

TRESTLE STRATEGY GROUP

West Fourmile Canyon Creek Annexation Scenarios Study and Design Charrette

Final Report

March 7, 2016



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INTRODUCTION

Overview

Since at least 1990, the city and county have recognized that Ponderosa Mobile Home Park has health and welfare, and life safety concerns that need to be addressed. The 1995 North Boulder Subcommunity Plan states “Substantial public funding probably will be necessary to correct physical deficiencies there, like the shallow sewer lines to individual lots and unpaved streets. A grant may be obtained to cover some of these annexation costs, as they are prohibitive for the Ponderosa residents and exceed the value of many of the homes themselves.”

Ponderosa Mobile Home Park is an enclave located outside the city limits, and is eligible for annexation. The property is in the Boulder Valley Comprehensive Plan (BVCP) Planning Area II, meaning the city and county have indicated this property is eligible for annexation, and the provision of urban services from the City of Boulder. The BVCP is a jointly adopted city and county plan that guides policy decisions, development and preservation within the Boulder Valley.

In September 2013, flooding occurred throughout the city and county, including Fourmile Canyon Creek, causing surface water flooding throughout Ponderosa Mobile Home Park, and significant damage to surrounding properties and much of north Boulder. Impacts from the flood were minimal and included shallow flooding of the roads, mud and roof damage due to the rain.

Following the 2013 Flood, the City of Boulder in partnership with Boulder County, applied for and received a Community Development Block Grant – Disaster Recovery (CDBG-DR) resilience and capacity building grant. The grant provides funding for a consultant to explore options related to the Ponderosa Mobile Home Park and vacant parcel at the Foothills Community, which were both impacted by flooding from Fourmile Canyon Creek.

The city issued an RFP for consulting services in November 2014, and awarded the contract to Trestle Strategy Group (Trestle). The project was initiated in March 2015. The purpose of the West Fourmile Canyon Creek Annexation Scenarios Study and Design Charrette is to work with the City of Boulder, Boulder County and with Ponderosa residents and owners as well as Boulder Housing partners to develop and evaluate a range of scenarios for the future of Ponderosa and the vacant parcel at the Foothills Community.

► Project Goals

At the outset of the project, Trestle identified operating assumptions for working with the owners, residents and City, which included:

1. Always operate with transparency and respect. Assure accurate information is available and shared.
2. Be open-minded and flexible in seeking solutions for Ponderosa MHP
3. Mobile home parks are a valued affordable housing type in Boulder
4. Conduct robust engagement to understand the needs of all stakeholders and avoid assumptions
5. Seek and share a comprehensive fact basis for decision making

INTRODUCTION

Project Phases

The primary driver of the timeline for the project is the CDBR-DR funding. Trestle had a two-phased approach:

- Phase 1. Research and Community Engagement
- Phase 2. Technical Analysis and Identify Options

The project was broken into two key phases in order to ensure integrity of process and a consistent approach.

► Phase 1 – Research/Info Gathering and Outreach/Engagement

- Understand the history of Ponderosa and share this with the residents, owners, management, and City.
- Explain the scope of work and what the objectives are.
- Build trust with the residents, owners and management through open, transparent, consistent and accurate communication.
- Identify common goals and visions for the future from all Stakeholders.
- Develop a shared message platform to communicate what the study IS and ISN'T, educate around complex issues, reduce anxiety, and build confidence towards discussing the future.
- Create agreement and understanding around project outcomes, length of time and next steps.
- Understand the City's interest in preserving and improving this community.

► Phase 2 – Technical Analysis and Options Analysis

- Develop and evaluate a range of viable options.
- Evaluate these options against quantitative and qualitative criteria and objectives.
- Identify and document preferred option(s) and next steps.
- Share these options, requirements and opportunities with all stakeholders (owners, residents, City).

► Post Study Goals

- Develop an annexation roadmap for the future of Ponderosa and communicate that with all stakeholders to create a predictable, clearly articulated vision for the future.
- Implement roadmap with stakeholder involvement.

Project Considerations & Drivers

Through discussion and outreach with the key stakeholders – city, owners, residents, and the city council, the following key considerations/drivers have been developed for the project, and to evaluate potential scenarios or options.

- Minimize disruption to the owners and residents
- Keep the residents of the community together; minimize displacement
- Improve the resilience of the community
- Improve health and safety

INTRODUCTION

- Retain affordability
- Create certainty for the future
- Achieve annexation goals
- Encourage long term investment in property
- Improve utilities stability/reliability/service
- Leverage Disaster Recovery Funding
- Minimize costs and maximize dollars invested

PHASE 1 - OUTREACH SUMMARY

Outreach Summary

The purpose of the community outreach and engagement is to foster understanding and consensus building around a future plan for Ponderosa Mobile Home Park (Ponderosa MHP). During this first phase of work, Trestle met with the residents in large community meetings held at Ponderosa, as well as several one-on-one meetings with residents, the property manager, and the owners of the Mobile Home Park. Since the first community meeting, there has been a steady growth in the number of Ponderosa resident attendance, participation, and interest. The four resident meetings have helped Trestle gain a foundational understanding of who lives in Ponderosa, what their level of understanding is of this Annexation Scenario and Design Charrette Study, what their largest and smallest concerns are, and what their desired outcomes and vision for the future is.

The four Community Meetings took place on:

1. May 13th - 11 residents
 - Purpose: To introduce Trestle to the community, provide a description of the project, and to meet and learn from the residents
2. May 27th - 15 residents
 - Purpose: To provide a project update, answer questions, and discuss the concerns of the residents
3. June 9th - 24 residents
 - Purpose: To provide a project update and learn what the residents like and dislike of the community using a photo/video exercise
4. July 1st - approximately 65 people attended
 - Purpose: Input from City of Boulder representative on the importance, opportunity, and goals of the project



Initially, the Ponderosa on-site manager asked, on behalf of Trestle, for self selected individuals to act as community representatives and meet with Trestle during outreach meetings. Eight residents quickly stepped forward and attended the first meeting along with a few other friends and family members. These initial representatives were a diverse group of individuals consisting of a broad range of age groups and ethnic backgrounds. During this first meeting Trestle encouraged those who attended to bring more residents with them to the following meetings. There has been a steady increase ever since. Those who have attended include males, females, children, babies, seniors, families, friends of residents (some of whom live in other mobile home parks), Caucasians, Hispanics, and African-Americans. The on-site property manager has also been present at all four meetings and has helped facilitated the group discussion at times.

PHASE 1 - OUTREACH SUMMARY

Throughout all the meetings, Trestle has steadily gained a strong understanding of the community through various techniques including group and one-on-one discussions, questions and answers, visual imagery, and like/dislike picture and video exercises. All meetings have been conducted in English and Spanish and information gathered through these outreach techniques was compiled, summarized, and formatted into an English and Spanish flyer that was shared with all Ponderosa residents, managers, and owners. This flyer has been extremely helpful in sharing consistent and transparent information to the residents about the project, including the timeline and phases of the project including upcoming meeting dates and agendas, the history of Ponderosa, and summary of what Trestle has heard from the residents in previous community meetings. In addition, we have created an onsite library for the residents with all Trestle's research materials, including background documents on Ponderosa, the North Boulder Subcommunity Plan, and background information on other Boulder MHPs.

