Introduction

A decade has passed since the 2005 Comprehensive Plan was adopted, and it has been updated and modified a number of times with the adoption of various sub-area plans, neighborhood plans, and urban renewal plans. Over a dozen additional urban renewal plans and neighborhood plans were created to support the redevelopment growth of important areas within Broomfield. One of the objectives of this planning effort is to incorporate the relevant portions of these documents into one—the 2016 Comprehensive Plan. In addition to merging these various documents into one, the 2016 Comprehensive Plan recognizes and addresses the changes that have affected the community over the past 10 years, through a series of City Council-identified focus areas and overarching themes.

The focus of this Plan extends beyond the physical components of the community, unlike most comprehensive plans. Broomfield’s status as a city and county has expanded the scope and responsibilities of the administration, and the 2016 Comprehensive Plan reflects that broader perspective.

A variety of efforts are required for the vision in this Plan to become a reality. Some of the actions or efforts identified in this Plan are clearly within the realm of government agencies, while many others will require collaboration between the public and private sectors.

A. PURPOSE OF THE PLAN

Citizens may look to this Plan for guidance regarding the goals and commitments aimed at ensuring a sustainable future for Broomfield. The Plan’s policies and action steps are tools with which Broomfield will control its future. The Mayor, City Council, and City and County of Broomfield departments will also use this Plan to guide their decisions, actions, and relationships with other cities, counties and state agencies.

The 2016 Comprehensive Plan is a 20-year (2016-2036) policy document designed to meet state regulatory requirements and to articulate a vision for the community. The Plan is intended to be a dynamic document—the policies of which are applied on a consistent basis. For the Plan to remain valid and effective, it must be reviewed and amended to remain current with changing conditions occurring within and outside the community. Broomfield’s local economy depends on not only regional but also national and global economic conditions. The assumptions and conditions used to shape the decisions made within this Plan should be evaluated periodically. The evaluation should examine the relevancy of the Plan’s goals and policies in light of current fiscal, market and demographic conditions; the status of the Plan’s implementation; and changes in the community’s values.


(ORD. 1072 1, 1994)
The City Council identified an additional series of overarching themes for the 2016 Comprehensive Plan update to specifically emphasize and address:

- Changing demographics and the related demands placed on City and County government and the community over the next decade. The update will look at the changing demographics and growth projections and analyze the implications for the community.
- Transitioning from a growth-oriented community to a community focused on maintaining and improving existing facilities and neighborhoods while continuing to accommodate anticipated growth.
- Enhancing multimodal transportation throughout the community.
- The impact of technology and the information it provides and how this information affects how residents live, work, play and move.

Furthermore, to ensure that the Plan is updated to reflect community values, changes, and emerging trends, the City Council recognized eight focus areas:

1. Housing
2. Transportation
3. Economic Development
4. Land Use
5. Historic Preservation
6. 120th Avenue Corridor
7. Services
8. Open Space, Parks, Recreation and Trails

B. PLAN ORGANIZATION

The 2016 Comprehensive Plan contains five sections:

- Section I: Introduction
- Section II: Vision
- Section III: Goals, Policies and Action Steps
- Section IV: Implementation
- Section V: Appendices

For the purposes of this Comprehensive Plan, the following concepts and terminology apply:

GOAL:
A GOAL IS AN END TOWARD WHICH EFFORT IS DIRECTED AND THAT PROVIDES THE COMMUNITY WITH A DIRECTION. A GOAL IS A DESIRED IDEAL AND A VALUE TO BE SOUGHT.

POLICY:
A POLICY IS A STATEMENT OF PRINCIPLE OR A COURSE OF ACTION THAT PROVIDES A BROAD FRAMEWORK FOR GUIDING GOVERNMENTAL ACTION AND DECISION-MAKING.

ACTION STEP:
ACTION STEPS ARE SPECIFIC ACTIONS NECESSARY TO IMPLEMENT OR SUPPORT THE SPECIFIC IDENTIFIED POLICY.

