
Tuesday, March 18, 2025, 6:00 PM
Council Chambers
One DesCombes Drive
Broomfield, CO 80020

**** Revised ****

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1. Concept Review

2. Study Session

2A. Our Broomfield Magazine's Presentation of Our Favorites Award to Broomfield Recreation

2B. Creation of a Structure of Governance Committee

2C. Medium to High Density Residential Code Updates

2D. Economic Vitality Briefing and the Findings of the Broomfield/Interlocken Market Study

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Date Posted: March 18, 2025



City and County of Broomfield

City Council Study Session

B. Creation of a Structure of Governance Committee

Meeting	Agenda Group
Tuesday, March 18, 2025, 6:00 PM	Study Session Item: 2B.
Presented By	
Nancy Rodgers, City and County Attorney	
Community Goals	

Overview

[View Correspondence](#)

At the December 10, 2024 regular City Council meeting, Councilmember Ward brought a request for future action regarding the creation of a structure of governance committee. With the Charter Review Committee completed, he would like to propose that an advisory committee be created by resolution that would be tasked with analyzing the structure of government for the City and County of Broomfield.

Attachments

[Study Session Memo for Creation of a Structure of Governance Committee.pdf](#)

[Letter Re: Governance Structure Committee Proposal to City Council](#)

Summary

[View Correspondence](#)

[View Presentation](#)

At the December 10, 2024 regular City Council meeting, Councilmember Ward brought forward a request for future action regarding the creation of a structure of governance committee. A copy of his written proposal is included as an attachment. With the Charter Review Committee completed, he proposed that Council create an advisory committee by resolution that would be tasked with analyzing the structure of government for the City and County of Broomfield. A majority of Council directed staff to prepare this matter for further discussion at a study session.

Background

Broomfield is a council-manager form of government with ten councilmembers from five wards and a mayor voted at large. All power and authority to set policy rests with the elected City Council. The Council in turn appoints and supervises a manager who runs the organization. This form of government was established when Broomfield became a home rule city in 1974, and was not altered when Broomfield became a city and county in 2001.

On September 27, 2022, City Council approved [Resolution No. 2022-106](#), which established the Charter Review Committee (CRC) to review the Broomfield Charter and make recommendations to Council regarding any changes. The CRC met from April 3 to November 6, 2023 and presented their [final report to Council on November 14, 2023](#). In that report, the CRC shared that it had no recommended changes to alter current operations or the form of government and recommended it remain council-manager form of government. As to the size of the Council, the CRC recommended no changes to the number of Councilmembers, the number of wards, or the at-large selection of the mayor.

During April and May 2024, Council held three Study Sessions for the purpose of reviewing and discussing the CRC's recommendations for changes to Broomfield's Charter, as well as other possible changes suggested by Council members. Seven questions, none involving the form of government, were put on the 2024 ballot.

Proposed Governance Committee

Goal

The goal of establishing a governance committee is to specifically analyze the structure of government for the City and County of Broomfield contained in [Chapter IV](#) of the Charter. This newly formed committee will aim to minimize the time spent in study sessions, ensure that all appointed members understand the level of commitment required, actively engage the community with minimal council involvement, provide the Council with a detailed, data-driven recommendation, align with the community survey, and minimize staff time usage.

Makeup and Selection

As proposed, the committee would be made up of ten (10) Broomfield residents, two (2) from each ward with the intent being that the committee reflect the makeup of the community. As the committee, they would select a chair, vice chair, secretary, and treasurer from the committee body. Interested individuals would submit the standard boards and commission application, with a subset of Council interviewing interested candidates and proposing a slate of members for Council approval as a future Council meeting.

Work and Meetings

The chair and vice chair will set the committee’s meeting dates and agendas. The chair shall preside over the meetings and be permitted to vote. The vice chair would assume the role of chair in the event of a vacancy or inability to attend a meeting. The committee will include a secretary to take notes during meetings and will assist with the final report to Council and a treasurer that will record all expenses and provide a quarterly report as well as a final expense report to be included in the final report.

The committee will be responsible for analyzing the current governance structure and providing recommendations to the City Council. To conduct this analysis, the committee will research governance models of other city and county governments across the country. This will include interviewing all current City Council members and making a good-faith effort to interview members of other city councils and county boards of commissioners.

The committee will meet as often as needed to complete its assigned tasks. Meetings will take place in the Council conference room, be open to the public, and will be recorded. The committee will also host town hall meetings at locations to be determined, actively seek community input, and ensure that the feedback gathered reflects the diverse population of Broomfield.

Staff Involvement

As proposed, staff would only be responsible for providing minimal administrative support, which includes the minimal support needed for room reservations, financial expenditures, meeting recordings, and posting meeting notices as required by law. Staff would also need to be involved with the recruitment efforts and preparing of the resolution appointing the committee members, as well as assistance in the preparation of any Council memorandums needed for the committee’s presentation to Council.

As proposed, staff would not be involved with the planning and implementation of any committee town halls or events. The City and County Attorney’s office would provide legal support and share all information that was collected during the Charter Review Committee meetings that pertained to the structure of government. The City and County Manager and the City and County Attorney may be interviewed by the committee.