The most recent meeting on July 1, 2015 was highly anticipated for the residents as they looked forward to a presentation from a City of Boulder representative. Also present at this meeting was a representative from Boulder County and a professional English-Spanish translator who efficiently helped relay the City's presentation regarding annexation, utilities, timing, project reasoning, and more to the Spanish-speaking subcommunity of Ponderosa.

Trestle has also engaged with a number of other individuals, groups, and organizations to gain additional understanding, viewpoints, and projects happening either directly related to Ponderosa MHP, mobile home parks nation wide, or in the North Boulder subcommunity area. Those who Trestle has met with include:

- Resident Owned Communities USA (ROC USA)
- Thistle Communities
- Growing Up Boulder
- Boulder Housing Partners (BHP)
- Willem van Vliet, Professor Emeritus, University of Colorado Boulder



PHASE 1 - OUTREACH SUMMARY

- Owners of Ponderosa MHP
- Property Manager of Ponderosa MHP
- City of Boulder Engineering Project Manager
- Boulder County
- Felicia Griffin, Executive Director of FRESC
- Andy Rumbach, Assistant Professor CU Denver
- Sharon Whitehair, Resident of Mobile Home Park in Denver Metro Region

Engaging with these groups has helped Trestle share the progress of the project with and gain key insight from key stakeholders, specifically the property owners and managers, while being able to expand the range of possibilities and begin to brainstorm scenarios for the future of Ponderosa MHP.



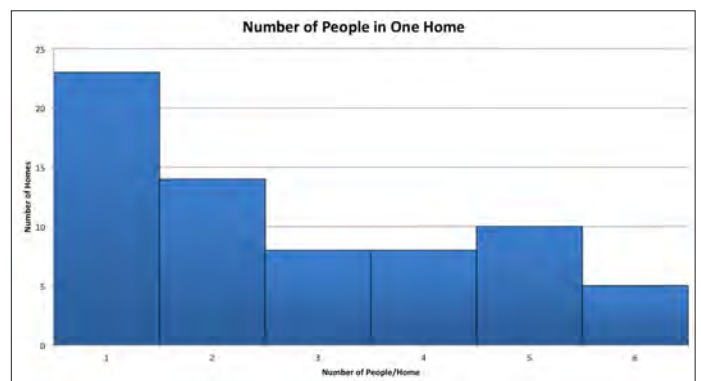
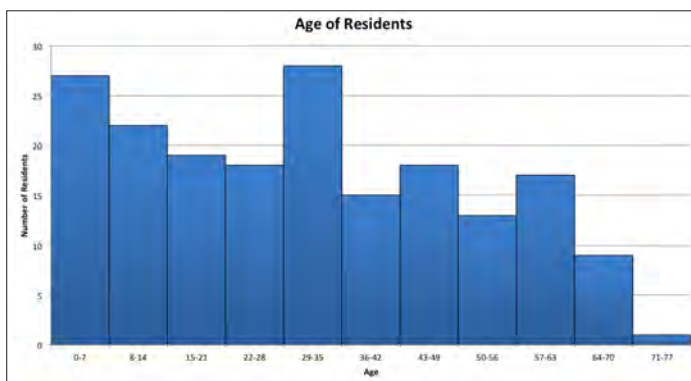
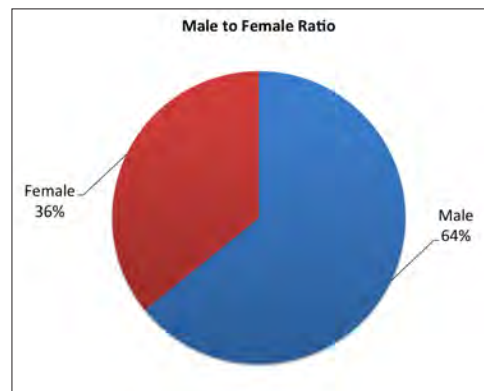
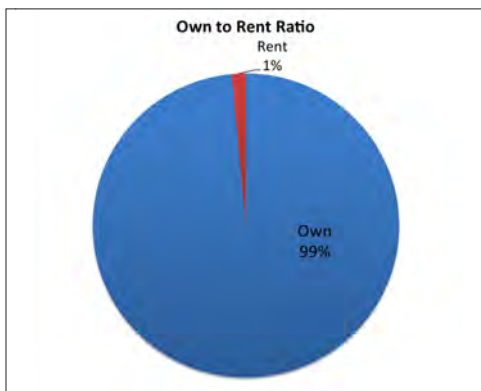
PHASE 1 - COMMUNITY PROFILE

