City of Louisville
COLORADO • SINCE 1878

Planning Commission

Agenda

November 9, 2023
City Hall, Council Chambers
749 Main Street
6:30 PM

Members of the public are welcome to attend and give comments remotely.

1) ***You can call in to +1 253 215 8782 or +1 346 248 7799 Webinar ID # 823 1948 7837 Passcode 773858***
2) ***You can log in via your computer. Please visit the City's website here to link to the meeting:*** www.louisvilleco.gov/planningcommission

The Commission will accommodate public comments during the meeting. Anyone may also email comments to the Commission prior to the meeting at: planning@louisvilleco.gov

1. Call to Order
2. Roll Call
3. Approval of Agenda
4. Approval of Minutes – September, October
5. Public Comment on Items Not on the Agenda
6. Continued Business – Discussion Item:
   a. Housing Plan Strategy Framework
7. Planning Commission Comments
8. Staff Comments
9. Items Tentatively Scheduled for Future Meetings
   a. Code amendment to clarify when projects can go straight to Final PUD
10. Adjourn

Persons planning to attend the meeting who need sign language interpretation, translation services, assisted listening systems, Braille, taped material, or special transportation, should contact the City Clerk's Office at 303 335-4536 or MeredythM@LouisvilleCO.gov. A forty-eight-hour notice is requested.

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City of Louisville
COLORADO • SINCE 1878

Planning Commission

Meeting Minutes

September 14 2023
City Hall, Council Chambers
749 Main Street
6:30 PM

Call to Order – Chair **Brauneis** called the meeting to order at 6:30 PM.

Roll Call was taken and the following members were present:

Commission Members Present:	Steve Brauneis, Chair Jeff Moline, Vice Chair Keaton Howe, Secretary Tamar Krantz Debra Baskett Allison Osterman Cullen Choi
Commission Members Absent:	None.
Staff Members Present:	Jeff Hirt, Planning Manager Rob Zuccaro, Community Development Director Ellie Hassan, Planner II Claire Kreycik, Senior Administrative Assistant Ben Jackson, Planning Clerk

Approval of Agenda
The agenda was approved by all members.

Public Comments on Items not on the Agenda
None was heard.

Public Hearing Items - New Business

a. **DELO Lofts Rezoning – 1301 Courtesy Road and Outlot 1**. Adoption of Resolution 18, Series 2023 recommending approval of a rezoning from the CC-

MU (commercial community mixed use) to the MU-R (residential mixed use) zoning district.

i. Case Planner: Rob Zuccaro, Community Development Director
ii. Owner: Courtesy Road Partners LLC
iii. Applicant: Live Forward Development

Brauneis opened the public hearing. All notice requirements were met and there were no commissioner conflicts of interest.

Staff Presentation:
Zuccaro introduced the application for the rezoning of DELO West, a 2.5 acre property on Courtesy Road south of Griffith Street. The first part of the application was to rezone the site from Commercial Community – Mixed Use (CC-MU) to Residential Mixed Use (MU-R). The second part was to amend Land Use Plan Exhibit A, as per Chapter 17.14.
Zuccaro explained that as all zoning in a mixed use district was required to conform to the Land Use Plan Exhibit, an amendment was necessary for the rezoning to remain in compliance.
Zuccaro said that existing CC-MU zoning was only intended for commercial uses, and prohibited residential use. The original intention was for all properties bordering Highway 42 to be commercial, with mixed-use residential located off of the highway. The change to MU-R means the site would be primarily residential.
Zuccaro noted that the size of the property meant the zoning code did not require mixed-use development, instead strongly encouraging them. The MU-R zoning allowed for up to 20 dwelling units per acre.
Zuccaro explained the history of the property, noting that planning for its redevelopment began with the 2003 Framework Plan and Comprehensive Plan Amendment. This was done in anticipation of the construction of the RTD commuter rail line. The intent was to convert this historically industrial area into a more walkable, pedestrian friendly mixed-use area to support the commuter rail station. There is an Urban Renewal Overlay for the area which helped fund much of the existing DELO development. In 2007, a mixed-use overlay district was created to require the rezoning of any lots that were to be developed from their existing Industrial zoning to CC-MU. The property was previously rezoned from Industrial to CC-MU. The Highway 42 Gateway Analysis was conducted in 2013 to plan vehicular access for the redevelopment district. The original DELO development took place in 2015-16.
Zuccaro added that the City's Urban Renewal Plan was aimed at removing blight, stimulating growth and investment, and supporting appropriate land uses.
Zuccaro said that RTD had been unable to build the commuter rail line due to funding shortfalls. The City had been collaborating with RTD on the Peak Service Study, which explored the feasibility of a more limited peak direction rail service that could begin sooner

than the current full service plan. The Front Range Passenger Rail District had also designated the Northwest Rail Corridor as a preferred option for the Front Range Passenger Rail service.

Zuccaro said that the Applicant had proposed a concept plan for what could be built on the site should the rezoning be approved. The plan included 74 apartment units, 35 townhome units, and a 4,000 sq. ft. retail space located within the apartment complex. The concept plan covered development on both the property to be rezoned and the neighboring lot formerly known as the DELO lofts development.

Zuccaro noted that the City Council previously rejected the DELO Lofts development. The applicant was intending to consolidate the lots should the rezoning be approved. The applicant provided a traffic analysis and a market analysis. The traffic analysis found that the rezoning and redevelopment would reduce daily average traffic volumes when compared to the existing commercial development. It also found that no additional transportation infrastructure would be required. The market analysis found that there is much stronger demand for residential development than for commercial or industrial development on the site. Poor vehicular access had weakened the viability of commercial development on the site.

Zuccaro explained that staff analysis found the rezoning met policy objective #2 of the LMC Sec. 17.44.050, which required that the area to be rezoned had changed to such a degree that it was in the public interest to encourage redevelopment of the area. The changed conditions for the site were the weak market conditions for highway-oriented commercial development, and the lack of adequate vehicular access to support such development. The initial land use exhibit anticipated stronger commercial demand than what eventuated. He noted that the DELO Marketplace took a long time to fill up, and that there remained two pad sites that had yet to be developed.

Zuccaro said the fiscal analysis model found a net negative fiscal impact for the rezoning of the property. This was due to the cost of providing services to residents, and was typical for residential and mixed-use development. He suggested that the City should consider the economic vitality development can bring and how the redevelopment can foster and support neighboring businesses, as this was not considered as part of the fiscal analysis. The analysis also did not factor in the increases in online sales tax revenue the City has seen.

Staff Recommendation:

Staff is recommending approval of the rezoning.

Commissioner Questions of Staff:

Moline asked how the Inclusionary Zoning Ordinance would apply to future development. Zuccaro said the applicant must allocate 12% of the units within the development as deed restricted affordable housing, or pay a fee in lieu to subsidize equivalent housing elsewhere.

Howe asked if the commercial and retail spaces would be developed concurrently. Zuccaro deferred to the applicant.

Krantz asked about traffic patterns and why residential development would not face the same difficulties in traffic access as the current commercial development. Zuccaro said businesses would see limited access as it is only accessible from the western side of the street, so they would be less likely to choose this location. Residential would not have this same constraint as they are not trying to capture highway traffic.

Brauneis asked whether the rezoning was in the interests of Main Street, and how this related to the commercial corridor on McCaslin Boulevard. Zuccaro said bringing in more residents would have direct positive effect on Main Street businesses. Businesses on McCaslin Boulevard would be unlikely to be majorly impacted, though new residents would also utilize some of the services available on the McCaslin corridor.

Baskett asked about points of access to the property. Zuccaro shared a map and specified that access points would be on Griffith Street and Cannon Street. There would also be a right-in right-out private driveway onto Courtesy Road.

Krantz asked whether commercial development could be more feasible if traffic access were changed. She wondered whether the DELO Plaza site would be more viable if it were more accessible like Christopher Plaza is. Zuccaro said that would not be a signalized access point for this development. He noted that the City has been trying to actively encourage commercial development on this site for some time, but had been unsuccessful. He did not believe that changing access conditions would be sufficient to make commercial development viable on the site.

Brauneis asked whether the lack of a set-back and step-up for the proposed heights of the rezoned property would negatively affect the neighborhood. Zuccaro said having taller buildings along the busier road would create a buffer for pedestrians and residents, and would make the interior areas more pleasant for residents.

Choi asked whether there had been a calculation of the units per acre as part of the zoning adjustment. Zuccaro said that staff completed a density calculation for the whole project, not just the rezoning area. Staff found the proposed development would be within the maximum allowable density. Choi requested the density calculation for the rezoning area from staff.

Applicant Presentation

Hunter Floyd, non-resident, architect and developer with Liveforward Development, introduced the project. He noted that they were not the original developer of the DELO West project, and they had been crafting the proposal in consultation with the neighborhood. They believed the development at DELO can support Main Street and promote walkability.

Floyd said that Liveforward builds high impact, low intensity housing projects on challenging infill sites. He noted that they have completed similar projects in the past. He said they focus on designing with environmental, fiscal, and social sustainability in mind, and consider how they can benefit the broader community.

Floyd noted that the developer had been engaging with the community, including with neighborhood residents and local business owners. They had focused on the benefits the development could bring for businesses on Main Street. Floyd added that they have received multiple letters of support from the Downtown Business Association and others over the last three months.

Floyd shared the results of Liveforward's outreach. They found that neighborhood concerns included a lack of green space, dogs using the DELO Park space, the high density along Cannon Street, the viability of retail and commercial businesses on the site and whether they would compete with Main Street, traffic and traffic safety, and the impact on connectivity. They also found the neighborhood requested more affordable housing, amenities for residents, outdoor space for dogs, and a site use more compatible with neighboring residential areas. He added that a survey of what neighbors wanted from the DELO development placed sustainability as the most important characteristic. This was followed by a local sense of place and walkability tied for second, and street connectivity in fourth.

Floyd summarized the presentation by first noting that the rezoning was consistent with the city's vision and plans for the area, as noted in the Highway 42 Framework Plan. He added that it was supported by the neighborhood and would provide much needed attainable and affordable housing for the city. It would also help to support local businesses, increase walkability, and improve neighborhood connectivity.

Commissioner Questions of Applicant:

Floyd addressed Krantz's question about retail and commercial access to the site. He said businesses want to induce demand from passing traffic, making access crucial to their viability. Residents want quiet streets with easy access, but do not induce demand from passing vehicles.

Floyd addressed Howe's question on the concurrency of residential and commercial development. He said it is unclear whether it will be possible, but it is their intention to build the whole development concurrently. He noted that they do have a partnership with a Denver restaurant that is interested in commercial development on the site.

Choi asked about the target price point for affordable units they have built in previous developments. Floyd said the pricing is very market and county dependent based off of

the area's average median income, so it is difficult to generalize. He said that they will be able to provide information about this during the PUD stage.
Osterman asked whether there will be a mix of owner occupied and rental units. Floyd said they intend for all units, apartments and townhomes, to be rentals.
Floyd addressed Brauneis' earlier question about the proposed heights of the redevelopment. He noted that there was community concern around the original DELO development regarding traffic and access, as the original plan had three story apartment blocks along Cannon as well. Liveforward changed their plan to instead have townhomes and smaller buildings along Cannon to allow for better access.
Howe asked about the density calculations for the property. He noted that the site is 4.3 acres, and as the guidelines allow for 20 units per acre, the property would therefore be allowed 88 units. However, as the proposal includes 109 units, he asked whether they intend to apply for a density waiver. Floyd deferred to Zuccaro. Zuccaro said that the zoning district allows for the distance to the centerline of adjoining public streets to be counted towards the area. Zuccaro estimated that the adjusted property size is 5.36 acres, which would put the development just over 20 units per acre. Floyd added that they do not intend on asking for a waiver, and are planning on staying under 20 units per acre. However, this may change to accommodate more affordable housing at the PUD stage with community support.
Howe asked if they have ever done fee in lieu of affordable housing for previous projects. Floyd said no. Scott Kilkenny, non-resident and partner at Liveforward, mentioned one project in Phoenix where they successfully built a condominium development for people on low incomes.
Krantz asked if they would be comfortable with the inclusion of affordable housing units being a condition of the rezoning. Floyd said yes. Zuccaro added that re-zonings typically cannot be conditioned on this, per the City Attorney. He noted that there is a requirement for a waiver not to build the affordable units on site, and that the City is able to apply pressure to have the units built on site. It would be up to City Council to decide whether to accept the fee in lieu.

Public Comment:
Motion to enter 1 comment into public record was moved by Moline, seconded by Howe, and approved by all members.

Jean Morgan, resident, argued that a traffic light is needed at the intersection of Griffith Street and Highway 42. There are currently only 3 egress paths from this neighborhood, and with the additional traffic from the proposed development, a new light is needed at Griffith. She added that the current situation is dangerous, and a new light would be appreciated by the neighborhood.

Cindy Bodell, resident, questioned whether the development met the criteria for rezoning as set out in the LMC. She noted that the first point of the code says that the land to be rezoned was originally zoned in error, and she was not sure whether this was the case for the development. She also asked the Commissioners to give consideration to the City's fiscal analysis, which showed a net negative fiscal balance from the redevelopment.
Sherry Sommer, resident, asked the Planning Commission to reject the application. She said the application failed to address or clarify the concerns of local residents, and that the development would not be in the public interest because of the traffic it would create. She also said that the Planning Department had not completed a traffic study. The area on Griffith was already congested with school traffic, and would be unable to support the maximum allowable density under the zoning code. She was also concerned by the lack of additional green space, and that the development may worsen walkability to local businesses. She also raised concerns about the proposed all rental model for the development, claiming that new residents would not be attached to the City as non-property owners, and that there would not be enough affordable units.
Josh Cooperman, resident, strongly supported the rezoning. He said that it is an ideal spot for redevelopment, and for more housing in Louisville. He added that future residents would be able to patronize and support businesses on South Boulder Road, Main Street, and Louisville more broadly, particularly with strong walking and biking access. He also noted that a higher density development would be more sustainable, would have lower infrastructure costs per unit for the City, and would provide much needed affordable housing.
Mike Kranzdorf, nonresident, his family owns Pine Street Plaza on Highway 42, and supported the rezoning. He said that the area would be better served by more residential development rather than commercial development, as demonstrated by the lots that remained undeveloped on the site. He also noted that there was strong neighborhood support for the rezoning, much more so than there was for the previous proposal.

Further Commissioner Questions of Applicant:
Floyd responded to the public comments by first noting the letters and emails of support from the neighboring property owners. He added that they intend on continuing their public engagement and outreach efforts.
Brauneis asked about traffic. Floyd said rezoning to residential use will reduce traffic. He said that the addition of an outlet from Cannon Street to Highway 42 would help to address the current concerns around the intersection of Cannon Street and Griffith Street. One of the goals of the development was to increase walkability, which would also help address concerns around traffic

Closing Statement by Staff:
None was heard.

Brauneis closed the public hearing.

Discussion by Commissioners:
Moline supported the rezoning application, and agreed with staff assessment that it was in the public interest. He did not believe that commercial business would fill the remaining lots as the Commission had once planned, so rezoning the site to residential would be appropriate. He added that new housing units were needed in the city, and that he did not believe there would be a noticeable increase to traffic. He noted that the rezoning would increase costs on the city, but he concurred with some of the public commenters that this would be a very desirable location for housing, and would therefore be worth the cost. He also noted that the City was involved in the Future 42 study, which should help to address some of the traffic issues on Highway 42 in the future.
Howe thanked Zuccaro for the objective and informative presentation, and Liveforward for the community outreach they had conducted. He commiserated with some of the risks raised during the hearing, including the fiscal impact on the City, but he believed that they would be offset by the increased walking traffic to retail businesses and restaurants downtown. He believed that it would increase traffic over its current zoning, and that the city should comprehensively look at downtown traffic patterns, which would help to allay some concerns. Ultimately, he thought that the benefits outweighed the risks of the proposal, and therefore was in support of it.
Osterman was strongly in support of the rezoning proposal. She though that the rezoning met the policy criteria, and that there was low demand for commercial in this area. She added that she feared there would be more vacant lots on the property if the rezoning was not approved. The development would also bring much needed housing, including affordable housing, and could potentially allow for more workers in downtown Louisville to live nearby. She also recognized and appreciated the applicant’s community engagement efforts.
Baskett was in support of the rezoning. She saw it as a logical place to have housing with the way Highway 42 was developing. She said that the Future 42 study looked at creating a corridor for all users, not just drivers. She was excited about the affordable housing units, and shared that her own experience with renter neighbors was that they were long term renter who were invested in their community. As such, she did not have an issue with the development being all-rental units. She also said that the development would help create a neighborhood feel, bookending other residential developments in the area.

Choi acknowledged the burden the City would face accommodating additional residential development over additional commercial development, describing it as a ‘bitter pill’. He noted that the City had anticipated a grocery store being built on the site, until the Marshall Fire impacted market conditions such that the potential store abandoned their development. He said that it would be necessary for the City to establish additional residents before such commercial development could again become viable. He encouraged the developer to focus on affordability and sustainability, and to properly maintain the condition of any rental units on the site. He said he would support the rezoning.

Krantz appreciated the applicant’s intention to develop the two lots together. However, she was concerned that the rezoning did not meet the criteria as laid out in the LMC, as it discourages rezoning. She questioned whether the change in market conditions had been enough to allow for rezoning, whether the Commission should require a longer period of time before considering this, and whether it would be in the public interest. She felt that the staff presentation misconstrued the rezoning, as it was not truly an industrial zone, instead a commercial one. She was concerned that this rezoning may set a precedent, where other underperforming commercial areas could be rezoned. She appreciated the need for more housing, but was ultimately concerned that this rezoning would not be an effective way of achieving that goal. She was opposed to the rezoning. She encouraged the Planning Commission to defer approval of the rezoning until after the City’s Comprehensive Plan and Housing Study were completed.