Timeline and Deadline for Final Report

During the request for future action discussion, members of Council indicated that the timing of these committee meetings should coincide with regular B&C selection in early 2026. If so, then the work would start the following March/April. Council should determine the timing for the selection of the committee members and what the Committee’s timeline would be for presentation of an initial plan, progress reports and a final presentation to Council. As proposed, the work is expected to take 18 months.

Budget

If the committee is created, the initial request is to dedicate \$20,000 (\$10,000 for the first year of work and and \$10,000 for second year) in order to cover expenses which could include room reservations, community input/engagement, and other related expenses.

Financial Considerations

If the committee is created and starts working in 2025:

Sources and Uses of Funds	Amount
2025 (01-13100-53170; Professional Services)	\$10,000

Sources and Uses of Funds	Amount
Expenses- <i>To be determined by the committee</i>	-\$0
Projected Balance	\$0

2026/2027 fiscal year funding will be added as part of the 2026/2027 budget development process.

Prior Council or Other Entity Actions

[Nov. 14, 2023](#) - Charter Review Committee's Final Report to Council

[April 16, 2024](#); [May 7, 2024](#); [May 21, 2024](#) - Study Sessions to Discuss CRC's Recommendation and Possible Ballot Questions

[December 10, 2024](#) - Councilmember Ward brought a request for future action regarding the creation of a structure of governance committee.

Boards and Commissions Prior Actions and Recommendations

N/A

Proposed Actions / Recommendations

Staff is requesting Council direction on the creation of and the structure of an advisory governance committee, including member criteria, budget, and timeline.

Alternatives

As directed by Council.



11/22/2024

Austin Ward
Councilmember Ward 2

Mayor and Councilmembers

Good afternoon colleagues,

With the Charter Review Committee wrapped up and us considering the committee's proposals over the coming years, I would like to propose that we create another advisory committee by resolution. This committee shall only be tasked with analyzing the structure of government for the City and County of Broomfield. While the Charter Review Committee did discuss the structure of governance on a couple of instances, five to be specific, the committee decided to retain the current structure because the committee's charge to holistically review the charter for the first time in 50 years prevented the robust discussion that I think is necessary to make a proper recommendation. Governance is, I believe, a complex subject, and should have its own separate citizen committee. My proposal is as follows.

The committee shall select from the body, a chair, vice-chair, secretary, and treasurer. The chair, with assistance from the vice-chair shall set the committee's meeting dates and agendas, be responsible for coordinating schedules of the individuals that shall be interviewed (either in person or via zoom), and delegating research amongst the members as necessary for the committee to faithfully perform their duties. The chair shall preside over the meetings and be permitted to vote. The vice-chair shall assume the role of chair in the event of a vacancy or in-ability to attend a meeting. The secretary shall take sufficient notes during the meetings for publication for the public record and to assist with the final report to be presented to the City Council. The treasurer shall keep a record of all expenses of the committee with quarterly reports provided for the public record and a final report of all expenses

included in the final report to the City Council. These roles and the committee as a whole are extremely intensive of the committee with minimal staff involvement given the staff constraints we will see in 2025 due to multiple reports and plan updates. Staff shall only be responsible for providing minimal administrative support (reserving CCOB rooms as determined by the committee, being the fiduciary of the committee, etc.), and as with all CCOB committees, the CCAO will provide legal support and all information that was collected during the Charter Review Committees tenure that is pertinent to structure of governance.

City Council will take a slightly different approach to appointing the individuals. The standard application shall be submitted by all interested citizens, but a subset of council (not to exceed one member from each Ward) shall perform interviews of all interested candidates, and from that bring forth a slate for Council approval by mid-march.

The committee shall be tasked with analyzing the CCOB governance structure and making a recommendation to the City Council with any changes they deem necessary. To perform this analysis, the committee shall research the other City and County governments (sometimes referred to as a unified government) across the country, of which there are about 37, and research other cities and other counties. The committee shall interview all current members of the City Council, and make a good faith attempt to interview members of other City Councils (sometimes referred to as trustees, aldermen, councilors, selectmen, etc.), and members of other Boards of County Commissioners (also sometimes in other states referred to as supervisors or judges). Of the interviews with other governing bodies, the committee shall make a good faith attempt to interview at least 4 other elected officials from other City and County/unified governments.

The committee shall meet starting in April of 2025 and must finish no later than May of 2026. By May of 2026, the committee shall present a final written report with a corresponding presentation to the City Council. By June of 2025, the committee shall present to the City Council an outline of how

they will accomplish their assigned task, and by December of 2025 the committee shall provide the City Council with a presentation about their progress with next steps to meet the May 2026 deadline. The committee shall meet as frequently and as long as necessary to accomplish this task. It shall be up to the committee to assign tasks, other than those listed previously for the chair, vice-chair, secretary, and treasurer, amongst its members in an equitable fashion. Meetings for the committee shall be held in the Council conference room, with members of the public welcome to attend, and the meetings shall be recorded. The committee shall hold community townhalls in locations they deem fit, solicit community input in a manner they deem appropriate and is reflective of the diverse incomes, age groups, housing types, and other demographics that exist in Broomfield. To assist the committee with their task, the City Council shall appropriate \$20,000 (\$10,000 for FY 25 and \$10,000 for FY26) for the committee to use for room reservations, community input/engagement, and other related expenses. Unexpended monies in FY 25 shall be, subject to Council's budget approval, permitted to rollover into FY26 in addition to the FY 26 appropriation.

