable of serving the Louisville households along with the regional customers commuting along South Boulder Road. As a result, retail services in Downtown were cannibalized by a better located regional competitor. Downtown retail eventually lost economic viability.

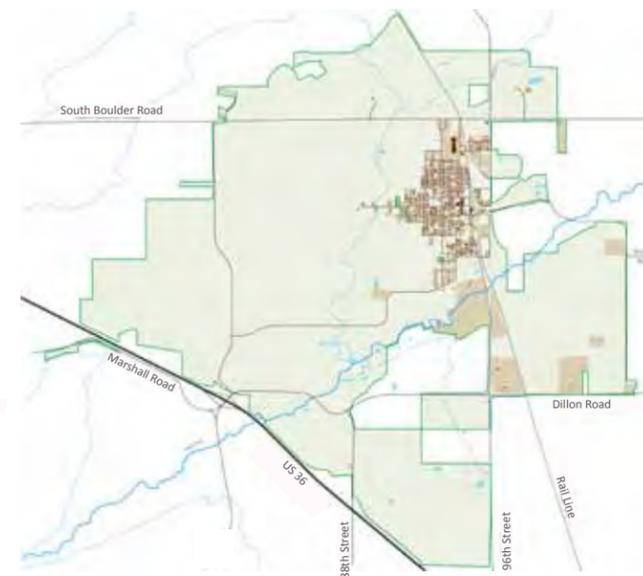
**Stage 3: Retailing of the suburbs:** Mass suburbanization of the Front Range, Boulder County, and Louisville followed the major transportation improvements between 1980 and 1995. HWY 42 was realigned; better connect-

ing Louisville to Broomfield and HWY 287. McCaslin Boulevard was widened with a reconfigured interchange at US 36. Additional retail uses were approved and constructed along McCaslin Boulevard (Sam's Club) and South Boulder Road. Louisville Plaza (King Soopers and K-Mart) was located strategically at the intersection of HWY 42 and South Boulder Road, where it was capable of serving both Louisville and Lafayette residents along with the regional customers traveling on the two arterials. Louisville became the regional retail center of east Boulder County.

**Stage 4: Employment Growth:** Regional Employment growth, between 1995 and 2005, followed the newly constructed households. Growth in the Centennial Valley, Colorado Technology Center, and Interlocken (Broomfield) altered traffic patterns. Boulder was no longer the primary employment center. New transportation investments, namely the 96th Street / HWY 42 connector (over the BNSF rail line) and the Northwest Parkway significantly altered north-south travel in Louisville and East Boulder County. The new connection acknowledged the emerging commuting traffic to and from Interlocken, and the US 36 Corridor.



Louisville 1910



Louisville 1970



Louisville 1990



Louisville 2013



# The Framework

New retailers emerged in the Louisville trade area along key regional commuting corridors, including Wal-Mart and King Soopers along US 287 and Target, Costco and Whole Foods at McCaslin Boulevard and US 36. The change in commuting patterns, the continued loss in market share, the generally built out nature of the residential areas in Louisville, and other factors have had their economic impacts on the regional retail structure of the City. Now nearly 40% of the City's sales tax revenues come from local groceries and food and beverage sales, not regional retail.

**Stage 5: Maturity (What's Next?):** As new development continues in neighboring jurisdictions, Louisville's vehicular traffic level of service (LOS) over the next 20 years will deteriorate from LOS C to LOS D regardless of what local development may occur in Louisville. More and more cars on Louisville roads will neither begin nor end their trips in the City. Currently, nearly 40% of all trips on Louisville streets are regional in nature without an origin or destination within Louisville. Future transportation investments in the City will be challenged to accommodate basic demands for regional traffic mobility while maintaining a LOS C and at the same time address livability and economic viability concerns internal to Louisville.

Louisville's physical expansion is near completion. Open space, City boundaries and inter-local agreements with neighboring jurisdictions limit where Louisville can annex and expand. All first generation development has been planned and entitled in Louisville except the 12 acre Alkonis property. Currently, 19% of Louisville's developable land remains vacant. However, this does not mean Louisville will not continue to evolve. Louisville's building stock will continue to age and will require improvements to remain economically viable.

Anticipated transportation projects influencing Louisville's form and character include: McCaslin Boulevard / US 36 Interchange (the Divergent Diamond Interchange and Bus Rapid Transit Station), HWY 42 redesign, and the Regional Transportation District's (RTD) Northwest Rail Corridor. Future Louisville transportation investments are prioritized toward transit and a more bal-

anced (multimodal) system. Correspondingly, Louisville growth trends for the future have shifted away from vehicular-scaled design toward a more pedestrian scaled design; from community expansion to community reinvestment, refurbishment, and redevelopment, as second and third generation development occurs in Louisville.

The construction of the managed lanes along US 36 and the Divergent Diamond Interchange at McCaslin Boulevard will introduce high capacity transit to Louisville. Current land patterns near the interchange and park-and-ride facility do not maximize the opportunities presented by the US 36 Bus Rapid Transit System.

The City's current transportation policies and regulations reflect a community focus on vehicular movement and not a more balanced multimodal transportation system. The policies support transportation actions which continue to expand street capacity and are not consistent with the realities of a community that is landlocked and experiencing second and third generation growth.

The City's current transportation regulations are aligned with regional mobility concerns and are designed to accommodate vehicular traffic, roadway capacity, and safety features for higher speeds. These policies are in direct conflict with the City's Vision Statement and many of the City's Core Community Values. Louisville's transportation priorities need to be aligned with multimodal transportation, roadway efficiency, property access, and safety features to create a balanced transportation system.

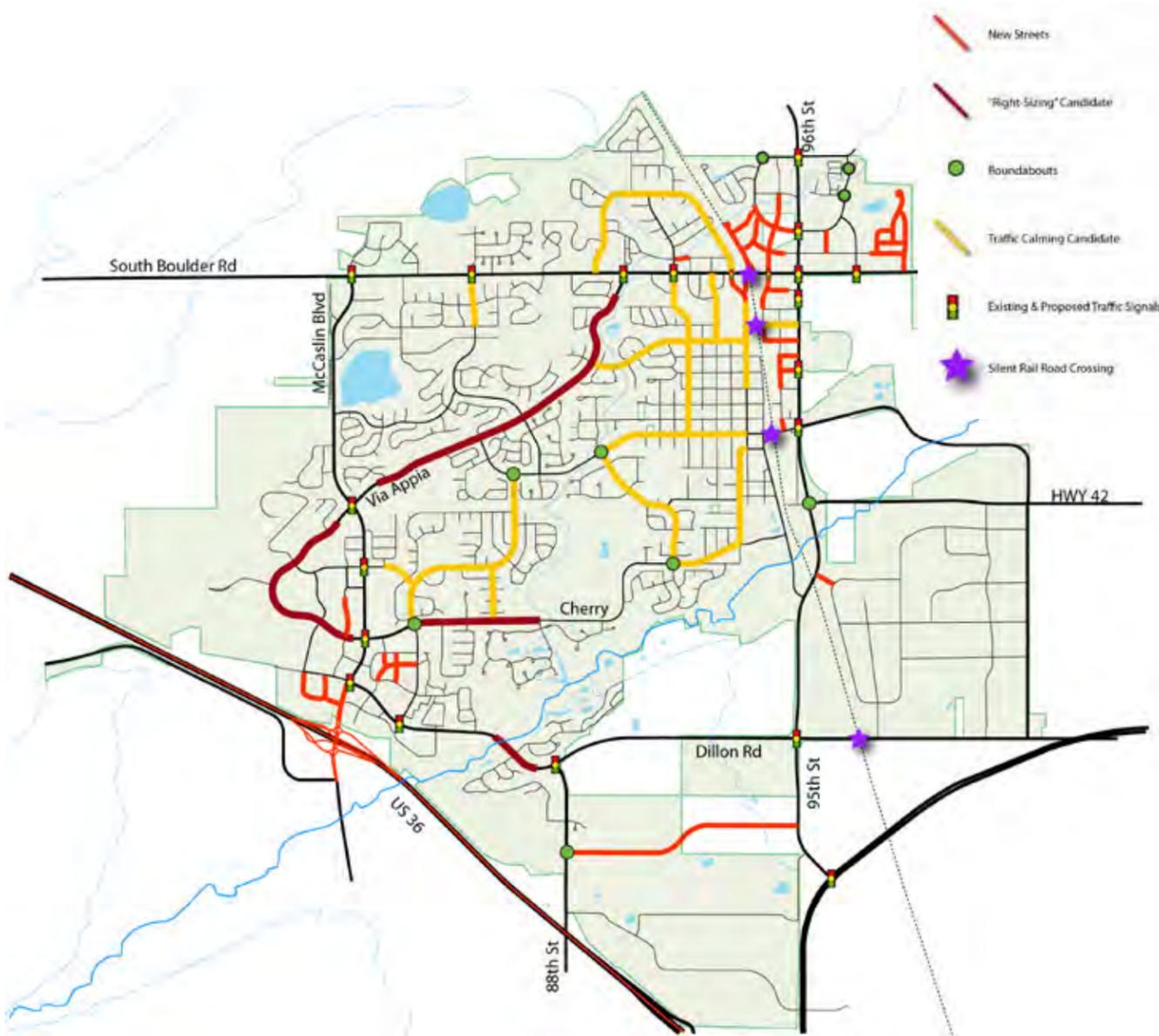
**Analysis and Recommendations**

Using the traffic model developed from the Denver Regional Council of Governments (DRCOG) 20 year forecasts, staff analyzed the transportation impacts associated with the endorsed development scenario. A goal of this Comprehensive Plan is to maintain vehicle LOS C unless to maintain LOS C it would be necessary to widen the street or make other capacity modifications in a way that would conflict with these desired small town transportation qualities:

- Pedestrians of all ages and abilities should be able to safely and comfortably walk along, or across a street, arterial corridor, or intersection, as well as wait for public transit.
- Bicyclists of all ages and abilities should be able to safely and comfortably ride along, or across a street, arterial corridor, or intersection.
- All streets, arterial corridors and intersections

are designed and function to be compatible with the City's desired character zone identified in the Framework.

- Streets, arterial corridors and intersections do not negatively affect the adjacent neighborhoods, historic assets, natural resources, or emergency responses.



Proposed Transportation improvements

# The Framework

Regional cut-through traffic projected by the DRCOG’s model in the year 2035 causes traffic volumes in Louisville to exceed LOS C standards, regardless of what local development may occur in Louisville.

Based on these criteria, the majority of the City’s streets have the capacity to accommodate the 20 year forecasted traffic volumes for the preferred Framework at LOS C. However, several of the City’s arterials will operate at LOS D. It is important to note the anticipated regional cut-through traffic in the year 2035 causes traffic volumes on the arterials to exceed LOS C standards, regardless of any additional development in Louisville. Staff believes that the required vehicle capacity modifications necessary to maintain LOS C conflict with Louisville’s small town transportation quality expectations.

Several significant observations have emerged from the transportation analysis and community outreach efforts of the Comprehensive Plan when compared to the City’s Vision Statement and Core Community Values.

20 year Forecasts - With the approval of the Divergent Diamond Interchange at the McCaslin Boulevard and US 36 interchange, all Louisville streets are expected to meet the anticipated regional traffic forecasts and maintain an overall Level of Service (LOS) D.

**PRINCIPLE TMA-1.** The City of Louisville is committed to creating a context-sensitive, multimodal transportation and trail system which integrates land use, transportation, and recreational considerations and enables vehicles, transit, bicycles, and pedestrians of all ages and abilities to move in ways that contribute to the economic prosperity, public health and exceptional quality of life of Louisville

**Policy TMA-1.1:** New streets are needed as properties experience second-and third-generation redevelopment. The long-term transportation strategy for the City should focus on local street network enhancements balanced with neighborhood traffic calming, improving the connectivity and livability of the City’s arterial network.

**Policy TMA-1.2:** Corridor Master Plans and Preliminary Engineering Designs are needed for Hwy 42/96th Street; McCaslin Boulevard; South Boulder Road; and Dillon Road.

The purpose of these multimodal corridor plans is to outline a plan of action and specific strategies which ensure mobility and access for individuals within a broad range of ages and abilities on all City arterials by providing safe, convenient, and efficient multimodal transportation infrastructure. The Corridor Master Plans and 30% Designs shall meet existing and future needs, support the implementation of adopted community plans, and reflect and support the anticipated and expected development character of the areas they are traversing. Each Corridor Master Plan and 30% Design shall:

- Balance regional mobility and community livability,
- Develop partnerships to work cooperatively with all stakeholders served by the corridor;
- Provide a supportive transportation system that enables the Community’s Land Use Vision;
- Consider and balance the impacts upon natural, social and cultural resources;
- Provide safe and convenient facilities for a broad range of users and multiple modes of travel;
- Accommodate future regional transit plans;
- Promote regional trail connectivity;
- Design sustainable solutions; and,
- Develop creative, cost-effective and implementable solutions.