Brauneis responded to Krantz’s question about the changes in market conditions. He did not believe that waiting as long as 20 years would be necessary to judge this, and that market conditions had changed enough to warrant rezoning. He appreciated that the staff did not make the argument that the original zoning was a mistake.

Moline appreciated Krantz’s argument, but he believed that since housing is so constrained, it was important to consider this rezoning as an option. He noted that it was not possible for the City to expand into greenfield development, so rezoning was an important option for the City.

Brauneis said that he was in favor, but he noted that the original DELO proposals had a greater mix of residential and commercial spaces. He felt it was unfortunate that the original plans for “live-work lofts” was not realized. He added that he hoped new residential development may help to accelerate the construction of the RTD Commuter Rail Line, as it has yet to start construction despite its original target of 2023. He noted that future discussions will help shape the look and feel of the development. He also said that retail is unlikely to become viable on the site, so rezoning is in the best interests of the City. He added that the Planning Commission never approved the current DELO Plaza strip mall, as that was not the intended use for the site.

Choi reminded the commission that this was simply a rezoning, and it had no bearing on the ultimate PUD application. He said that there was fundamentally too many underutilized commercial spaces zoned in the City, and there were not enough residentially zoned areas.
Brauneis said that it was unfortunate that residential properties created a fiscal deficit, but he noted that without this, no one would be able to live in the City. He said the City was fortunate that a lot of its revenue came from sales tax and property tax.
Krantz stated for the record that she did not feel that it met the rezoning requirements in the code, particularly given it said rezoning should be discouraged. She suggested that more grants could be given to businesses to make area thrive. The existing comprehensive plan called for unified downtown area with more commercial area in the DELO development.
Moline argued that in its current state, the current DELO area did not meet the code's requirement for a sound, stable and desirable development environment. He said it should therefore be rezoned.
Baskett moved motion to approve Resolution 18, and **Howe** seconded. Motion carried 6 to 1.

b. **East Street Village Preliminary Plat and Preliminary PUD**. Adoption of Resolution 17, Series 2023 recommending approval of a preliminary Planned Unit Development (PUD) and preliminary plat for a residential development with 15 single-family detached units and 21 townhome units on 3 acres of land.
   i. Case Planner: Ellie Hassan, Planner II
   ii. Owner: East Street LLC
   iii. Applicant: Design Practice INC

Brauneis opened public hearing. All public notice requirements were met.
Howe said that as a local business owner, he has had dealings with a member of the applicant party, however this would not affect his ability to impartially judge the proposal.

Staff Presentation:
Hassan introduced the plat and PUD application for East Street Village, at 421, 535, and 565 East Street. There were 10 existing single-family detached units on the lot, which were built between 1900 and 1960. The Historic Preservation Commission approved demolition of these structures during their July 2023 meeting.

The first part of the application was a preliminary plat, which proposed creating a subdivision of 36 lots and 8 outlots. The outlots were to be used for the creation of private roads, parking, common open space, utilities, and drainage easements.

Hassan said that there was to be a right-of-way dedication on East Street, and that the applicant chose to pay a fee-in-lieu of the 15% public land dedication as required by the LMC. She added there was also a 10ft sanitary sewer easement on the final plat.

Hassan introduced the second part of the application, which was for a preliminary PUD. The PUD proposed a mix of 15 single-family detached units and 21 townhome units. There would be a U-shaped road to connect the properties to East Street, with alleyways to connect the townhomes. The planned light fixtures on the street would comply with the City's proposed "Dark Sky" ordinance. There were two proposed designs for the single-family detached units. Both designs had 2 stories with a below-grade basement. The townhomes were proposed as a mix of triplex and quadplex units, with Type A units on the ends and Type B units in the middle. The Type A units were to have a gable roof, while the Type B units would have a flat roof and some recessions to provide some variation. Both townhome unit types required height waivers.

Hassan explained that the medium-density residential zoning did not require any design guidelines for landscaping, however staff did assess landscaping as part of the PUD requirements. There would be some vegetation provided, and trees were proposed for the open and private yard spaces of the detached units. The site would also be surrounded by a 6ft privacy fence.

Hassan added that the applicant proposed a 5,200 square foot common open space near the center of the development, which would be accessible for all residents. There would also be 2 rain gardens with drainage retention ponds.

Hassan noted that there were public concerns about the traffic impacts. A traffic impact study was completed, and found that the development would have a minimal impact on traffic.

Hassan said that the applicants were proposing a fee-in-lieu option to satisfy the City's inclusionary housing ordinance. The applicants were also requesting PUD waivers for the minimum lot area, lot coverage, front yard setback, side interior setback, rear setback, and structure height. The height waiver was to enable the gable roof form in the center of the site. This was consistent with the Clementine Commons and Sunnyside Place developments, and it would reduce impacts to surrounding developments, so staff was in support of the waiver.

Hassan presented the plat subdivision modification criteria as laid out in the LMC. Staff found that the applicant met all 5 criteria. The modifications allowed for 36 dwelling units, fewer than the 37 that would be allowed by the net area of the R-M zoning district. Staff also found that the preliminary plat with the approved modifications was in compliance with LMC Title 16. Staff supported the fee-in-lieu for public land dedication because of the private yards and common open space. Regarding the preliminary PUD, staff found that it was in compliance with LMC Title 17.

Staff Recommendation:

Staff recommended approval of the preliminary plat and PUD.

Commissioner Questions of Staff:

Osterman asked about the public land dedication, and whether outlot B counted toward that. Zuccaro clarified that public land designation was only for public land, and that outlot B was a private amenity. Brauneis explained that city would have to maintain land which is dedicated.

Baskett asked about the status of pedestrian infrastructure improvements on East Street. Zuccaro said that the city was in the process of improving the sidewalks, and had been doing so since the Clementine Commons development. The Highway 42 Plan was also contemplating a multi-use path nearby. He believed that having both a sidewalk and multi-use path would not be redundant, as the city was intending on improving the sidewalks as properties were redeveloped to improve access to downtown.

Brauneis asked how long the sidewalk would be. Hassan said it would be 400ft long, with an expected width of 5ft. She added that the applicant's land dedication on East Street was to help accommodate the sidewalks.

Choi asked if the City considered upgrades to intersection at Pine Street and East Street, and if the development would impact it. Hassan said that public comments cited similar concerns, however the traffic study found there to be a "service B" and did call for safety improvements to the intersection.

Krantz asked whether the perimeter fence would prevent pedestrian access to the railroad tracks. Hassan said yes. Krantz asked whether the modification criteria applied to all the waivers or just to the distance between intersections. Hassan said that the criteria applied to all requested modifications. Krantz asked for a reminder of the difference between the preliminary and final PUD evaluation processes. Hassan said that the criteria was the same, and that the final PUD would come before the Planning Commission at a later date.

Howe asked about modification criteria 3, and whether it counted private yards as public open space or private open space. Hassan clarified that the code's definition of common space refers to amenities for residents of the development. Zuccaro added that there was not a requirement for open space in the modification criteria. This was for subdivision modifications, and not zoning waivers.

Howe asked what parts of the property met criteria 1, which required that the property have unique physical circumstances and conditions. Zuccaro compared the proposal with the nearby Clementine and Sunnyside developments. He noted that this property was much narrower than the others, which constrained the applicant much more than a typical suburban neighborhood lot would. He added that there were other options available to the applicant, like condoized air space, or fee-simple lots, but these would face similar constraints inherent to the density.

Brauneis expressed his concern that the development would be in the mold of an outdated, suburban approach, where the developer squeezed as many units onto the one cul-de-sac as possible. He questioned whether this was the best way to achieve greater density. Zuccaro deferred to the applicant, but noted that this was not how staff approached the application. He suggested that this would be a good discussion to have with the applicant. Staff liked the mix of housing types as part of the development.

Zuccaro displayed LMC 17.28.110 waiver criteria on screen. He suggested that the Planning Commission should discuss the planned open space, and whether it would usable and functional, and whether it would provide for the needs of the residents.

Krantz asked if there were discussions about safe routes for children to get school. Hassan said that sidewalks on East Street would connect with the private drive. She said she would check with the BVSD on current school bus routes.

Howe asked about the refined trail that runs north south on the west side of Highway 42. Zuccaro said that the trail ended at the south side of the property and merged into the sidewalk. He said that the City would consider options for extending the trail as part of the Highway 42 plan.

<u>*Applicant Presentation and Commissioner Questions of Applicant:*</u>

Andy Johnson, DAJ Design, resident, presented the East Street Village proposal. He noted that plans were further along than they might typically be for a preliminary plat and PUD. He said they were therefore able to have more detailed discussion at this stage if desired.

Johnson noted that the site was near downtown, and within the context of the zoning map, the site is right next to downtown Commercial Core (CC). The site was predominantly within the RM zoning district. He added that while the property was not within the downtown core, it was directly adjacent to it. He also mentioned the similarities of this development with the Clementine and Sunnyside developments as a point of comparison. He also noted the presence of a sewer easement on the site.

Johnson explained the historic context of the structures on the site, noting that many of the units were rentals that had been there for decades.

Johnson described the scope of the project, noting that it was similar to Clementine, but was unique in a few ways. East St Village would have a blend of housing types and varying floor plans, unlike Clementine. They were aiming for an articulated skyline rather than straight wall of building. He noted that in accordance with the comprehensive plan, the project would consist of smaller blocks, and would be walkable to downtown Louisville. He argued that this would be a relatively small housing development, and noted the limited traffic impact it would produce as found by the traffic study. Johnson proceeded to introduce his team.

Paul Norquist, non-resident, briefly reiterated the requested modifications to the subdivision and the design. He noted that the density would be concentrated in the center of the site. He added that the City Forrester evaluated the site, and did not recommend preserving any of the existing trees.

Jesse Truman, TSC Capital Partners, resident, discussed the fee-in-lieu of affordable housing units. He said that it was not feasible for the development to build the affordable housing units due to the cost, so the fee-in-lieu was their only option. He also noted that the property was designed for solar to be an option, with the townhome roofs pitched and south facing to accommodate this. He added that the homes would all be electrified, and would not have any gas connections.

Johnson said that they were not asking for a zoning density waiver. He said that they had met with the neighbors on all sides. He noted that the American Legion had expressed concerns about the proximity of the buildings to neighboring businesses, but **Johnson** suggested that there would be a sufficient buffer. He noted that the development would not be a cul-de-sac, but instead a U-shaped road. He also noted that easement requirements are larger than other areas on the Front Range because it was not possible to have the utilities share trenches. Finally, he added that a unique aspect of this property compared to the Clementine development was that each unit had its own private yard.

Brauneis asked for a motion to continue, and asked applicant to come back with a brief summary and to answer questions from the Planning Commission at the next meeting.

Moline moves and **Howe** second. Motion passes unanimously.

City of Louisville
COLORADO • SINCE 1878

Planning Commission

Meeting Minutes

October 12 2023
City Hall, Council Chambers
749 Main Street
6:30 PM

Call to Order – Chair **Brauneis** called the meeting to order at 6:30 PM.

Roll Call was taken and the following members were present:

Commission Members Present:	Steve Brauneis, Chair Jeff Moline, Vice Chair Keaton Howe, Secretary Debra Baskett Cullen Choi Tamar Krantz Allison Osterman
Staff Members Present:	Ellie Hassan, Planner II Jeff Hirt, Planning Manager Rob Zuccaro, Community Development Director Ben Jackson, Planning Clerk

Approval of Agenda
Motion to approve moved by Moline, seconded by Howe, and approved by voice vote.

Approval of Minutes
Motion to approve August 2023 minutes moved by Baskett, seconded by Moline, and approved by voice vote.

Public Comments on Items not on the Agenda
None were heard

Public Hearing Items – Continuation from Last Meeting

Staff Presentation:

Hassan introduced a recap of the presentation from the September 2023 meeting. The proposal was for a preliminary plat and PUD for 36 residential units on East Street, south of the Pine Street Plaza. Staff analysis found that it met the criteria of the Municipal Code, and were therefore recommending approval of the preliminary subdivision plat and preliminary PUD. Hassan added that Staff had received two public comments in support of the proposal since the last meeting, and a letter from the applicant. She also responded to **Brauneis'** previous question about the Historic Preservation Commission's resolution on the demolition of the existing buildings, noting the commission approved demolition with no stay in July of 2023.

Commissioner Questions of Staff:

Howe asked there was any update on a City Ordinance to vacate the 10ft sanitary sewer easement. Hassan said it would be vacated during the final approval process.

Howe asked what materials were considered for the perimeter fence. Hassan said that the applicant intended to use wood, but deferred to the applicant on whether other materials were considered.

Baskett asked whether the multi-use path on the west side of the property referenced in the application was part of the City's adopted plan. Hassan was unsure, but said this would be clarified later in the process.

Baskett asked whether staff was confident in the safety of the intersection of Pine Street and East Street with the additional vehicle trips. Hassan noted that there were no major concerns raised in the traffic study, and that based on the study the level of service would remain at a B or over with the proposed development. Zuccaro added that there were no pedestrian or bicycle improvements proposed, and that Public Works reviewed the intersection but had no comments on safety. Staff deferred looking at pedestrian improvements until the Highway 42 study was completed.

Baskett asked about the crosshatching that was recently installed at the intersection of Pine and East Streets. Zuccaro said that this was intended to help stop private driveways from being blocked.

Baskett added that she was not concerned about a level of service B, but was concerned about the development being the tipping point for further traffic congestion in the area.

Krantz asked whether staff had consulted with any of the parks and open space boards regarding the public land dedication or open space on the site. Hassan said that they had not, but that the Parks and Recreation Department had reviewed the application and did not comment on the issue.

Applicant Presentation:

Andy Johnson, resident, of DAJ Design, presented the recap presentation for the applicant. He covered the zoning of the current site, the history of the project, and the compatibility of the proposal with neighboring developments. He noted the similarities in scale and design with the neighboring Clementine and Sunnyside developments.

Johnson said that the applicant had conducted extensive consultation with neighbors and stakeholders. The main concerns raised regarded the impact of new housing on businesses on the northern side of the site. He also addressed the City's housing needs assessment, and noted that it was difficult to find sites for new development in Louisville. He also said that it was difficult to incorporate the 12% affordable housing requirement into a development this small.
Paul Norquist, nonresident, from Design Practice, addressed the waivers that were requested by the applicant, and why they were necessary. He also showed the proposed designs and sizes of the residential units.
Bobby Steer, nonresident, from GSC Capital, addressed the letter the applicant sent to the Commission regarding the proposed City Ordinance on Accessory Dwelling Units (ADUs). He noted that the garages of the townhomes could be converted into ADUs should the ordinance be approved.

Commissioner Questions of Applicant:
Baskett asked about the size of the backyards for both unit types. Norquist said that depth ranges from around 12ft to 24ft. Zuccaro added that staff could do the calculations.
Baskett asked how the applicant envisioned residents using the spaces between the townhomes and garages. Norquist said that it would be up to the residents, but it could be used as a garden, sitting area, or vegetable patch, for example. **Baskett** added that she appreciated the north to south orientation of the open space, and she thought that the configuration would be very usable. Norquist noted that the orientation was based on the efficiency of the chosen layout.
Hassan shared the backyard measurements with the Commissioners.
Choi asked about the outreach process the applicant used, and how this outreach changed their plans. He was particularly interested in their outreach to the Fire Department. Johnson said that the drive aisles were enlarged by 3ft after discussion with the Fire Marshall, so that the turning radii of the fire trucks could be accommodated.
Choi asked whether the conversation with the Fire Department also covered the layout of the individual units. Johnson said that the discussion was primarily around access.
Choi also asked about the positioning of the fire hydrants. Johnson said their positioning was advised by the Fire Department.
Osterman asked whether the street would be two-way. Norquist said the width would be similar to a wide alley or parking lot. As such it would be two-way, but with limited space.
Moline asked what demographic the applicant intended to market the development to. Steer said they intended to market it to local residents.
Howe questioned whether the applicant intended to use the fee-in-lieu option for affordable housing. Norquist said that including "like kind" affordable units would not be viable.
Howe asked about the importance of the modification waivers to the project, and whether reducing the density would make the waivers unnecessary. Johnson said that less density

would drastically change the project. He noted that the existing RM zoning district meant that most of old town was non-conforming, and was incompatible with the current market. The modifications would be necessary to build anything near this dense. He also noted that Clementine had similar waivers approved for its development. **Howe** said that he appreciated that the scope of the project required the waivers.

Moline asked whether the applicant considered a rezoning. Johnson said that they initially looked at mixed use residential with some commercial space, like a coffee shop. He also noted that rezoning would create additional uncertainty, which the ownership felt would create too much risk.

Krantz asked whether there was consideration given to providing more open space or an underpass to downtown with the increased density of the project. Johnson noted that the proposal was within the allowable density under the zoning code. He asked whether Krantz's question was regarding the consolidation of buildings rather than density. **Krantz** said yes. Johnson noted the space required for easements and the road meant that more consolidation or green space was not possible. Norquist added that they wanted to have a variety of housing types on the site, which precluded greater consolidation.

Moline asked whether Parks and Open Space reviewed the open space dedication fee-in-lieu. Zuccaro said that they approved it.

Choi asked whether there would be sufficient parking spaces for the potential ADUs. Johnson said yes, as each ADU would only require one space.

Brauneis asked about whether the stairs would be compatible with aging in place. Johnson said that the site was naturally very flat, but drainage patterns meant that there needed to be a step up to each entrance to prevent flooding and pooling.

Brauneis asked whether the dwellings would be able to support solar panels. Johnson said that the orientation of the homes was such that they could easily have them installed, but that this would be up to the individual owners.

Krantz asked whether there had been consultation with the residents of the existing homes on the site. Johnson said that they had attempted to engage with them, but had received very little in response. He also noted that they had not received any response from the Clementine HOA.

Moline moved that Addendum 1 be entered into the record, **Osterman** seconded. Motion was adopted by voice vote.