The final written report shall comprise the committee's findings and recommendations, why they came to the conclusions they did, what information they looked at, who they interviewed, and what their community engagement/input looked like. A list of all expenditures shall be provided in that report as well.

The intent of this proposal is to ensure that we finish up what the Charter Review Committee started but could not do intensively without sacrificing the greater review of the charter, reduce time spent in a study session, ensure that all the appointed committee members are fully aware of the level of commitment expected of them, engage the community as much as possible without significant council interference, provide council with a detailed and data driven recommendation, correspond with the community survey as best we can, and use as little staff time as possible.

I welcome feedback before this is put on the December 10th agenda as a request for future action. I've discussed this with both City and County Attorney Rogers and City and County Manager Hoffman so that they are aware of this proposal. This proposal is of such detail as to avoid a study session and have the resolution voted on during the January 14th meeting.

Thank you,
Austin Ward



City and County of Broomfield

City Council Study Session

Medium to High Density Residential Code Updates

Meeting	Agenda Group	
Tuesday, March 18, 2025, 6:00 PM	Study Session	Item: 2C.
Presented By		
Lynn Merwin		
Community Goals		
<input checked="" type="checkbox"/> Thriving, Diverse, Safe and Welcoming Community		

Overview

[View Correspondence](#)

[View Presentation](#)

This study session discussion is being held to present to Council opportunities for updating the existing zoning code to support more diversity in housing options. This proposed amendment will include modernizing the R-3 and R-5 districts, creating a new R-7 district and removing the medium-density residential standards from the PUD zone district. This study session is intended to provide an opportunity for discussion and to receive direction from Council prior to staff bringing forth a formal ordinance for consideration.

Attachments

[Medium to High Density Residential Code Updates Study Session Memo.pdf](#)

Summary

[View Correspondence](#)

[View Presentation](#)

This study session agenda item presents opportunities for updating the existing zoning code to support more diversity in housing options by updating and modernizing the R-3 and R-5 zone districts, creating a new R-7 zone district, and removing the medium-density residential standards from the PUD zone district. This study session is intended to provide an overview of the proposed changes, an opportunity for discussion, and an opportunity for Council to provide direction prior to staff bringing forth a formal ordinance for consideration.

Updating the standards of the R-3 and R-5 districts would bring the established setbacks, density, and other lot requirements in line with more modern development regulations. These zone districts are seldom used by developers as the established standards are not supportive of constructing successful projects. Modernizing these regulations is intended to provide a more realistic path for developers or residents to utilize these Euclidean districts to build more middle housing (slightly higher densities to promote housing diversity), income-aligned housing, and starter housing. Creating a new R-7 district would create a more streamlined pathway for higher-density residential development to occur provided they follow Broomfield's development standards and site plan review process.

The proposed amendments to the code will also include an update to the development standards for the Planned Unit Development (PUD) zone district. The PUD zone district is a custom zoning that allows for greater flexibility as the permitted uses, setbacks, building height and other requirements are established in specific, defined areas through the development review process. The PUD zone district, as currently written, has established development standards for medium-density residential development including minimum lot size, setbacks, building height, and frontage. These standards are not in line with current medium-density residential development and are frequently deviated from as part of the PUD and/or SDP process.

The potential updates are not proposed to apply to properties zoned PUD with specific development standards established through an approved PUD plan for the neighborhood. Examples of these neighborhoods include Anthem, Wildgrass, Westlake, Lac Amora, The Broadlands, and Redleaf. If Broomfield proceeds with development of the new R-7 district, rezoning properties to this district would be considered on a case-by-case basis and would follow the standard rezoning process, which includes a neighborhood meeting and public hearing.

Staff is seeking direction from City Council on whether to bring back ordinances for future consideration regarding the creation of the new R-7 district, update to the PUD development standards for medium density residential, and updates to the R-3 and R-5 development standards.

Financial Considerations

There is no current financial impact to Broomfield as this is a staff-led effort. There may be indirect financial impacts to developers or homeowners that may result from the proposed changes to the municipal code.

Individual property owners may seek to rezone their properties to develop middle or high density housing. These property owner-driven changes and amendments would result in an increase in fees collected through the permitting process. Additionally, developers may pursue more infill and greenfield development of middle density residential.

Prior Council or Other Entity Actions

[January 16, 2024](#) study session was held outlining some options for revising the residential development regulations in the Broomfield Municipal Code. During this study session, Council indicated support for modernizing Broomfield's residential zoning regulations to promote housing diversity through a more streamlined review process than developers otherwise typically experience through the PUD zoning development review process.