Community Profile - Residents

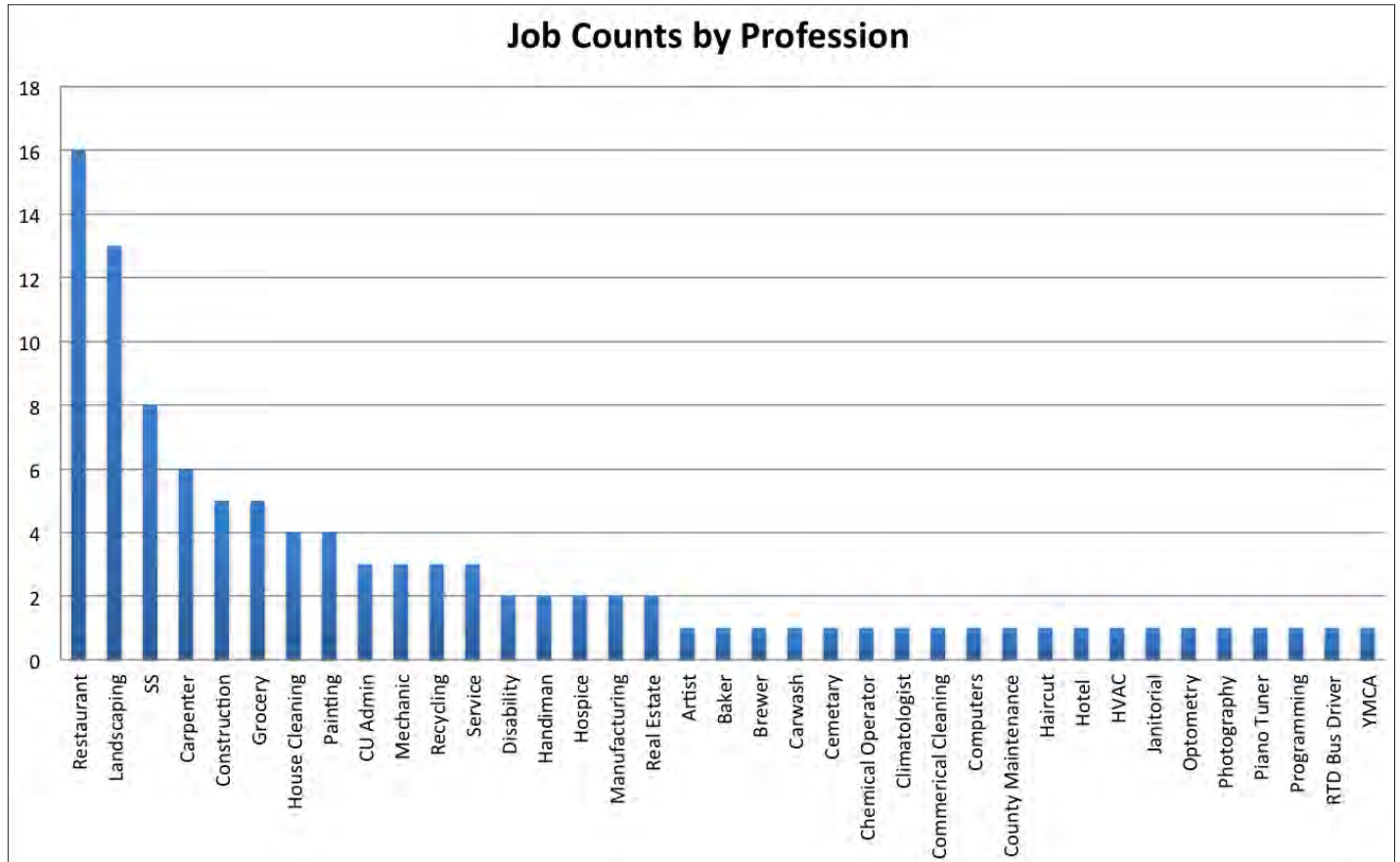
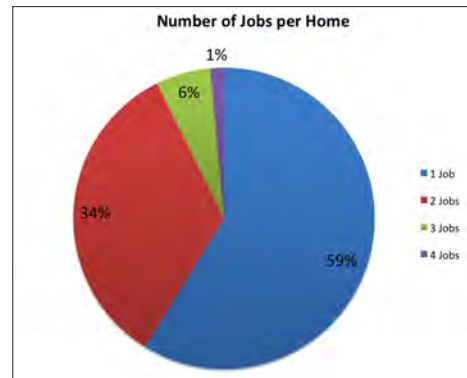
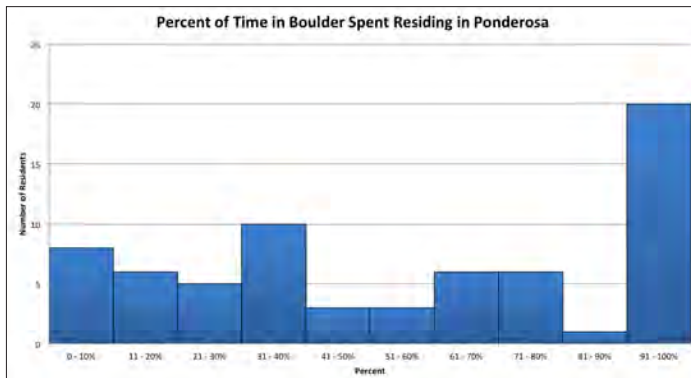
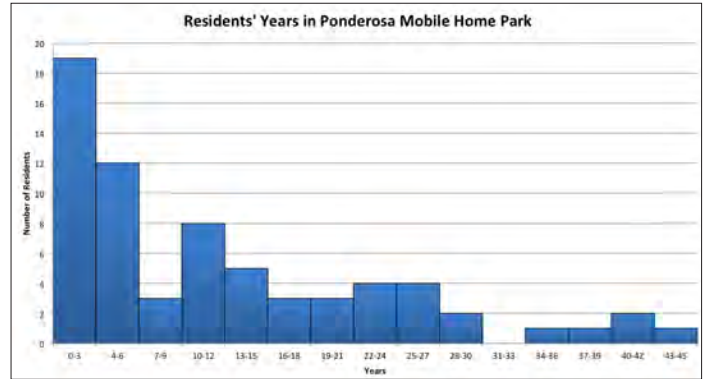
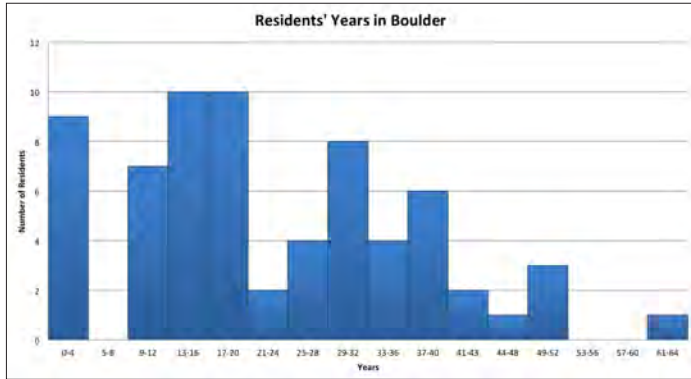
► Demographics¹

Ponderosa MHP consists of 68 mobile homes and 187 deeply rooted community residents who are proud to live in the mobile home park. Nearly all the units (99%) are owner-occupied and although the age of residents varies from newborn to 71, the vast majority of Ponderosa’s residents have lived in Boulder for over 10 years, with maximum being 64. The range of years residents have lived in the Ponderosa MHP varies between 1 and 43 years, with a significant proportion having only resided in the park for less than 10 years; however, 20 of the 68 homeowners (29.4%) have lived in the park between 90 and 100 percent of their time in Boulder. The community is 64 percent male and consists of a large youthful population under the age of 21. The majority of the homes only house one or two residents (54.4%); but, due to the large younger population, there are some homes that do contain 5 or 6 six individuals. The residents occupy a unique and broad range of important professions that range from CU-Boulder administrator and hospice worker to landscaper and construction worker.

¹ Demographic data was collected through a residential survey distributed by the on-site Property Manager of Ponderosa MHP in May and June 2015.



PHASE 1 - COMMUNITY PROFILE



PHASE 1 - COMMUNITY PROFILE

► Community Storytelling

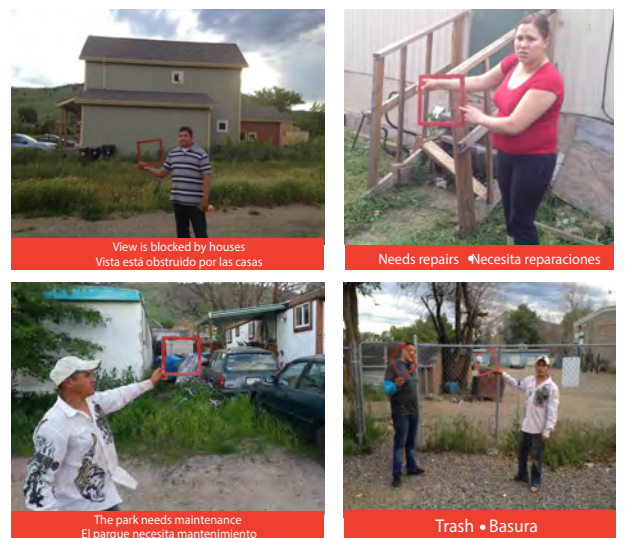
Ponderosa residents have started to open up about themselves and their cherished neighborhood as the project advances. They understand the importance of the community storytelling as one piece of this study and are helping the Trestle team, as well as the City of Boulder and the owners, understand their community’s concerns, fears, values and characteristics. The Trestle team used a variety of tools for residents to share their stories comfortably, including:

- **Red/green frame photo exercise:** Residents were invited to describe their neighborhood with pictures. Using green and red frames and a camera, residents depicted what they like and dislike about their neighborhood and the surrounding area. Photography proved to be a powerful method of describing realities, communicating personal vision and perspectives, and telling a story to an unfamiliar audience. The Trestle team presented a sample of the residents’ pictures during a later community meeting on July 1st. Residents have been encouraged to continue this exercise throughout the remainder of the project. A few of the residents’ likes included views, homes, neighbors, and the memory garden. Some of the dislikes included the number of cats in the community, potholes, and recent developments blocking views.
- **Video recordings:** A few residents agreed to share their stories on video. A short summary video will be presented during the July 30th City Council study session.
- **Note taking during meetings:** The Trestle team has been taking extensive and detailed notes during all community meetings as well as meetings with other critical stakeholders and interested parties. Additionally, the Trestle team with the assistance of PlaceMatters, has translated notes and communications into Spanish so all residents can understand and track the work.