Public Comment:

Josh Cooperman, resident, thought that this was a great spot for redevelopment due to its proximity to downtown. He appreciated the presentation and the Commissioner's discussion on zoning. He would have liked to have seen affordable housing in the development, but he understood why it was not possible. He noted Commissioner Howe's question on the fencing material, and questioned whether this could pose a wildfire risk with the neighboring open space. He urged the applicant to reconsider the material used.

Applicant Response:

None was heard.

Closing Statement by Staff:
None was heard.

Discussion by Commissioners:
Howe said that he appreciated the clarifications from the presentations. He said that he read through the noncompliant parts of the proposal, but believed that these parts were in fact compliant with the LMC and comprehensive plan. He thought that the parcel had great potential due to its location, and that he liked the architectural style and sustainability. He also appreciated the applicant's forward thinking by allowing for the potential of ADUs and aging in place. Howe concurred with the public comment about the fence material, and urged the applicant to take the fire risk into consideration. He disliked the lack of affordable housing units and public land dedication, but he understood why the applicant chose the fee-in-lieu options for both of these. He was ultimately in support of the application.
Moline said that he was in support of the application. He agreed with the conclusions of the staff report. He also appreciated the difficulty of fitting housing onto the site given the "funky" zoning of the area. He added that approval of the proposal would be a good first step to meeting the housing needs assessment.
Osterman said that the presentations clarified most of her concerns, and that she was in support of the proposal. She concurred with the points raised by Commissioners Howe and Moline. She appreciated that it would add diversity of housing types and floor plans to Louisville, and that the design was aesthetically pleasing. She had some concerns about the requested waivers, but she accepted the arguments from staff and the applicant as to why they were necessary.
Choi said that he acknowledged how long the application process had taken, and thought that it had been done thoughtfully and properly. He appreciated the applicant's push for full electrification, and liked the density and variety of housing types proposed for the site. He still had concerns about the fire hydrants, and questioned whether fire trucks would be able to fit between the parked cars in the event of a fire. However, he was ultimately in support.
Krantz asked whether **Choi** would want any conditions on the approval if it were put before City Council. **Choi** said no, he just wanted there to be more consultation with the Fire Department.
Krantz said that she liked the consideration the applicant gave to solar power and the compliance with the 2021 IECC energy codes, but she was uncomfortable with the number of waivers requested. She was not sure whether all of the requested waivers met the modification criteria. She was particularly concerned about the amount of usable open space and the buffer areas, and did not think that they met modification criteria 3. She thought that it was unfortunate to be losing the existing 10 mostly affordable houses on the site, and that they would be replaced by largely non-affordable units. She wished the

applicant could have included affordable housing units on the site, but accepted that the fee-in-lieu was necessary. She was opposed to the application.

Baskett was in support of the application, and thought that it was aligned with the comprehensive plan. She added that she appreciated the letter from Mike Kranzdorf, which noted that the applicant had resolved their concerns about the development's impact on neighboring commercial businesses.

Brauneis said that he was concerned about the requested lot coverage and setback waivers, and that he was not sure the property had been designed for the benefits of higher density. He was concerned that the development would not be able to foster a community with its current design, particularly with the garages fronting onto the street. He said that he appreciated that the design of the garages were necessary to allow for the addition of ADUs, however he was concerned that the single family detached units would be too large for the subdivision they occupied.

Moline said that he appreciated Brauneis' comments, and noted that there were similar alleyways fronted by garages elsewhere in Louisville. He hoped that residents would utilize the green space area in the middle of the property. He added that he shared Brauneis' concerns about residents struggling to build community when their properties are fronted by a garage, but felt that the planned common areas would make up for this.

Brauneis said that he wanted more of a front yard feel from the development. He asked whether there could be some benches installed in the common area. He reiterated his preference for having yards fronting onto the street instead of garages.

Choi said that he was concerned about the lack of lot setback from a fire safety perspective. He added that he appreciated this was a difficult issue for the applicant given the size of the property.

Krantz said she thought the development should have fewer units so that they could meet the modification criteria, and that they should have more community and open space. She remained concerned about the lack of usable green space.

Choi said that while amenities like playgrounds and open spaces were nice to have, they were not requisite for development. He noted that from his experience, communal amenities like barbeques were very rarely if ever used at the neighboring Clementine development.

Brauneis and **Choi** discussed the merits of density versus the viability of the development.

Osterman felt that the design and density were appropriate given its proximity to downtown. She added that this would likely not be an appropriate development elsewhere in Louisville. She noted that the lack of a yard may be desirable for situations like aging in place, as the paved surface would not require the same level of upkeep.

Howe said that initially concerned about compliance with modification criteria 1, but then felt that the changes were appropriate for the neighborhood. He noted that changing the dimensions of the lots would affect the affordability of the houses, and that not having a large yard would help to keep maintenance costs down. He felt that Louisville had sufficient community for residents, which negated the need for community space within

the property. He did not think that the proposal would change the character of the neighborhood, and that it therefore satisfied that criteria. He also noted that dedicating 15 percent of the property to open space would be unlikely to create a usable park given the property's relatively small size. He added that the property was in close proximity to City parks and amenities.
Krantz reiterated her concerns that the proposed modification waivers did not satisfy modification criteria 3.
Brauneis concurred with **Krantz**, and said that he was opposed.

A motion to approve Resolution 17 was moved by **Howe** and seconded by **Moline**. The motion was adopted by a vote of 5 to 2.

Housing Plan Informational Update
Staff Presentation:
Zuccaro introduced the Housing Plan Update. He said that the housing plan will inform the City's upcoming Comprehensive Plan. He noted that the plan was not intended to set a target for population growth, but instead to assess the future housing needs for the City. He described how Louisville's population has changed over time, and compared that to changes in housing development. He said that affordability was increasingly becoming an issue for the City, and that many people who worked in the City could no longer afford to live there.
Lee Ann Ryan, consultant at EcoNorthwest, was working on the study for the City, and reiterated the affordability problem the City faced. She noted that wealthier residents were increasingly displacing lower income households. She explained the population trends the City faced, and explained how they calculated the number of new houses the City would need. She also outlined the potential strategies for addressing these issues.
Hirt said that staff was looking for feedback from the Commissioners on the list of potential actions the City could take. He was particularly interested in what the Commissioners felt was missing, which options resonated as the highest priority, and what further information they would need. He proceeded to explain the options the City was exploring.

Commissioner Questions of Staff:
Moline said that it was very tempting to say the City should be doing all of the presented options. He wondered what would be realistic for the City to attempt in one go. **Choi** added that he would like to know how impactful each strategy would be, and how much each one would be able to contribute to the overall goal. Hirt said that the final plan would be structured to show this.
Brauneis asked whether there was a way to approach the housing plan that did not assume that the City needed to accommodate the project future population. Zuccaro said no. He noted that this was how many in the community viewed future housing development, but said that this needed to change because it was no longer sustainable.

He added that the State may intervene to force change. He also said that the City would have to try most of the strategies because some may not work, thing may change, or other issues could emerge.

Krantz said that she was not sure that the City would need to take on as much growth as the staff plan projected. She asked whether there should be more focus of meeting the need for housing diversity and affordable houses. Zuccaro replied that the City was not actively trying to achieve that level of growth, instead the goal was to try to diversify the housing stock and accommodate a broader range of residents. These were the strategies that staff and the consultants thought would help achieve that goal. Zuccaro explained how some of the strategies could do this. He asked the Commissioners if there were any options that they objected to.

Brauneis raised the possibility of deferring the discussion until the November 2023 meeting.

Moline asked whether Commissioners could provide written comments to staff. Zuccaro said yes, they could email staff their questions individually.

Zuccaro suggested Commissioners identify any items that needed more explanation from staff.

Howe asked if staff could convert the number of required units into the percentage change over current supply, as this would help put the number into perspective. He also asked how they were defining affordable housing and diversified housing. Additionally, he wondered how the money from the fee-in-lieu of affordable housing option could be utilized to achieve the goals of the housing plan.

Choi added that he wondered whether the City had the capability to develop enough housing to meet the projected demand within the existing City limits, and how much area would be needed to do so. He wondered whether rezoning would be necessary to achieve this. He said that the first strategy of “identifying the areas” resonated with him.

Krantz asked whether they had tabled discussions of the previous proposal which would enact a 30 percent affordable housing requirement for rezoning. She also asked if staff could complete a financial analysis to see the impact the projected growth would have on the City’s Budget and infrastructure. Zuccaro said that the proposal was not pursued because they did not have an appropriate study to understand if that number would aid or hinder redevelopment of rezoned parcels. He said that as part of the Housing Plan, staff had asked the consultants to perform a pro-forma analysis to ascertain where the ideal balance of incentives for affordable housing development was for developers. Lee Ann Ryan added that the analysis would be included in the plan. Zuccaro said that it was important to balance the amount of commercially zoned areas to maximize the positive economic impact they can generate.

Brauneis deferred further discussion on the Housing Plan to the November 2023 meeting.

Further Planning Commission Comments

Baskett noted that the City Council did not pass the proposed dark sky ordinance. She thought that the Planning Commission needed better communication and consultation with Council to ensure that they are meeting their expectations.

Motion to adjourn was moved by **Choi**, seconded by **Howe**, and approved by voice vote.

The Commission adjourned at 9:45pm.

ITEM: Housing Plan –Strategy Framework (cont'd from 10/12/23)

STAFF: Rob Zuccaro, AICP, Community Development Director
Jeff Hirt, AICP, Planning Manager

SUMMARY:

This is a continuation of the Planning Commission discussion on this topic from October 12, 2023. Nothing in the packet from this agenda item has changed except for Attachment 3 that includes written comments on this topic from two Planning Commissioners following the October 12 meeting.

In 2021, the City of Louisville was awarded a grant from the Colorado Department of Local Affairs (DOLA) to develop a Housing Plan ("Plan"). The Plan is an important step for the City to address housing affordability and choice in Louisville and aligns with advancing numerous City policies around environmental, social, and economic sustainability. City staff temporally paused the project until earlier this year to address the urgent needs from the Marshall Fire recovery.

The purpose of this agenda item is to share a project update with new information and an initial framework for what the Plan will recommend for Council's consideration – specifically, to share the final Housing Needs Assessment and Strategy Matrix and Framework that will act as a foundation for drafting the Plan. City staff intend to bring the Plan to City Council for adoption by early 2024.

Planning Commission last discussed this project on June 22, 2023 where City staff introduced the project and initial data findings. At this meeting, Planning Commission provided feedback mostly on the types of analysis that should be included in the Housing Needs Assessment.

Housing Needs Assessment
Attachment 1 includes the Housing Needs Assessment (HNA). This technical document provides the factual basis for the Plan's strategies. The Executive Summary provides a snapshot of Louisville's current and future housing needs and key findings. The HNA quantifies Louisville's anticipated housing affordability challenges and needs, based on State of Colorado population estimates (e.g., workforce housing, housing for different income groups, seniors, families, etc.).

Strategy Matrix and Framework
Attachment 2 includes the Strategy Matrix and Framework, which is the starting point for the detailed strategies and an action plan that will be included in the Plan. Attachment 2 provides a framework for discussing those strategies early in the community review and

feedback process, and it does not capture the detailed analysis, refinement, or organization of the strategies that will be available in the Plan. The strategies are organized by type of action (incentives, policy changes, financial support, partnerships, and requiring further research). They stem from both the HNA and recent input from housing developers and community members. The strategies include topics ranging from zoning code changes to how the City can financially support affordable housing projects.

Next Steps
Feedback from community members, City Council, Planning Commission, and others is informing Plan drafting that is currently underway. City staff plan to bring the draft Housing Plan to Planning Commission for consideration as early as December 2023, with a City Council adoption goal in the first part of 2024.

RECOMMENDATION AND REQUEST FOR PLANNING COMMISSION FEEDBACK
City staff recommend that the attached Housing Needs Assessment and Strategy Matrix and Framework act as the foundation for drafting the Housing Plan. City staff are requesting specific feedback on strategies in Attachment 2; specifically:

- Are there any strategies missing?
- What additional information do you need to evaluate these strategies?
- What do you see as the highest priority strategies?

ATTACHMENTS
1. Housing Needs Assessment
2. Draft Strategy Matrix and Framework
3. Attachment 3 Planning Commission Comments following 10/12/23 Meeting

City of Louisville
Housing Needs Assessment

August 2023

Prepared for: City of Louisville

Final Report

ECONorthwest
ECONOMICS · FINANCE · PLANNING

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Executive Summary

The Boulder-Denver region has experienced a major influx of higher income earning households due in part to an increase in high-paying jobs at companies that have chosen to locate in and around Boulder and Denver. This trend has driven housing demand, and as cities across Colorado have fallen behind on housing development, affordability in many local communities has been compromised.

In 2021, the City of Louisville was awarded a grant through the HB 21-1271 Innovative Affordable Housing Strategies program by the Colorado Department of Local Affairs (DOLA). The City allocated the grant toward a Housing Plan to learn how these regional trends affect Louisville and to develop tailored strategies that enable affordable housing in the city. Once the Housing Plan is complete, it will play a crucial role in updating the citywide Comprehensive Plan, particularly related to the City's plans for housing and land use. The first step in creating a Housing Plan is a Housing Needs Assessment (HNA), which evaluates current and projected housing needs using a thorough analysis of the City's demographic and housing market trends. The insights from the assessment help to build a factual basis for the Housing Plan strategies.

This document is that first step. As an HNA, it helps answer questions about the current availability of different housing types, who lives and works in Louisville, and the range of housing needed to meet current and future housing needs. Answering these questions provides the foundation for a Housing Plan that not only meets the current and projected housing need for a growing population, but also facilitates the City's existing goals and policies to support an array of local businesses, create more stability and inclusivity for lower-income residents, and reduce the carbon footprint of residents and workers. Specifically, addressing housing affordability supports:

- The need to provide diverse housing opportunities, particularly for seniors, empty-nesters, disabled, renters, first-time homebuyers, and the support of retail and commercial centers serving local residents identified in the 2013 Comprehensive Plan;
- The effectiveness of multimodal (bike, walk, public transit) options and the availability of higher-density housing along corridors identified in the 2019 Transportation Mater Plan;
- The opportunity for homeowners to preserve existing housing stock by providing alternative development options identified in the 2015 Preservation Master Plan;
- The desire to preserve downtown as a pedestrian-oriented and mixed-use area identified in the 1999 Downtown Framework Plan;
- The expansion of housing options for diverse and low-income communities identified in the 2021 Equity, Diversity, and Inclusion (EDI) Task Force Report;
- The goal of 12% of housing to be permanently affordable identified in the 2017 Boulder County regional Housing Strategy; and

- The reduction of greenhouse gas emissions through increasing transportation options and reducing vehicular traffic identified in the 2020 Sustainability Action Plan and the 2019 Resolution Setting Clean Energy and Carbon Emission Reduction Goals.

A summary of existing and relevant goals and policies is included in the final section of this report. Along with the findings from this HNA, they will help guide the next stage of developing housing strategies.

A summary of the overall housing needs and data analysis findings from the HNA is provided below.

Summary of Housing Needs

In general, the city will need to prioritize diversifying its housing stock to adequately meet the needs of current and future residents and to support existing policy goals related to Equity, Diversity, and Inclusion (EDI), sustainability, support for workforce housing and local businesses, and housing for young families. Otherwise, the city will continue to become more unaffordable to the wide range of households necessary to maintain and strengthen a robust and resilient community.

Louisville's population is aging quickly compared to other cities and the city will need to prioritize safe and sustainable housing options for seniors. An aging population will need smaller units that meet accessibility standards, including single-story units or units with bedrooms located on the first level. Many seniors are also on fixed-incomes and as housing costs soar, seniors may struggle to afford housing within the communities they're connected to. Therefore, income-restricted housing for seniors will need to be a priority as well.

The HNA demonstrates a lack of housing opportunities for younger residents and families, including both rental and ownership options. Louisville has become less affordable for younger residents and families than in the past due to the sharp increase in housing costs throughout the region. To create more opportunities and meet their needs, the city will need to prioritize more multifamily rentals for young residents who either choose to live alone or for smaller households seeking more affordable rental options. Louisville will also need to plan for more attached and smaller detached units that are more affordable to first-time homebuyers and young families looking to locate in Louisville. More affordable homeownership opportunities could be created through stacked condominiums, plex development, townhomes, and small bungalows or cottages.

Income-restricted housing will be essential for creating and maintaining a more diverse and inclusive community. The housing market is less likely to deliver income-restricted housing given its inherent financial complexities and will require more direct support from the city than other housing types discussed. If income-restricted housing is not prioritized, lower income earners will likely continue to seek housing opportunities further away from Louisville as higher-income earners seek to locate in Louisville. Prioritizing income-restricted housing will not only help the city meet its current and future housing needs, it will also help the city achieve established goals related to EDI and sustainability by creating more opportunity for a wider range of residents to live and work in the same place.

Louisville will need to plan for housing to support both the current and future workforce and a more vibrant commercial sector. Much of the housing needs identified in this section will help meet the needs of a diverse and growing local workforce. It's important to acknowledge the critical need to ensure there are enough housing options for workers employed by local businesses and to retain and attract essential employees, such as teachers, healthcare professionals, and public servants, who contribute significantly to the community's well-being. Creating more housing near job opportunities can also greatly ease commute times and traffic congestion that can help advance the City's sustainability goals.

Louisville will need to identify housing strategies to address current unmet housing needs along with future housing needed for the next several decades.