Boards and Commissions Prior Actions and Recommendations

N/A

Proposed Actions / Recommendations

No formal action. Staff is seeking direction on whether Council desires for staff to move forward with additional community engagement regarding potential updates to the medium-low, medium-high and high-density residential standards and bring forward an updated code ordinance for consideration by City Council.

Alternatives

Make no changes to the BMC at this time.

Background

Broomfield's zoning regulations are set forth in Title 17 of the Broomfield Municipal Code and were originally adopted in 1973 as part of Ordinance No. 149. The ordinance established a combination of Euclidean zoning (typically one category of use per zone district) and planned unit development districts (custom-developed zoning allowing greater flexibility but a more rigorous review process). Euclidean zoning districts include Broomfield's primary residential zone districts, R-1 Low-Density Residential, R-3 Medium-Density Residential, and R-5 High-Density Residential. Broomfield also has Estate, Rural Residential, and Agricultural zone districts which are specifically intended for larger size lots with a more rural character.

Since the creation of the residential districts in 1973, few significant updates have been made. Euclidean zoning is used by many municipalities due to its ease of implementation, long-established legal precedent, and familiarity to planners and land use development professionals. However, Euclidean zoning often lacks flexibility and when not regularly updated, can become outdated and difficult to apply.

In response to Euclidean zoning, many communities, including Broomfield, have also incorporated Planned Unit Development (PUD) zoning into their municipal zoning codes. PUD zoning is a type of flexible and inclusionary zoning (non-Euclidean zoning) that allows a mix of land uses and varied development standards within a designated land area. PUD-zoned lands require PUD plans and site development plans (SDPs) and encourage innovations in design such as clustering of residences, conservation of open areas, allowing mixed-use housing and land uses, promoting a more efficient use of land, reducing infrastructure needs, promoting environmental preservation and sustainability, and allowing general development flexibility.

Though PUD zoning can be beneficial by allowing flexible and unique development proposals, in many cases this zoning can also be cost-prohibitive and heavily favor large-scale developers building on larger parcels. PUD zoning requires that the applicant follow a more complex development review and approval process including subjective reviews due to their flexibility which can deter applicants with less financial capital. Broomfield's PUD zone district has uniform standards for residential development intended to guide developers. These PUD standards have resulted in numerous variance requests over the decades as developers have sought greater flexibility or zoning customization, such as reduced minimum setbacks, to respond to market conditions. While the PUD development review process provides an opportunity for greater customization, the lack of certainty through this review process also adds greater financial uncertainty for the developer.

Broomfield Comprehensive Plan

The 2016 Broomfield Comprehensive Plan encourages development of “a range of housing options that will meet both current and future residents’ changing needs and conditions, and that support the community.” Some of the goals, policies and action steps from the Comprehensive Plan include:

Goal HO-B: Maintaining Housing Affordability/Attainability, Encourage an adequate supply of affordable/attainable housing for lower-income households.

Policy HO-B.1: Plan for future affordable/attainable housing that meets the needs for the workforce and special populations.

Action Step HO-B.1.3: Identify possible regulatory modifications that may be appropriate to promote attainable, sustainable and quality housing for lower-income households. This may include evaluating residential design standards, review procedures, permit fees, density requirements, inclusionary and restricted housing, etc.

Goal HO-C: Diversity of Housing Types and Ownership Options, Encourage a diversity of populations within developed areas by providing a variety of housing types that serve a broad spectrum of households.

Policy HO-C.2 Promote a diversity of housing types, styles, and price points within individual neighborhoods to accommodate a range of affordability.

Action Step HO-C.2.1: Evaluate and establish potential locations for different housing types to provide a full spectrum of housing options.

Action Step HO-C.2.2: Identify potential gaps in the current and projected housing supply, and develop and consider programs to address these gaps.

Existing Conditions

When Broomfield's zoning ordinance was first created in 1973, the social and economic conditions within the City and County of Broomfield and across the country differed from modern times. At that time, low-density single-unit development was the predominant residential land use type in suburban communities and was financially feasible for many Americans. As housing development has been unable to keep up with the growing demand for housing, many of these single-unit neighborhoods have since become unaffordable and exclusionary to potential residents.

Across the country and the state, communities are considering updates to residential development requirements to incentivize sustainable growth and development patterns, and income-aligned housing options. The intent of these efforts is to help communities align policies and regulations to focus on locating various types of housing in locations near jobs, transit, and services, and to ensure a mix of housing types and price points throughout a community. Several organizations have put out guiding documents such as the [housing supply accelerator handbook](#) and the [zoning reform toolkit](#) to help municipalities navigate code updates to help facilitate the construction of diverse housing options.

Based on Broomfield's September 2023 [Housing Needs Assessment](#), housing prices within the City and County of Broomfield have steadily increased over the past decade, resulting in a significant number of cost-burdened households. Cost burdened means the household is spending more than 30 percent of the household income on housing. In 2021, 45% of all renters in Broomfield were cost burdened, with 20% being severely cost burdened. Those who face a severe cost burden are considered at-risk for homelessness from eviction or foreclosure. The assessment also identified that in 2021 there was a 1,662-unit shortage of rental units for households earning less than \$50,000 per year.