As experts of the community, these various activities have allowed Ponderosa residents to provide valuable insights.



Red frames: What we want to improve in our community Marcos rojos: Lo que queremos mejorar en nuestra comunidad



PONDEROSA MOBILE HOME PARK PARQUE DE TRAILERS BOULDER, CO

PHASE 1 - COMMUNITY PROFILE

► Community Values and Characteristics

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



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

► Community Concerns and Fears

Throughout the course of Trestle's conversations and meetings with residents, several common concerns and fears have surfaced. Based on the community's history with government, there are concerns about city intentions and motivations about the purpose of the study and desire to annex. The residents' main concern is losing their homes through the annexation process. They fear that the City of Boulder has already identified an outcome, which is not being shared with the Ponderosa community.

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

► Progress in Resident Project Understanding

Initially, many residents expressed high levels of distrust and doubt about the purpose and intentions of this study. This was largely based on fears and concerns around prior experiences with the city and county. Many residents' initial perception was that eviction was most likely imminent, the City of Boulder does not value mobile home parks, and that annexation equates to condemnation and eviction.

PHASE 1 - COMMUNITY PROFILE

Some residents remain unclear about the City's desires to annex this enclave and have difficulty understanding the city and county's agreements and long range planning goals. Residents have connected the city's desire for annexation with more tangible physical elements of the park. Residents have communicated their willingness to make improvements to the park to please the City, including: home repairs, trash pick up, remove extra vehicles and improve the physical appearance of Ponderosa - with the underlying assumption that this is something the city and other neighbors might be pressing for. They have expressed a belief that eviction and condemnation are synonymous with annexation. Trestle has repeatedly informed the residents that there are many scenarios that can occur through annexation. Residents have begun asking more nuanced questions that focus on scenarios, rather than eviction, in regards to annexation. However, additional education about scenarios and the annexation process is needed and will continue. Residents have expressed their belief that the City of Boulder has a predetermined outcome and they have requested Trestle to share this outcome with them multiple times, although no predetermined outcome exists.



As Trestle has continued conversations and outreach to community residents, we have worked with them towards deconstructing some of their initial beliefs, in particular the notion of a predetermined outcome. We are working with them to identify outcome scenarios and encouraging them to make their voices heard to help inform and influence potential options. Many residents are beginning to understand this and to appreciate the opportunity being provided.

Trestle has reiterated the range of annexation scenarios many times, from do nothing to a complete redevelopment, and reiterated that we will look at a range of solutions and weigh them against both quantitative and qualitative criteria. Residents are beginning to embrace this idea. Trestle has gained traction when communicating the reasoning behind annexation of Ponderosa due to its relationship with utility improvements and the reality that we are not in a crisis situation and able to plan thoughtfully for the future. In addition, the prospect of Round 3 Disaster Recovery funding is an attractive and important element of this study, and the residents understand this. The existing out-of-city utility permit between the City of Boulder and the property requires annexation to take place when the utilities on the property fail. Residents are beginning to understand that the physical appearance of their homes or the park is not driving annexation, but the need for infrastructure upgrades and flood improvements are more relevant.

We have continued to assess the degree of change in resident understanding and beliefs about the project. There is now evidence that the focus is shifting to infrastructure questions and how to improve the site before a major disruption might occur.

PHASE 1 - COMMUNITY PROFILE

► Hopes of Residents and Desired Study Outcomes

Ponderosa community residents have repeatedly said that they hope to stay in their homes with low rent and little or no additional oversight. They hope that the study will provide them with clarity for the future and allow them to invest into their homes and make improvements. Ponderosa residents have expressed the desire to have a stable living situation for themselves and their families, well into the future.



As the project continues, Trestle will continue to answer the following questions, and others, through on-going engagement, outreach, and discussion with the residents, the owners, the property manager, and the City:

- How is the community already stable? Resilient? What does stabilization look like?
- What does a transition state look like?
- What does resiliency look like?
- What funding sources are available?
- What should the community look like in 5, 10, 20 years?



PHASE 1 - COMMUNITY PROFILE

Community Profile - Ownership and Management Perspectives

As part of the community outreach process, Trestle has been working to also understand the vision and goals of the ownership group in order to incorporate their questions, concerns and desires into the planning study. Trestle has met bi-weekly with Greg Gustin, the onsite property manager. The owners purchased the property in 2004, and hired Mr. Gustin to be the property manager in August 2013. Mr. Gustin is well respected and appreciated by both the residents and the owners, and is available onsite with an open door to all residents and neighbors of Ponderosa. Since taking over management of the MHP, Mr. Gustin has made many improvements to the property, and has successfully worked to increase the level of trust between the residents and the primarily out of state ownership group. The ownership group is Mantle Ranch Real Estate LP (MRRE) comprised of a family partnership, with 4 of the 5 family partners living out of state. Trestle along with Chris Meschuk from the City of Boulder have met MRRE several times to provide progress updates and understand ownership's perspective. They are interested in a transparent process and the opportunities to create trust between the City and the ownership group. MRRE are committed to the residents and have worked hard to keep costs down within the MHP and provide affordable rents for the people living at Ponderosa.

Generally, there is a concern from the ownership group around the city's intentions for this property. Trestle has shared a large volume of information with the ownership group to provide a transparent working relationship and to facilitate both an understanding about the complexities that MHPs can face, as well as foster the discussion for future solutions and scenarios that consider all stakeholder perspectives.