- The results of the housing needs assessment show a gap at around 2,483 new housing units needed to address current housing underproduction and accommodate future population growth assumed to reach approximately 24,614 persons by 2047. On an annual basis this means an average of 96 housing units added per year through 2047.[1] This estimate helps to provide a general target for the number of housing units needed to meet existing and future demand for the next two decades. It is important to note that this HNA is not intended to establish desired growth targets, but rather it is to study the issue objectively based on recent and projected population trends.
- 1,171 of those housing units are needed for households earning below 100% of the Area Median Income (AMI).
- 409 units are needed to address current housing underproduction. ECONorthwest accounts for housing underproduction in the analysis of housing needs, which uses a ratio of 1.1 housing units per one household since healthy housing markets allow for a reasonable level of housing vacancy and absorption and second/vacation homes.
- For Louisville's comprehensive planning horizon, the city will need to plan for an additional 1,100 units over the next 10 years to track towards housing needs.[2]

Housing needs in this analysis are based on assumed population growth, however future need is more nuanced and will continue to evolve as the city makes land use and housing policy decisions, including through the upcoming comprehensive plan update.

[1] Beginning in 2021.

[2] Including 2021 and 2022.

Data Analysis Key Findings

Community Demographics

Louisville grew at a moderate rate compared to other jurisdictions in Boulder County.

- The city grew by 13% between 2011-2021, just ahead of Boulder and Superior which are the two slowest growing cities in Boulder County. However, population estimates from the State Department of Local Affairs showed that Louisville's population plateaued and began to decrease between 2018 and 2019 as housing growth slowed. This decrease has been exacerbated with the loss of 550 homes in the Marshall Fire at the end of 2021.
- Assuming Louisville maintains the current percentage of Boulder County's population (6.3%) as it grows, Louisville is expected to grow by 20% from 2023 to 2047, or by 4,115 residents.

Louisville has the highest median age when looking across comparison geographies in Boulder County and is aging faster than the County overall.

- The median age in Louisville is 43 years old, an increase of 4 years over the last 10 years.
- Residents 65 and older is the only age bracket that increased over the past decade in Louisville. All other age brackets declined.

Louisville is increasingly losing younger residents and families with children.

- The city experienced a decline in residents under the age of 44, including those under the age of 19.
- School enrollment has decreased for both elementary and middle schools in Louisville, indicating a decrease in younger families in the area.
- The number of couple households with children decreased by 3%, while the number of couple households without children increased by 2%.
- Overall, fewer younger individuals are moving into or staying in Louisville and rising housing costs are likely a major contributing factor.

Homeownership rates have fallen across Boulder County.

- In Louisville, the homeownership rate dropped by 5%, the second highest decrease behind Superior (10%)
- Homeownership rates for households between the ages of 15-34 decreased by 4% and by 7% for households between the ages 35-64.
- The number of family homeowner households decreased alongside an increase in family rental households. This could indicate that households who might have previously been able to purchase a home upon forming a larger household (e.g., getting married or having children) or getting older are no longer able to.

Renter household trends indicate an inability to live alone and increased barriers to homeownership in Louisville.

- The share of both renter and homeowners aged 15 to 34 living alone decreased, as did the share of homeowners aged 35 to 64. The decline in young individuals living alone and the rise in two-person households within the City may suggest that younger people are struggling to afford living on their own. This could mean many opting to live together or moving back in with their parents.
- Household size has increased in Louisville, particularly for renter households. This relative increase in renter household size is likely a reflection of the increased cost of renting as a single person household, alongside increasing barriers to homeownership.
- The city experienced an increase in the number of family households that rent, which could indicate a lack of opportunity for homeownership for young families.

Louisville's saw the largest increase in median household income among comparison geographies over the last 10 years.

- Louisville is one of the highest earning cities in the county, with a median income of $125,124.
- While all cities saw substantial increases in median income, Louisville saw the greatest increase with a 50% increase in median income.
- Louisville experienced a 17% increase in the share of households earning greater than $200,000 annually. The influx of high earning households is most likely due to the in-migration of wealthier households.
- The median income for homeowner households in Louisville is roughly twice the median income for renter households. Except for Boulder (which is likely impacted by the high share of university students), Louisville has the largest income gap between renter households and ownership households.
- The city experienced a decrease in the number of households earning $75,000 annually, which could be caused by lower income households moving out of Louisville as housing and other living costs increase.

Employment and Commuting

Louisville could expect a 20% increase, or 3,963 jobs, over the next 10 years.[3]

- The manufacturing industry in Louisville increased by 8.4% between 2010-2020, while jobs in the information, administration, and finance industries (or more formal office-oriented jobs) declined, along with food service and retail.

Of comparison geographies, Louisville had the smallest share of workers who both live and work in the city.

[3] Assuming the city maintains its current share of the total jobs in the Boulder Metropolitan Statistical Areas (MSAs).

- Approximately 64% of Louisville workers live outside of the city but commute into Louisville for work, while 32% of workers live in Louisville but commute to another location for work. Only 4% of workers both live and work in Louisville.
- The number of workers commuting *into* Louisville has increased by 58% over the past decade, which could indicate challenges for employees who work in Louisville to also live in Louisville.
- Of comparison geographies, workers commuting to Louisville for work the second longest commute (Boulder had the longest commute), with just over 15 miles. In general, long commutes can contribute to increased traffic congestion, leading to heightened fuel consumption and elevated greenhouse gas emissions. Additionally, longer commutes can also put additional financial pressure on households, as transportation is often the second highest household cost, behind housing.

Housing Stock and Market Trends

The housing stock has become more diverse since 2011 with an increase in multifamily housing units, but the majority of housing units in Louisville are single-family detached.

- The majority of housing in Louisville (67%) is detached single-family, the second highest share among comparison geographies, behind Erie (89%).

Housing production in Louisville slowed substantially over the last few years.

- Louisville is one of the slower growing geographies in the county, with an 11% growth of housing units from 2011 to 2021.
- The majority (70%) of housing permits issued in recent years have been for single family housing, primarily focused on rebuilding after the 2021 Marshall Fire.
- Residential development in Louisville declined substantially between 2018-2021. The sharp increase in units observed between 2022-2023 is almost entirely due to the permitted replacement units from the Marshall Fire.

Louisville has the second highest average home sale price among comparison geographies, as well as the second highest rate of home sale price increase.

- As of 2023, Louisville had an average home sales price of $831,000, second highest behind Boulder. The average home price in Louisville is about $150,000 higher than the County overall.
- Between 2012 and 2023, the average home sale price in Louisville increased by about $473,000, or 132%.

Rents prices increased moderately compared to other geographies in Boulder County, but still increased substantially.

- Like home sales prices, rent rates rose significantly across all geographies over the past decade. Multifamily rents in Louisville increased by $721, or 58%, from 2012 to 2023.

Housing Affordability

Recent home sale prices are out of reach for the majority of Louisville households.

- A household would need to earn around 145% of the MFI, or around $209,000 to afford the average home sales price in Louisville.
- Only 26% of Louisville households earn more than $200,000 annually, suggesting at least 74% of Louisville households would not be able to afford the current average home sales price, with a much greater affordability gap for Louisville renters.

The rates of cost-burdened households in Louisville decreased over the last decade, but it is likely due to fewer lower-income households living in the city.

- Around 41% of Louisville renters and 16% of Louisville homeowners currently spend more than 30% of household income on housing expenses.
- Given the dramatic increase in housing costs over the past decade, it is likely because households that were cost-burdened (especially severely cost burdened) in 2011 were eventually priced out of the area and moved to areas with a lower cost of living and higher-earning households have moved into the area.

1. Introduction

In 2021, the City of Louisville was awarded a grant through the HB 21-1271 Innovative Affordable Housing Strategies program by the Colorado Department of Local Affairs. However, the project was delayed due to the devastating Marshall Fire that occurred in late December 2021. The City has allocated the funding to develop a housing plan, which will play a crucial role in updating the City's Comprehensive Plan and provide context for its Land Use Element during the upcoming comprehensive plan update. The approach for developing a housing plan begins with a Housing Needs Assessment (HNA) which evaluates the current and projected housing needs by conducting a thorough analysis of the City's demographic and housing market trends.

With a countywide objective of achieving a 12% permanently affordable housing stock, an ongoing disaster recovery, and an impending comprehensive plan update, the findings of this Housing Needs Assessment will play a pivotal role in informing crucial land use and housing policy decisions that will shape Louisville's future.

Data Collection & Methodology

In this assessment we drew from a variety of data sources to compile a comprehensive understanding of Louisville's housing needs. One of the key sources for housing and household data is the US Census Bureau, specifically the 2021 American Community Survey 5-year estimates. This assessment also leverages other publicly available data sources from federal, state, and local government resources as well as private sources such as Redfin and CoStar.

Trends identified in this report may be attributed to several factors, either individually or collectively. Where possible, this HNA identifies potential contributing factors to the trend.

Organization of this Report

The remainder of this document is organized into the following sections:

- **2. Community Profile** presents community demographic information, including population growth, demographic information, household characteristics, and income distribution that affect housing choice and needs in Louisville.
- **3. Housing Characteristics** presents the current mix of housing types, housing tenure, vacancy rates, and summarizes regional and local housing market trends affecting Louisville's housing market.
- **4. Marshall Fire Recovery** discusses the progress and ongoing efforts of rebuilding Louisville's housing stock destroyed in the 2021 Marshall Fire.
- **5. Housing Needs in Louisville** presents the forecast for housing growth in Louisville and the housing needed to accommodate future residents.
- **6. Summary of Existing Housing Goals and Policies** includes a summary of key housing goals and policies documented within the city's existing policy documents.

2. Community Profile

The purpose of this chapter is to understand the community demographic trends and factors that will affect housing demand and development in the City of Louisville. These demographic factors include:

- Population Growth
- Demographic Information
- Household Characteristics
- Employment and Commuting

This information informs how Louisville's existing housing stock and housing market is serving or not serving the City's households. In addition, City staff identified comparable geographies to use in our analysis to understand Louisville in a more regional context, including Boulder County, Boulder (City), Superior, Erie, Longmont, and Lafayette.

Population Growth and Forecast

Population growth and household formation are the major factors in understanding housing demand. The rate of population growth and household characteristics heavily influence the demand for specific housing types.

Population Growth

Louisville is the second smallest of comparison cities on a population basis. As of 2021, Louisville had 20,855 residents, representing 6.3% of Boulder County's overall population.

Exhibit 1: Population, Louisville and Comparison Geographies, 2021
Source: Colorado Department of Local Affairs

13,053	20,855	31,035	31,303	99,414	106,978	329,793
Superior	Louisville	Lafayette	Erie	Longmont	Boulder	Boulder County

Exhibit 2 shows the change in population from 2011 to 2021. Over the time period, Louisville grew by just under 2,500 residents, or 13%. Of comparison cities, Erie grew at the fastest rate (70%), and Superior grew by the slowest (4%).

Exhibit 2: Change in Population, Louisville and Comparison Geographies, 2010-2021
Source: Colorado Department of Local Affairs

	2011	2021	# Change	% Change
Erie	18,432	31,303	12,871	70%
Lafayette	24,545	31,035	6,490	26%
Longmont	86,526	99,414	12,888	15%
Louisville	**18,406**	**20,855**	**2,449**	**13%**
Boulder County	295,605	329,793	34,188	12%
Boulder	97,901	106,978	9,077	9%
Superior	12,497	13,053	556	4%

Note: The Colorado State Demography Office will release 2022 estimates in the coming months which will show a decrease in Louisville's population, likely due to the Marshall Fire. The estimate is expected to show Louisville falling below 20,000 residents.

Population Forecast

The Colorado Department of Local Affairs does not provide local population forecasts for cities and towns, only for counties. ECONorthwest developed a population forecast based on the Boulder County's population forecast of 389,233 residents. Assuming Louisville maintains the current percentage of Boulder County's population (6.3%) as it grows, Louisville is expected to grow by 20% from 2023 to 2047, a slightly higher rate than the County overall (17%).[4]

[4] Due to data availability (DOLA only calculates forecasts at the county level), ECONorthwest calculated the Louisville's 2047 forecast using 2047 county population estimates and the Louisville's current share of the county population.

ECONorthwest's population projection for Louisville is show below in Exhibit 3, along with DOLA's population forecast for Boulder County.

Exhibit 3: Population Forecast, Louisville and Boulder County, 2023-2047
Source: Colorado Department of Local Affairs, ECONorthwest

	2023	2047	# Change	% Change
Louisville	20,499	24,614	4,115	20%
Boulder County	331,429	389,233	57,804	17%

Demographic Information

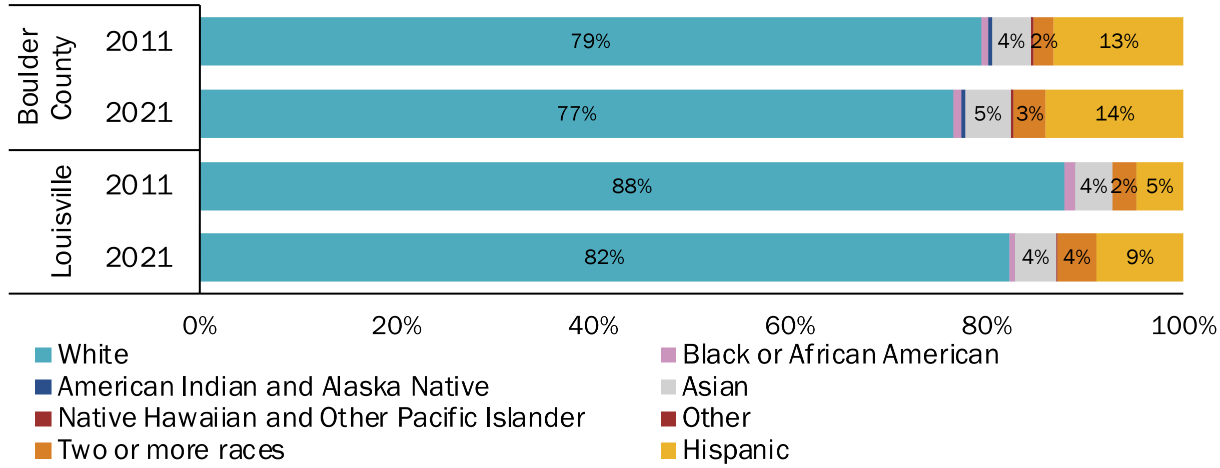
Demographic information can be an indicator of a city's overall population trends; in this report, ECONorthwest uses 2021 5-year American Community Survey (ACS) data, the most current data available. The analysis also often includes 2011 5-year ACS data to illustrate trends over time. Key findings include:

- Louisville has the highest median age when looking across comparison geographies and is aging faster than the County overall.
- Fewer younger individuals are moving into or staying in Louisville and rising housing costs are likely a major contributing factor.
- Residents 65 and older is the only age bracket that increased over the past decade in Louisville. All other age brackets declined. Older residents without affordable or suitable options for downsizing or aging in place can contribute to a limited housing stock, as more residents remain in their homes for longer periods of time. This can limit the ability for younger age groups to find suitable or affordable housing options if new opportunities are not created.
- School enrollment has decreased for both elementary and middle schools in Louisville, also indicating a decrease in younger families in the area.

Race and Ethnicity

Exhibit 4 shows the change in distribution of residents by race and ethnicity from 2011 to 2021. In both Louisville and Boulder County, most of the population is White, with 82% identifying as White in Louisville and 77% in the County overall. However, both jurisdictions became more racially and ethnically diverse between 2011 and 2021. Notably, Louisville saw a 4% increase in its Hispanic population over the time.

Exhibit 4: Race and Ethnicity Distribution, Louisville and Boulder County, 2011-2021
Source: ACS 5-Year Data Tables, 2007-2011, 2017-2021



Age

Households make different housing choices at different stages of life to fit their changing needs; for example, the type of housing needed for a 20-year-old college student or young worker differs from that of a 40-year-old parent with children, or an 80-year-old single adult. Below, Exhibit 5 shows the median age in 2021 for Louisville and comparison geographies. Of comparison cities, Louisville has the highest median age of 43, six years older than the County overall. With Boulder as the exception, all comparison geographies have a median age in either late thirties or early forties.

Exhibit 5: Median Age, Louisville and Comparison Geographies, 2021
Source: ACS 5-Year Data Tables, 2017-2021

29	**37**	**37**	**37**	**39**	**40**	**43**
Boulder	Superior	Erie	Boulder County	Lafayette	Longmont	Louisville

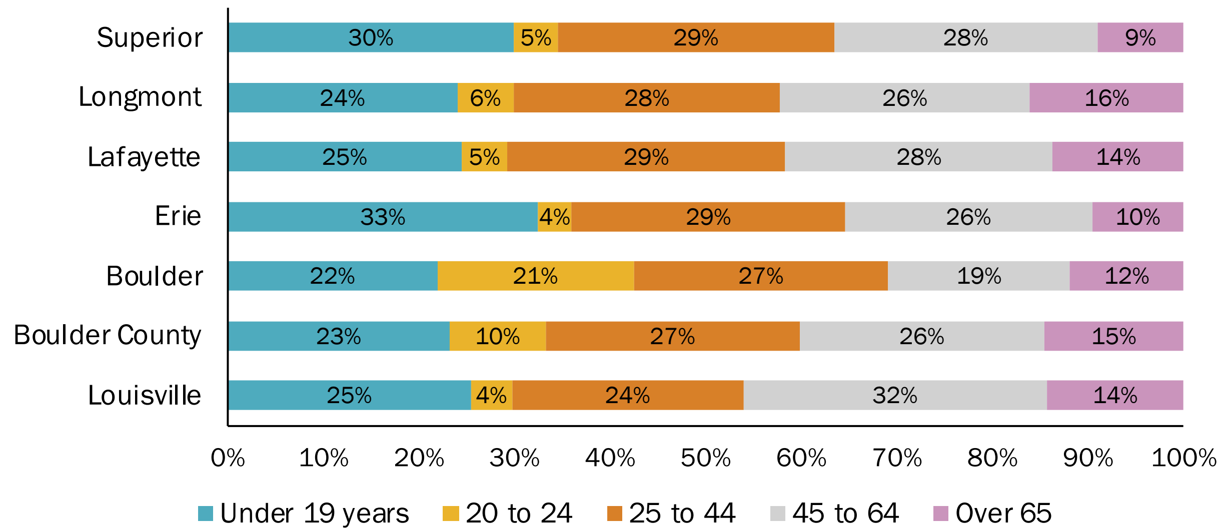
Exhibit 6 shows the change in median age from 2011 to 2021 for Louisville and comparison geographies. From 2011 to 2021, Louisville's median age increased by four years.