Contained within each topic area or Plan element are discussions regarding existing and future trends and summaries of issues and opportunities related to that particular topic. This information has been collected from citizen surveys, Citizen Task Force members, City Council, City and County staff, consultants and third-party analyses.
C. RELATIONSHIP TO OTHER PLANS AND DOCUMENTS

The 2016 Comprehensive Plan is the official statement of Broomfield’s vision. Though the goals and the implementation policies in this Comprehensive Plan cover a broad range of subject matter, the Plan does not provide the specific level of detail required or desired for all topics, issues or geographic areas within Broomfield. The Plan, therefore, is intended to be used in conjunction with several other concurrent plans and documents, both regulatory and functional, as discussed below. The concurrent plans are integrated into the 2016 Comprehensive Plan. Additionally, the Comprehensive Plan and each of these concurrent plans and documents are intended to work in a cohesive and supportive fashion. However, should they conflict with one another in any way, the provisions of the Municipal Code would prevail.

The 2016 Transportation Plan was updated concurrently with the 2016 Comprehensive Plan update to grow Broomfield’s existing network of roads, sidewalks, bike and trail infrastructure into a robust multimodal system. By evaluating land use and transportation policies together, both plans are able to support and anticipate the needs of a changing population, maximize opportunities for enhanced multimodal mobility, and align new or redevelopments with appropriate transportation infrastructure.

The 2016 Comprehensive Plan process updated the goals, policies and action steps from the 2011 Sustainability Plan, and integrated them across multiple topic elements. As such, this Plan will replace the Sustainability Plan.

REGULATORY DOCUMENT

While the Comprehensive Plan provides the framework for making land use and other community-related decisions, the City and County of Broomfield’s regulatory documents provide specific criteria and requirements governing land use and development within Broomfield. These regulations, therefore, provide the most direct means for implementing the vision, goals and policies in this Plan. The following provides a more detailed description of the regulations controlling land use and development.

BROOMFIELD MUNICIPAL CODE

The Broomfield Municipal Code is a critical implementation tool for the Comprehensive Plan. The Municipal Code regulations control the allowable uses of land within Broomfield, as well as the physical standards of a development’s size, shape and form.

The Municipal Code should correspond to the goals and policies of the Comprehensive Plan to ensure that incremental development decisions reflect the community’s vision. Privately owned, vacant land within Broomfield will develop and redevelop over many years with different owners, developers, investors, urban designers and architects. The Comprehensive Plan provides a framework for making responsible decisions that reflect the desires of the community and encourage continuity and compatibility among neighborhoods. All land use applications should be reviewed not only for conformance with specific zoning requirements but also for consistency with the direction and guidance provided by the Comprehensive Plan.

FUNCTIONAL PLANS

The Comprehensive Plan is the principal planning document addressing Broomfield’s goals and policies related to land use and other key community issues. A number of other “functional” plans and documents have been or may be adopted by Broomfield to address specific topics or government functions. The City and County of Broomfield intends the Comprehensive Plan as a guide for updating current plans and formulating concurrent and future functional plans. As these plans are adopted, they will provide a detailed framework for future land use and growth management decisions.
**EXISTING FUNCTIONAL PLANS**
- Transportation Master Plan (updated 2016)
- Hazard Mitigation Plan (2015)
- Long-Range Financial Plan (Updated 2013)
- Water Conservation Plan (2011)
- Open Space, Parks, Recreation and Trails Master Plan (2005)
- Treated Water Utility Master Plan (2003)
- Reuse Water Master Plan (2003)

**NEIGHBORHOOD PLANS**
- Westlake Neighborhood Plan (2009)
- Civic Center Master Plan (2008)
- Original Broomfield Neighborhood Plan (2008)
- Broomfield Heights Neighborhood Plan (2002)

**SUB-AREA PLANS**
- Metzger Farm Open Space Master Plan (2010)
- West 120th Avenue Gateway Sub-Area Plan (2004)
- Broomfield County Commons Management and Master Plan (2004)
- Broomfield Interchange Sub-Area Plan (2000)
- 96th Street/Northwest Parkway Sub-District Master Plan (1999)
- Interstate 25 Sub-Area Plan (1999)
- U.S. 36/Wadsworth Interchange Sub-Area Plan (1997)