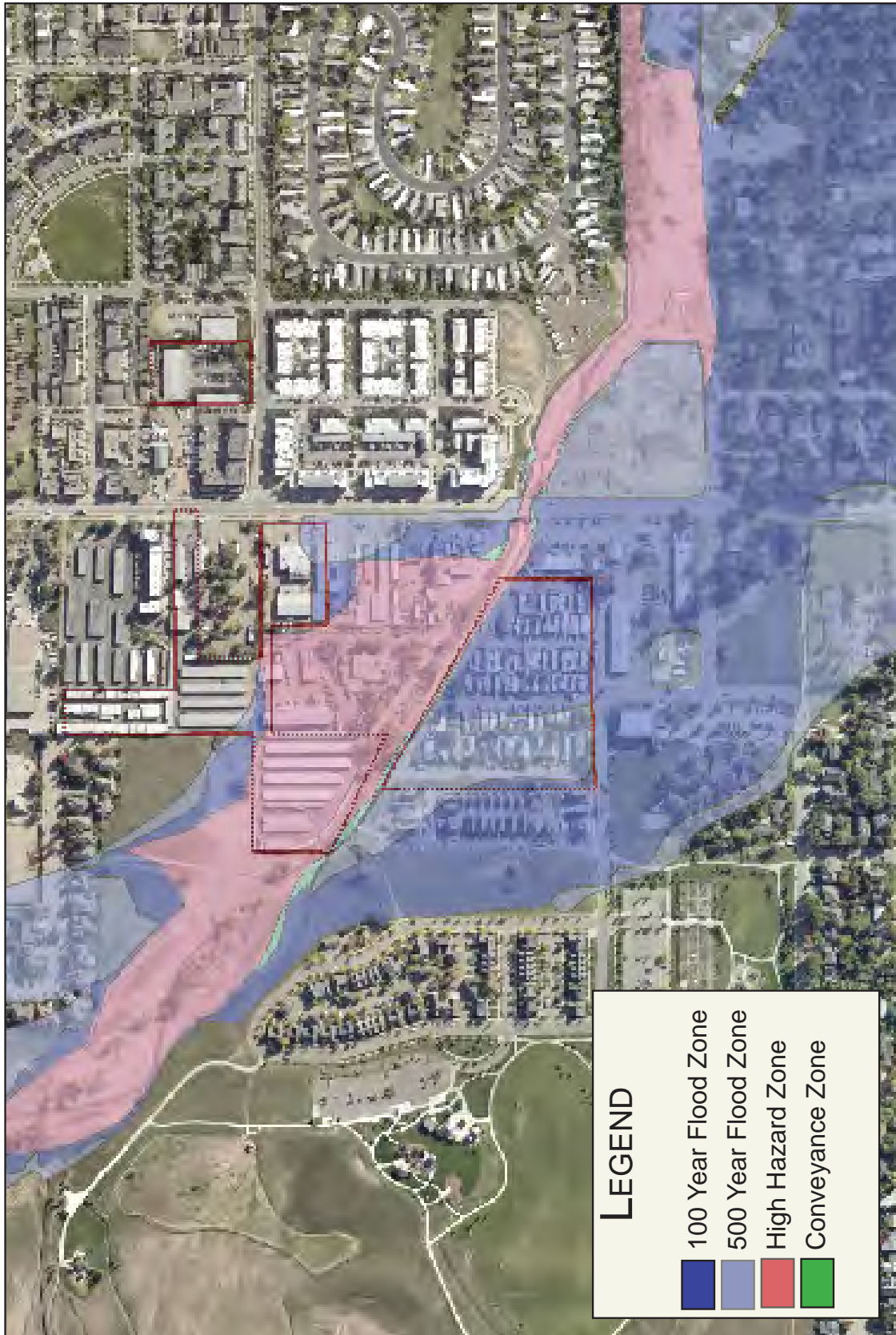
The ownership group has expressed key questions around what the ultimate requirements would be for annexation, what the costs would be and what funding sources would be available. They have expressed their intention to keep rents low and minimize displacement of the residents. This property represents a significant long-term investment for the family partnership, and their desire is to continue to maintain and manage the MHP for years to come. In 2013, they hired an engineer to prepare plans for a new water line and submitted this request to the City of Boulder. At this point in time, they were prepared to make a significant investment into the water infrastructure, but were then made aware of the out of city utility permit and annexation requirements. It was several months after this that the city approached the owners to discuss their participation in West Fourmile Canyon planning study. The owners were present in the consultant selection interview process and have provided direct input to Trestle regarding their concerns, perspectives and questions.

PHASE 1 - GRAPHICS



PHASE 1 - GRAPHICS

FLOODPLAIN OF PONDEROSA MOBILE HOME PARK AND SURROUNDING NEIGHBORHOOD



PHASE 1 - GRAPHICS

TIMELINE OF PONDEROSA MOBILE HOME PARK WEST FOURMILE CANYON ANNEXATION SCENARIOS • JULY 30, 2015



LAND USE

First mobile homes appear on aerial photos. Approximately 16 Mobile Homes and 1 permanent structure. Assumed to be on well and septic system.

1950's

OWNERSHIP

Owners designate public right of way for the use of the public and County of Boulder.

1961

OWNERSHIP

New owner purchases 9.2 acres including the vacant property.

1970's

UTILITIES

Owner receives approval per City of Boulder ordinance no. 4320 to connect to water and sewer systems after area well became contaminated.

1978

UTILITIES

Owner grants City of Boulder an easement for the connections to sanitary sewer system.

1984

STUDY

City of Boulder contracts to study the MHP compliance with fire, health, and life safety issues.

1990

OWNERSHIP

Owner expresses an interest in selling. Appraised value: \$600,000.

1991

OWNERSHIP

Residents petition City Council to consider purchasing the park to eventually resell land to the individual residents.

OWNERSHIP

Residents organize to purchase and operate Ponderosa. City of Boulder hires Thistle Community Housing to help residents prepare a resident ownership plan. 77% of mobile home owners express interest in purchasing land.

1992

OWNERSHIP

Ponderosa Residents prepare an Application for CHAP/HOME funds (\$300,000) to purchase mobile home park with the intent to annex into the City.

OWNERSHIP

Property listed on the commercial real estate market in Boulder with an asking price of \$880,000

1995

LAND USE

City Council expresses interest in retaining Mobile Home Parks as affordable housing option.

STUDY

North Boulder Sub-Community plan designates Ponderosa as Manufactured Housing upon annexation.

OWNERSHIP

City offers \$800,000 to purchase Ponderosa MHP and \$144,000 for the neighboring vacant 2 acre lot

OWNERSHIP

Owner decides it is "not financially feasible for him" to sell the property

STUDY

Report "Ponderosa Mobile Home Park Infrastructure and Life Safety Issues."