Exhibit 6: Change in Median Age, Louisville and Comparison Geographies, 2011-2021
Source: ACS 5-Year Data Tables, 2007-2011, 2017-2021

	2011	2021	Change
Longmont	35	40	5 years
Louisville	**39**	**43**	**4 years**
Superior	33	37	4 years
Lafayette	37	39	2 years
Boulder County	36	37	1 year
Erie	36	37	1 year
Boulder	29	29	No change

Exhibit 7 shows the distribution of age groups. Louisville has the highest share of residents aged 45 to 64 years old (32% of the population), and the lowest share of residents aged 25 to 44 (24%) when looking at comparison geographies.

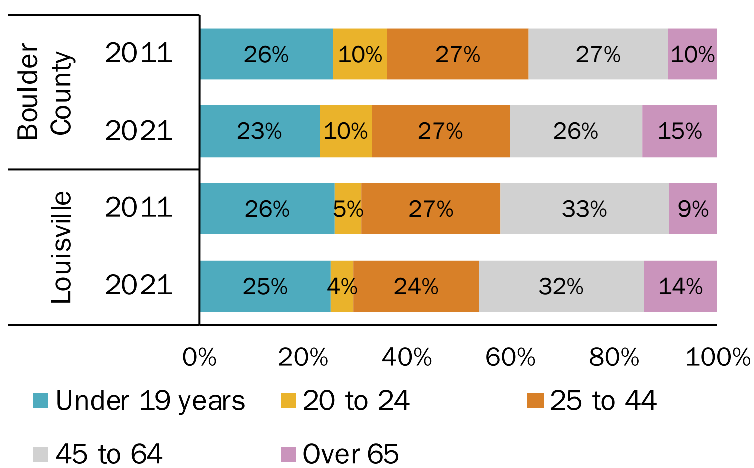
Exhibit 7: Age Distribution, Louisville and Comparison Geographies, 2021
Source: ACS 5-Year Data Tables, 2017-2021



From 2011 to 2021, the share of all age groups under 65 years decreased in Louisville. Of these age groups, the share of residents aged 25 to 44 dropped the most, from 27% to 24% over the time period. Alternatively, the share of residents over the age of 65 increased by 5%.

Age distribution trends are similar for the County overall, with a slightly larger decrease in the number of children (3%) than in Louisville (1%).

Exhibit 8: Change in Age Distribution, Louisville and Boulder County, 2011-2021
Source: ACS 5-Year Data Tables, 2007-2011, 2017-2021

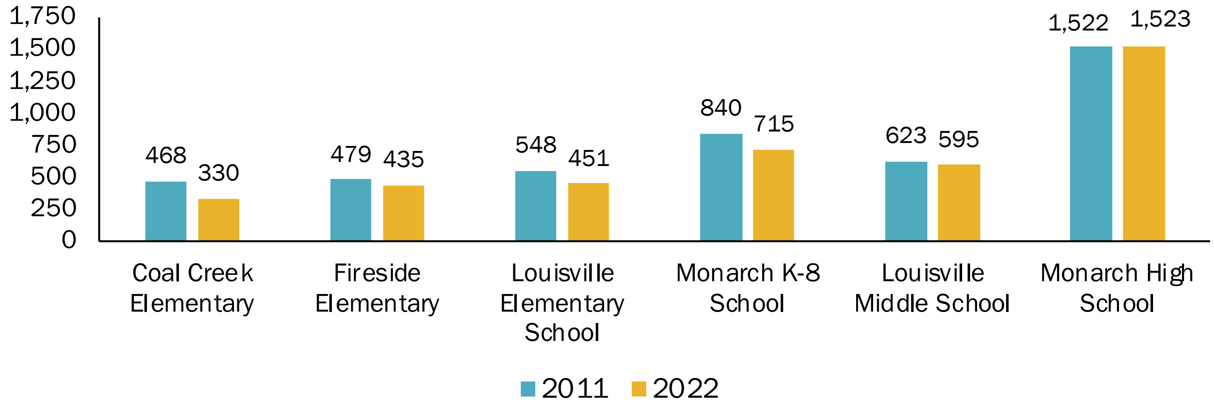


Louisville, like comparison geographies, still has numerous families or households with children residing in the city, as indicated by the number of residents under the age of 19. However, there seems to be a lower influx or retention of younger individuals in Louisville, which is evident in the decline of all age groups below 65. This trend can potentially be attributed to the increasing housing costs, making it more challenging for younger people to afford housing in Louisville. This pattern is also consistent in increasingly high-cost Western communities that have seen rapid regional population growth but have seen underproduction of housing at needed income levels.

School Enrollment

Exhibit 9 shows the number of students enrolled in Louisville schools for the 2011-2012 and 2022-2023 school years. Enrollment dropped for all schools except for Monarch High School, which also suggests that younger families with elementary aged children are less prevalent in the City. This trend may be attributed to several factors, including a decline in young families settling in Louisville, or a lower number of households choosing to have children.[5] However, when looking across the demographic and affordability trends throughout the HNA, it's more than likely related to fewer younger families who are able to locate in Louisville and Boulder County overall.

Exhibit 9: School Enrollment for Louisville Schools, 2011-2022
Source: Colorado Department of Education



Household Characteristics

Household characteristics such as whether a household owns their home, average household size, and household living arrangement trends can highlight a city's changing housing needs. Key findings include:

- Homeownership rates have fallen across Boulder County, indicating limited new homeownership opportunities, particularly for young families.
- Household size has increased in Louisville, particularly for renter households. This relative increase in renter household size is likely a reflection of the increased cost of renting as a single person household, alongside increasing barriers to homeownership.

[5] According to the Colorado Fertility: Recent Trends and Expectations of Change (DOLA, 2017) Colorado also has one of the strongest declines in fertility rates in the nation post-2007. A Colorado Department of Local Affairs (DOLA) report attributes the decline to a major investment into family planning services, high unemployment during the 2008 recession, and women delaying childbirth to pursue education.

- The number of family homeowner households decreased alongside an increase in family rental households. This could indicate that households who might have previously been able to purchase a home upon forming a larger household (e.g., getting married or having children) or getting older are no longer able to.

Tenure

Household tenure refers to whether a household rents or owns their home. In Louisville, the majority (68%) of households own their homes, a slightly higher rate than Boulder County overall (63% of households). Of comparison cities, Erie has the highest rate of homeownership (86%), and Boulder has the lowest (48%). While the majority of households own their homes in Louisville, there are still a large number of renter households in the City, with approximately 2,700 renter households and 5,700 homeowner households.

Exhibit 10: Housing Tenure, Louisville and Comparison Geographies, 2021
Source: ACS 5-Year Data Tables, 2017-2021

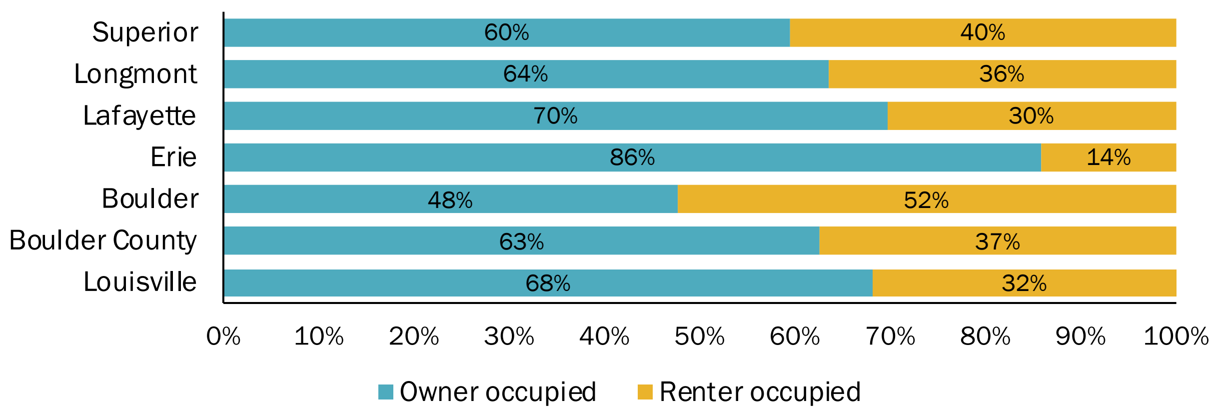


Exhibit 11 shows the change in household tenure from 2011 to 2021. Across all comparison geographies, homeownership rates only increased in Longmont. In Louisville, the homeownership rate dropped by 5% over the time period, the second highest decrease behind Superior (10%). In the County overall, the homeownership rate decreased by 1%.

Exhibit 11: Change in Household Tenure, Louisville and Comparison Geographies, 2011-2021
Source: ACS 5-Year Data Tables, 2007-2011, 2017-2021

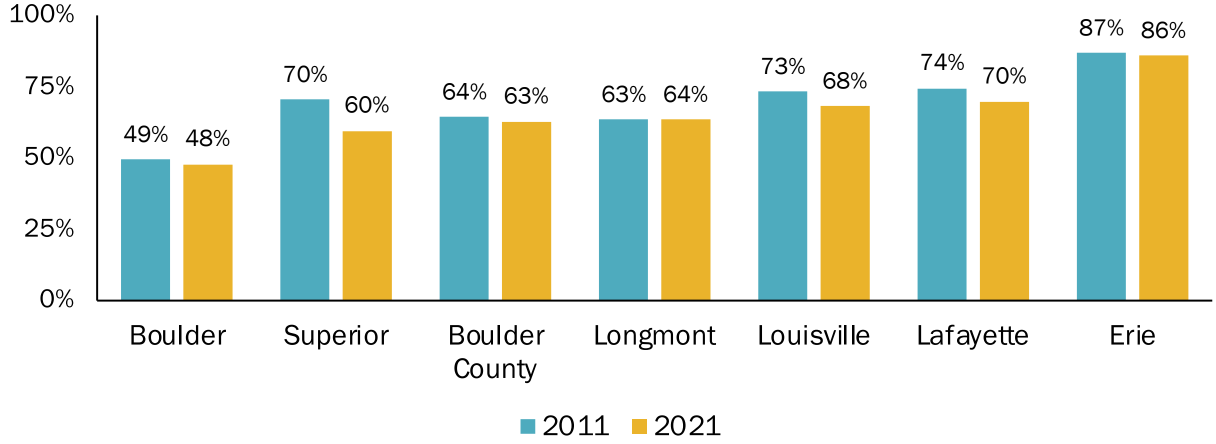
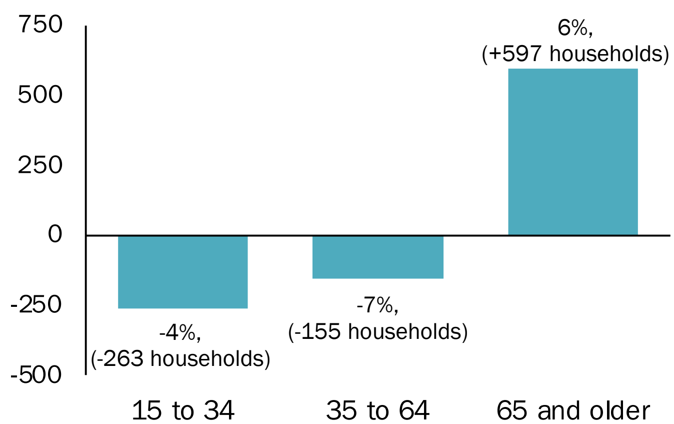


Exhibit 12 shows the change in homeownership rates by age group in Louisville. From 2011 to 2021, the share of households aged 15 to 34 that own a home decreased by 4%, the share of homeowners aged 35 to 64 decreased 7%, and the share of homeowners aged 65 and older increased 6%. This could indicate that those who purchased their homes many years ago are aging in place, and there are fewer new homeownership opportunities in the City.

Exhibit 12: Change in Homeownership Rate by Age, Louisville, 2011-2021
Source: ACS 5-Year Data Tables, 2007-2011, 2017-2021



Average Household Size

Household size is an important indicator for the types of housing needed in a region. Smaller households, such as those of younger or older adults, may prefer living in middle or multifamily housing given their small size and relative affordability, indicating a need for middle and multifamily housing, while larger households with children or extended families cohabitating may be more comfortable in larger single-family dwellings.

Exhibit 13 shows the average household size for Louisville and comparison geographies as of 2021. Louisville has an average household size of 2.5 members, a similar average household size as Longmont, and a slightly higher than that of the County.

Exhibit 13: Average Household Size, Boulder and Comparison Geographies, 2021
Source: ACS 5-Year Data Tables, 2017-2021

2.21	2.41	2.41	2.50	2.50	2.85	2.97
Boulder	Lafayette	Boulder County	Louisville	Longmont	Superior	Erie

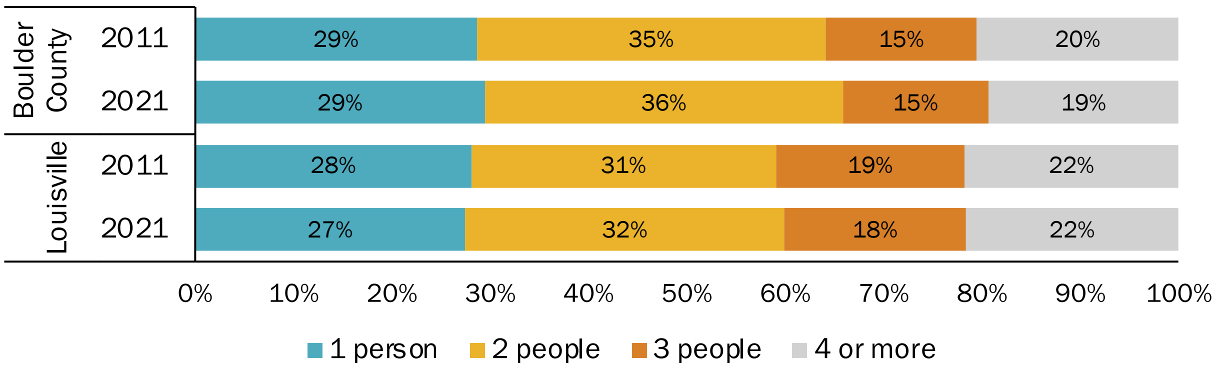
Exhibit 14 shows the change in average household size from 2011 to 2021. Over the time period, the average household size remained relatively stable in both Louisville and the County overall, but the average household size in Louisville did increase by 2.9%. Of comparison cities, Boulder City, Erie, and Superior experienced an increase in average household size, while Lafayette and Longmont experienced a decrease.

Exhibit 14: Change in Average Household Size, Louisville and Comparison Geographies, 2011-2021
Source: ACS 5-Year Data Tables, 2007-2011, 2017-2021

	2011	2021	% Change
Superior	2.71	2.85	5.2%
Louisville	**2.43**	**2.50**	**2.9%**
Boulder	2.17	2.21	1.8%
Boulder County	2.39	2.41	0.8%
Erie	2.95	2.97	0.7%
Longmont	2.59	2.50	-3.5%
Lafayette	2.50	2.41	-3.6%

Exhibit 15 shows the change in household size distribution from 2011 to 2021 for Louisville and Boulder County. In both jurisdictions, the distribution is fairly evenly distributed and remained relatively stable over the time period. In both areas, the most common household size is two-member households (32% of Louisville households), followed by one-member households (27% of Louisville households).

Exhibit 15: Change in Household Size Distribution, Louisville and Boulder County, 2011-2021
Source: ACS 5-Year Data Tables, 2007-2011, 2017-2021



Household Size by Tenure

In Louisville, ownership households tend to be larger than renter households; the average ownership household size is 2.75 members, and the average renter household size is 1.95 members. From 2011 to 2021, the average renter household size increased by 0.24 members, whereas ownership households increased by only 0.07 members. Overall, the average household size increased by 2.9%.