Currently, the majority of residential land area developed within Broomfield is zoned either R-1 or PUD, allowing the construction of one single-unit dwelling or requiring an expensive and lengthy development review process for higher-density proposals. The existing higher-density zone districts, R-3 and R-5, currently are only utilized for a total of approximately 53 acres (approximately 746 units) as shown in this [zoning map](#). These zone districts are rarely utilized for development due to the established standards being out of date and overly restrictive.

When considering updates to the existing R-3 and R-5 districts, as well as the creation of the proposed R-7 district, it is important to consider a broad range of revisions that can help improve the feasibility of successful future development or redevelopment within these districts. In the existing districts, updates to the required density, setbacks, lot standards and permitted uses are proposed. These standards are intended to encourage the use of our Euclidean zoning districts for future development and redevelopment proposals. Staff has completed research into standards within existing approved developments as well as national best practices to inform the proposed code amendments.

Potential Code Updates As Currently Proposed

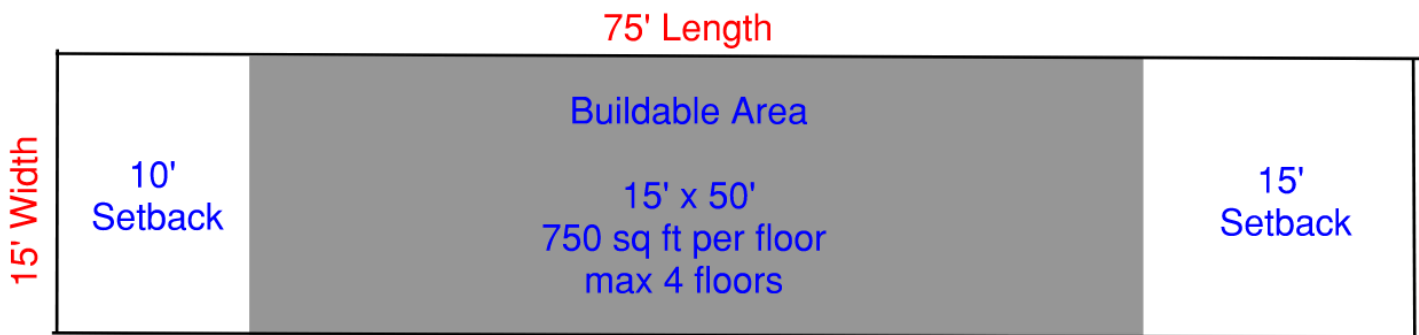
This study session outlines potential suggestions for moving forward with revisions to the R-3, R-5 and PUD districts as well as establishing a new high-density R-7 district.

Update Requirements in R-3 District

The existing R-3 medium-density residential district is proposed to be renamed the “medium-low density residential district” and updated with modernized development standards to allow townhomes, small lot single-unit, and smaller scale multi-unit proposals as shown in the example images below. Uses within this zone district will be updated to specify that townhouses, duplexes, triplexes and other multi-unit developments are permitted. Private open area requirements have also been reduced from 40% of the site to 25%. The onsite open area requirements are considered separate and distinct from requirements for new residential development to provide a public land dedication and/or cash-in-lieu fee.



Examples of Developments Permitted Under Updated R-3 Code (Townhomes Left, Quadplex Right)



R-3 Townhome lot example

Example of Proposed Smallest Townhome Lot Permitted Under Updated R-3 Code - Front is to Left

Based on recent development approvals, staff is proposing a reduction in setbacks and lot standards for single-unit, duplexes, triplexes, and townhome developments. A separate development standards table will be established for multi-unit developments and non-residential uses which require a larger lot and increased buffer from neighboring properties. Height throughout the district has been increased from two to four stories, or fifty feet, including rooftop access points to accommodate townhomes. This update will provide opportunities for more housing variety and a moderate increase in density from a maximum of 10 units per acre to a maximum of 20 units per acre.

Comparison of Existing vs Proposed Minimum Lot and Yard Standards for R-3 District

	Area	Front	Rear	Side Yard	Lot Depth	Lot Width	Maximum Height	Density
Existing	8,000 sf 2 acres for schools / churches	25'	20'	10' for residential uses 25' for other uses	100'	75' interior lot 85' corner lot	30'	10 du / acre
Proposed - Single unit, Duplexes, Triplexes, Townhomes on Individual Lots	1,125 sf	10'	15'	5' for detached or end units 0' for attached	75'	15' interior lot 40' corner lot	45'	20 du / acre
Proposed - Multi-unit and Nonresidential Uses (1)	10,000 Sf 2 acres for schools / churches	10'	20'	20'	N/A	N/A	45'	20 du / acre

(1) Permitted nonresidential use by rights within the R-3 zone district include religious facilities, public recreation areas and facilities, public and private schools, home occupations and accessory buildings. Child day cares, municipal facilities and noncommercial recreational uses require approval through a Use by Special Review process.