**URBAN RENEWAL AREAS**
- Broomfield Amended West 120th Avenue Corridor Urban Renewal Plan (2013)
- Broomfield Plaza-Civic Center Urban Renewal Plan (2013)
- Lowell Gateway Urban Renewal Plan (2013)
- Original Broomfield Urban Renewal Plan (2013)
- US 36 West Corridor Urban Renewal Plan (2013)
- Hoyt Street Urban Renewal Plan (2012)
- North Park Urban Renewal Plan (2009)
- Wadsworth Interchange Urban Renewal Plan (2005)
- Villager Square Urban Renewal Plan (1997)
- 96th Street Gateway Urban Renewal Plan (1993)

**INTERGOVERNMENTAL AGREEMENTS**
- City of Westminster regarding Metzger Farm (2005)
- Boulder County Open Space (2002)
- City of Dacono Regarding Future Growth Areas (1999)
- Southeast Boulder County, South 96th Street, Dillon Road, and U.S. 287 Area Comprehensive Development Plan (Northwest Parkway) (1999)
- Town of Erie and the County of Weld (1998)
- City of Thornton Regarding the I-25 Corridor Comprehensive Development Plan Area (1998)
- City of Thornton Concerning Phase One of a Two Phase Alternative Analysis Highway Intersection Study for the Reconfiguration of the Intersection and Associated Highway Access Location at Interstate 25 and State Highway 7 (1998)
- Southeast Boulder County Comprehensive Development Plan (Lafayette) (1997)
D. PLANNING PROCESS

The 2016 update process for the 2005 Comprehensive Plan included two community surveys—(1) a broad survey of City and County services and issues and (2) a focused survey addressing issues specific to the preparation of the Plan update. The results of the survey responses, which were presented to the Citizen Task Force and Broomfield staff, directed the efforts and scope of work for the update. Additionally, individual interviews with a cross section of community leaders and representatives were held at the beginning of the process. These initial conversations focused on Broomfield’s greatest challenges and opportunities.

E. COMPREHENSIVE PLAN MAPS

LAND USE PLAN

Map 1, Land Use establishes preferred development patterns by designating land use categories for specific geographical locations. The land use designations implement the overall goals and policies described throughout the Comprehensive Plan document. However, these designations do not preempt the City’s zoning regulations, and they are not intended to depict either parcel-specific locations or exact acreage for specific uses. Since the adoption of the 2005 Comprehensive Plan and Land Use Map, Broomfield has undertaken a number of detailed sub-area and neighborhood planning efforts in many areas that have or have had pressure for development or potential significant changes in land use. As a result, the 2005 Land Use Plan has been updated significantly over the last 10 years.

The Land Use map reinforces and supports the Comprehensive Plan’s following primary themes:

- Maintaining fiscal sustainability
- Enhancing environmental stewardship
- Enhancing Broomfield as a community of neighborhoods and gathering places
- Supporting existing neighborhoods and facilities
- Planning for areas of change and stability
- Strengthening an interconnected system of open lands and the “Green Edge”
- Enriching community services and facilities
- Ensuring a walkable and bikeable community
- Adapting to changing demographics
- Enhancing multimodal transportation
- Anticipating the impact of technology

The Task Force began updating the 2005 Comprehensive Plan document in early 2015. The 18-member Task Force (see the Acknowledgments for a roster of members) included representatives from advisory boards, such as Open Space and Health and Human Services; from City Council; and from local residents and employees. The Task Force met every month on average and more frequently as the document neared completion. Extensive and spirited discussions took place regarding the Plan vision; each topic element; and the goals, policies and action steps contained within each section. A website, along with social media posts and public events, communicated updates and notifications regarding the planning process.

The City and County of Broomfield Comprehensive Plan and Land Use Map were adopted on October 25, 2005, by Resolution No. 2005-164.

A review of the updated 2005 Land Use Map during the Comprehensive Plan update process resulted in 28 land use categories being consolidated to 8 to provide more flexibility and clarity. These changes reflect a number of recently approved land development projects, open land preservation efforts, and planned-unit developments (PUDs).