Exhibit 16: Change in Household Size by Tenure, Louisville, 2011-2021
Source: ACS 5-Year Data Tables, 2017-2021

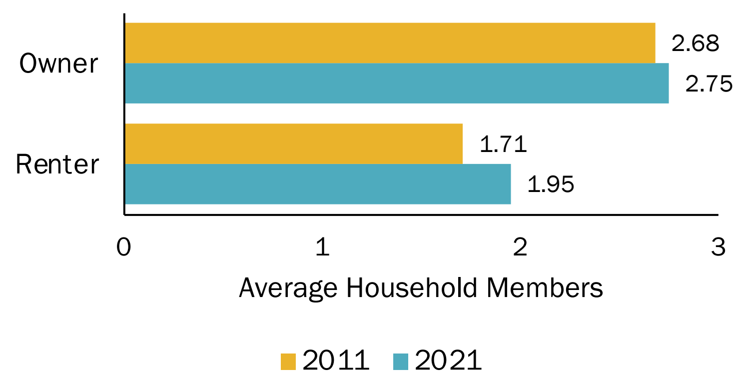
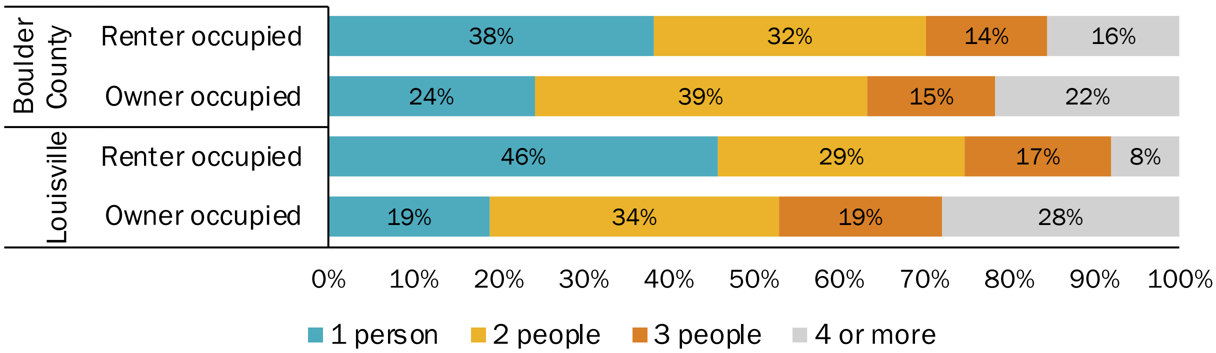


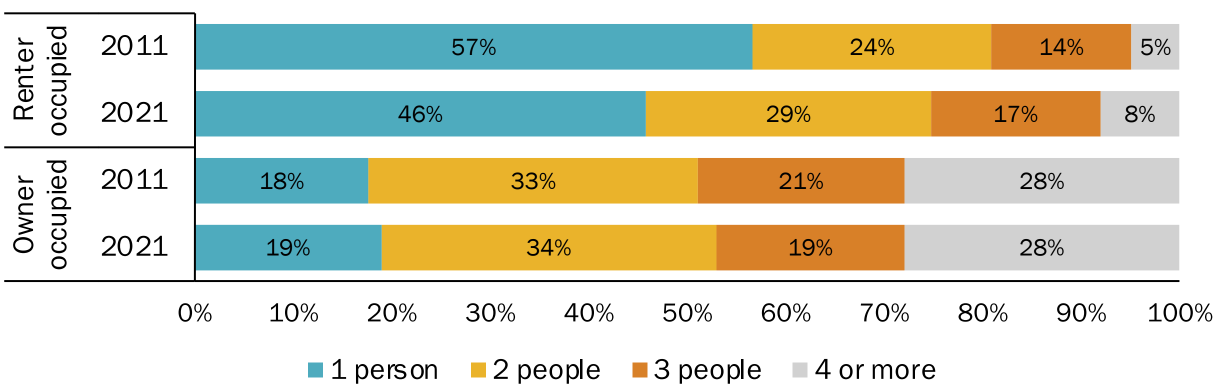
Exhibit 17 shows the distribution of household sizes by household tenure. Among renter households in Louisville, 46% of tenants live alone, and 29% are households with two members. Owner occupied housing is more evenly distributed, and 48% of households have at least three members.

Exhibit 17: Household Size by Tenure, Louisville and Boulder County, 2021
Source: ACS 5-Year Data Tables, 2017-2021



From 2011 to 2021, the share of renters in one-person households in Louisville decreased by 11%, whereas the share of renters in two-person households increased by 5% and the share of renters in three- and four-member-or-larger households increased by 3% each. In contrast, the distribution of household sizes among owner occupied households remained relatively stable over the time period. This relative increase in renter household size is likely because of the increased cost of renting as a single person household alongside increasing barriers to homeownership for newly formed households.

Exhibit 18: Change in Household Size by Tenure, Louisville, 2011-2021
Source: ACS 5-Year Data Tables, 2007-2011, 2017-2021



Living Arrangement

Exhibit 19 shows the distribution of living arrangements for households in Louisville and comparison geographies. The largest share of households are couples living without children (33% of households), likely empty nesters given the increase in the City's median age in recent years. Roughly 32% of households have children living with either one or two parents (25% of households are couples with children, and 7% are single parent households), a slightly higher share of households than the County overall. However, given declining school enrollment rates, it is likely that households with children have older teenage children, rather than elementary or middle school age.

Compared to other Boulder County cities, when looking at the distribution of living arrangements, Louisville is more similar to Longmont and Lafayette. Superior and Erie both have a higher share of couples with children, and a lower share of single-person households. Boulder City has a much higher share of householders living with roommates and householders living alone, likely due to students attending University of Colorado Boulder.

Exhibit 19: Living Arrangement, Louisville and Comparison Geographies, 2021
Source:

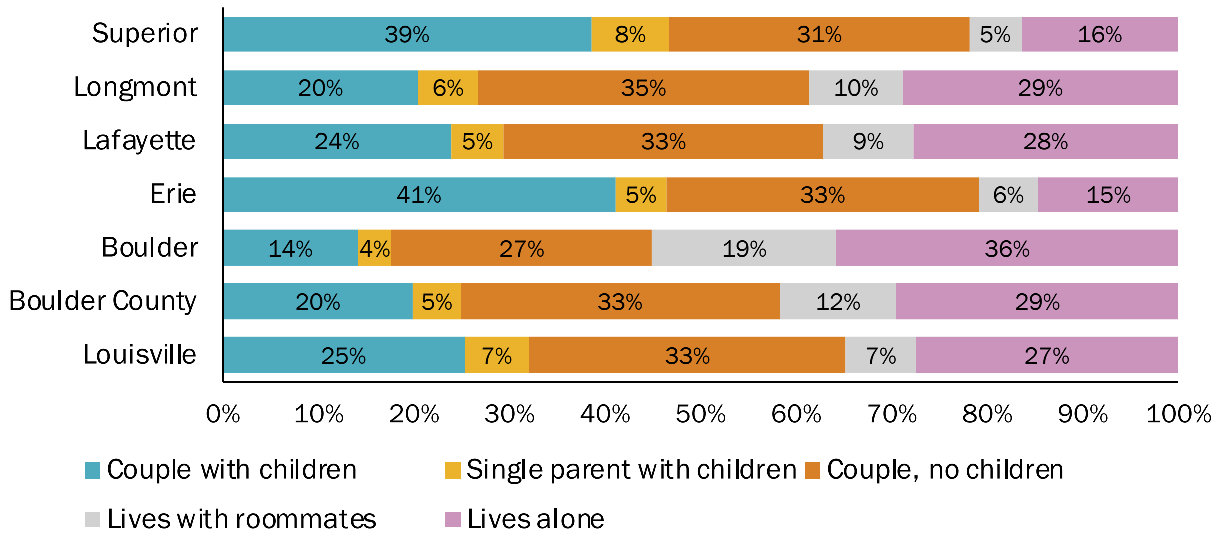
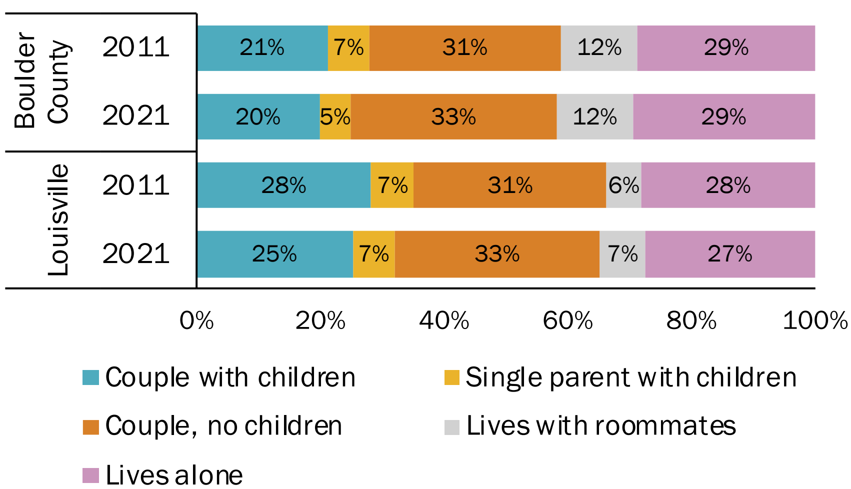


Exhibit 20 shows the change in the distribution of living arrangements from 2011 to 2021. In Louisville, the number of couple households with children decreased by 3%, while the number of couple households without children increased by 2%. Boulder County experienced a similar change over the time period.

Exhibit 20: Change in Living Arrangement Distribution, Louisville and Boulder County, 2011-2021
Source: ACS 5-Year Data Tables, 2007-2011, 2017-2021



Living Arrangement by Tenure and Age

Exhibit 21 shows the share of households by living arrangement and tenure for 2011 and 2021. Of ownership households, the largest change was a 6.4% decrease in the share of family homeowner households. This likely corresponds with the 5.9% increase in family renter households and could indicate homeownership attainability concerns for renters who may otherwise have been interested in purchasing a home prior to starting a family. Additionally, there was a small (1.4%) increase in homeowners living with roommates, which could indicate that young homeowners need additional income to support their mortgage payments. This could also indicate that adult children are either staying with or moving back in with their parents.

Exhibit 21: Living Arrangement by Tenure (Share of Total Households), Louisville, 2011-2021

Source: ACS 5-Year Data Tables, 2007-2011, 2017-2021

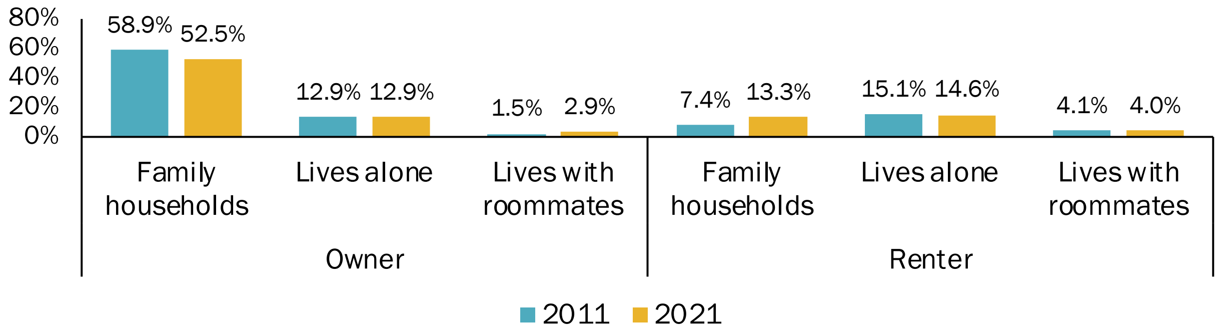
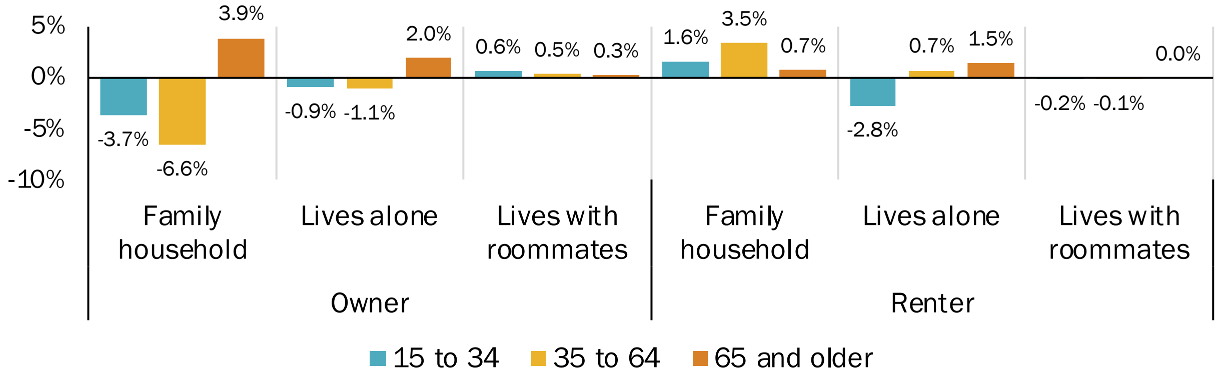


Exhibit 22 shows the change in the *share* of each group from 2011 to 2021 for the entire Louisville population. For example, the share of family households with a householder aged 15 to 34 years decreased from 6.5% of the population in 2011 to 2.8% of the population in 2021, a decrease of 3.7%. While there was a 3.9% increase in the share of homeowner families over 65, this is offset by a 3.7% decrease in homeowner families under 35, and a 6.6% decrease in homeowner families aged 35 to 64 (the total change in the share of homeowner families was a 6.4% decrease over the time period). Households aged 35 to 64 also made up most of the increase in family renter households, representing 3.5% of the overall 5.9% increase. Additionally, while the *overall* share of households living alone remained relatively constant, the share of both renter and homeowners aged 15 to 34 living alone decreased, as did the share of homeowners aged 35 to 64.

The increase in family households that rent could indicate a lack of opportunity for homeownership for young families. Additionally, the decline in young individuals living alone and the rise in two-person households within the City may suggest that younger people are struggling to afford to live on their own. This could mean many opting to live together or moving back in with their parents.

Exhibit 22: Change in Share of Living Arrangement by Tenure by Age of Householder (as a share of overall population), Louisville, 2011-2021
Source: ACS 5-Year Data Tables, 2007-2011, 2017-2021



Income Distribution

Income is an important determinant of housing choice, influencing both the type of housing a household chooses (e.g., single-family detached, duplex, or a larger multifamily property) and household tenure (e.g., rent or own). Key findings include:

- Louisville is one of the highest earning cities in the county and has experienced a 50% increase in median household incomes since 2011.
- The number of high earning households in Louisville has increased significantly since 2011. Louisville experienced a 17% increase in the share of households earning greater than $200,000 annually. The influx of high earning households could be due to the in-migration of wealthier households, or due to wage increases for Louisville residents. High homeowner incomes can contribute to rising home sale prices in a city, contributing to an increasingly competitive housing market.
- The median income for homeowner households in Louisville is roughly twice the median income for renter households.
- The reduction in households earning less than $75,000 annually could be caused by lower income households moving out of Louisville as housing and other living costs increase.

Median Household Income

As shown in Exhibit 23, the median household income for Louisville is just over $125,000 annually.[6] Louisville's median income is lower than Erie and Superior, but higher than Boulder, Lafayette, and Longmont. Of comparison cities, Erie has the highest median income, and

[6] The census defines income as, "income received on a regular basis (exclusive of certain money receipts such as capital gains) before payments for personal income taxes, social security, union dues, Medicare deductions, etc. Therefore, money income does not reflect the fact that some families receive part of their income in the form of noncash benefits, such as food stamps, health benefits, subsidized housing."

Boulder has the lowest. Louisville's median income is around $33,000 higher than that of Boulder County overall.

Exhibit 23: Household Median Income, Louisville and Comparison Geographies, 2021
Source: ACS 5-Year Data Tables, 2017-2021

$74,902	**$83,104**	**$92,466**	**$95,033**	**$125,124**	**$131,757**	**$140,409**
Boulder	Longmont	Boulder County	Lafayette	Louisville	Superior	Erie

Exhibit 24 shows the change in median household income from 2011 to 2021. While all cities saw substantial increases in median income, Louisville saw the greatest increase with a 50% increase in median income, while Boulder County overall saw an increase of 39%.

Exhibit 24: Change in Median Household Income, Louisville and Comparison Geographies, 2011-2021
Source: ACS 5-Year Data Tables, 2007-2011, 2017-2021

	2011	2021	% Change
Louisville	**$ 83,682**	**$ 125,124**	**50%**
Longmont	$ 56,278	$ 83,104	48%
Boulder County	$ 66,479	$ 92,466	39%
Boulder	$ 54,051	$ 74,902	39%
Lafayette	$ 69,840	$ 95,033	36%
Erie	$ 103,698	$ 140,409	35%
Superior	$ 100,194	$ 131,757	32%

Household Income Distribution

Exhibit 25 shows the distribution of household incomes in Louisville and Boulder County. Compared to the County, Louisville has a greater share of households in income categories greater than $100,000 annually. In both jurisdictions, the largest share of households earns at least $200,000 annually (26% of Louisville households and 17% in the County). However, while Louisville has a relatively high share of high earning households, 30% of Louisville households earn less than $75,000 annually.