**Policy TMA-1.3:** The Louisville street network has excess capacity on a few of its arterial streets. Via Appia, Centennial Parkway, Cherry Street (between Dahlia and Heritage Park), and Dillon Road (between 88th Street and Club Circle) are candidates for “right sizing”. Right sizing candidates are roadways where the expected volume of traffic does not warrant the size of the street and the capacity of the street could be reduced and still meet expected traffic levels of service.

Benefits of right sizing include: traffic safety, pedestrian and bicycle accommodation, neighborhood continuity, and reduction in long-term maintenance costs to the City.

Challenges to right sizing include a reduction in mobility, a motorist’s ability to freely maneuver along a corridor, and if done improperly, slower emergency response times.

This recommendation simply identifies these four road segments as candidates for right sizing and recommends a more detailed corridor analysis be conducted to evaluate peak hour traffic conditions and specific pedestrian and bicycle utilization rates along with crash histories for each corridor. The timing of these corridor studies should be aligned with the City’s capital improvement program and reconstruction schedule of each roadway.

**Policy TMA-1.4:** Three roundabouts operate in the City of Louisville; one in the Steel Ranch Community and two in the North End Community. This Comprehensive Plan identifies the potential for a number of additional roundabouts throughout Louisville.

Roundabouts are preferred traffic control devices based on multiple opportunities to improve safety, operational efficiency, and community aesthetics. The intent of the candidate roundabout program in Louisville is to identify opportunities for more detailed analysis and the possibility of introducing roundabouts to promote a safer and more balanced transportation system. The timing of these roundabout studies and their possible implementation should be aligned with the City’s neighborhood planning initiatives and the reconstruction schedule in the Capital Improvement Program for candidate intersections. The benefits of roundabout intersections include:

- Traffic Safety
- Operational Performance
- Traffic Calming
- Pedestrian Safety
- Aesthetics
- Land Use Transitions

- Ongoing Operations and Maintenance
- Environmental Factors

**Policy TMA-1.5:** The transportation analysis identified traffic calming candidate streets throughout Louisville. A number of streets were identified as traffic calming candidates where residential homes “fronted” high volume roadways which carry more than reasonable neighborhood traffic volumes (1,000 vehicles per day). The purpose of this classification is not to reduce the capacity of the street, but to develop physical measures which reduce the speeds at which motorists are traveling along these streets in order to make them traverse the neighborhoods at safe speeds. Physical measures can include narrowing streets or changing street geometrics, among other things. This recommendation identifies these streets as candidates for traffic calming and recommends a more detailed neighborhood traffic plan be created to evaluate real conditions, rather than modeled conditions. The timing of these neighborhood traffic plans should be aligned with the City’s Capital Improvement Program and repaving schedule of each neighborhood, concurrent with the development of recommended Neighborhood Plans.

**Policy TMA-1.6:** Transit service to Louisville can and should be improved. Louisville supports the Regional Transportation District’s (RTD) FasTrack Program. Louisville’s land use strategies are tied to the implementation of the Bus Rapid Transit Corridor along US 36 and the implementation of the Northwest Rail Corridor with a commuter rail station serving Downtown Louisville.

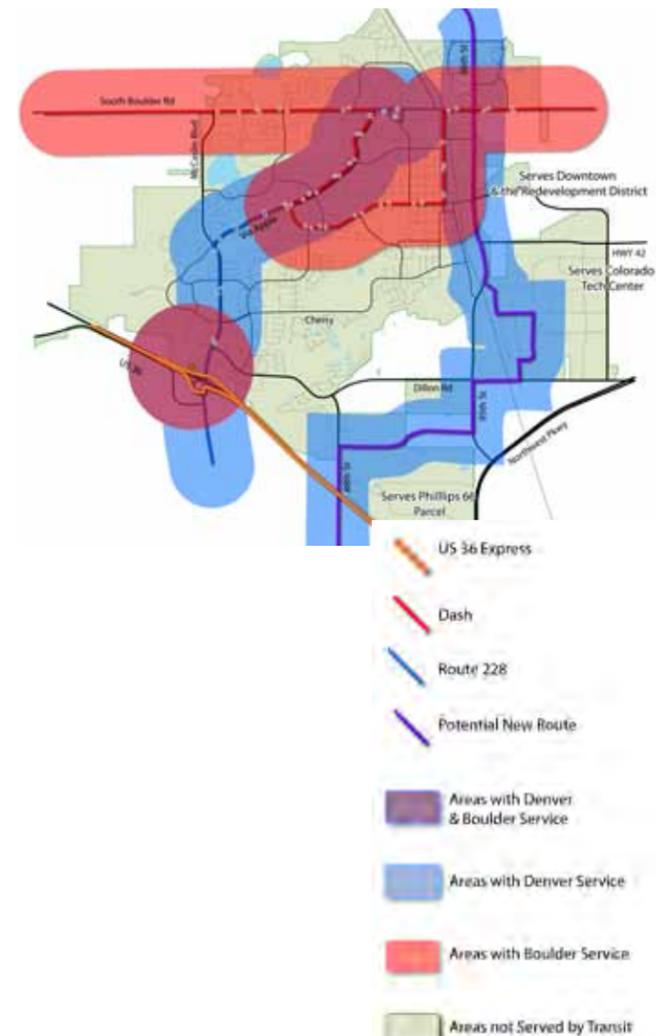
Additionally, there are two key components to local bus transit service within Louisville: *coverage* and *frequency*. Coverage refers to what portions of the City have local transit service. Frequency refers to how often the areas which have local transit service are served by transit. Louisville needs improvements in both aspects of RTD’s local transit service.

Currently, the entire southeastern portion of the City has no local transit service, including Avista Hospital, the Colorado Technology Center, Monarch Campus and the Phillips 66 property. All are critical employment areas



to the City and the entire metro region. The City should work with its neighboring jurisdictions and RTD to provide transit service along HWY 42/96th Street between Lafayette and Broomfield and introduce transit service to Avista Hospital, the Colorado Technology Center, the Monarch Campus, and, as development occurs, the Phillips 66 property.

**Policy TMA-1.7:** Walkability is a key ingredient to livable cities and neighborhoods. Great cities and neighborhoods all feature street level experiences that invite and stimulate pedestrian and bicycling activities. Walkability



Proposed Transit Service Improvements

enhances public safety, fosters personal interactions, improves public health, and increases economic vitality.

Louisville has an excellent recreation trail network and generally a high quality walking environment on its City streets. The intent of this Comprehensive Plan is to establish a transportation policy which raises the bar and better integrates the City's recreational trail network with City's street network. This interconnection will help create a more balanced transportation system that serves the entire City and is designed for all users of all ages and ability levels.

**Policy TMA-1.8:** Louisville has four at-grade crossings of the Burlington Northern Santa Fe (BNSF) Rail line. Three of the crossings: Main Street, Griffith Street and South Boulder Road are located within, or immediately adjacent to established residential neighborhoods. The fourth is located at Dillon Road near the Colorado Technology Center and proposed relocation of the St. Louis Catholic Church and School.

Federal Railroad Administration regulations require locomotive horns be sounded for 15-20 seconds before entering all public at-grade crossings, but not more than one-quarter mile in advance. This federal requirement preempts any state or local laws regarding the use of train horns at public crossings, unless certain improvements are made to the crossings.

The noise level of the horns negatively impacts the quality of life for residents and employees living and working near the rail corridor. It is a recommendation for the City of Louisville to work with its neighboring jurisdictions and the BNSF to create safe Federal Railroad Administration qualifying upgrades to all four rail crossings in the City. The timing of these investments was tied to FasTrack's Northwest Rail Corridor improvements. However, because of the uncertainty of the Northwest Rail Project, the City of Louisville should continue to advance implementation of the four crossings improvements necessary for a City-wide Quiet Zone in a strategy separate from the Northwest Rail Study.

**PRINCIPLE TMA-2.** The City of Louisville should develop and implement area-specific and City-wide transportation plans through an open and collaborative process to achieve the principles and policies outlined above.

**Policy TMA-2.1:** The Planning and Building Safety Department, Public Works Department and the Parks and Recreation Department shall collaboratively generate multimodal transportation plans for the residential neighborhoods and commercial areas of the City. At a minimum, this work shall include:

- a. Safe Routes to School
- b. Parking Management
- c. Pedestrian Circulation
- d. Bicycle Circulation
- e. Vehicular Circulation and Neighborhood Traffic Calming

**Policy TMA-2.2:** The Planning and Building Safety Department, Public Works Department and the Parks and Recreation Department shall collaboratively generate multimodal transportation corridor plans for HWY 42/96th Street; McCaslin Boulevard; South Boulder Road; and Dillon Road which shall include:

- a. Long-Term Land Use Vision and Urban Design Assessment
- b. Near-term and Long-term multimodal transportation performance evaluation
- c. Parking
- d. Transit Circulation and pedestrian access
- e. Pedestrian and bicycle crossings

**Policy TMA-2.3:** The Planning and Building Safety Department, Public Works Department and the Parks and Recreation Department shall generate a City-wide multimodal Transportation Master Plan that incorporates and consolidates the findings of each neighborhood, commercial area, and corridor plan. The plan shall include:

- a. Traffic Management and Traffic Calming Program
- b. Pedestrian Master Plan
- c. Bicycle Master Plan

- d. Transit Service Plan
- e. Primary Corridor Plan
- f. Transportation Demand Management

**Policy TMA-2.4:** The Departments of Planning and Building Safety, Public Works and Parks and Recreation will review and update the current design and construction standards including Resolution 9, Series 1994 (Roadway Construction and Design Standards); and LMC Chapter 12 – Streets and Sidewalks; Chapter 16.16 – Design Standards; and Chapter 17.14 – Mixed Use Zone District.

The review and update will ensure they reflect the best design standards and guidelines to provide flexibility for context-sensitive design. The roadways will be designed within the context of the neighborhood and corridors, recognizing all streets are different. The user, mobility, and land use needs will be balanced and consistent with the context sensitive multimodal transportation policy stated above.

# The Framework

## CULTURAL HERITAGE (CH)

The Cultural Heritage of Louisville consists of the built environment augmented by the stories of those who have lived here. The social history gives life and meaning to buildings that could otherwise not speak, and to the people associated with these structures that provide a tangible link to the past. The principles and policies below will ensure the Cultural Heritage of Louisville is protected and celebrated, in accordance with the Vision Statement and Core Community Values.

**PRINCIPLE CH-1.** The City should support and encourage the voluntary preservation of historic structures through its policies and actions.

*Policy CH-1.1:* The City should create a Preservation Master Plan to define a period of significance and identify resources and guide the City’s Historic Preservation Program and the use of Historic Preservation Funds.

*Policy CH-1.2:* Area and Neighborhood Plans should incorporate historic preservation elements, where appropriate.

*Policy CH-1.3:* The City’s Design Standards and Guidelines, particularly the Downtown Design Handbook, should be regularly evaluated and updated if necessary to incorporate best practices in historic preservation.

**PRINCIPLE CH-2.** Preservation efforts should contribute to a sustainable community.

*Policy CH-2.1:* The City should highlight preservation projects for their sustainable benefits, expand partnerships with sustainability organizations and programs, and include preservation considerations as it develops new sustainability policies and regulations.

*Policy CH-2.2:* The City should promote economic sustainability through historic preservation, including:

- Promote Louisville as a destination for visitors interested in cultural and historic attractions.
- Coordinate preservation efforts with other

- programs designed to support local businesses.
- Promote adaptive reuse of historic properties.
- Work with economic development partners to include historic resources in redevelopment policies and economic development plans.

*Policy CH-2.3:* The City should promote environmental sustainability through historic preservation, including:

- Expand partnerships with sustainability organizations and programs .
- Create energy efficiency standards to fit historic resources.
- Highlight green building practices through various City programs.

*Policy CH-2.4:* The City should work with affordable housing organizations to utilize historic resources.

**PRINCIPLE CH-3.** City policies should encourage a livable community with a strong sense of history.

*Policy CH-3.1:* The City should evaluate the programmatic needs of the existing Museum to meet museum standards for allocation of resources by developing a Historical; Museum Campus Master Plan.

*Policy CH-3.2:* The City should consider creating a Historic Park where buildings slated for demolition can be moved and used as interpretive education to showcase Louisville’s mining and agricultural heritage.

*Policy CH-3.3:* The City should develop procedures for identifying, preserving and protecting archaeological resources.

**PRINCIPLE CH-4.** The City should provide effective public outreach regarding Cultural Heritage issues.

*Policy CH-4.1:* The City should provide educational programs such as a rehabilitation skill-building program for local trade workers.

*Policy CH-4.2:* The City should stage regular outreach events with community organizations that may become

future partners in historic preservation.

*Policy CH-4.3:* The City should promote public awareness and understanding of the city’s cultural and social history through programs such as an interactive map which provides hyperlinks to social histories of historic properties.