Allowing these updates to the R-3 zone district is expected to make small-scale developments more feasible for smaller developers and/or existing homeowners interested in incorporating updates to existing homes to accommodate additional units and housing diversity. These changes are intended not only to provide additional housing stock but also to build ownership opportunities. These duplex, triplex and quadplex units are often attractive to first-time buyers, low-income families or empty nesters interested in downsizing.

As noted on the R-3/R-5 [zoning map](#), there are limited properties where these updated standards would take effect. The impacted properties are currently developed with residential condominiums and therefore are not anticipated to be redeveloped and the new standards are not expected to create non-conforming zoning issues for the existing uses or buildings. It would be expected that individual property owners may seek to rezone to the R-3 district if the standards are updated and each request for a rezoning would need to be considered through the standard rezoning process. No change is proposed to the development process required for development or redevelopment of R-3 zoned properties. Development within R-3 properties follows an administrative review process.

Update Requirements in R-5 District

The existing R-5 High-Density Residential district is proposed to be renamed the “medium-high density residential district” and updated with standards to accommodate neighborhood-scale multi-unit developments including affordable development proposals.



Example of Development that could be Permitted Under Updated R-5 Code vs a PUD Process (Grove at Cottonwood)

The proposed updates include modifications to the permitted uses within the district as well as the specific development standards. The R-5 district currently only permits a maximum of 20 dwelling units per acre which the proposed ordinance would revise to 30 du/ac to allow for a moderate increase in density. The proposal also includes a revision to the maximum height from two stories to four stories or fifty feet.

The required on-site private open area is proposed to be reduced from 40% of the site to 15%. This reduction will allow for the construction of a greater number of units and will be less cost-restrictive on developers. Public land dedication requirements will still be applicable.

Comparison of Existing vs Proposed Minimum Lot and Yard Standards for the R-5 District

	Area	Front	Rear	Side Yard	Lot Depth	Lot Width	Maximum Height	Maximum Density
Existing	10,000 sf 2 acres for churches 20,000 sf other nonresidential	25'	20'	10' for residential uses 25' for other principal buildings	100'	100'	30'	20 du / acre
Proposed	10,000 sf 2 acres for schools and churches 20,000 sf other nonresidential (1)	10'	20'	10' for residential uses 25' for other permitted principal buildings	100'	100'	50'	30 du / acre

Permitted nonresidential uses by right within the R-5 district include noncommercial recreational uses, religious facilities, public and private schools and child day care facilities. Several additional noncommercial uses are currently permitted through the use by Special Review process including colleges and universities, medical and dental clinics, offices, municipal buildings and child day care facilities.

As noted on the R-3/R-5 [zoning map](#), there are limited properties that are currently zoned R-5 where these updated standards would take effect without a rezoning. The impacted properties are currently developed with apartments, a school, church, office, single-unit and multi-unit developments. The proposed modification to the standards is not anticipated to create any non conforming uses. The development standards are not expected to drive significant redevelopment of these existing sites. Instead, it would be expected that individual property owners may seek to rezone to the R-5 district if the standards are updated and each request for a rezoning would need to be considered through the standard rezoning process. No change is proposed to the development process required for development or redevelopment of R-5 zoned properties. Development within R-5 zoned properties follows an administrative review process.

Create a New R-7 District

A new R-7 “high-density residential district” is proposed to allow multi-unit buildings similar to those seen in areas of Broomfield such as Parkway Circle, Arista and Highlands. This district would allow a maximum density of 80 units per acre. Proposals exceeding 80 du/ac would require approval through the Use by Special Review process. This zone district would have a maximum height of 60 feet and require a minimum of 15% of the land area to be private open area. As currently proposed, this district would require approval of a site development plan through a public hearing process prior to issuance of any building permits.



Example of Development Permitted Under the Proposed New R-7 Code - Vista Highlands West

Proposed Minimum Lot and Yard Standards for a New R-7 District

	Area	Front	Rear	Side Yard	Rear and Side Yard when adjacent to A, E-1, E-2, R-1, or PUD districts with Single Unit Residential	Maximum Height	Maximum Density
Proposed	10,000 sf 20,000 sf other non-Residential (1)	25' to parking lots (driveways not included) 15'to building	20'	10'	50' to parking and building	60'	80 du / acre

(1) Permitted nonresidential uses within the R-7 district as currently proposed include nursing homes and senior living facilities, child day care facilities, and noncommercial recreational uses.

Update the PUD District

Although the Municipal Code includes Uniform Standards for residential development in PUD zones, the last subdivisions to utilize the Uniform Standards for residential PUD plans were Wildgrass and portions of the Anthem neighborhoods (approved more than 15 years ago). Recent developments like North Park (Baseline), Dillon Pointe, Great Western Park, and The Ridge at Broomfield have all requested and received approval for variances from the uniform standards. Since residential developments in the PUD zone district almost always seek variances from the Uniform Standards for residential PUD plans, staff is recommending this section of the code be deleted.