Exhibit 25: Median Household Income Distribution, Louisville and Boulder County, 2021
Source: ACS 5-Year Data Tables, 2017-2021

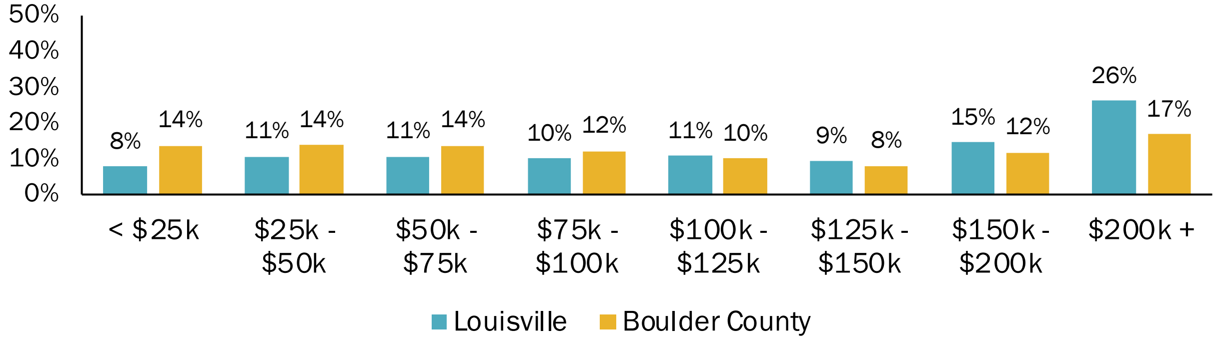
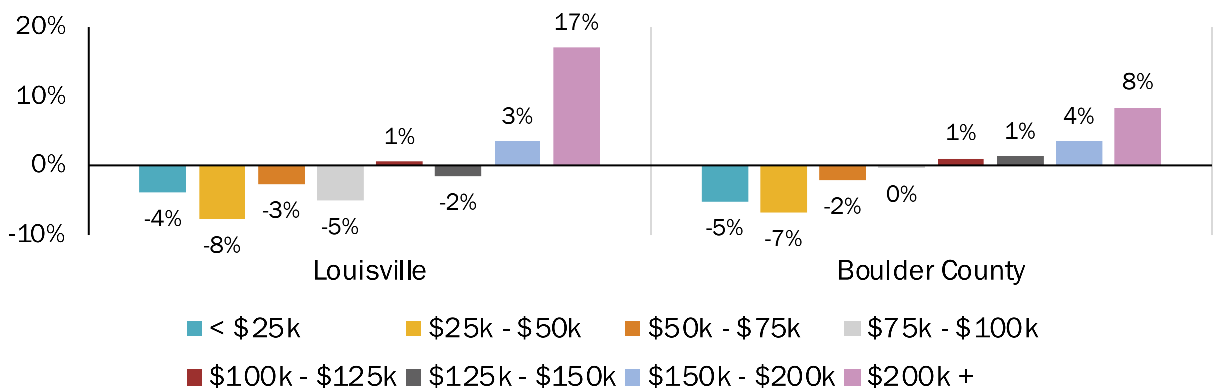


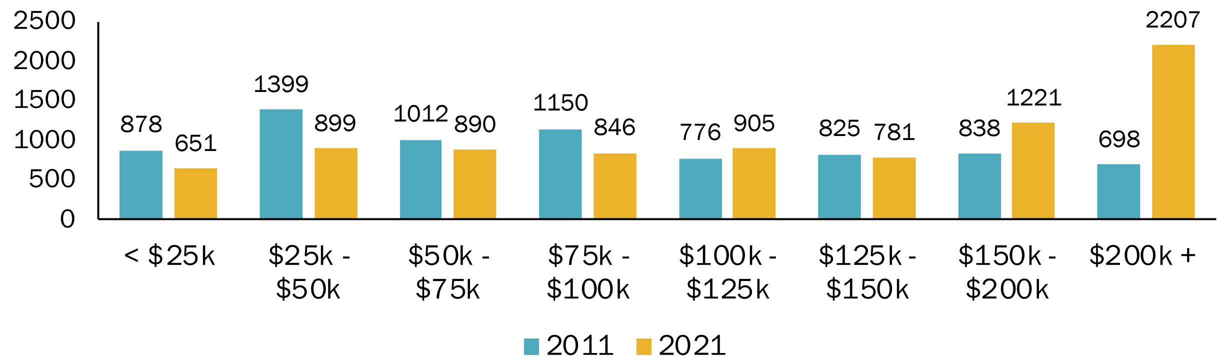
Exhibit 26 shows the change in the *share* of households in each income bracket from 2011 to 2021. For example, the share of Louisville households earning less than $25,000 annually decreased by 4% between 2011 and 2021. Notably, Louisville experienced a substantial increase in the share of households earning greater than $200,000 annually (a 17% increase). This income group also increased the most at the county level, with an 8% increase. At the same time, the number of households earning less than $100,000 decreased by about 20% in Louisville.

Exhibit 26: Change in Median Household Income Distribution, Louisville and Boulder County, 2011-2021
Source: ACS 5-Year Data Tables, 2007-2011, 2017-2021



The influx of high earning households is most likely due to the in-migration of wealthier households. Exhibit 27 shows the nominal change in the number of households in each income category in Louisville from 2011 to 2021. As is also reflected in Exhibit 26 above, the number of households in all income groups under $150,000 largely declined over the 10-year period, while the number of households earning more than $200,000 annually increased by 1,509 households (or from 9% of households to 26%). There are a few possible explanations for this increase: first, wage increases, especially in response to an increased cost of living, increase in housing costs, and inflation, could have increased incomes for existing Louisville households. Second, it is possible that if adult children are moving back in with their parents, their incomes are contributing to higher household incomes. However, given the sharp increase in the number of very high-earning households, it is most likely that the main driver of this increase is wealthier households moving into Louisville. On the flipside, the reduction in households earning less than $100,000 annually could be caused by lower income households moving out of Louisville as housing and other living costs, such as transportation, increase. Louisville also experienced a decrease in cost-burdening (discussed in more detail in more detail below), among owner and renter households, which should not be looked at as an increase in affordability given the degree at which housing costs in Louisville have increased. Rather, the decrease in cost-burdening again points to more lower-income households leaving the area and being replaced by more financially stable and higher-earning households.

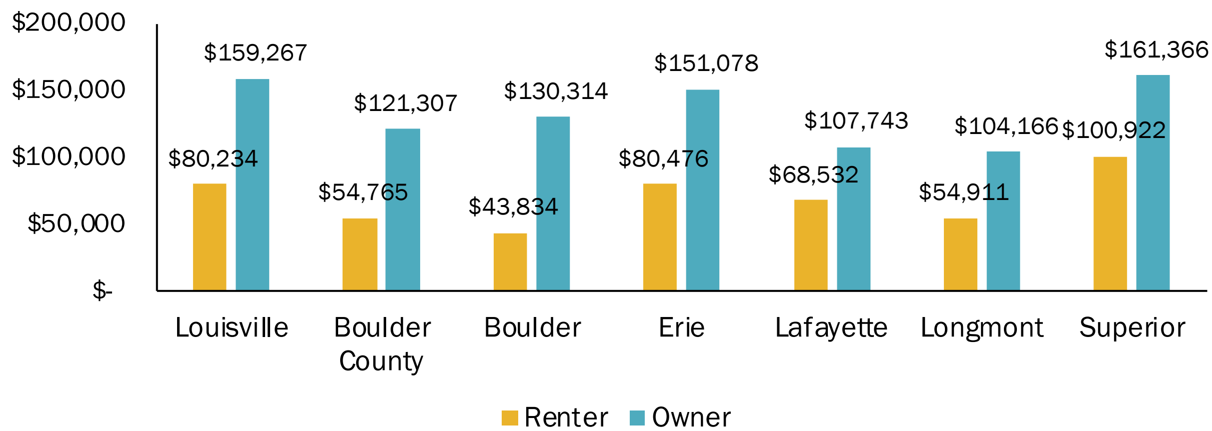
Exhibit 27: Change in Median Household Income Distribution, Louisville, 2021
Source: ACS 5-Year Data Tables, 2017-2021



Household Income by Tenure

Across Boulder County, renter household incomes are significantly lower than ownership household incomes. In Louisville, the median homeowner income is roughly $159,000 annually, nearly twice the renter median income of about $80,000. With the exception of Boulder (which is likely impacted by the high share of university students), Louisville has the largest income gap between renter households and ownership households.

Exhibit 28: Median Household Incomes by Tenure, Louisville and Comparison Geographies, 2021
Source: ACS 5-Year Data Tables, 2017-2021



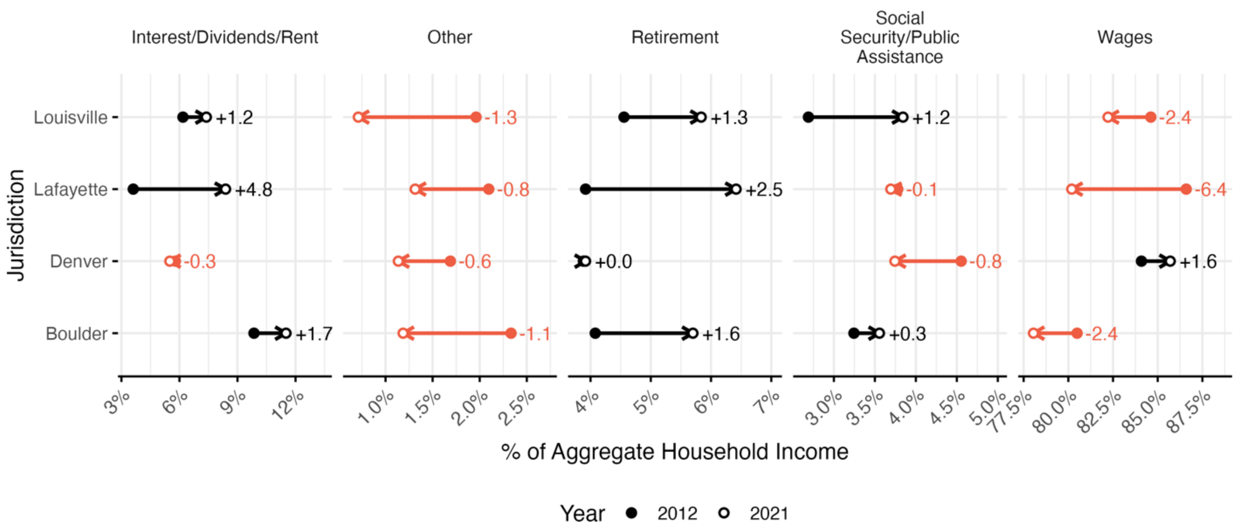
High homeowner incomes can contribute to rising home sale prices in a city, further increasing the homeownership attainability gap for renters who might be interested in purchasing a home but do not have the funds to do so. In addition, high homeowner incomes can contribute to an increasingly competitive housing market. Even if renter households have the ability to qualify for a mortgage, they may risk being outbid by wealthier homebuyers who can pay in cash or offer over the asking price. In addition to renters experiencing more instability in where live, homeownership is an important pathway to wealth accumulation and financial stability in the United States. Homeowners may benefit from property appreciation, mortgage interest deductions, and the ability to build equity, while renters miss out on these advantages.

Household Wages

Exhibit 29 shows the aggregate sources of *all income* in Louisville and comparison geographies from 2012 to 2021. Sources in income have shifted in Louisville as the share of older adults has increased, reflected in the increase in retirement and social security income in the City. In addition, the share of income from interest, dividends and rent increased, likely a reflection of the increase in older or higher income households that are more likely to earn income through investments. Because the share of these forms of income increased relative to income earned through wages, these findings corroborate other data suggesting a decrease in younger wage earners in the City. These income trends are also true for Lafayette and Boulder; in Denver, the share of wages increased relative to other forms of income.

Exhibit 29: Sources of Household Income

Source: ACS 5-year, 2011, 2021



Employment and Commuting

Understanding employment trends and commuting patterns can provide insights on the housing needs of workers today and into the future. Employment plays an important role in where people live, and it can influence where people move. If the data shows that many people are commuting into the city for work, it could indicate that the city does not have enough housing to accommodate its workforce or enough housing that meets their needs and affordability levels. Key findings include:

- Louisville could expect a 20% increase, or 3,963 jobs, over the next 10 years, assuming the city maintains its current share of the total jobs in the Boulder Metropolitan Statistical Areas (MSAs).
- The manufacturing industry in Louisville increased by 8.4% between 2010-2020, while jobs in the information, administration, and finance industries (or more formal office-oriented jobs) declined, along with food service and retail.
- Approximately 64% of Louisville workers live outside of the city but commute into Louisville for work, while 32% of workers live in Louisville but commute to another location for work. Only 4% of workers both live and work in Louisville.
- Of comparison geographies, Louisville had the smallest share of workers who both live and work in the city.
- The number of workers commuting *into* Louisville has increased by 58% over the past decade, which could indicate challenges for employees who work in Louisville to also live in Louisville.
- Of comparison geographies, workers commuting to Louisville for work the second longest commute (Boulder had the longest commute), with just over 15 miles.
- Affordability and/or available housing options in Louisville is likely a contributing factor to the increase in the number of workers commuting *into* the city, but not residing there, and in the longer commute times *to* Louisville compared to other geographies. Louisville workers commuting into the city may be struggling to find affordable or suitable options in the region in general, so they're forced to liver further out where housing might be more affordable.
- In general, long commutes can contribute to increased traffic congestion, leading to heightened fuel consumption and elevated greenhouse gas emissions. Additionally, longer commutes can also put additional financial pressure on households, as transportation is often the second highest household cost, behind housing.

Employment Projections

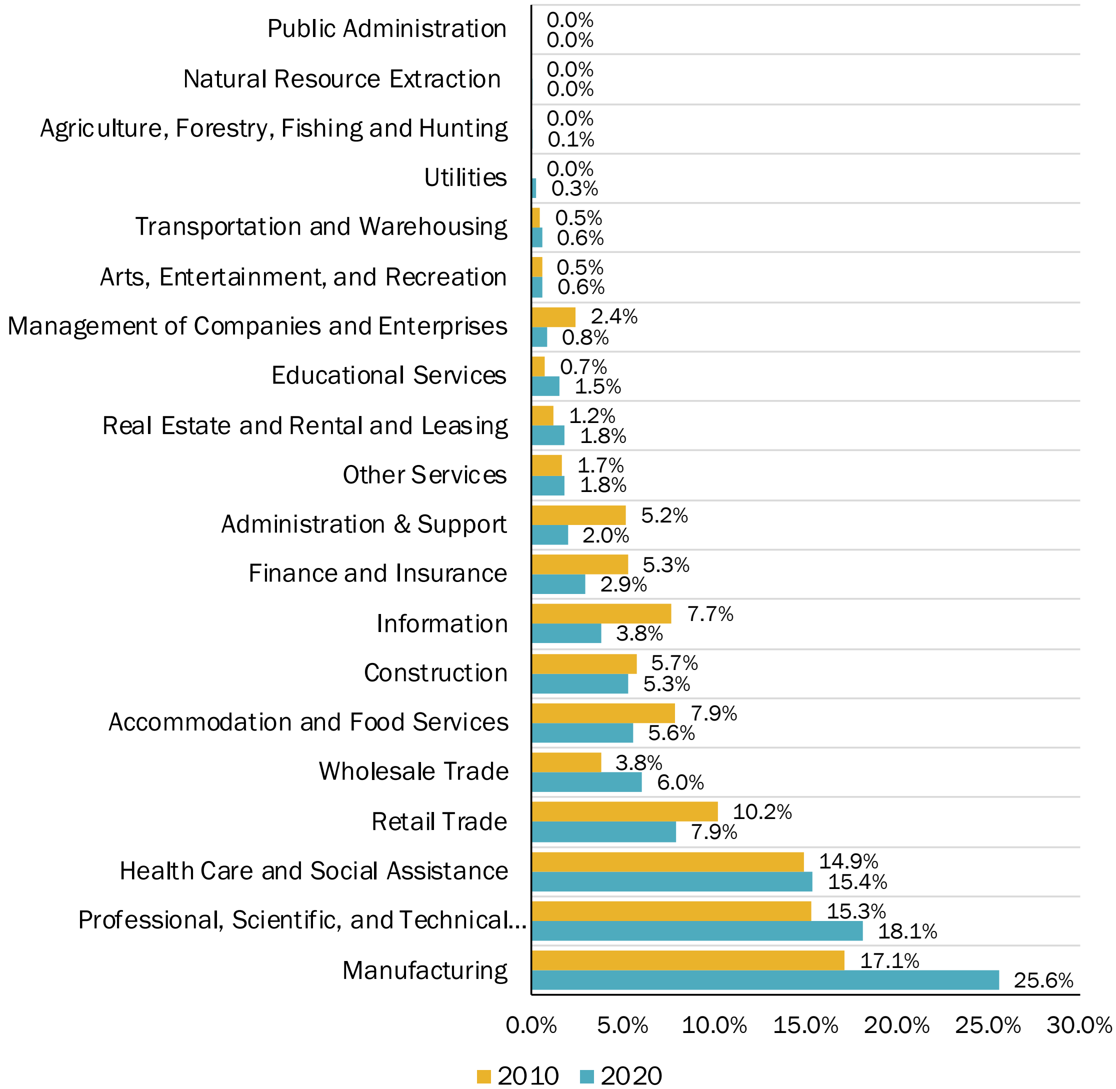
The Colorado Department of Labor and Employment collects and publishes statewide occupation and wage data and for ten substate regions: seven Metropolitan Statistical Areas (MSAs) and three Balance of State (BOS) Areas. Louisville is included in the Boulder MSA.

As of 2022, there were a total of 191,840 in the Boulder MSA. Louisville's share of employment within the Boulder MSA is about 9.9% or about 18,992 jobs. The labor department's most recent employment projection is through 2031, which assumes about 231,866 total jobs within the Boulder MSA, which represents an almost 21% increase over 10 years. Assuming Louisville maintains about 9.9% of total jobs in the MSA, the city is expected to have a total of about 22,955 jobs by 2031. This represents an increase of around 3,963 jobs, or a 20% increase.

Employment by Industry

Exhibit 30 shows the share of Louisville employees by industry from 2010 to 2020. Over the period, the share of employees in the Manufacturing industry increased by 8.4%, the largest change in any industry. The share of employees in the Professional, Scientific, and Technical Services industry and the Wholesale Trade industry also increased (2.8% and 2.3%, respectively). On the other hand, the share of employees decreased in the Information industry (-3.9%), Administration and Support (-3.2%), Finance and Insurance (-2.3%), Accommodation and Food Services (-2.3%), and Retail Trade industries (-2.3%). Manufacturing and wholesale trade industries often command larger amounts of land that results in low employment densities, relative to other more office or commercial uses. This will be an important factor to consider as Louisville envisions how it wants to grow during the comprehensive planning process.

Exhibit 30: Employment by Industry, Louisville, 2010-2020
Source: NAICS 2-digit employment; LODES; ECONorthwest

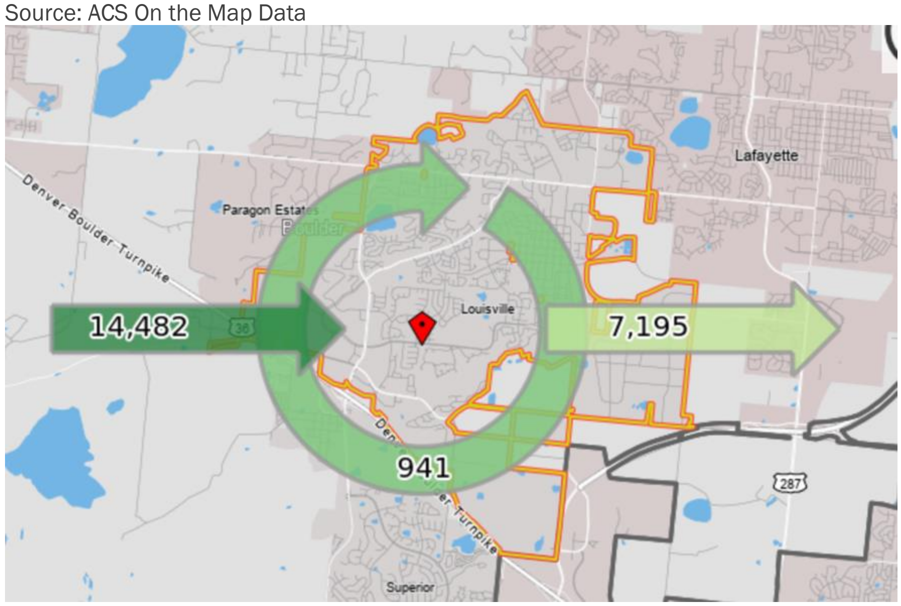


Commuting Patterns

According to ACS On the Map data, just under 14,500 workers live outside but commute into Louisville (64% of Louisville workers[7]). Just under 7,200, or 32% of workers, live in Louisville but commute to another location for work. Finally, 941 workers, or 4%, both live and work in Louisville.