*Policy CH-4.4:* The City should encourage public participation in the preservation program.

*Policy CH-4.5:* The City should develop policies that provide clear guidance to the public for the treatment of locally designated historic resources.

*Policy CH-4.6:* The City should monitor the preservation program on an on-going basis to assure that it maintains a high level of performance and implement an annual program review that includes Certified Local Government programming.

**PRINCIPLE CH-5.** The City should ensure fiscally-sound best management practices for City historic resources.

*Policy CH-5.1:* The City should establish minimum maintenance requirements for landmark properties.

*Policy CH 5.2:* The City should ensure the policies and extents of the grant and demolition review programs match the community’s goals with respect to aging structures outside the traditional historic core.

*Policy CH-5.3:* The City should create an effective and efficient process which guides the voluntary nomination and designation of historic resources and should establish a user-friendly system for the voluntary designation of individual landmarks and districts.

*Policy CH-5.4:* The City should work with past grant recipients to learn from past experiences.



The Framework



Miners on Acme Mine coal car, 1917



Mine rescuers, Acme Mine, circa 1920s



Federal troops camped near Louisville during mine strike violence, 1914



J.J. Steinbaugh's blacksmith shop, Front Street, circa 1890s



Louisville Grain Elevator, 1916



Catholic women preparing chicken dinners to raise money for St. Louis Church, early 1940s

# The Framework

## PARKS, RECREATION, OPEN SPACE, AND TRAILS (PROST)

Louisville’s open space and recreational amenities are among the most highly valued features of the City. These include the City’s recreation center, parks, fields, pools, trails, and open spaces as well as services such as classes, leagues, and senior services. These amenities contribute greatly to the quality of life in Louisville and steps should be taken to ensure they continue to do so.

In 2012, the City adopted a Parks, Recreation, Open Space, and Trails Master Plan (PROST Plan) that defined goals and objectives for Louisville’s parks and recreational amenities.

The PROST Plan made recommendations for maintaining and improving the high level of service enjoyed by Louisville residents and those recommendations, along with the entire PROST Plan, are hereby adopted by this Comprehensive Plan. In summary, the principles and policies identified in the PROST Plan and adopted here are as follows:

**PRINCIPLE PROST-1.** Improve trail connections to promote healthy and enjoyable alternative transportation and opportunities for active recreation

*Policy PROST-1.1:* Enhance the trail user experience through improved wayfinding and additional safety and comfort features.

*Policy PROST-1.2:* Improve safety, accessibility, and continuity for the trails within Louisville.

*Policy PROST-1.3:* Continue to provide connections from Louisville’s trails to regional trails and trails provided by neighboring agencies.

**PRINCIPLE PROST-2.** Maintain existing high levels of service for parks, open space, and trails as Louisville matures and evolves.

*Policy PROST-2.1:* Ensure that Levels of Service are appropriate and equitable now and in the future across the entire city so that all residents have equitable access to services.

**PRINCIPLE PROST-3.** Ensure a Service Delivery Model that remains responsive and relevant to City residents’ leisure behaviors, interests, and needs.

*Policy PROST-3.1:* Address emerging recreation and leisure trends and changing population characteristics including the aging population and current increasing demand for pre-school age programming.

*Policy PROST-3.2:* Respond to the 2008 citizen survey, the 2009 Comprehensive Plan, 2010 citizen survey that suggested teen activities/programming is a high unmet need.

**PRINCIPLE PROST-4.** Enhance programming capacity by exploring opportunities outside of City of Louisville facilities and services.

*Policy PROST-4.1:* Assess partnerships with local organizations and agencies to provide access to other spaces for programming.

**PRINCIPLE PROST-5.** Promote environmental stewardship and education.

*Policy PROST-5.1:* Continue to develop and incorporate environmental stewardship and education curricula to respond to community values.

**PRINCIPLE PROST-6.** Enhance communications and outreach efforts to increase efficiencies and effectiveness.

*Policy PROST-6.1:* Continue to develop and implement an enhanced, streamlined marketing, communications, and outreach plan in response to a need identified to increase efficiencies and create cost-savings.

**PRINCIPLE PROST-7.** Maximize intergovernmental agreements with Boulder Valley School District.

*Policy PROST-7.1:* Maximize partnerships with governmental agencies through adjustments to existing intergovernmental agreements (IGAs).

**PRINCIPLE PROST-8.** Evaluate and review the effectiveness and understanding of partnership agreements.

*Policy PROST-8.1:* Develop and implement a partnership policy to be used for the development of all new partnership agreements.

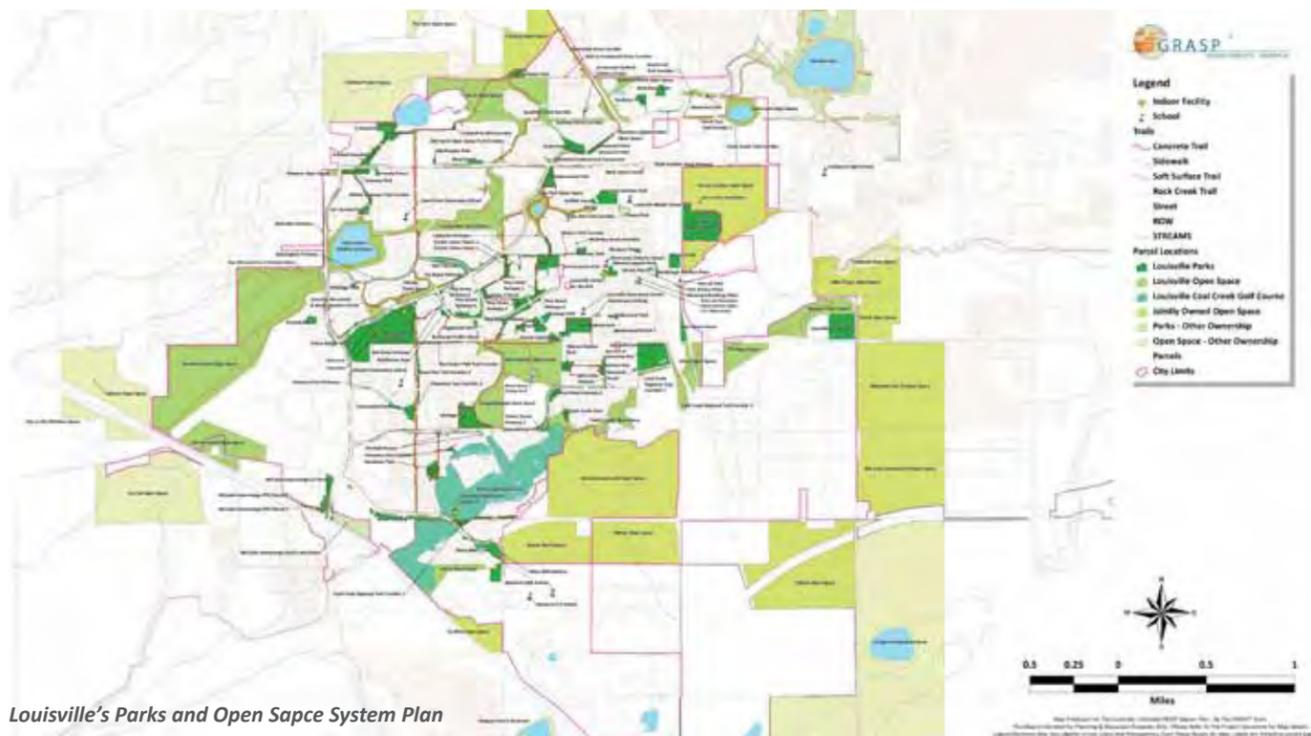
**PRINCIPLE PROST-9.** Define/Improve Park Maintenance Standards.

*Policy PROST-9.1:* Adopt general Park and Athletic Field maintenance standards.

**PRINCIPLE PROST-10.** Define/Improve Open Space Maintenance & Management Standards.

Facility	Quantity
Louisville Parks	306 acres
Louisville Coal Creek Golf Course	154 acres
Louisville Open Space	698 acres
Jointly Owned Open Space	1,060 acres
Open Space – Other Ownership	1,117 acres
Parks – Other Ownership	182 acres
Component	Quantity
Arboretum	1
Art Walks	2
Ball Diamonds	10
Basketball Courts	4
BMX Course	1
Bocce Courts	9
Community Gardens	1
Disc Golf Course	1
Dog Parks	2
Horseshoe Pits	4
In-Line Pk	1
Multi-Purpose Fields	11
Outdoor Fitness Court	2
Playgrounds	13
Picnic Shelters	16
Pool (outdoor)	1
Recreation Center	1
Skate Park	1
Tennis Courts	9
Volleyball Courts	2
Trail Type	Quantity (mile)
Louisville (Soft Surface)	13.23
Louisville (Paved)	15
Louisville (Sidewalks)	9.8
Other Ownership (All Surfaces)	30.4

Facility Inventory



Louisville's Parks and Open Sapce System Plan



*Policy PROST-10.1:* Create, review, and update Open Space Maintenance & Management Plans to provide consistency in management practices throughout the system.

**PRINCIPLE PROST-11.** Sustain the high level of service to which citizens have become accustomed.

*Policy PROST-11.1:* Identify and estimate the cost of future maintenance and operations (staffing, supplies, and services) for any newly-proposed parks, open space, trails, and indoor facilities to ensure that future development O & M is funded.

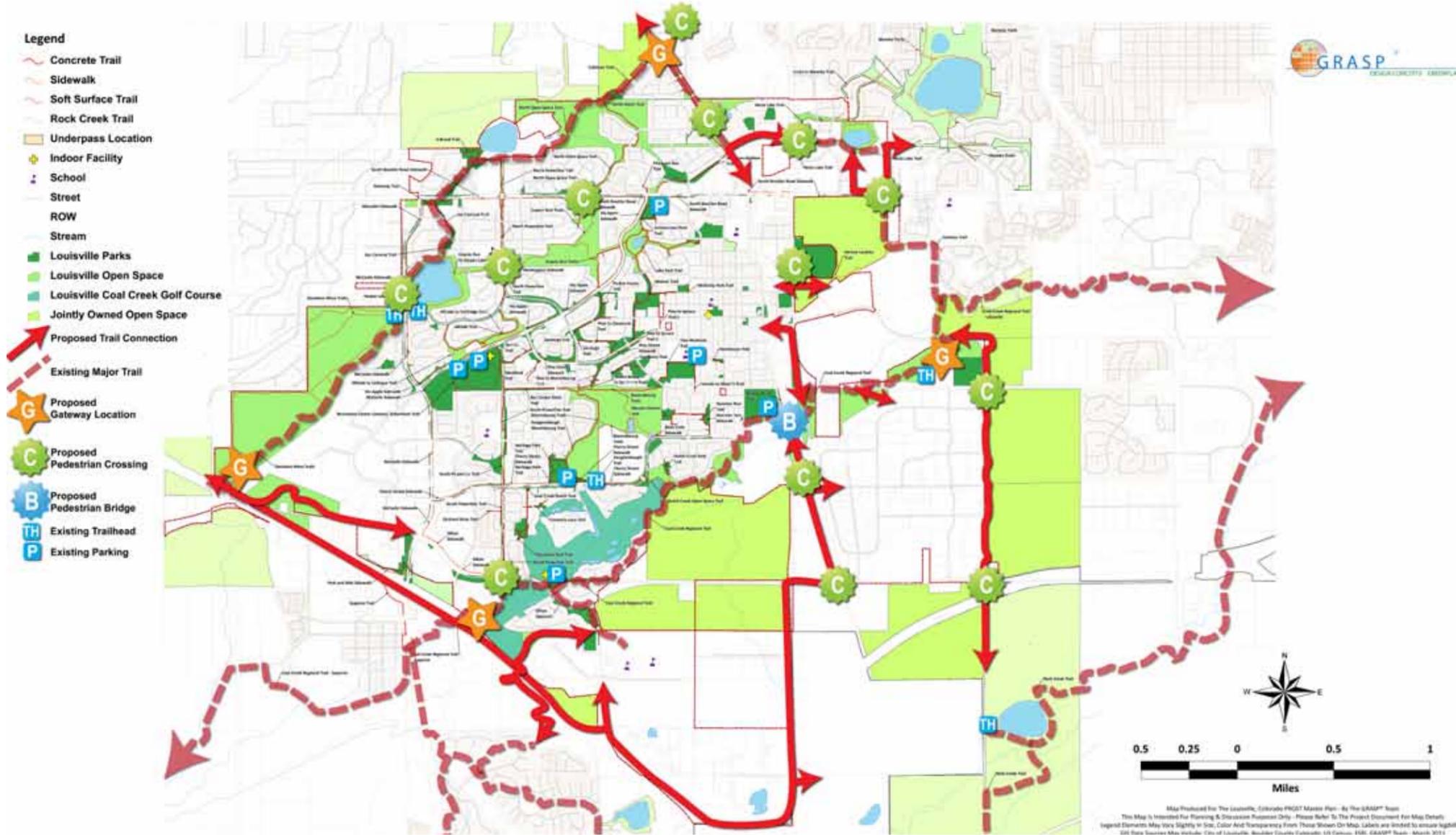
*Policy PROST-11.2:* Create and implement a cost recovery philosophy and policy.