The Land Use Map is the basis for the financial analysis and models within the City and County of Broomfield’s Long-Range Financial Plan. Because clarifications and updates made as part of this planning process were limited, the Land Use Map remains consistent with the Long-Range Financial Plan.

Additionally, the Land Use Map includes the Boulder County Rock Creek Farm Open Space located along Broomfield’s western boundary, and the Metzger Farm to the southeast. The inclusion of open space is consistent with two intergovernmental agreements (IGAs) with Boulder County and the City of Westminster, allowing Broomfield to include this property in the Comprehensive Plan and ensuring perpetual access to the open space for Broomfield residents.
Map 1. Land Use

Source: Broomfield GIS Department; CDOT; Broomfield Community Development Department

LEGEND

Future Land Use Categories

City and County of Broomfield
Interstate
Highways
Streets
Railroad
Regional Commercial
Commercial
Mixed-Use Commercial
Industrial
Transit-Oriented Development
Residential
Rural Residential
Public/Quasi Public
Open Lands
Business & Residential Transitional Overlay
Conservation Easement Overlay
Waterbody
Creeks, Ditches and Canals
Open Lands
Open Space (outside Broomfield)
LAND USE DESIGNATION DEFINITIONS

REGIONAL COMMERCIAL
Primary uses permitted within areas designated for Regional Commercial include regional shopping areas, discount/big-box retailers, travel commercial uses such as gas stations and hotels, auto-related uses, entertainment, and residential. These areas should allow for the most flexibility in uses and site design to spur innovation and economic development at key regional nodes. Heavy industry is not appropriate for these areas. Secondary uses allowed include Public/Quasi-Public and Open Land uses.

COMMERCIAL
Commercial is an appropriate designation for areas with retail, employment, commerce/service, research and development, and office uses. These areas should offer high-quality design, attractive architecture, and landscaping with visual interest and should be compatible with existing and proposed surrounding uses. They should be designed and developed/redeveloped to support multimodal transportation and offer attractive gathering spaces (public and private) to enhance the working environment and add value to the community. Secondary uses allowed include Public/Quasi-Public and Open Land uses.

MIXED-USE COMMERCIAL
Primary uses within Mixed-Use Commercial areas include commercial, employment and multifamily or single-family attached residential uses. Single-family detached uses may be allowed in limited areas through the PUD review and approval process. As a guide, no more than 30 percent of the land area within the Mixed-Use Commercial district should be utilized for residential uses unless approved through the PUD process. Residential built above first-floor retail should be considered a bonus in excess of this maximum. Secondary uses allowed include Public/Quasi-Public and Open Land uses.

INDUSTRIAL
Industrial areas are characterized by light and heavy industrial, office, manufacturing, research and development, warehousing, outside storage, and some commercial uses. These areas are generally located close to regional transportation networks. Industrial uses should be adequately buffered from incompatible uses. A stricter standard may be imposed for more intense industrial uses. Secondary uses allowed include Public/Quasi-Public and Open Land uses.

TRANSIT-ORIENTED DEVELOPMENT
These areas are appropriate locations for a mix of uses that cater to the needs of area residents and transit commuters. Examples of allowed uses include moderate and high-density residential, employment-generating uses, convenience and specialty commercial, and support commercial uses. The configuration of uses within this district should support transit ridership, promote walking and hiking for midday trips, link the citywide greenway system, and allow those who wish to live and work in the same neighborhood to do so. The design and orientation of new buildings should be pedestrian-oriented and special streetscape improvements should be considered to create rich and enjoyable public spaces. A strong physical relationship between the commercial and residential components to adjacent transit centers (park-n-rides and commuter rail stops) is critical. Residential densities can be concentrated in multistory projects. Secondary uses allowed include Public/Quasi-Public and Open Land uses.
RESIDENTIAL
Residential land encompasses neighborhoods covering a mix of housing types to meet both current and future residents’ changing needs and conditions. This includes single-family homes, multifamily units, mobile homes, and senior communities within neighborhoods that vary in character and density from rural or suburban to urban. Residential areas should have access to recreation, education, and community facilities, as well as paved paths connecting to these facilities and the local and regional trail system. The land use designation is intended to protect existing residential areas while providing flexibility in the development of future residential areas.