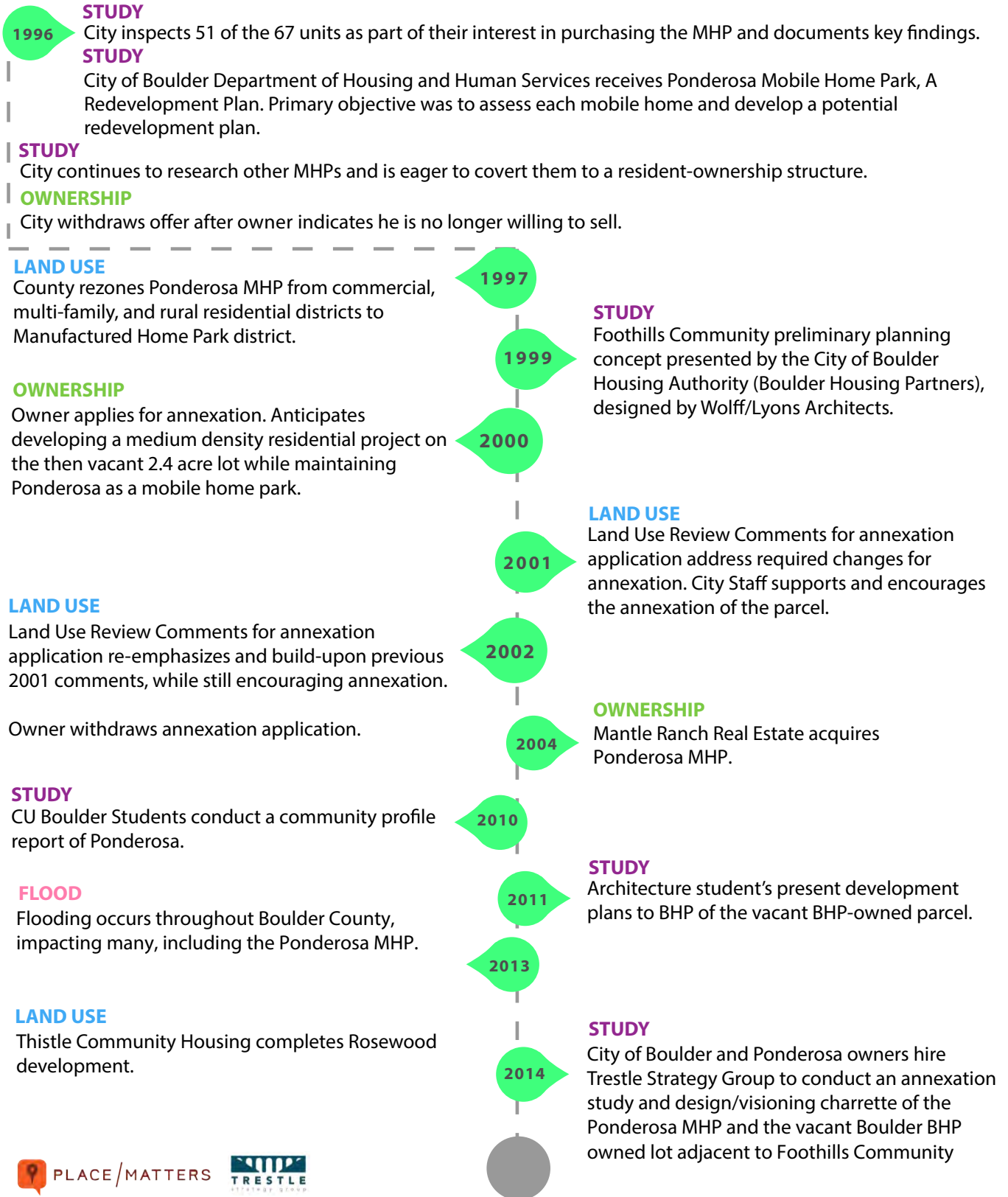
STUDY

"Ponderosa Mobile Home Park, A Redevelopment Plan 1996"



PHASE 1 - GRAPHICS

TIMELINE OF PONDEROSA MOBILE HOME PARK WEST FOURMILE CANYON ANNEXATION SCENARIOS • JULY 30, 2015



PHASE 1 - AERIAL PHOTOS THROUGH TIME



1958



1966



1971



1972



1976



1979

PHASE 1 - AERIAL PHOTOS THROUGH TIME



1984



1993



2015

PHASE 2 - JULY 30TH CITY COUNCIL SUMMARY

July 30th City Council Summary

On July 30, 2015, City staff and Trestle Strategy Group provided a project update on the West Fourmile Canyon Creek Planning Project to City Council at a study session. The purpose of the study session was to provide a project update and gather feedback from City Council. The memo that accompanied the presentation discussed the history, timeline, goals, and considerations and drivers of the project, the history of Ponderosa Mobile Home Park and other mobile home parks in the City, the community (residents, management, and ownership) profile and outreach methods and findings, the annexation goals and considerations, and next steps. The information within the Phase 1 section of this report was presented to the City Council. A summary of council's discussion is provided below.

► General Comments

General comments included the following:

- A majority of council members stated that a key consideration for the options analysis should be keeping the residents of the community together, and minimizing displacement. If a solution will result in long term displacement of the members of the community, the project should not proceed.
- Council members were very appreciative of the outreach and work to date. It will be important to ensure impacts to undocumented residents are considered in the options and funding considerations.
- Council members agreed that the technical analysis, costs and funding options will be essential to understanding what role the city could play in the future of this community.
- Council members were supportive of having a public hearing to discuss the options and potential role of the city in the next steps. Staff will schedule a hearing for a future date.

► Specific Comments

Specific comments from individual council members included the following:

- Curious about the infrastructure costs in phase 2.
- Interested in understanding what areas the city may need to vary the annexation guidelines or establish a phase-in requirement for upgrades. Finding the sweet spot for negotiation with the owners is what we need to do.
- The city is committed to mobile home parks, as evident in Boulder Valley Comprehensive Plan Policy 7.08.
- Interest in understanding the real flood mitigation options for this property, and for mobile homes/manufactured housing.
- What are the various grant funds available, and what restrictions and requirements such as residency status come with the funding? What role could the Boulder Municipal Property Authority play?
- The property should stay manufactured housing.
- If the city provides assistance or funding, how does that work with private ownership? What would the arrangement/partnership/agreement need to be? Something could get worked out, but we need to understand what this looks like for the various options.
- Intrigued by the option of using the BHP Foothills parcel as an interim/temporary solution if phasing or temporary relocation is necessary for the project.
- Goal through annexation is improving quality of life and the infrastructure.

PHASE 2 - "CITY AS PLAY"

August 20th Community Engagement Meeting - "City As Play"

City as Play is a community engagement technique developed by James Rojas, former LA County Metropolitan Transit Authority project manager, that encourages community members to participate in model-building workshops. Participants describe their needs by creating urban spaces with a countless assortment of small items. Through this process, community members are quickly and happily evolved into the planning process. This method helps participants investigate how their memories, experiences, and imagination can shape their environment. Participants' on-the-ground knowledge about what does and doesn't work in their community is presented through artistic representation that can shape their future community.

City Council members Suzanne Jones, Tim Plass, and Lisa Morzel attended the "City As Play" exercise with the Ponderosa residents. At the engagement exercise, Trestle gave an update on the project and provided an overview of the City Council meeting on July 30th, including City Council feedback and comments. City Council members introduced themselves and provided their hopes, goals, and understanding for the project and Ponderosa Mobile Home Park. Community residents had the opportunity to ask questions and voice their opinions directly to Council members. An interactive planning process drove the meeting where residents could tap into their emotions through visual, tactile, and playful exercises. With no right or wrong answer, community residents interacted with a variety of small items to create their ideal community. Each team reported out their results to the group.



► Community Ideas and Goals

- Parks/playgrounds
- Infrastructure piping
- Parking Spaces
- Fountain
- Trees, plants, landscaping
- Community gardens with easy accessible water
- Vegetable garden and flower garden
- Wishing well
- Paved roads
- Consistent snow plow services
- Laundry facility
- Footbridge over creek
- Fire/observation tower
- 'Petting zoo' ie. Chickens, pigs, and eggs



PHASE 2 - "CITY AS PLAY"

- New mailboxes
- New paint for the homes
- More overhead lighting on the roads
- Basketball court
- Better signs ie. Drive slow, children playing



PHASE 2 - TECHNICAL ANALYSIS

Technical Analysis Summary and Costs - Site Planning, Building Code and Infrastructure Analysis

In Phase 2 of the Project, Trestle, in coordination with JVA Engineering, conducted a technical analysis of the physical upgrades that would be required upon annexation into the City of Boulder. Trestle met with multiple city departments including the Fire Department, Water, Wastewater & Stormwater & Flood Utilities, Building Construction & Code Enforcement, Transportation Department, and the Department of Planning, Housing & Sustainability. We discussed the City priorities to reduce impacts to the residents and homes, and worked to identify the minimum requirements that would need to be constructed with annexation of the property. A Concept Plan that identifies potential improvements, road layout, parking and infrastructure based on the feedback from these departments is included on Page 30). A brief summary of the key areas is listed below.