**PRINCIPLE PROST-12.** Renovate, expand, and develop Facilities.

*Policy PROST-12.1:* Conduct Feasibility Studies to understand future capital and operational funding and revenue generation potential.

**PRINCIPLE PROST-13.** Implement 2011 Coal Creek Golf Course Strategic Plan.

*Policy PROST-13.1:* Improve overall maintenance and playability, and secure capital funding for repairs, replacement, and improvements.



Louisville's Regional Trails Improvement Plan

# The Framework

## MUNICIPAL INFRASTRUCTURE (MI)

Louisville’s municipal infrastructure includes roads (addressed in the Transportation section), raw water supply and treatment, sanitary sewers and wastewater treatment, and storm sewers and drainage. Other infrastructure not belonging to the City, but in which the City has a vital interest, include gas, electric, and telecommunications lines.

As described in the Existing Conditions chapter, raw water supply is secured for the City’s planned build out, but improvements may be needed to the water treatment plants to serve new commercial and industrial development. Improvements to the Wastewater Treatment Plant will be undertaken as needed. The City will also make improvements to the storm sewer system to improve water quality and mitigate the impacts of flooding.

**PRINCIPLE MI-1.** The City should provide adequate public facilities, water, sewer and related services to meet the demand of existing and future residents and commercial and industrial growth.

*Policy MI-1.1:* Through the use of water tap fees for new development, the City should ensure that water acquisitions will supply adequate water to meet the needs of the community.

*Policy MI-1.2:* The City’s water quality standards and treatment practices should continue to maintain a high level of health protection for its residents.

*Policy MI-1.3:* The City should ensure that its storm drainage and wastewater treatment system is adequate to meet the demands of existing and planned development.

*Policy MI-1.4:* The City should continue to require the dedication of water rights or the payment of a water resource fee in lieu of dedication from newly annexed property.

**PRINCIPLE MI-2.** The City should take measures to en-

sure development fees provide adequate improvements necessary to serve new development.

*Policy MI-2.1:* The City should develop and utilize long-range plans for determining infrastructure requirements to meet the demand of planned growth.

*Policy MI-2.2:* The City should continue to assess impact fees on new development requiring development to pay its calculated share of new public facilities and infrastructure.

*Policy MI-2.3:* The City should coordinate with other service providers on development requests to ensure that necessary services not provided by the City should be made available for planned new development and redevelopment.

*Policy MI-2.4:* Development patterns should be planned with the consideration of the alignment and location of existing and future public facilities and infrastructure.

*Policy MI-2.5:* Future development and redevelopment should be coordinated with all utilities to ensure that development is buffered to the full extent necessary from the existing locations, as well as future expansion of high pressure natural gas pipeline systems and overhead transmission lines and associated infrastructure.

*Policy MI-2.6:* All new developments should dedicate to the City required right-of-ways and install designated public improvements per approved design standards.

**Principle MI-3.** The City should continue to make improvements to reduce the impacts of potential flooding on property owners.

*Policy MI-3.1:* The City should continue to participate in the Federal Emergency Management Agency (FEMA) Community Rating System to decrease the flood danger and reduce the cost of flood insurance for property owners.

*Policy MI-3.2:* The City should work with FEMA and the Urban Drainage and Flood Control District to define the

floodplain in the Empire Road area and consider pursuing a letter of map change in partnership with private property owners to remove the area from the floodplain.

*Policy MI-3.3:* The City should support appropriate requests for letters of map change brought by private property owners.

*Policy MI-3.4:* The City should continue to follow the Louisville/Boulder County Outfall System Plan and work with neighboring jurisdictions, partner agencies, and property owners to make improvements to the storm sewer system, particularly with respect to Downtown Louisville.

*Policy MI-3.5:* The City should continue to work with and support property owners and developers on maintaining existing and new drainageways to maintain drainage capacity.

**PRINCIPLE MI-4.** The City should take steps to ensure an adequate long-term water supply for the City in the face of droughts and changes to the regional climate.

*Policy MI-4.1:* The City should complete a water conservation plan that will encompass Comprehensive Plan updates and climate impacts with up-to-date raw water needs.

*Policy MI-4.2:* The City should adopt revised Drought Management Practices, including changing the drought surcharge from mandatory to discretionary and adding discussion surrounding water restrictions as a tool.

*Policy MI-4.3:* The City should continue to work with other area municipalities on water supply and delivery strategies and communications.

## ENERGY (E)

The City of Louisville recognizes that protection and conservation of its local and regional environmental resources is important to City residents. Residential and commercial buildings account for nearly half of the elec-

tricity and natural gas consumed in Colorado. Building codes and policy initiatives play a critical role in ensuring that energy efficiency technologies are supported in the marketplace, and provide multiple benefits to homeowners, renters, building owners and tenants, and society at large through reduced energy demand, energy cost savings, and reduced carbon emissions. Policies and procedures should be examined with input from all affected parties to lessen energy consumption, waste generation, water, air, and light pollution impacts to our community. The City should also continue strive to promote wise use of energy resources in its own municipal operations.

**PRINCIPLE E-1.** The City should efficiently use energy resources and continually strive to conserve energy where practical.

*Policy E-1.1:* The City should pursue cost effective measures to reduce its dependency on non-renewable energy sources by pursuing the use of renewable energy sources for residents and businesses as well as for its municipal operations.

*Policy E-1.2:* The City should encourage building designs that maximize the use of natural light and thus diminish the need for energy consuming supplemental lighting.

*Policy E-1.3:* The City should encourage the use of energy-efficient lighting, appliances, and other devices in new development, redevelopment and in municipal operations.

*Policy E-1.4:* The City should encourage the use of landscaping that assists energy savings by the use of buffers and admittance of solar access in the winter and shade in the summer.

*Policy E-1.5:* The City should encourage renewable forms of energy in new development and redevelopment.

*Policy E-1.6:* The City should encourage and pursue opportunities for wind or solar energy for on-farm electrical needs on Parks & Recreation and Open Space-



owned agricultural land.

**PRINCIPLE E-2.** The City should increase its internal purchase of renewable energy and expand opportunities for renewable energy where practical.

**PRINCIPLE E-3.** The City should promote increased energy efficiency in residential and commercial properties.

*Policy E-3.1:* Increase outreach and education efforts with local energy efficiency contractors, designers, home and business owners.

*Policy E-3.2:* Work with partner agencies to offer free and subsidized weatherization services to qualifying residents.

*Policy E-3.3:* Strive to remain current with the following model building codes from the International Code Council: International Energy Conservation Code, International Green Construction Code.

*Policy E-3.4:* The City should establish community-wide energy consumption baseline statistics to inform future conversations regarding City energy policies.

## COMMUNITY SERVICES (CS)

Community services include schools, libraries, police and fire services, solid waste / recycling / composting services, and health services. While not all of these services are provided directly by the City of Louisville, the Vision Statement and Core Community Values have indicated that they are very important. These principles and policies will ensure that the City supports community services to the fullest extent possible.

### Schools

The City of Louisville is served by three elementary schools, the Louisville Middle School, and the K-12 Monarch campus. The following table shows 2012 enrollments and projected enrollments based on build-out of the Framework Plan. Louisville enrollment has been broken out from total enrollment to reflect what portion of the total enrollment is made up of Louisville students.

As the Boulder Valley School District (BVSD) practices an open enrollment policy, the enrollment numbers reflect that approximately 20% to 30% of the total enrollment at the elementary level are comprised of students that open enroll from outside the City of Louisville.

School	October 1 Count 2012				Future % Louisville	Capacity Surplus (Deficit)
	Program Capacity	Louisville Enrollment*	Resident Students*	Total Enrollment		
Fireside El.	576	372	372	449	82.9%	372
Coal Creek El.	555	406	483	453	89.6%	415
Louisville El.	603	481	556	554	86.8%	600
Monarch K-5	427	403	367	403	100.0%	493
Louisville M.S.	691	449	490	632	71.0%	512
Monarch 6-8	506	412	346	412	100.0%	488
Monarch H.S.	1833	1293	1971	1576	82.0%	1475
<b>Total</b>	<b>5191</b>	<b>3816</b>	<b>4585</b>	<b>4479</b>	<b>85.2%</b>	<b>4407</b>

\* includes students open-enrolled from other Louisville schools

\*\*number of students residing in the attendance area

note: high school includes students from additional feeder schools in Superior

Source: Boulder Valley School District

\* Note: Louisville enrollment for Monarch was not determined as the attendance area includes Superior and Louisville.

\*\* Future surplus/deficit based on 2007-2008 program capacity with future enrollment potential based on the Framework Plan.

Louisville public schools reflect a strong connection to the neighborhoods within their respective attendance area and enjoy a high level of parent involvement. As education is a defining attribute of the community, the City will continue to cooperate with BVSD to maintain an excellent school system.

**PRINCIPLE CS-1.** City of Louisville should actively coordinate land use efforts with the Boulder Valley School District and promote excellence in education.

*Policy CS-1.1:* The City should ensure that land use and housing policies of the City complement the mission statement of the BVSD.

*Policy CS-1.2:* The City should promote joint planning activities with BVSD to ensure that new facilities are appropriately located, are provided in a timely manner and meet the needs of extracurricular and community use.

*Policy CS-1.3:* The City should continue to work closely with the BVSD to provide program capacity to meet Louisville and District needs.

*Policy CS-1.4:* The City should continue to refer appropriate proposed residential development applications to the Boulder Valley School District for review and comment and consider the estimated student yield of new residential neighborhoods during the development review process.

appropriate proposed residential development applications to the Boulder Valley School District for review and comment and consider the estimated student yield of new residential neighborhoods during the development review process.

*Policy CS-1.5:* The City should encourage BVSD and school principals to become involved in the planning process as the City continues to develop and redevelop in areas that will affect the school district.

*Policy CS-1.6:* The City should encourage new developments to provide Safe Routes to School to ensure the safety of Louisville students as they commute to and from school.

### Library Services

**PRINCIPLE CS-2.** Excellence in education and access to educational opportunities should be a key feature of life in Louisville for residents of all ages.

*Policy CS-2.1:* Library facilities, services, and programs should meet the existing and future library needs of all Louisville residents. The Library should:

- Provide a community gathering place for learning, entertainment, and the exchange of ideas for residents of all ages;
- Provide its citizens with exemplary service, quality print and non-print collections, and access to electronic resources using the latest in proven Technology tools;
- Support the acquisition of pre-literacy skills for Louisville's youngest citizens and encourage literacy for all residents in the digital age;
- Support and encourage an atmosphere of intellectual curiosity and continuing education within the Louisville community through the ongoing enhancement and promotion of the Library's services and programs;
- Strengthen Louisville's longstanding tradition of educational excellence through continued collaboration with local schools and other educational agencies.

*Policy CS-2.2:* Management should be consistent with the Library's policies as adopted by the Board of Trustees, the Library's goals and objectives as delineated in its Strategic Plan, and the City's Home Rule Charter and Louisville Municipal Code.

*Policy CS-2.3:* The City should collaborate with other area municipalities so the Library can pursue consortial agreements to ensure cost-effective services and operation.

### Police and Fire Services

**PRINCIPLE CS-3.** The City should promote the health and safety of the community.

*Policy CS-3.1:* The City should remain committed to maintaining its police force level of service to ensure the safety of the community.

*Policy CS-3.2:* The City should support crime prevention through environmental design.

*Policy CS-3.3:* The City should continue to support a Fire Protection District to ensure preservation of life and property through fire prevention, fire suppression, hazardous materials response and emergency medical services support. The City, together with the Louisville Fire Protection District, should encourage the use and cost effectiveness of fire sprinklers in protecting life and property.

### Health Services

*Policy CS-3.4:* The City should coordinate with the Boulder County Health Department and Avista Hospital to ensure that public health services are available to residents of all ages.

*Policy CS-3.5:* The City should encourage programs or projects that promote healthy eating and active living.

### Solid Waste Services

**PRINCIPLE CS-4.** Promote and implement waste-reduction and recycling programs.

*Policy CS-4.1:* The City should work with governmental,

# The Framework

private and not-for-profit agencies to develop regional approaches to solid waste reduction and management.

**Policy CS-4.2:** The City should continue its efforts to reduce waste generation from its municipal operations and explore methods for additional reduction. The City should consider the purchase of supplies with recycled content when feasible.

**Policy CS-4.3:** In its own operations, the City should consider the environmental and economic costs, risks, benefits and impact from a life-cycle perspective when making, planning, contracting, purchasing and operating decisions.