Broomfield amended the BMC in 1997 to establish uniform standards for PUDs for low-and medium-density districts to allow certain flexibility in the PUD development area while ensuring the density and housing types would remain relatively stable and consistent across the community. While well-intentioned for the community and development at the time, these standards have become too rigid for development preferences seen in more recent times. As such, the Uniform Standards have created greater development uncertainty and challenges for the development community as they have desired small lots and therefore needed variances to allow this denser development. At this time, the Uniform Standards appear to conflict with the purpose of having PUD zoning being customizable to encourage innovation in development with greater variety in type, design, and layout of buildings. Furthermore, the setbacks are based on the building height which creates an additional layer of complication for the development review and permit review processes. It can be difficult for residents when adjacent lots have differing side yard setback allowances because the houses have slightly different heights.

When new PUD plans are submitted in the future under the amended code, instead of comparing the proposed development standards for residential development to the uniform standards, staff will provide a comparison to other Broomfield zoning as applicable (R-1, R-3, B-1, etc). Since no recent PUDs have utilized the uniform standards, this change is not anticipated to impact future PUD proposals, but it will remove a section of the code that has become outdated because it no longer aligns with desired densities or anticipated development standards.

The proposed changes would have no impact on existing residential development within PUD districts. The PUD plans approved for existing development will not be impacted. Existing neighborhoods, such as Anthem, Baseline, Red Leaf, Westlake, Highlands, and The Broadlands, have development standards incorporated into the individual PUD plan for each neighborhood and will remain in place as approved.

Public Engagement

If Council desires to proceed with the proposed BMC zoning code amendments, a Broomfield Voice page will be created following this study session. This page will provide information regarding the proposed changes that will be presented to City Council as part of a future proposed ordinance. Broomfield Voice provides a venue for comments and concerns regarding the proposed amendments to Chapter 17 of the Broomfield Municipal Code, where community engagement is encouraged. Comments received will be gathered and summarized as part of the public hearing process. Staff intends to utilize the community update and social media posts to encourage engagement with the Broomfield Voice page.

Additionally, staff is planning to host one virtual and one in-person open house prior to the first reading of the ordinance to introduce the proposed changes to residents, homeowners associations, developers and architects, or anyone else who may be interested in the ordinance. These meetings would be an opportunity to review the proposal, answer any questions, and receive input on the proposed regulations.

There will be an opportunity at the public hearing for the second reading of the proposed ordinance for additional public comments to be provided for City Council's consideration.

Request for Direction

Staff is seeking Council's direction regarding the potential updates to the R-3, R-5, PUD districts and proposed R-7 zone districts. Staff has identified three questions listed below for City Council to

consider when providing feedback. Recognizing the purpose of the proposed code amendments is to modernize the zoning code for current times, promote greater housing diversity, and opportunities for higher densities and potentially affordability by district,

- Would Council like staff to begin community engagement and bring back an ordinance for consideration regarding updating the land use regulations including density, height, permitted uses, setbacks and lot width in the R-3 and R-5 districts?
- Would Council like staff to begin community engagement and bring back an ordinance for consideration regarding the creation of a R-7 High-density residential zone district? If yes,
 - Would council like to require a site plan process for developments within the R-7 high-density residential zone district as currently proposed, or would the preference be to follow an administrative review process?
- Would Council like staff to bring back an ordinance that would remove the Uniform Standards for medium-density residential subdivision standards from the PUD section of BMC?



D. Economic Vitality Briefing and the Findings of the Broomfield/Interlocken Market Study

Meeting	Agenda Group
Tuesday, March 18, 2025, 6:00 PM	Study Session Item: 2D.
Presented By	
Robert Smith	
Community Goals	

Overview

[View Correspondence](#)

[View Presentation](#)

The briefing will discuss the business conditions and market influences affecting Broomfield businesses and housing, the findings of the Broomfield/Interlocken Market Study, and the strategic approach for sustaining the community's business foundation and residential housing opportunities

Attachments

[Memo for Broomfield and Interlocken Economic and Real Estate Analysis and Considerations \(1\).pdf](#)

Summary

[View Correspondence](#)

[View Presentation](#)

Broomfield, like many cities across the United States, has experienced a series of market shifts that have impacted households, businesses, and property owners alike. These changes have been framed in a variety of ways - from the COVID-19 pandemic to the resulting economic slowdown, the rise of hybrid and remote work, inflation, higher interest rates, and escalating construction costs. While the scale and duration of these impacts vary, one thing is clear: these market forces will continue to shape the local economy moving forward.

A central goal of Broomfield's community vision, as reinforced by both community survey results and City Council direction, is financial sustainability and resilience. To achieve this, a focus on maintaining and growing revenue streams is a priority while exercising discipline in managing expenditures. Strengthening the City and County's revenue base is critical, and a key strategy involves nurturing the community's tax base. This includes, but is not limited to, the maintenance and appropriate growth of property values along with robust sales activity, and ensuring a healthy balance between residential and commercial property uses. The ultimate goal is to foster balanced and cumulative development supporting the long-term vitality of Broomfield.

An illustrative example of this strategy in action is the 2021 approval by City Council of the PUD Amendment and the agreement for the redevelopment of the Flatiron Crossing area. This decision is already yielding results - with reinvestment in the Flatiron Crossing Mall and the transformation of a key area into HiFi, a vibrant mixed-use urban village. One of the fundamental goals of this redevelopment is to ensure the ongoing success of retail and hospitality sales, driving the area's economic activity for years to come.