► Parking and Site Planning/Access

Currently the primary access for the site is from Broadway St, with secondary access from Cherry St. The City of Boulder requires that primary access be provided from the lowest category street, which could require that the Broadway access be closed, except for emergency access. When the site is annexed and streets upgraded, primary access to the site would be served off of Cherry Avenue/10th Street. Secondary access would be provided via an existing road extension that was created with the construction of the 1000 Rosewood project.

It is difficult to estimate the actual number of physical parking spaces at Ponderosa MHP that serve the 68 units and 1 manager's office. In order to preserve parking to the extent possible, a conceptual design was prepared (Page 30) that provides 188 spaces, which is approximately 2.74 spaces per unit. Parking is shown in a mix of parallel and perpendicular on street parking configurations. A conceptual road design was prepared to evaluate what road cross sections could serve the community without creating impacts to homes. Roads would be in the same locations and vary from 38-51' in width and are both 1-way and 2-way streets. Sidewalks were identified in strategic location throughout the site to increase pedestrian circulation opportunities from current conditions, while preserving front yard setbacks and avoiding home encroachments.

► Water and Sewer Infrastructure

The water and sewer lines date back from the original construction of the mobile home park in the late 1950s and are located under the mobile homes. The lines have been maintained, cleared and patched as necessary over the years and to improve service and reduce water leakage. In the last 3 years, water service reliability has increased, and the overall water consumption has been reduced by 50% through the repair of both main line water leaks and above ground water leaks. Sewer back ups have been reduced from approximately 1 per month to 1 per quarter and many of the weak portions of the sewer main have been fixed. Despite these repairs, the overall system reliability, design, and layout does not meet current city standards. Upon annexation, the city would require an upgraded water (6") and sewer system (6") to meet current city design and construction standards. The existing system running beneath the homes would be abandoned, and the new system would be installed in the streets of the park.

PHASE 2 - TECHNICAL ANALYSIS

► Detention and Water Quality

The property currently has no site stormwater detention or water quality controls. An increase in impervious area through paved roads and sidewalks would require new stormwater detention and water quality for the site. Conceptual designs show 2 detention ponds on the site, both of which would not impact homes. There is an easement associated with 4401 Broadway, which would allow future connection of a stormwater line to the existing storm system. This connection would reduce the amount of on-site detention that would be required and reduce the overall Plant Investment Fee (PIF) that would be required at the time of street construction.

► Flood Depths

The property is located in the 100- and 500-year flood plain. The flood depths range from 0-12", which would result in shallow flooding across the majority of the site in a flood event. The 2013 flood did not significantly damage the site or the buildings, but did have shallow sheet flows similar to the mapped floodplain. The majority of the sheet flow was conveyed across the site through the roads, which are at a lower elevation than the homes. Homes sustained some minor damage from rainfall, including roof damage. Approximately 24 claims were filed with FEMA for flood damage after the flood by homeowners and the park. Future home replacements in the 100 year floodplain would be required to be elevated and meet the floodproofing standards required by FEMA.

► Fire

There are two fire hydrants currently located within Ponderosa. Two additional fire hydrants would be required in order to meet the minimum spacing requirements of 350-500' from each home. Fire hydrants are allowed on privately maintained water lines. Fire access is not ideal, but is acceptable under current conditions. Some parking spaces may need to be removed in order to provide adequate turning radii, however based on the conceptual design there would be no impact to homes. Primary fire access would be provided via the main access points to the site, with potentially an emergency access point from Broadway St.

► Building Code and Home Spacing Conditions

Manufactured homes are regulated by HUD, and not through the International Building Codes adopted by the City. As a result, the City of Boulder does not regulate homes and does not have building code requirements for spacing. Upon annexation into the City, zoning would be applied to the site and would include separation requirements for units. Currently the homes do not meet all the spacing requirements. This is a common issue in other city mobile home parks, and standard setbacks have been modified through the land use review process, and the city anticipates that this will need to occur in Ponderosa as well. In addition, the current health, life and safety conditions of homes within the park are unknown, and upon annexation, the City would want to work with the residents to ensure that homes meet minimum safety standards.

► Gas and Electric

Current gas and electric service for the site was not studied in detail. It appears that currently homes are not individually metered for gas. While individual metering would be desirable, it is not required. A gas shut off would be required within 6' of the home. Each home is serviced through

PHASE 2 - TECHNICAL ANALYSIS

overhead electrical lines. Over the last 3 years, Mr. Gustin has worked with XCEL Energy to improve connections and remedy reliability issues. While it would be desirable to underground the electric distribution system, this cost estimate was not included as a part of this project.

Infrastructure Cost Analysis

JVA Consulting Engineers conducted an Opinion of Probable Costs for the West Fourmile Annexation Improvements (see attachments) specifically related to the Ponderosa Mobile Home Park. This cost estimate addresses the anticipated site improvements required to annex the property into the City of Boulder. Total project costs are estimated at \$2,086,480, including both hard and soft costs. Required annexation improvements (hard costs) can be categorized into six fields: general site work, pavements, water, sanitary sewer, storm drainage system, and erosion control. Extending services from the main to the unit are included in these costs; however, these costs do not include connection to individual plumbing systems. The full Opinion of Probable Costs dated October 28, 2015 is provided on Page 31. Costs are broken down as follows:

Opinion of Probable Costs		
	COST	% of TOTAL
General Site Work	\$160,400	7.7%
Pavement, curbs, gutter and sidewalks	\$731,900	35.1%
Water	\$261,500	12.5%
Sanitary Sewer	\$205,200	9.8%
Storm Drainage System	\$38,000	1.8%
Subtotal	\$1,434,250	
Contingency	\$215,140	10.3% of subtotal
Contractor's OH&P	\$247,410	15% of subtotal
Engineering and Construction Surveying	\$189,680	9.1% of subtotal
Total	\$2,086,480	

Annexation Requirements and Costs

Following the analysis described above, the city staff prepared a draft of potential annexation requirements, and a cost estimate of the annexation application process, as an information item for the ownership group. While no application for annexation has been filed, the city prepared the following potential list of requirements and conditions for discussion purposes only. Any final decisions of annexation conditions would occur through a formal annexation process, and an annexation agreement for review and consideration of the City Council. These requirements were focused on the infrastructure and life safety aspects of the annexation, and do not address other standard conditions typical of annexations as required by state law or the city's annexation policy and guidelines. These conditions assume continued use and operation of the site as a mobile home park.