**Policy CS-4.4:** The City should continue to promote public education related to the value, methods and techniques of recycling, resource recovery and waste reduction.

**Policy CS-4.5:** The City should promote diversion from the landfill of construction and demolition refuse.

## Civic Events

**PRINCIPLE CS-5:** The City should promote citywide community and civic events

**Policy CS-5.1:** The City should continue to support events such as live music, fairs, parades, ice skating, etc. These events are important to the economic and social welfare of our community.

**Policy CS-5.2:** The City should promote community activities in other areas of the city, such as McCaslin Urban Center and Highway 42/South Boulder Road Urban Center. Activities in these areas cohesively connects them with the rest of the community.

## Arts and Culture

**PRINCIPLE CS-6:** The City promotes the public and private advancement of the arts and culture to strengthen the quality of life and small town character of Louisville by encouraging the development of a City-wide Arts and Cultural Master Plan aimed at integrating the arts, culture and humanities with urban design, economic

development, education and other community development initiatives.

**Policy CS-6.1:** The Community-wide Arts and Culture Master Plan should include the following components:

- Economic Vitality and the Arts - Preserve and share the Louisville's unique setting, character, history, arts and culture by identifying partnerships, resources and attractions that respect the needs and desires of Louisville residents.
- Facility Evaluation and Development - Respond to the growing desire for cultural facilities by identifying short and long-term facility needs and priorities, and recommending public and private methods to meet those needs.
- Public Art and Community Design - Create a stimulating visual environment through the public and private artworks programs, and create a greater understanding and appreciation of art and artists through community dialogue, education and involvement.
- History and Heritage - Work with the Louisville Historical Commission to develop a greater understanding of our heritage and assess the City's facilities in which that history is preserved, interpreted, and shared.
- Humanities - Foster the spirit of community in which the richness of human experience is explored and nurtured through ongoing analysis and exchange of ideas about the relation to self, others and the natural world.
- Local Artists - Encourage local support for a creative and economic environment that allows artists to continue to live and work in and for the community, and for themselves.
- Marketing and Communications - Identify marketing and communication systems to promote the arts and culture through public dialogue, media and education.
- Art and Culture Education - Demonstrate commitment to quality arts and culture education and lifelong learning by advocating for inclusion of the arts and culture in our schools and in community settings.

- City Board and Commission Support - Advance the community's understanding of local zoology and botany with the Horticulture and Forestry Advisory Board.
- Financial Resources - Encourage the fiscal soundness of Louisville Cultural Council by evaluating and recommending improvements to its capacity to maintain effective public, private and earned income funding.

**Policy CS-6.2:** The appropriate City Departments and the Louisville Cultural Council (LCC), as the principal advisory board to the Louisville City Council related to the arts, shall serve as the primary voice for the development of the Arts and Culture Master Plan.

**Policy CS-6.3:** The appropriate City Departments and the LCC shall provide an inclusive public forum for discussion of issues and ideas affecting the development of a City-wide Arts and Culture Master Plan.

## ECONOMIC DEVELOPMENT (ED) AND FISCAL HEALTH (FH)

### Economic Development

Given Louisville's central location along the US 36 Corridor, between Broomfield and Boulder, the community is strategically located to capture its share of the region's business growth. The level of investment that actually occurs within the community will correlate to the City's commitment to its Vision and Core Community Values as expressed in this Comprehensive Plan Update, supportive policies, creative financial solutions and removal of barriers. Barriers to the development of the concepts presented within this document fall within five principal categories – organizational, physical, market, regulatory and financial. Strategies for the removal of these barriers will be critical to the ultimate implementation of the Comprehensive Plan.

Encouraging strategic investment in an environment that contains an appropriate mix of land uses and creates a unique sense of place is the central approach for targeting investment in key areas within the City. This premise assumes concentrating resources in the key

commercial, retail, and employment centers in the City that will have a positive economic ripple effect throughout the entire City. In this way, the City of Louisville, as a public partner, can effectively leverage public investment efforts to overcome barriers and achieve desired outcomes. The economic future of the City will depend on how effectively these leveraged efforts are implemented.

It is also important to note the key role residential development plays in attracting new businesses and retaining existing businesses in the community. A diverse housing base is a prominent criterion businesses use to evaluate a community. The ability of a wide range of employees to live and work in close proximity increases business efficiency, provides a higher quality of life for employees, and discourages companies to relocate their business outside of the community. This relationship between residential diversity, availability and business growth should continue to be fostered in future economic development efforts.

**PRINCIPLE ED-1.** The City should retain and expand existing businesses and create an environment where new businesses can grow.

**Policy ED-1.1:** The City should work to maintain a business friendly environment, where services to new and existing businesses are delivered in a timely and efficient manner.

**Policy ED-1.2:** The City should encourage employment centers to provide goods and services which will bring revenue from outside of the community into the community.

**Policy ED-1.3:** The City should focus on primary job creation that provides job diversity, employment opportunities and increased revenue for Louisville.

**Policy ED-1.4:** The City should focus on efforts that will encourage existing businesses to expand and develop in Louisville.

**Policy ED-1.5:** The City should review requests for busi-



ness assistance based upon criteria under the Business Assistance Program.

*Policy ED-1.6:* The City should continue its business retention program as a means of reaching out to businesses in Louisville to specifically understand the needs of the business community.

**PRINCIPLE ED-2.** The City should direct growth in an economically responsible way in order to maintain high quality amenities and high service levels for residents.

*Policy ED-2.1:* The City should strive to achieve complementary land uses that promote an economically healthy community.

*Policy ED-2.2:* The City should work to maintain and improve community assets such as the educational, housing, recreational, retail and cultural opportunities that encourage local businesses to remain and expand in Louisville.

**PRINCIPLE ED-3.** The City should be responsive to market opportunities as they occur, and maintain and enhance the City’s competitive position to attract development that adheres to the Community Vision.

*Policy ED-3.1:* The City should actively compete for quality economic development opportunities.

*Policy ED-3.2:* The City should consider strategic public investments and partnerships to encourage, promote and recruit private investment that responds to the Community Vision and Core Community Values.

*Policy ED-3.3:* The City should maintain a protocol for responding, from a single point of contact, to real estate, economic and demographic information requests.

*Policy ED-3.4:* The City should support Chamber of Commerce and the Downtown Business Association activities directed toward economic development both financially and through staff and support services.

*Policy ED-3.5:* The City should fund and manage a

successful range of economic development services to respond to business development inquiries.

*Policy ED-3.6:* The City should support redevelopment efforts that bring diversity and income generation to aging and distressed areas within Louisville.

**PRINCIPLE ED-4.** The City should cooperate with surrounding communities to explore opportunities for regional solutions to economic development challenges.

*Policy ED-4.1:* The City should participate with public and private entities that further economic development on a regional and state level.

*Policy ED-4.2:* The City should evaluate the benefits of forming a regional partnership within Boulder County as a vehicle to pool resources and encourage cooperation.

*Policy ED-4.3:* The City should participate in regional activities that promote Louisville.

*Policy ED-4.4:* The City should participate in bringing state and local programs designed to encourage business growth to businesses in Louisville.

**PRINCIPLE ED-5.** The City should work to support and maintain the historic and cultural attributes of the Downtown Business District.

*Policy ED-5.1:* The City should periodically review the Downtown Framework Plan and the Downtown Design Handbook to ensure that the guidelines are applied in a manner that encourages the revitalization of existing structures, historic preservation where applicable, application of appropriate guidelines in the construction of new structures and expansion of existing buildings.

*Policy ED-5.2:* The City should support and promote the revitalization of existing structures that maintain the character of downtown, while providing a diverse business base.

*Policy ED-5.3:* The City should support a mix of uses which bring new revenues to the downtown area.

*Policy ED-5.4:* The City should support and promote efforts that showcase both development opportunity and quality of life in Louisville, such as the “Street Faire,” parades, the “Taste of Louisville,” shopping opportunities and other community events.

### Fiscal Health

A community’s fiscal environment can be described as a “three-legged” stool, balancing nonresidential development, municipal services and amenities and residential development. The first “leg” of the stool – nonresidential development - provides the vast majority of revenues to support municipal services. Municipal services and amenities, the second “leg,” attract residents and maintain their quality of life. The third “leg” – residential development – generates the spending and employees to support nonresidential business. Fiscal sustainability of the community relies on this type of balance, which must continually be maintained, even through changing economic cycles.

Over the past two decades, the City of Louisville has been at the forefront of Boulder County communities in maintaining its fiscal health. The City recognized early on the need for revenue-generating, nonresidential development to offset the costs of providing a high level of service and community amenities to its residents. To this end, the City continues to make significant public investments to attract new businesses to retail, office and industrial developments. In 2011, a use tax was approved by voters to strengthen the tax base and offset the swings experienced from a declining retail market. The City continues to attract high-quality residential development to support business growth.

During the national recession between 2008 and 2010, sales tax revenues in Louisville declined by 6%, as large format retailers in the McCaslin and South Boulder Road Corridors have closed down.

The City’s continued fiscal challenge will be balancing its revenues and expenditures while maintaining the municipal services that its residents expect. This fiscal balance has to occur recognizing that Louisville is land

locked. Successful redevelopment and revitalization will be keys to the City’s future. However, if the desired land use pattern does not support the desired municipal level of service under the existing revenue structure, a change in the revenue structure may be required, similar to the adoption of the use tax.

Certain retail areas of the City of Louisville are depended upon to produce revenues that exceed the cost associated with providing services to them. These areas are the key producers of net positive revenues which in turn are used to provide City-wide services. The majority of the City’s sales tax revenue comes from a few key activity centers (see below). The land use mix in each of these key areas must provide positive fiscal returns to the City, and certain areas must provide exceedingly strong fiscal benefits to the City under the current City tax structure.

- 1. The McCaslin Boulevard and US Highway 36 Interchange** - The McCaslin Boulevard and US Highway 36 Interchange Area generates approximately 33% percent of the City of Louisville’s sales tax revenue. These revenues are due in large part to regional retail operations located in close proximity to McCaslin Boulevard and the Highway 36 interchange. Future land use scenarios should ensure that this area continues to provide strong fiscal benefits to the City by capitalizing on improvements in infrastructure and adapting to market trends.
- 2. The South Boulder Road and Highway 42 area** - In contrast to McCaslin Boulevard’s Regional Retailers, the South Boulder Road and Highway 42 intersection is a Community Retail center serving a smaller trade area. Although sales tax revenue generated in this area is not as high as the McCaslin Boulevard area, the revenue generated in this area is crucial to the continued fiscal success of the City, and the future land use mix in this area should produce positive fiscal returns to the City.
- 3. Downtown Louisville** - Currently, about 18% percent of retail sales tax revenue in the City of Louisville comes from food and beverage sales. A large percentage of this food and beverage sales tax is generated by the restaurants and bars in Downtown Louisville. Future

# The Framework

land use plans for the Downtown area must continue to provide strong positive benefits to the City by supporting the continued success of the restaurant sector while enabling a diversification into other retail sectors.

**PRINCIPLE FH-1.** The City should maintain fiscal balance through effective land use decisions, focused economic development efforts, encouraging a mix of residential unit types and pricing, and strategic public investments, all consistent with the community's desire for high-quality services and amenities.

*Policy FH-1.1:* Fiscal impacts of proposed annexation, development or redevelopment should be evaluated to determine both operational and capital cost impacts upon all service departments of the City. The City should develop and utilize a marginal cost model which assigns incremental costs to new development based on a desired level of services.

*Policy FH-1.2:* Annexation, development or redevelopment must have a positive impact on the City's fiscal and economic position, especially in historically retail areas. The impact of new development should be evaluated by its effect on City revenue generation, service provision, capital investments, job creation, catalytic opportunities, and quality of life.

*Policy FH-1.3:* Fees associated with development should be continually reviewed, and adjusted, as required to cover the cost of impacts upon the City.

*Policy FH-1.4:* The City should coordinate the need for capital improvements, the need to expand operating programs and services, and the need for revenue prior to the approval of new annexations and rezonings.

*Policy FH-1.5:* With respect to infrastructure investment for new development, the City should carefully evaluate the use of alternative financing mechanisms, including special districts and regional authorities.

*Policy FH-1.6:* The City's fiscal structure should consistently be evaluated to ensure it supports the desired land use pattern and community levels of service.

# Policy Alignment & Implementation

The Comprehensive Plan is a vision document which sets goals and principles to help guide policy initiatives and future developments within the City of Louisville. As stated in the Introduction, the Comprehensive Plan is an advisory document that provides a conceptual framework to advance the Community's Vision Statement and Core Values. It is not a regulatory document, nor does it have the force of law.

Through the 18 month planning process, a clear Vision Statement with supporting Core Values emerged based on thoughtful community input and the premise of ensuring a vibrant, economically successful, and fiscally healthy City which adds to the quality of life of existing and future citizens.