The recent announcement of Pindustry's planned arrival at HiFi and the commencement of construction for Crescent Communities' Novel Flatiron Crossing - a five-story, 345-unit multifamily residential building - are further indicators of a forward-thinking, balanced approach. These developments signal a positive trajectory for both property values and sales tax revenues, reinforcing the economic vibrancy of Broomfield and, particularly, the Flatiron Crossing area.

However, the past few years have not been without challenges. Across the national, metro, and local levels, the office market has faced significant stress. This is due to the compounded effects of the pandemic - including mandatory remote work and office closures - as well as evolving employee preferences for hybrid work models, and the subsequent impact on office space needs. These shifts, along with rising interest rates and fluctuations in commercial investment portfolios, have created new dynamics for property markets, particularly in the areas west of US 36, including the Interlocken area.

To better understand the implications of these changes, Broomfield staff engaged an economic market consultant to conduct an in-depth analysis of the Interlocken real estate landscape. This work culminates in the AECOM Broomfield/Interlocken Market Analysis, with summary highlights and findings presented during the Council's Study Session on March 18, 2025. The written Market Analysis will be provided to Council after the overview is discussed at the study session to ensure comments can be incorporated into the final document. In this session, the report's findings will be shared to explore both the challenges and opportunities for Broomfield's economic vitality. The analysis looked at the economy, business and

employment, and the commercial real estate market. Additionally, the study compared Broomfield to other similar communities on several elements, such as employment, work choices, and wage levels.

The focus of the study was to look closer at Broomfield's commercial real estate, characteristics of the properties, and market conditions and direction. With approximately 2.5M square feet of commercial office and workspace in the Interlocken areas, three-quarters (75%) of the office was built more than 15 years ago (and 40% before 2000). The existing and vacant spaces are considered older and do not have the current sought-after amenities nor layouts desired in the market today. Many firms are competing to attract a well educated, productive workforce, and this desired workforce - and thus their companies - are looking for workplaces catering to non-traditional 9-5 work patterns and behavior. At the same time, many firms have downsized their space needs - while maintaining or growing the number of employees to meet business needs. These dual market behavior challenges are currently resulting in weak office demand.

Office occupancy and demand have begun a recovery, due in part to return to office and hybrid work behavior and to the desirability of Colorado's Front Range as a place to live and work. Looking forward, local market experts and the AECOM team concluded the Interlocken buildings and space are expected to have a higher level of vacancy, compared to rates in the previous two decades, and moderated increased leasing rates in the future. These realities will impact property values, value growth, and reinvestment by building owners (who are increasing more investors and REITs and fewer primary tenant businesses). With targeted, strategic action, and well-considered interventions, the City and County can drive positive economic change.

It's easy to succumb to a sense of doom and gloom when considering the larger economic forces at play - such as national uncertainty, state budget imbalances, rising interest rates, inflation, and construction costs. However, local communities have agency and the ability to positively influence local outcomes. Broomfield has a strong history of wise development decisions, solid economic fundamentals, and a commitment to pragmatic forecasting. By strategically deploying resources and leveraging Interlocken within the US 36 corridor - and especially with the unique amenity provided by the Rocky Mountain Metropolitan Airport - the City and County can bolster the vitality of Broomfield's local economy.

There is an increasing interest in reimagining the underutilized spaces in the Interlocken area. Through outreach and targeted programming, staff has seen early signs of success in generating interest in adaptive reuse and redevelopment proposals. Encouraging mixed-use development, supporting office amenities, and driving market-driven entertainment and retail options will help unlock the potential for significant real estate transformation and adaptive reuse, which could significantly alter the landscape of the area. While challenges remain, particularly in terms of property valuations and financing constraints, there are viable paths forward to augment market opportunities and create a more dynamic, buoyant economy.

There are already positive outcomes from staff's recent efforts. The reinvestment in Flatiron Crossing and the redevelopment of the HiFi village, the pending proposals for the Urban Transit Village redevelopment site, the mixed-use infill development of the Village of Westview, DOLA's grant support for the Harvest Hill project, and the relocation and expansion of business, including PEAK Energy, SiNAPTIC Technologies, and MMA Space to Broomfield, are just a few examples of the building of business location and expansion momentum. These developments underscore that, while market forces will ultimately play the largest role in shaping the economic landscape, sound planning, effective public policy, and local leadership will position Broomfield for continued success.

Broader market and employment forces will continue to influence the local economy, but it is the actions the City and County take in the months ahead that will best ensure Broomfield's future success.

Broomfield's location within the US 36 and I-25 corridors, coupled with thoughtful leadership and strategic investments, will enable Broomfield to succeed even amidst uncertain national trends.

Financial Considerations:

While no immediate Council direction is requested during this study session, the discussion will be invaluable in shaping the future direction of the Economic Vitality work plan and initiatives. Further, depending on the outcomes of this session and future input, there may be financial considerations at later dates requiring Council input and approval on a case-by-case basis.

Proposed Actions / Recommendations

No action is needed at this time.