PHASE 2 - TECHNICAL ANALYSIS

► Application Fees and Required Documents

- Annexation Application (petition) and Fee: \$21,580
- Storm water & flood plant investment fees & housing excise tax: \$170,705.27
- Title Commitment (twice in the process)
- Annexation Map, legal description, easement maps and easement legal descriptions
- Annexation Agreement

► Utility Upgrades

- Upgrade/Replace Water utility infrastructure within X days to meet current city design standards.
- Upgrade/Replace Wastewater utility infrastructure within X days to meet current city design standards.
- Construct storm water quality enhancements and detention ponds within X days to meet current city design standards.
- Install additional fire hydrants within X days to meet current city design standards.

► Transportation Upgrades

- Construct paved streets, parking areas, curb/gutter and sidewalks within X days to meet current city standards.
- At the time of building permit to construct the streets, pay the then applicable Storm water Plant Investment Fee for the increase in impervious surface.
- At the time of annexation, dedicate emergency access easements for all internal roads within the site
- At the time of annexation, dedicate a public access easement dedication along Cherry Avenue in order to provide for a detached five-foot sidewalk and 8.5' landscape strip.
- At the time of annexation, dedicate a public access easement dedication along Fourmile Creek for the Fourmile Creek multi-use path.
- At the time of annexation, dedicate a public access easement dedication along Broadway in order to provide for a 7' wide buffered bike lane, on-street parking, landscape strip and a detached sidewalk.
- Eliminate access to the site from Broadway and take access into the site from Cherry Ave / 10th Street.
- Construct an additional access into the site from Rosewood Avenue.
- Provide long-term and short-term bicycle parking within the site.
- Construct emergency access into the site from Broadway where the vehicle access currently exists.
- Design the internal roads to accommodate emergency vehicles.
- Provide designated parking for the internal streets that allows emergency vehicle access.

► Mobile Home Inspections

- Within X days of annexation, a 3rd party inspector shall provide a report to the City of Boulder with inspections of each dwelling unit within the park, documenting all life-safety concerns, and a plan to remedy serious violations.

PHASE 2 - TECHNICAL ANALYSIS

Ownership and Management

In November 2015, the city staff and Trestle met with MRRE to discuss the findings of the technical analysis and the cost estimates for annexation. In addition, the city staff reported on the eligibility of CDBG-DR grant funding, which is outlined later in this report. Following that meeting, MRRE communicated that the costs associated with annexation and the required utility upgrades are prohibitive, and that they are unable to assume the entire project costs without subsidy or other alternatives. The city staff and MRRE have continued to talk and discuss options since December, and both the city staff and MRRE have stated a commitment to continue to engage in discussing options

JVA OPINION OF COSTS



JVA, Incorporated
1319 Spruce Street
Boulder, CO 80302
Ph: 303.444.1951
Fax: 303.444.1957

Job Name: **West Fourmile Annexation Improvements**
Job Number: **2408c**
Date: **Oct 28, 2015**
By: **MGR**
Phase: **Concept**

Opinion of Probable Costs
for
West Fourmile Annexation Improvements
Boulder, Colorado

	Quantity	Units	Unit Cost	Total	Percentage
General Sitework					
Mobilization	1	LS	\$10,000.00	\$10,000.00	
Demolition Allowance	1	LS	\$20,000.00	\$20,000.00	
Cut, Fill and Compact Onsite Material	2,400	CY	\$3.00	\$7,200.00	
Export Excess Cut	2,400	CY	\$18.00	\$43,200.00	
Utility Allowance to Support & Relocate Exist Utilities	1	LS	\$20,000.00	\$20,000.00	
Landscaping Allowance (Fence, Plantings, etc.)	1	LS	\$50,000.00	\$50,000.00	
Traffic Control	1	LS	\$10,000.00	\$10,000.00	
	General Sitework Subtotal			\$160,400.00	7.7%
Pavements					
Asphalt Paving - 8"	5,100	TONS	\$110.00	\$561,000.00	
Entrance Drive	2	Ea	\$5,000.00	\$10,000.00	
Concrete - 4"	6,700	SF	\$5.00	\$33,500.00	
Concrete - Curb & Gutter (1-Foot Pan)	7,200	LF	\$17.00	\$122,400.00	
Signage	1	LS	\$5,000.00	\$5,000.00	
	Pavements Subtotal			\$731,900.00	35.1%
Utility - Water					
Domestic Water Service Tap (Remove & Replace)	69	EA	\$1,500.00	\$103,500.00	
Meter & Pit - 6" Compound	2	EA	\$10,000.00	\$20,000.00	
Water Line - 6" PVC C900	2400	LF	\$50.00	\$120,000.00	
Fire Hydrant Assembly - 6"	3	EA	\$6,000.00	\$18,000.00	
	Utility - Water Subtotal			\$261,500.00	12.5%
Utility - Sanitary Sewer					
Sewer Line - 6" PVC SDR 35	1,580	LF	\$40.00	\$63,200.00	
Manhole - 4' diameter (6' depth)	11	EA	\$3,500.00	\$38,500.00	
Sanitary Service Connection	69	EA	\$1,500.00	\$103,500.00	
	Utility - Sanitary Sewer Subtotal			\$205,200.00	9.8%
Utility - Storm Drainage System					
Storm Line - 18" PVC SDR 35	250	LF	\$70.00	\$17,500.00	
Manhole - 4' (5' depth)	1	EA	\$3,000.00	\$3,000.00	
Detention Pond A with Outlet Structure (7,000 CF)	1	EA	\$10,000.00	\$10,000.00	
Detention Pond B with Outlet Structure (2,200 CF)	1	CY	\$7,500.00	\$7,500.00	
	Utility - Storm Drainage System Subtotal			\$38,000.00	1.8%
Utility - Electrical					
Electrical Inspections (See note)	69	EA	\$250.00	\$17,250.00	
	Utility - Electrical Subtotal			\$17,250.00	0.8%
Erosion Control					
Erosion Control and Seeding	1	LS	\$10,000.00	\$20,000.00	
	Erosion Control Subtotal			\$20,000.00	1.0%
	Subtotal			\$1,434,250.00	
			Contingency (15%)	\$215,140.00	10.3%
			Contractor's OH&P (15%)	\$247,410.00	11.9%
			Engineering Fees (Design, Geotech, Staking, Testing, Etc.) (10%)	\$189,680.00	9.1%
			PROJECT TOTAL	\$2,086,480.00	100%

Notes:

- Listed unit costs are based on 2015 construction costs. Costs may need to be adjusted based on construction percentage changes.
- Costs include electrical inspections only. Costs to improve private utility services (gas, elec) are not included.

Engineer's opinions of probable Construction Cost provided for herein are to be made on the basis of Engineer's experience and qualifications and represent Engineer's best judgment as an experienced and qualified professional generally familiar with the industry. However, since the Engineer has no control over the cost of labor, equipment, or services furnished by others, or over the Contractor's methods of determining prices, or over competitive bidding or market conditions, Engineer cannot and does not guarantee that proposals, bids, or actual Construction Cost will not vary from opinions of probable Construction Cost prepared by Engineer. Actual required quantities will vary from this estimate. Owner/Contractor to verify all required quantities and other estimate items, permits, fees, etc. not included above that may be specified in the Construction documents. If Owner wishes to greater assurance as to probable Construction Cost, Owner shall employ an independent cost estimator.