The City of Louisville must take on the task of implementing realistic strategies to translate the Community's Vision Statement and Core Values into reality. The implementation strategy outlined below will be developed through a coordinated effort of updating the Louisville Municipal Code and funding specific initiatives through the City's annual budgeting process. This effort will continue to involve all of Louisville's stakeholder groups including but not limited to residents, property owners, business operators, Boards and Commissions of the City, and the City Council.

This Comprehensive Plan was developed with a broad, long range view for the future of the City. Successfully executing specific implementation strategies will require a focused effort drawing on the expertise of the citizenry, property and business owners, and Boards and Commissions of the City.

Since the Comprehensive Plan does not have the force of law, the City relies on other regulatory measures to implement the plan. The information presented here is designed to provide a range of actions for consideration and sound decision-making. No one step will effectively achieve the Comprehensive Plan's Vision. Rather, implementation will be dependent on a series of actions designed to capitalize on market opportunities and overcome barriers with active community involvement and coordinated regulatory updates. Key to the

successful implementation of the Comprehensive Plan will be the continued identification of actions and an implementation approach tailored to the unique issues identified in the Framework and supporting Principles and Policies. The following is an overview of the various types of strategies that will be used to implement the Vision Statement, Core Community Values, and Framework of this Comprehensive Plan.

## Small Area Plans and Neighborhood Plans

The Comprehensive Plan takes a broad and expansive look at the City and cannot focus on the specific details or development rights of a particular property or parcel. For example, the Comprehensive Plan may state that increased pedestrian connectivity is desired in a certain area of the City, but it does not elaborate on the width of a sidewalk, or the exact location of a street crossing. Similarly, the Comprehensive Plan's Framework may describe development goals of a specific character zone within the City, but it cannot identify a specific development performance measure for a specific property.

To attain the level of detail necessary to advance the Community's vision outlined in the Framework, specific small area plans, or neighborhood plans, are needed to ensure the expectations outlined in the Comprehensive Plan are met on individual properties. These area planning efforts can focus in on certain portions of the City, and examine the specific property information necessary to implement the vision and specific principles and policies outlined in the Comprehensive Plan. Small Area Plans and Neighborhood Plans, both must be used to help implement the Vision Statement, Core Community Values and Framework.

## Louisville Municipal Code Amendments

The Louisville Municipal Code (LMC) is the primary regulatory tool the City has at its disposal to implement the principles and policies outlined in the Comprehensive Plan's Framework. The LMC has the force of law and is the regulatory tool utilized to dictate how the City will conduct business with regards to Revenue and Finance, Parks and Open Space, Public Safety, and Land Use, to name only a few areas. Chapters 15 (Buildings), 16 (Subdivisions) and 17 (Zoning) of the LMC regulate the

use, character, and form of the built environment in the City. Many of the principles and policies outlined in the Framework require city ordinances adopted through properly noticed public hearings to modify or create additional sections to Chapters 15, 16 and 17 of the LMC.

## The City's Operating and Capital Improvement Budget

Many of the principles and policies outlined in the Framework Plan require the dedication of financial resources to be successfully implemented. The City of Louisville updates its budget annually, and it is during this budgeting process that new funding can be dedicated to implement the Comprehensive Plan's Vision Statement, Core Community Values and Framework.

The City's operating budget includes funds for the day-to-day functioning of the City and the ongoing provision of services to the citizenry. Operating budget items include things like snow removal, police services, and operation of the recreational center. To implement the Framework, new funds may need to be dedicated or reallocated through the annual operating budget process.

The Capital Improvement Program (CIP) is dedicated to the construction or acquisition of new assets. Examples of items found in the CIP include the construction of new bridges and roads, or the acquisition of new maintenance equipment. Implementation of the Framework may require the construction of new City funded infrastructure including, for example, trails, utility lines, or roads. The budgeting process will be utilized to identify Operating and Capital Improvement Budget allocations which will assist in the implementation of the Comprehensive Plan.

## The Zoning Map

The Framework is a map that reflects preferred character areas by designating development patterns and development types for general geographical locations in the City. The locations shown on the Framework are illustrative, and are not intended to depict either parcel-specific locations or exact acreage for specific uses.



# Policy Alignment & Implementation

The City of Louisville Zone District Map reflects a number of zone districts that govern where uses by right and uses by special review may be located. The Zoning Map of the City should correspond to the goals and policies of the Comprehensive Plan's Framework Plan to ensure that incremental development decisions reflect the Community Vision. Evaluating and amending the Zoning Map will be necessary to align zoning with the vision, values, principles, and policies outlined in the Comprehensive Plan.

### Existing Zoning Agreements

Planned Community Zone Districts (PCZD) and approved General Development Plans (GDP), in particular, are a result of a contractual agreement between a property owner(s) and the City. These contracts were created in recognition of the economic and cultural advantages that will accrue to the residents of an integrated, planned community development of sufficient size to provide related areas for various housing types, retail and service activities, recreation, schools and public facilities and other multifaceted uses of land. In some instances these zoning agreements no longer reflect the vision, values, principles and policies outlined in the Comprehensive Plan, and they may need to be amended.

Section 17.72.170 of the Louisville Municipal Code (LMC) requires that the amendment process for contractual zoning plans will be subject to the same procedures, limitations and requirements by which such plans were originally approved. The City should lead in coordinating open reviews and amendments of existing zoning agreements between the City and property owners. If agreement on changes cannot be reached, the existing contractual zoning will remain in force as per the terms of the agreement.

### Compliance with Intergovernmental Agreements

Parcels which are affected by an intergovernmental agreement (IGA) remain subject to the provisions and terms of the applicable IGA. The implementation of a preferred land use, which may differ from the land use recommended under the IGA, would require an amend-

ment of the applicable IGA. The Comprehensive Plan may be updated to reflect any new IGA amendments without requiring a complete City Comprehensive Plan amendment process.

### POLICY ALIGNMENT

The various departments, boards, and commissions within the City of Louisville are each focused on specific areas of interest. For example, the Public Works Department's primary responsibility is the municipal infrastructure of the City, while the Open Space Advisory Board is concerned with the management and acquisition of open space properties. The goals and objectives of each

of these groups are specific to their areas of interest, and at times the priorities of one group, may be different with those of another.

The successful implementation of the Comprehensive Plan is dependent upon the alignment of the sometimes divergent policies of the various departments and citizen interests of the City.

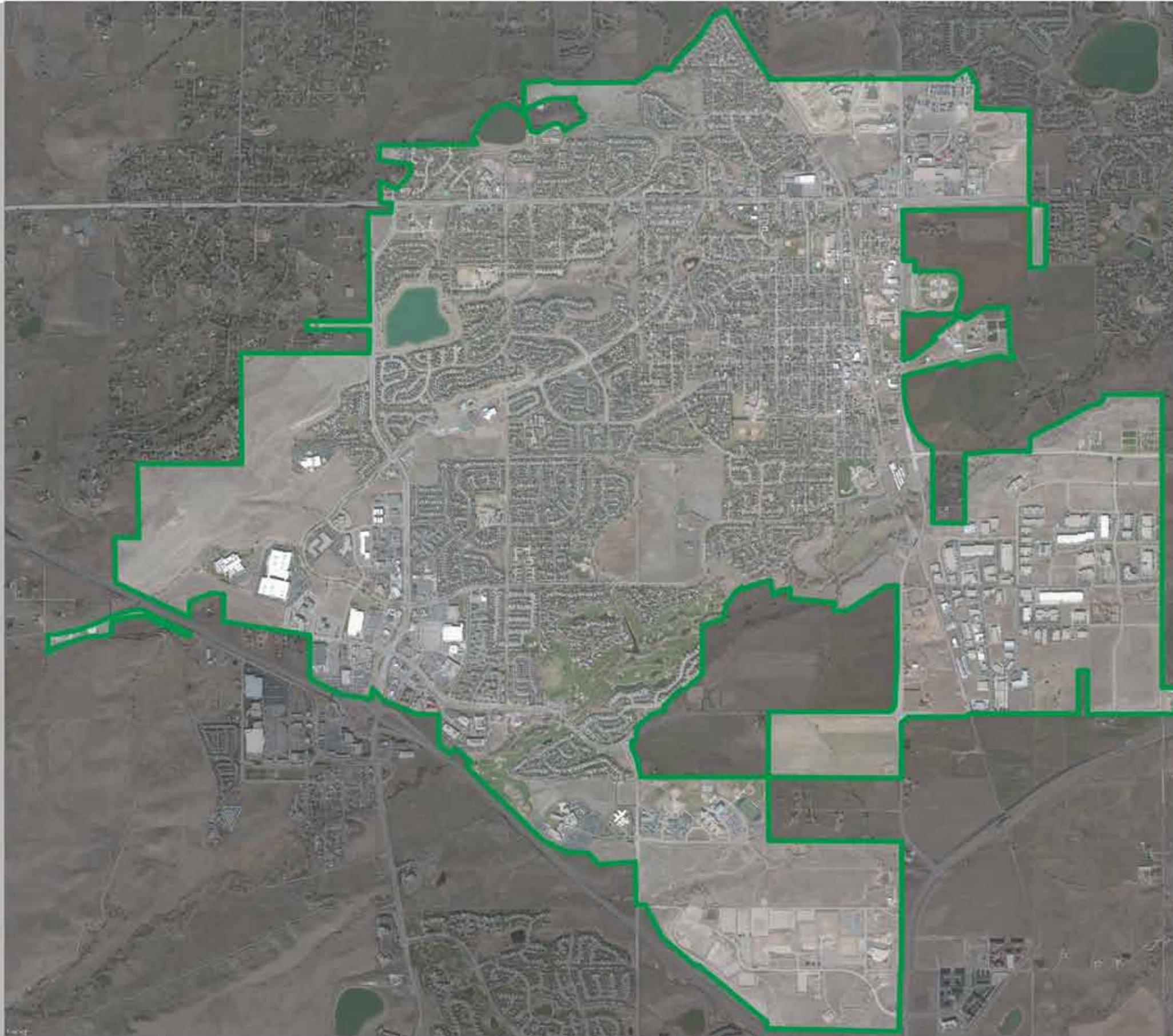
### IMPLEMENTATION ACTION ITEMS

Below is a list of the important steps that should be taken to implement the goals and policies identified in this Comprehensive Plan. These actions are of the vari-

ous types previously described, and together they address every section of the Plan. The table also includes anticipated goals for the completion of each item. Note, the actual timing of actions will be determined annually by the Louisville City Council as it reviews the City's budget and priorities.

These policies alone will not effect the vision outlined in the Framework; that will require the combined efforts of the City, residents, property and business owners in Louisville.

Actions	0-3 Years	3-5 Years	5-10 Years	Actions	0-3 Years	3-5 Years	5-10 Years
<b>Area plans</b>				<b>Community heritage</b>			
McCaslin Blvd	X			Preservation Master Plan	X		
South Boulder Rd	X			<b>Parks, recreation, open space, and trails</b>			
Downtown	X			PROST updates		X	
Phillips 66				Rec center remodel		X	
CTC		X		Missing trail connections	X	X	X
<b>Neighborhood plans</b>				<b>Municipal infrastructure</b>			
Fireside	X			Utility rate study	X		
North Louisville	X			Water and Waste Water Master Plan	X		
Lake Park	X			Storm Water Outfall Master Plan	X		
Hillside	X			Storm drainage improvements		X	
South Louisville	X			<b>Energy</b>			
Davidson Mesa	X			City Wide Energy Assessment	X		
Old Town		X		Update building codes	X	X	X
Coal Creek		X		Develop city-wide energy strategy	X		
Hecla		X		<b>Community services</b>			
<b>Housing</b>				Library Strategic Plan updates		X	
Affordable housing policy	X			CPTED policy	X		
<b>Zoning</b>				Solid waste reduction strategy	X		
Evaluate form based code	X			Arts and Culture Master Plan	X		
Implement code changes		X		<b>Economy and fiscal health</b>			
<b>Transportation</b>				Update fiscal model	X		
Multi-modal Transportation Master Plan	X			<b>Governance</b>			
Coordination on US 36/FasTracks	X	X	X	Policy alignment	X	X	X



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# City of Louisville Open Government & Ethics Pamphlet 2020



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## Participation in Government

The City of Louisville encourages citizen involvement and participation in its public policy process. There are many opportunities for citizens to be informed about and participate in City activities and decisions. All meetings of City Council, as well as meetings of appointed Boards and Commissions, are open to the public and include an opportunity for public comments on items not on the agenda. No action or substantive discussion on an item may take place unless that item has been specifically listed as an agenda item for a regular or special meeting. Some opportunities for you to participate include:

### Reading and inquiring about City Council activities and agenda items, and attending and speaking on topics of interest at public meetings

#### City Council Meetings:

- Regular meetings are generally held on the first and third Tuesdays of each month at 7:00 PM in the City Council Chambers, located on the second floor of City Hall, 749 Main Street;
- Study sessions are generally held on the second and fourth Tuesdays of each month at 7:00 PM in the Library Meeting Room, located on the first floor of the Library, 951 Spruce Street;
- Regular meetings are broadcast live on Comcast Cable Channel 8 and copies of the meeting broadcasts are available on DVD in the City Manager's Office beginning the morning following the meeting;
- Regular meetings are broadcast live and archived for viewing on the City's website at [www.LouisvilleCO.gov](http://www.LouisvilleCO.gov).
- Special meetings may be held occasionally on specific topics. Agendas are posted a minimum of 48 hours prior to the meeting.