RURAL RESIDENTIAL
Rural Residential areas should include a mix of 1- to 10-acre lots with building sites clustered to maximize open lands. Smaller lot sizes down to one-half acre may be appropriate for new development with urban services.

BUSINESS AND RESIDENTIAL TRANSITIONAL OVERLAY
Transitional Overlay areas encompass neighborhoods that are designated Rural Residential and located 660 feet north of the centerline of West 144th Avenue between Lowell Boulevard and Zuni Street. These areas are appropriate for office, personal service, and other residential and nonresidential uses as identified in the Broomfield Municipal Code.

PUBLIC/QUASI PUBLIC
Public/Quasi-Public Lands include government offices, service centers, major utility infrastructure such as water and wastewater treatment facilities, community and senior centers, libraries, fire stations, schools, hospitals, churches, and other large public/quasi-public facilities.

OPEN LANDS
Open Lands are those public and private lands acquired or preserved in the public interest. They serve a variety of functions including conserving and protecting natural, cultural, historic or scenic resources; providing opportunities for recreation; shaping the pattern of growth and development; and preserving agricultural resources.

Open Lands may encompass park and recreation areas, open space, and other open lands. Park and recreation areas are the most intensively developed and used type of open lands. They may contain open turf areas for passive recreation, playing fields, hard courts, picnic areas, restroom facilities, and other improvements. Open space areas are parcels intentionally protected from development and set aside for primarily unstructured recreation and the appreciation of natural surroundings. Open space areas may contain trailheads and trails, fishing facilities, wildlife viewing areas, and other facilities that support uses compatible with site resources and conditions. Other open lands include golf courses, detention areas, and other facilities that are maintained by the City and County of Broomfield. The Open Lands designation also includes conservation easement areas and agricultural lands used primarily for agricultural purposes with single-family homes on a minimum of five acre lots.

OPEN LANDS OUTSIDE BROOMFIELD
This designation includes open lands jointly managed or owned with other jurisdictions adjacent to Broomfield’s boundary.
FRAMEWORK MAP

Map 2, Framework, is intended to be used in conjunction with the Land Use map (Map 1) to illustrate key community design policies contained in the 2016 Comprehensive Plan and to guide the overall vision for Broomfield’s community form and identity. The Framework map is not intended to direct specific land use planning. Rather, it is intended to define relationships among designated land uses to create a meaningful and logical structure for future development. The map also provides a starting point for development proposal submittals by illustrating how specific land use proposals fit into the overall community framework.

Overall Comprehensive Plan principles highlighted in the Framework map include:
- Network of open lands
- The Broomfield trail network linking the community
- The location of the three civic and town center districts
- Mobility hubs that provide intermodal connectivity
- Key rail and street corridors

URBAN GROWTH BOUNDARY MAP

The City and County of Broomfield recognizes the Denver Regional Council of Governments (DRCOG) growth boundary, as indicated on Map 3, Urban Growth Boundary. The Urban Growth Boundary map depicts the pattern of urban development reasonably expected by the year 2040 for those areas currently within the DRCOG jurisdictional boundary. The urban growth boundary is intended to provide predictability so that infrastructure can be planned in advance and constructed more cost efficiently. The boundary also encourages a more compact pattern of development by directing growth inward, stimulating infill and redevelopment activity and encouraging the use of existing infrastructure.

SUSCEPTIBILITY TO CHANGE MAP

Broomfield’s future growth areas generally are identified on Map 4, Susceptibility to Change. Those areas, shown in orange and red, are the areas that are most likely to experience development and/or redevelopment in the foreseeable future. Areas in orange have approved PUD plans defining proposed land uses. Some of these areas are currently being developed, while others have older PUD plans in place that may see changes in proposed land uses before development. The areas in red are properties that do not have approved planning documents or are very likely to see either new developments or redevelopment, along with possible changes in land use.