Meeting agendas for all City Council meetings, other than special meetings, are posted a minimum of 72 hours prior to the meeting at the following locations:

- City Hall, 749 Main Street
- Police Department/Municipal Court, 992 West Via Appia
- Recreation/Senior Center, 900 West Via Appia
- Louisville Public Library, 951 Spruce Street
- City website at [www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)

Meeting packets with all agenda-related materials are available 72 hours prior to each meeting and may be found at these locations:

- Louisville Public Library Reference Area, 951 Spruce Street,
- City Clerk's Office, City Hall, 749 Main Street,
- City website at [www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)

You may receive eNotifications of City Council news as well as meeting agendas and summaries of City Council actions. Visit the City's website ([www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)) and look for the eNotification link to register.

After they are approved by the City Council, meeting minutes of all regular and special meetings are available in the City Clerk's office and on the City's website ([www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)).

Information about City activities and projects, as well as City Council decisions, is included in the *Community Update* newsletter, mailed to all City residents and businesses. Information is also often included in the monthly utility bills mailed to City residents.

### Communicating Directly with the Mayor and City Council Members

Contact information for the Mayor and City Council members is available at [www.LouisvilleCO.gov](http://www.LouisvilleCO.gov), as well as at City Hall, the Louisville Public Library, and the Recreation/Senior Center. You may email the Mayor and City Council as a group at [CityCouncil@LouisvilleCO.gov](mailto:CityCouncil@LouisvilleCO.gov).

Mayor's Town Meetings and City Council Ward Meetings are scheduled periodically. These are informal meetings at which all residents, points of view, and issues are welcome. These meetings are advertised at City facilities and on the City's website ([www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)).

### Mayor or City Council Elections

City Council members are elected from three Wards within the City and serve staggered four-year terms. There are two Council representatives from each ward. The mayor is elected at-large and serves a four-year term. City Council elections are held in November of odd-numbered years. For information about City elections, including running for City Council, please contact the City Clerk's Office, first floor City Hall, 749 Main Street, or call 303.335.4571.

### Serving as an Appointed Member on a City Board or Commission

The City Council makes Board and Commission appointments annually. Some of the City's Boards and Commissions are advisory, others have some decision-making powers. The City Council refers questions and issues to these appointed officials for input and advice. (Please note the Youth Advisory Board has a separate appointment process.) The City's Boards and Commissions are:

- Board of Adjustment
- Building Code Board of Appeals
- Cultural Council
- Historic Preservation Commission
- Historical Commission
- Housing Authority
- Library Board of Trustees
- Local Licensing Authority

- Open Space Advisory Board
- Parks & Public Landscaping Advisory Board
- Planning Commission
- Recreation Advisory Board
- Revitalization Commission
- Sustainability Advisory Board
- Youth Advisory Board

Information about boards, as well as meeting agendas and schedules for each board, is available on the City's web-site ([www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)).

Agendas for all Board and Commission meetings are posted a minimum of 72 hours prior to each meeting and are posted at these locations:

- City Hall, 749 Main Street
- Police Department/Municipal Court, 992 West Via Appia
- Recreation/Senior Center, 900 West Via Appia
- Louisville Public Library, 951 Spruce Street
- City web site at [www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)

Copies of complete meeting packets containing all agenda-related materials are available at least 72 hours prior to each meeting and may be found at the following locations:

- Louisville Public Library Reference Area, 951 Spruce Street,
- City Clerk's Office, City Hall, 749 Main Street
- City web site at [www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)

### **Planning Commission**

The Planning Commission evaluates land use proposals against zoning laws and holds public hearings as outlined in City codes. Following a public hearing, the Commission recommends, through a resolution, that the City Council accept or reject a proposal.

- Regular Planning Commission meetings are held at 6:30 PM on the second Thursday of each month. Overflow meetings are scheduled for 6:30 PM on the 4th Thursday of the month as needed, and occasionally Study Sessions are held.
- Regular meetings are broadcast live on Comcast Channel 8 and archived for viewing on the City's web-site ([www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)).

### **Open Government Training**

All City Council members and members of a permanent Board or Commission are required to participate in at least one City-sponsored open government-related seminar, workshop, or other training program at least once every two years.

## **Open Meetings**

The City follows the Colorado Open Meetings Law ("Sunshine Law") as well as additional open meet-

ings requirements found in the City's Home Rule Charter. These rules and practices apply to the City Council and appointed Boards and Commissions (referred to as a "public body" for ease of reference). Important open meetings rules and practices include the following:

### **Regular Meetings**

All meetings of three or more members of a public body (or a quorum, whichever is fewer) are open to the public.

All meetings of public bodies must be held in public buildings and public facilities accessible to all members of the public.

All meetings must be preceded by proper notice. Agendas and agenda-related materials are posted at least 72 hours in advance of the meeting at the following locations:

- City Hall, 749 Main Street
- Police Department/Municipal Court, 992 West Via Appia
- Recreation/Senior Center, 900 West Via Appia
- Louisville Public Library, 951 Spruce Street
- On the City web site at [www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)

### **Study Sessions**

Study sessions are also open to the public. However, study sessions have a limited purpose:

- Study sessions are to obtain information and discuss matters in a less formal atmosphere;
- No preliminary or final decision or action may be made or taken at any study session; further, full debate and deliberation of a matter is to be reserved for formal meetings; If a person believes in good faith that a study session is proceeding contrary to these limitations, he or she may submit a written objection. The presiding officer will then review the objection and determine how the study session should proceed.
- Like formal meetings, a written summary of each study session is prepared and is available on the City's website.

## **Executive Sessions**

The City Charter also sets out specific procedures and limitations on the use of executive sessions. These rules, found in Article 5 of the Charter, are intended to further the City policy that the activities of City government be conducted in public to the greatest extent feasible, in order to assure public participation and enhance public accountability. The City's rules regarding executive sessions include the following:

### **Timing and Procedures**

The City Council and City Boards and Commissions may hold an executive session only at a regular or special meeting.

No formal action of any type, and no informal or "straw" vote, may occur at any executive session. Rather, formal

actions, such as the adoption of a proposed policy, position, rule or other action, may only occur in open session.

Prior to holding an executive session, there must be a public announcement of the request and the legal authority for convening in closed session. There must be a detailed and specific statement as to the topics to be discussed and the reasons for requesting the session.

The request must be approved by a supermajority (two-thirds of the full Council, Board, or Commission). Prior to voting on the request, the clerk reads a statement of the rules pertaining to executive sessions. Once in executive session, the limitations on the session must be discussed and the propriety of the session confirmed. If there are objections and/or concerns over the propriety of the session, those are to be resolved in open session.

Once the session is over, an announcement is made of any procedures that will follow from the session.

Executive sessions are recorded, with access to those tapes limited as provided by state law. Those state laws allow a judge to review the propriety of a session if in a court filing it is shown that there is a reasonable belief that the executive session went beyond its permitted scope. Executive session records are not available outside of a court proceeding.

### **Authorized Topics**

For City Council, an executive session may be held only for discussion of the following topics:

- Matters where the information being discussed is required to be kept confidential by federal or state law;
- Certain personnel matters relating to employees directly appointed by the Council, and other personnel matters only upon request of the City Manager or Mayor for informational purposes only;
- Consideration of water rights and real property acquisitions and dispositions, but only as to appraisals and other value estimates and strategy for the acquisition or disposition; and
- Consultation with an attorney representing the City with respect to pending litigation. This includes cases that are actually filed as well as situations where the person requesting the executive session believes in good faith that a lawsuit may result, and allows for discussion of settlement strategies.

The City's Boards and Commissions may only hold an executive session for consultation with its attorney regarding pending litigation.

## **Ethics**

**E**thics are the foundation of good government. Louisville has adopted its own Code of Ethics, which is found in the City Charter and which applies to elected officials, public body members, and employees. The Louisville Code of Ethics applies in addition to any higher standards

in state law. Louisville's position on ethics is perhaps best summarized in the following statement taken from the City Charter:

*Those entrusted with positions in the City government must commit to adhering to the letter and spirit of the Code of Ethics. Only when the people are confident that those in positions of public responsibility are committed to high levels of ethical and moral conduct, will they have faith that their government is acting for the good of the public. This faith in the motives of officers, public body members, and employees is critical for a harmonious and trusting relationship between the City government and the people it serves.*

The City's Code of Ethics (Sections 5-6 through 5-17 of the Charter) is summarized in the following paragraphs. While the focus is to provide a general overview of the rules, it is important to note that all persons subject to the Code of Ethics must strive to follow both the letter and the spirit of the Code, so as to avoid not only actual violations, but public perceptions of violations. Indeed, perceptions of violations can have the same negative impact on public trust as actual violations.

### **Conflicts of Interest**

One of the most common ethical rules visited in the local government arena is the "conflict of interest rule." While some technical aspects of the rule are discussed below, the general rule under the Code of Ethics is that if a Council, Board, or Commission member has an "interest" that will be affected by his or her "official action," then there is a conflict of interest and the member must:

- Disclose the conflict, on the record and with particularity;
- Not participate in the discussion;
- Leave the room; and
- Not attempt to influence others.

An "interest" is a pecuniary, property, or commercial benefit, or any other benefit the primary significance of which is economic gain or the avoidance of economic loss. However, an "interest" does not include any matter conferring similar benefits on all property or persons similarly situated. (Therefore, a City Council member is not prohibited from voting on a sales tax increase or decrease if the member's only interest is that he or she, like other residents, will be subject to the higher or lower tax.) Additionally, an "interest" does not include a stock interest of less than one percent of the company's outstanding shares.

The Code of Ethics extends the concept of prohibited interest to persons or entities with whom the member is associated. In particular, an interest of the following persons and entities is also an interest of the member: relatives (including persons related by blood or marriage to certain

degrees, and others); a business in which the member is an officer, director, employee, partner, principal, member, or owner; and a business in which member owns more than one percent of outstanding shares.

The concept of an interest in a business applies to profit and nonprofit corporations, and applies in situations in which the official action would affect a business competitor. Additionally, an interest is deemed to continue for one year after the interest has ceased. Finally, “official action” for purposes of the conflict of interest rule, includes not only legislative actions, but also administrative actions and “quasi-judicial” proceedings where the entity is acting like a judge in applying rules to the specific rights of individuals (such as a variance request or liquor license). Thus, the conflict rules apply essentially to all types of actions a member may take.

### **Contracts**

In addition to its purchasing policies and other rules intended to secure contracts that are in the best interest of the City, the Code of Ethics prohibits various actions regarding contracts. For example, no public body member who has decision-making authority or influence over a City contract can have an interest in the contract, unless the member has complied with the disclosure and recusal rules. Further, members are not to appear before the City on behalf of other entities that hold a City contract, nor are they to solicit or accept employment from a contracting entity if it is related to the member’s action on a contract with that entity.

### **Gifts and Nepotism**

The Code of Ethics, as well as state law, regulates the receipt of gifts. City officials and employees may not solicit or accept a present or future gift, favor, discount, service or other thing of value from a party to a City contract, or from a person seeking to influence an official action. There is an exception for the “occasional nonpecuniary gift” of \$15 or less, but this exception does not apply if the gift, no matter how small, may be associated with the official’s or employee’s official action, whether concerning a contract or some other matter. The gift ban also extends to independent contractors who may exercise official actions on behalf of the City.

The Code of Ethics also prohibits common forms of nepotism. For example, no officer, public body member, or employee shall be responsible for employment matters concerning a relative. Nor can he or she influence compensation paid to a relative, and a relative of a current officer, public body member or employee cannot be hired unless certain personnel rules are followed.

### **Other Ethics Rules of Interest**

Like state law, Louisville’s Code of Ethics prohibits the use of non-public information for personal or private gain. It also prohibits acts of advantage or favoritism and, in that regard, prohibits special considerations, use of employee time for personal or private reasons, and use of City vehicles or equipment, except in same manner as available to any other person (or in manner that will substantially benefit City). The City also has a “revolving door” rule that prohibits elected officials from becoming City employees either during their time in office or for two years after leaving office. These and other rules of conduct are found in Section 5-9 of the Code of Ethics.

### **Disclosure, Enforcement, and Advisory Opinions**

The Code of Ethics requires that those holding or running for City Council file a financial disclosure statement with the City Clerk. The statement must include, among other information, the person’s employer and occupation, sources of income, and a list of business and property holdings.

The Code of Ethics provides fair and certain procedures for its enforcement. Complaints of violations may be filed with the City prosecutor; the complaint must be a detailed written and verified statement. If the complaint is against an elected or appointed official, it is forwarded to an independent judge who appoints a special, independent prosecutor for purposes of investigation and appropriate action. If against an employee, the City prosecutor will investigate the complaint and take appropriate action. In all cases, the person who is subject to the complaint is given the opportunity to provide information concerning the complaint.

Finally, the Code allows persons who are subject to the Code to request an advisory opinion if they are uncertain as to applicability of the Code to a particular situation, or as to the definition of terms used in the Code. Such requests are handled by an advisory judge, selected from a panel of independent, disinterested judges who have agreed to provide their services. This device allows persons who are subject to the Code to resolve uncertainty before acting, so that a proper course of conduct may be identified. Any person who requests and acts in accordance with an advisory opinion issued by an advisory judge is not subject to City penalty, unless material facts were omitted or misstated in the request. Advisory opinions are posted for public inspection; the advisory judge may order a delay in posting if the judge determines the delay is in the City’s best interest.

Citizens are encouraged to contact the City Manager’s Office with any questions about the City’s Code of Ethics. A copy of the Code is available at the City’s website ([www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)) and also from the Offices of the City Manager and City Clerk.

## Other Laws on Citizen Participation in Government

Preceding sections of this pamphlet describe Louisville's own practices intended to further citizen participation in government. Those practices are generally intended to further dissemination of information and participation in the governing process. Some other laws of interest regarding citizen participation include:

### Initiative and Referendum

The right to petition for municipal legislation is reserved to the citizens by the Colorado Constitution and the City Charter. An initiative is a petition for legislation brought directly by the citizens; a referendum is a petition brought by the citizens to refer to the voters a piece of legislation that has been approved by the City Council. In addition to these two petitioning procedures, the City Council may refer matters directly to the voters in the absence of any petition. Initiative and referendum petitions must concern municipal legislation—as opposed to administrative or other non-legislative matters. By law the City Clerk is the official responsible for many of the activities related to a petition process, such as approval of the petition forms, review of the signed petitions, and consideration of protests and other matters. There are minimum signature requirements for petitions to be moved to the ballot; in Louisville, an initiative petition must be signed by at least five percent of the total number of registered electors. A referendum petition must be signed by at least two and one-half percent of the registered electors.

### Public Hearings

In addition to the opportunity afforded at each regular City Council meeting to comment on items not on the agenda, most City Council actions provide opportunity for public comment through a public hearing process. For example, the City Charter provides that a public hearing shall be held on every ordinance before its adoption. This includes opportunities for public comment prior to initial City Council discussion of the ordinance, as well as after Council's initial discussion but before action. Many actions of the City are required to be taken by ordinance, and thus this device allows for citizen public hearing comments on matters ranging from zoning ordinances to ordinances establishing offenses that are subject to enforcement through the municipal court.

Additionally, federal, state, and/or local law requires a public hearing on a number of matters irrespective of whether an ordinance is involved. For example, a public hearing is held on the City budget, the City Comprehensive Plan and similar plans, and a variety of site-specific or person-specific activities, such as annexations of land into the city, rezonings, special use permits, variances, and new

liquor licenses. Anyone may provide comments during these hearings.

### Public Records

Access to public records is an important aspect of citizen participation in government. Louisville follows the Colorado Open Records Act (CORA) and the additional public records provisions in the City Charter. In particular, the Charter promotes the liberal construction of public records law, so as to promote the prompt disclosure of City records to citizens at no cost or no greater cost than the actual costs to the City.

The City Clerk is the custodian of the City's public records, except for financial, personnel, and police records which are handled, respectively, by the Finance, Human Resources, and Police Departments. The City maintains a public policy on access to public records, which include a records request form, a statement of fees, and other guidelines. No fee is charged for the inspection of records. No fee is charged for locating or making records available for copying, except in cases of voluminous requests or dated records, or when the time spent in locating records exceeds two hours. No fees are charged for the first 25 copies requested or for electronic records.

Many records, particularly those related to agenda items for City Council and current Board and Commission meetings, are available directly on the City's website ([www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)). In addition to posting agenda-related material, the City maintains communication files for the City Council and Planning Commission. These are available for public inspection at the City Clerk's Office, 749 Main Street.

CORA lists the categories of public records that are not generally open to public inspection. These include, for example, certain personnel records and information, financial and other information about users of city facilities, privileged information, medical records, letters of reference, and other items listed in detail in CORA. When public records are not made available, the custodian will specifically advise the requestor of the reason.

Citizens are encouraged to review the City's website ([www.LouisvilleCo.gov](http://www.LouisvilleCo.gov)) for information, and to contact the City with any questions regarding City records.

## Public Involvement Policy

Public participation is an essential element of the City's representative form of government. To promote effective public participation City officials, advisory board members, staff and participants should all observe the following guiding principles, roles and responsibilities:

### Guiding Principles for Public Involvement

Inclusive not Exclusive - Everyone's participation is

welcome. Anyone with a known interest in the issue will be identified, invited and encouraged to be involved early in the process.

*Voluntary Participation* - The process will seek the support of those participants willing to invest the time necessary to make it work.

*Purpose Driven* - The process will be clearly linked to when and how decisions are made. These links will be communicated to participants.

*Time, Financial and Legal Constraints* - The process will operate within an appropriate time frame and budget and observe existing legal and regulatory requirements.

*Communication* - The process and its progress will be communicated to participants and the community at-large using appropriate methods and technologies.

*Adaptability* - The process will be adaptable so that the level of public involvement is reflective of the magnitude of the issue and the needs of the participants.

*Access to Information* - The process will provide participants with timely access to all relevant information in an understandable and user-friendly way. Education and training requirements will be considered.

*Access to Decision Making* - The process will give participants the opportunity to influence decision making.

*Respect for Diverse Interests* - The process will foster respect for the diverse values, interests and knowledge of those involved.

*Accountability* - The process will reflect that participants are accountable to both their constituents and to the success of the process.

*Evaluation* - The success and results of the process will be measured and evaluated.

### **Roles and Responsibilities - City Council**

City Council is ultimately responsible to all the citizens of Louisville and must weigh each of its decisions accordingly. Councilors are responsible to their local constituents under the ward system; however they must carefully consider the concerns expressed by all parties. Council must ultimately meet the needs of the entire community—including current and future generations—and act in the best interests of the City as a whole.

During its review and decision-making process, Council has an obligation to recognize the efforts and activities that have preceded its deliberations. Council should have regard for the public involvement processes that have been completed in support or opposition of projects.

### **Roles and Responsibilities - City Staff and Advisory Boards**

The City should be designed and run to meet the needs and priorities of its citizens. Staff and advisory boards must ensure that the Guiding Principles direct their work. In addition to the responsibilities established by the Guiding

Principles, staff and advisory boards are responsible for:

- ensuring that decisions and recommendations reflect the needs and desires of the community as a whole;
- pursuing public involvement with a positive spirit because it helps clarify those needs and desires and also adds value to projects;
- fostering long-term relationships based on respect and trust in all public involvement activities;
- encouraging positive working partnerships;
- ensuring that no participant or group is marginalized or ignored;
- drawing out the silent majority, the voiceless and the disempowered; and being familiar with a variety of public involvement techniques and the strengths and weaknesses of various approaches.

### **All Participants**

The public is also accountable for the public involvement process and for the results it produces. All parties (including Council, advisory boards, staff, proponents, opponents and the public) are responsible for:

- working within the process in a cooperative and civil manner;
- focusing on real issues and not on furthering personal agendas;
- balancing personal concerns with the needs of the community as a whole;
- having realistic expectations;
- participating openly, honestly and constructively, offering ideas, suggestions and alternatives;
- listening carefully and actively considering everyone's perspectives;
- identifying their concerns and issues early in the process;
- providing their names and contact information if they want direct feedback;
- remembering that no single voice is more important than all others, and that there are diverse opinions to be considered;
- making every effort to work within the project schedule and if this is not possible, discussing this with the proponent without delay;
- recognizing that process schedules may be constrained by external factors such as limited funding, broader project schedules or legislative requirements;
- accepting some responsibility for keeping themselves aware of current issues, making others aware of project activities and soliciting their involvement and input; and
- considering that the quality of the outcome and how that outcome is achieved are both important.

*Updated December 2019*

This pamphlet is prepared pursuant to the Home Rule Charter of the City of Louisville.

This is a compilation of Articles 4 and 5 of the Charter of the City of Louisville and is available at all times in the City Clerk's Office, 749 Main Street, Louisville, Colorado, and on the City's web site at [www.LouisvilleCO.gov](http://www.LouisvilleCO.gov).

This pamphlet is also provided to every member of a public body (board or commission) at that body's first meeting each year.

## MEMORANDUM

**To:** Honorable Chair and Members of the Planning Commission

**From:** Planning Division

**Subject:** Establish Official Locations for Posting of Public Notice

**Date:** **January 9, 2020**

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State law requires that each year every municipal board or commission establish the location(s) where the notice of their public meetings will be posted. It is required the location be established at that body's first regular meeting of the year.

The City's Home Rule Charter requires that notice of City Council meetings be posted in four locations. The City Attorney and City Manager's office recommend that other boards and commissions follow the same public notice posting practice.

Consistent with that recommendation, staff is recommending the Planning Commission establish for the year 2020 the official locations for posting of Planning Commission agendas as follows:

- **The Lobby of City Hall, 749 Main Street**
- **The Louisville Public Library Bulletin Board, 951 Spruce Street**
- **The Louisville Recreation Center, 900 West Via Appia**
- **The Police / Municipal Court building, 992 Via Appia**
- **The City of Louisville website, [www.louisvilleco.gov](http://www.louisvilleco.gov)**

City Council adopted these official locations for posting of notices for public meetings at their January 7, 2020 meeting.

**RESOLUTION NO. 01,  
SERIES 2020**

**A RESOLUTION RECOMMENDING THAT THE FOLLOWING LOCATIONS BE ESTABLISHED AS THE OFFICIAL LOCATIONS FOR THE POSTING OF PUBLIC NOTICE OF ALL 2019 LOUISVILLE PLANNING COMMISSION MEETINGS**

- **The Lobby of City Hall, 749 Main Street**
- **The Louisville Public Library Bulletin Board, 951 Spruce Street**
- **The Louisville Recreation Center, 900 West Via Appia**
- **The Police / Municipal Court building, 992 Via Appia**
- **The City of Louisville website, [www.louisvilleco.gov](http://www.louisvilleco.gov)**

**WHEREAS**, Senate Bill 91-33 requires that all local public bodies designate a public place or places where public notice of public meetings will be posted, with said designation being made at the first regular meeting of that body in each calendar year; and

**WHEREAS**, the City's Home Rule Charter requires additional locations for the posting of public notice of City Council meetings and by extension, it is the recommendation of Staff that the Planning Commission adopt the same standard for posting of public notice of their meetings; and

**WHEREAS**, the Planning Commission has reviewed the recommended locations for the posting of public notice and finds them to be consistent with State Statutes, Municipal Code and the Louisville Home Rule Charter.

**NOW THEREFORE, BE IT RESOLVED** that the Planning Commission of the City of Louisville, Colorado does hereby designate the following public places for the posting of notices for all public meetings of the Planning Commission in 2020.

- **The Lobby of City Hall, 749 Main Street**
- **The Louisville Public Library Bulletin Board, 951 Spruce Street**
- **The Louisville Recreation Center, 900 West Via Appia**
- **The Louisville Police / Municipal Court building, 992 Via Appia**
- **The City of Louisville website, [www.louisvilleco.gov](http://www.louisvilleco.gov)**

**PASSED AND ADOPTED** this 9<sup>th</sup> day of January, 2020.

By: \_\_\_\_\_  
          , Chair  
          Planning Commission

Attest: \_\_\_\_\_  
          , Secretary  
          Planning Commission

## MEMORANDUM

**To:** Planning Commission Members

**From:** Department of Planning and Building Safety

**Subject:** 2020 Meeting Dates

**Date:** **January 9, 2020**

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Regular meetings are held at 6:30 p.m. on the 2<sup>nd</sup> Thursday of every month in the 2<sup>nd</sup> floor of City Hall, City Council Chambers. As needed, overflow meetings will be held at 6:30 p.m. on the 4<sup>th</sup> Thursday of every month. The 3<sup>rd</sup> Thursday of each month should be held for Study Sessions, as needed. Exceptions to these dates are in November and December, as shown below.

<b>2020 Meeting Dates</b>			
<b>Month</b>	<b>Regular</b>	<b>Overflow</b>	<b>Study</b>
January	9	23	16
February	13	27	20
March	12	26	19
April	9	23	16
May	14	28	21
June	11	25	18
July	9	23	16
August	13	27	20
September	10	24	17
October	8	22	15
November	12	19	-
December	10	17	-