Red areas of change are identified due to one of two factors: (1) The area is currently undeveloped and/or is being used for agriculture with no approved planning documents in place to dictate a more intensive land use; or (2) The value of current improvements on the land are low enough compared with the value of the land itself that the property is considered underutilized and ripe for redevelopment.

The primary area for future growth is in the northern part of the community around Interstate 25 and State Highway 7. Additional areas where change is anticipated to occur are along West 120th Avenue, along U.S. Highway 36 south of West 120th Avenue, vacant parcels within Interlocken and development of properties along South 96th Street north of U.S. Highway 36.

Finally, this map should be used as a guide depicting areas that are at different stages of development. The map, therefore, should not literally be used for preparing a financial analysis of individual properties.
**SUB-AREA AND NEIGHBORHOOD PLANS MAP**

*Map 5, Sub-Area and Neighborhood Plans,* depicts all approved sub-area plans and neighborhood plans for the City and County of Broomfield. Each of these plans covers a specific geographic area and typically identifies desired uses, building types and other urban design elements for these areas. Sub-area plans and neighborhood plans are a tool to implement the goals of the Comprehensive Plan by providing a more detailed level of expectations for a specific area.

**URBAN RENEWAL AREAS MAP**

*Map 6, Urban Renewal Areas,* depicts all currently approved urban renewal areas in the City and County.

**ADJACENT COMMUNITIES’ LAND USE MAP**

*Map 7, Adjacent Communities’ Land Use Map,* illustrates the Comprehensive Plan land use categories of adjacent communities. The map helps provide context for what is occurring or will occur in adjacent communities. It is especially useful when looking at proposed land uses along Broomfield’s borders. The map helps to identify and understand the likely impact on Broomfield from land uses in adjacent communities.

This map is for information and reference purposes only and is assumed to be accurate only from the date of adoption of this Comprehensive Plan. For up-to-date information and details about proposed land uses outside Broomfield’s jurisdictional boundary, the adjacent community in question should be contacted.
Map 2. Framework

Source: Broomfield GIS Department; CDOT

LEGEND

- City and County of Broomfield
- Interstate
- Highways
- Streets
- Railroad
- Creeks, Ditches and Canals
- Waterbody
- Open Lands
- Civic and Town Center Districts
- Key Rail Corridor
- Key Roadway Corridor
- Mobility Hub
- Micro-Mobility Hub
Map 3. Urban Growth Boundary

LEGEND

- City and County of Broomfield
- Interstate
- Highways
- Streets
- Railroad
- Creeks, Ditches and Canals
- Waterbody
- Open Lands
- Urban Growth Boundary

Source: Broomfield GIS Department; CDOT
Map 4. Susceptibility to Change

LEGEND

- City and County of Broomfield
- Interstate
- Highways
- Streets
- Railroad
- Creeks, Ditches and Canals
- Waterbody
- Open Lands
- Planned Unit Development (PUD) Developed
- Planned Unit Development (PUD) not yet Developed
- Areas of Stability
- Areas of Change (Vacant or Underutilized)

Source: Broomfield GIS Department; CDOT
Map 7.  Adjacent Communities’ Land Use

Source: Broomfield GIS Department; CDOT; Weld County; Adams County; Boulder County; Louisville; Westminster; Dacono; Superior; Lafayette; Erie; Jefferson County

*Adjacent Communities Land Uses combined and generalized with Broomfield Land Use colors for illustrative purposes only.

Source: Broomfield GIS Department; CDOT; Weld County; Adams County; Boulder County; Louisville; Westminster; Dacono; Superior; Lafayette; Erie; Jefferson County

LEGEND

- City and County of Broomfield
- Interstate
- Highways
- Railroad
- Creeks, Ditches and Canals
- Waterbody
- Regional Commercial
- Commercial
- Mixed-Use Commercial
- Industrial
- Transit-Oriented Development
- Residential
- Rural Residential
- Public/Quasi Public
- Open Lands
- Business and Residential Transit-Oriented Overlay
- Conservation Easement Overlay
- Agriculture (Surrounding Community Land Use)