Exhibit 31: Commuting Flows, Louisville, 2020

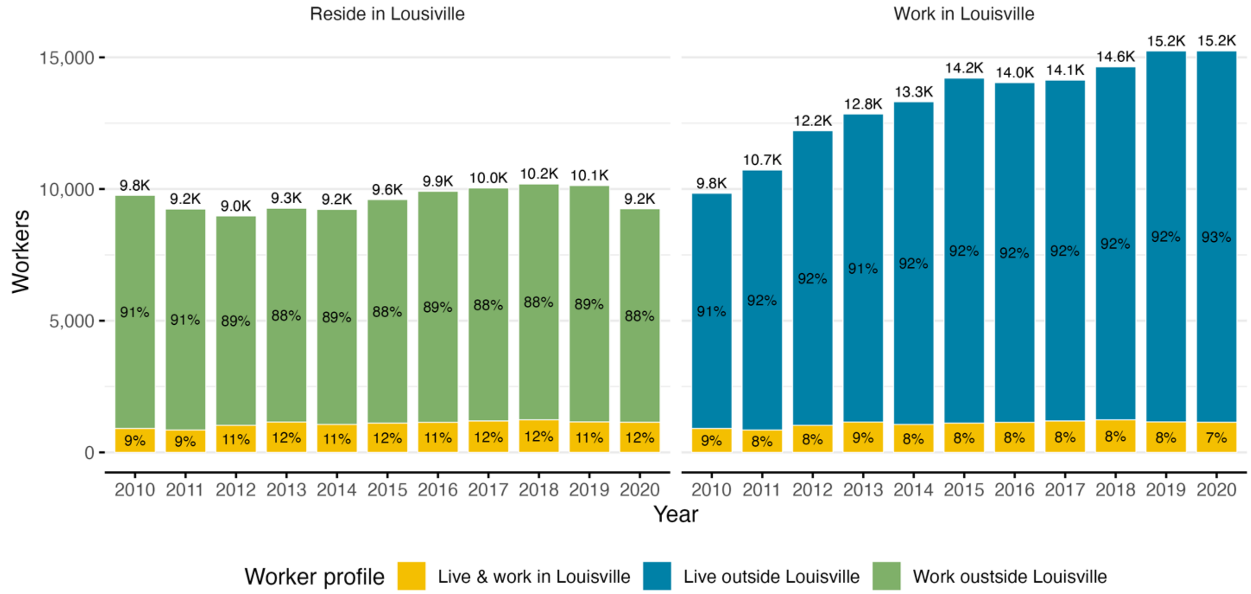
Source: ACS On the Map Data



ECONorthwest also conducted additional research into commute flows over time for Louisville. According to ECONorthwest data, in 2020 approximately 8,100 workers live in Louisville but commute out, approximately 14,100 workers commute into Louisville, and roughly 1,100 workers both live and work in Louisville. Over time, the number of workers commuting out of Louisville has remained relatively stable, with a small drop of roughly 900 workers from 2019 to 2020 (around a 9% decrease). However, the number of workers commuting into Louisville has increased more substantially over the past decade, with an increase of roughly 5,200 commuters, or 58%, since 2010. Over the time period, the number of workers both living and working in Louisville increased by around 200 workers, or 25%.

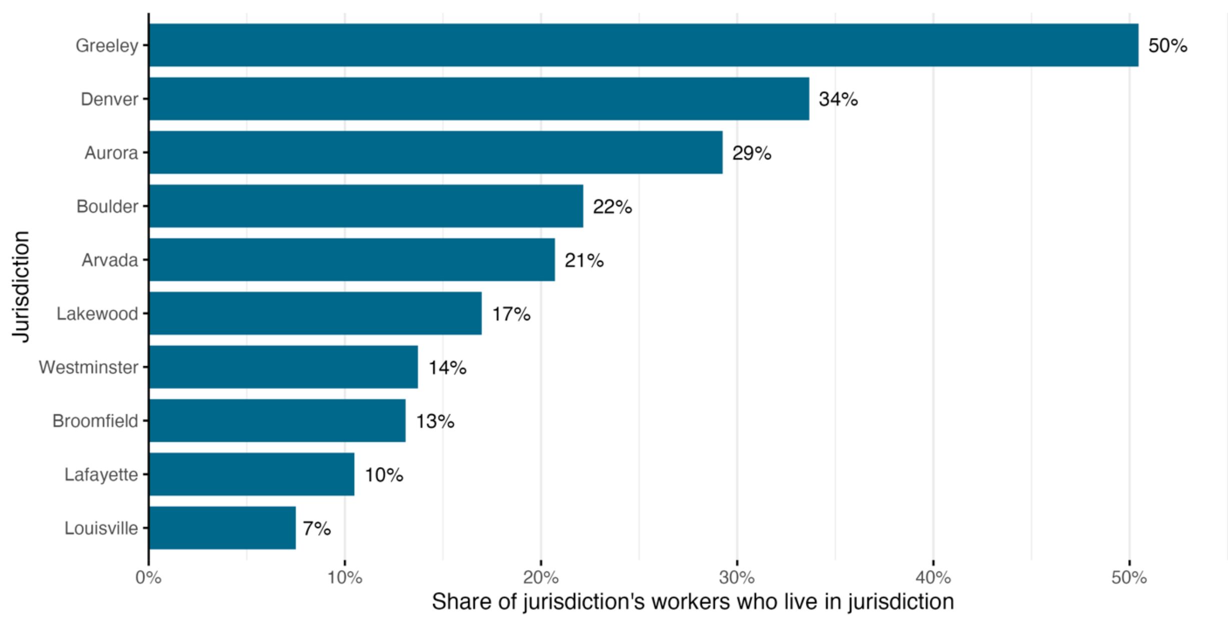
[7] Louisville workers" as referenced in this report refers to workers who commute into Louisville for work but live elsewhere, those that live in Louisville but work elsewhere, and those who both live and work in Louisville.

Exhibit 32: Trends in Commuting Flows, Louisville, 2010-2020
Source: LODES, 2010-2020



ECONorthwest also compared the share of workers who both live and work in a jurisdiction across Louisville and several other cities. Of comparison cities, Louisville had the smallest share of workers who both live and work in the City (7% of workers).

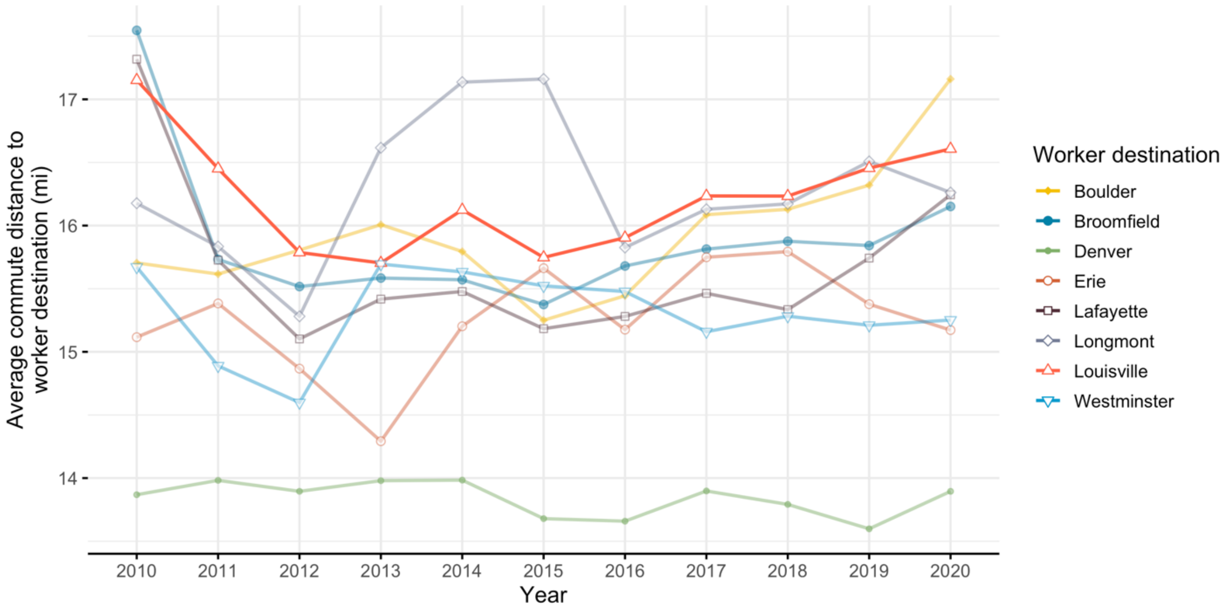
Exhibit 33: Share of Workers also Living in Jurisdiction, Louisville and Comparison Geographies, 2020
Source: LODES, 2010-2020



ECONorthwest also analyzed where workers are commuting to and from to get a sense of commute distances. For workers commuting into Louisville, the average commute distance was just over 16.5 miles in 2020. Of analyzed cities, this is the second longest commute distance behind Boulder (just over 17 miles).[8]

Exhibit 34: Commute Distances, Workers Commuting to Louisville, Boulder, Denver, and Lafayette, 2010-2020

Source: LODES, 2010-2020



The presence of long commutes can indicate a lack of affordability within a city. When workers are unable to find affordable housing options near their workplace, they are forced to search for attainable housing farther away. This drives up the distance they need to travel daily, leading to longer commutes.

Long commutes can contribute to increased traffic congestion, leading to heightened fuel consumption and elevated greenhouse gas emissions. The constant flow of vehicles on congested roads can result in higher pollution levels and a greater carbon footprint. By reducing commute distances and providing attainable housing options near city centers, cities can effectively limit the need for extensive commuting, thus mitigating traffic congestion, reducing fuel consumption, and minimizing greenhouse gas emissions.

[8] Commute distances shown are one-way. Commute *times* (time spent driving) can be difficult to accurately estimate because estimates are often based on local speed limits, which do not adequately capture variables like traffic congestion. Additionally, traffic congestion varies greatly by many variables as well like the time of year or time of day among other factors can greatly affect travel times and are difficult to pinpoint.

3. Housing Characteristics

This section provides an overview of housing trends in Louisville relative to Boulder County and other comparison geographies to better understand local market conditions and their implications. This section includes:

- An overview of existing housing stock, including total housing units, housing unit mix, vacancy rates, and affordable housing development.
- Residential development trends from City permit data.
- Housing market trends, including home sale and rental prices.
- Housing affordability trends, including financial attainability and cost burdening rates for renters and homeowners.

Existing Housing Stock

Key findings include:

- With the exception of Boulder, the majority of housing in Louisville and comparison geographies is single-family detached housing. However, the housing stock has become more diverse since 2011 with an increased in multifamily housing units.
- The majority of Louisville homeowners live in single-family detached units, while the majority of renters live in multifamily housing.
- From 2011 to 2021, the share of units labeled vacant due to being "for rent" increased by 58%, which could indicate that available rental stock is not attainable or appropriately sized for renter households in the area. The share of vacant units labeled as being vacant "for sale" dropped from 15% to zero, likely a reflection of a constrained housing market as median homeowner incomes increased over the time period.

Total Housing Units

As of 2021, Louisville had 8,665 housing units, representing just over 6% of total housing units in the County. Of comparison cities, Boulder has the highest number of housing units, representing roughly 33% of housing units in the County.

Exhibit 35: Total Housing Units, Louisville and Comparison Geographies, 2021
Source: ACS 5-Year Data Tables, 2017-2021

4,790	**8,665**	**10,085**	**12,944**	**40,908**	**45,304**	**139,302**
Superior	Louisville	Erie	Lafayette	Longmont	Boulder	Boulder County

Housing Unit Mix

As shown in Exhibit 36, the majority of housing in Louisville (67%) is detached single-family, the second highest share among comparison geographies, behind Erie (89%). Just above 20% of Louisville housing units are in a multifamily building with five or more units. Of comparison geographies, Erie has the lowest share of multifamily housing (1%) and Boulder has the highest (43%), likely due to the high concentration of students. Of remaining Louisville housing units, 9% are considered "plex housing", referring to single family attached units up to fourplexes, and the remainder (2%) of housing units are mobile homes, manufactured housing, or "other" types of units. Of comparison geographies, Lafayette has the highest share of both plex housing units (22%), and of "mobile home or other" housing units (5%).

Exhibit 36: Housing Mix, Louisville and Comparison Geographies, 2021
Source: ACS 5-Year Data Tables, 2017-2021

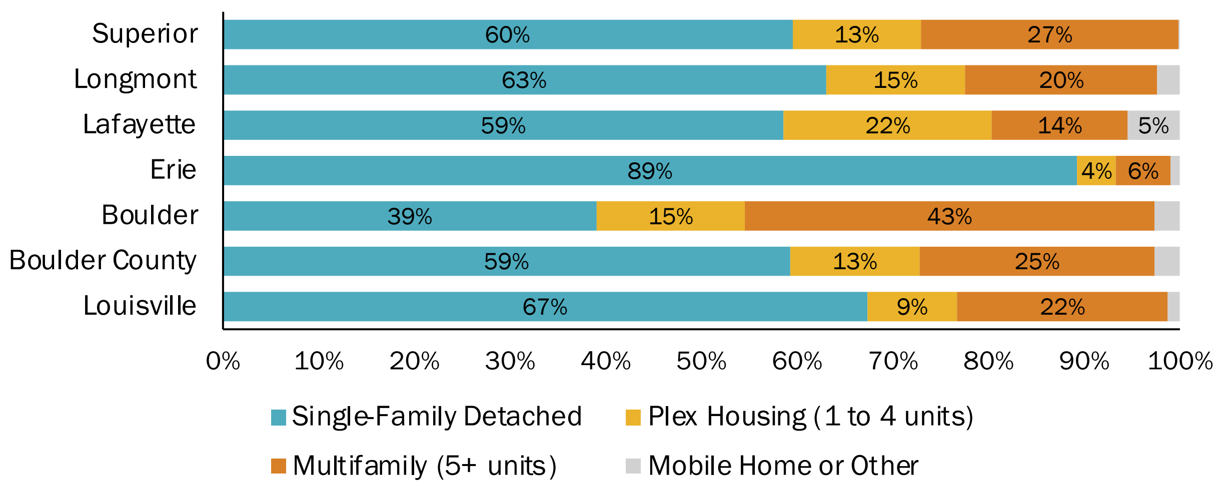


Exhibit 37 shows the change in housing mix distribution for the housing stock in Louisville and Boulder County. Between 2011 and 2021, both jurisdictions saw increases in the share of multifamily housing (from 18% to 22% in Louisville, and 22% to 25% in Boulder County), corresponding with a similar decrease in the share of single-detached units.

Exhibit 37: Change in Housing Mix, Louisville and Boulder County, 2011-2021
Source: ACS 5-Year Data Tables, 2007-2011, 2017-2021

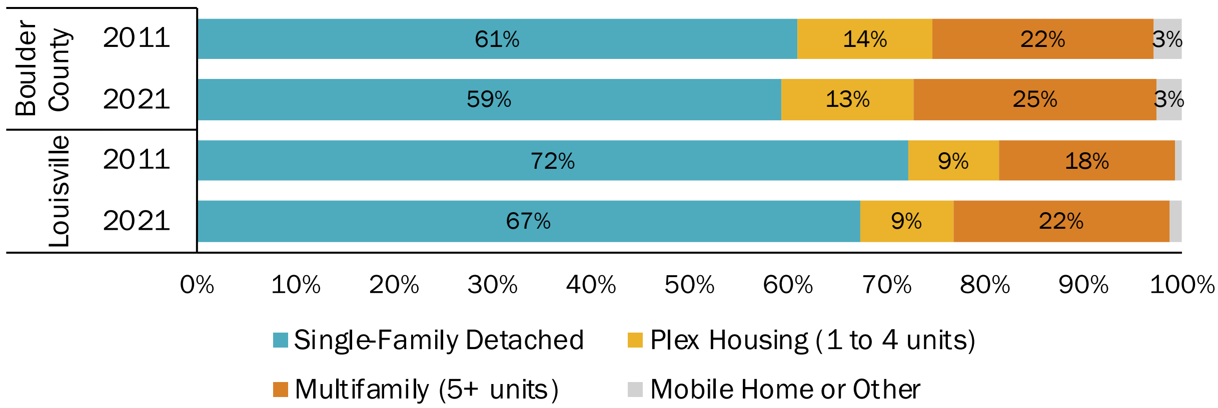


Exhibit 38 shows the nominal change in the number of each type of housing unit in Louisville over the time period. Multifamily housing added the greatest number of units, adding an additional 509 units, an increase of 37%.

Exhibit 38: Change in Housing Mix, Louisville, 2011-2021
Source: ACS 5-Year Data Tables, 2007-2011, 2017-2021

	2011	2021	# Change	% Change
Single-Family Detached	5,614	5,833	219	4%
Plex Housing (1 to 4 units)	712	820	108	15%
Multifamily (5+ units)	1,394	1,903	509	37%
Mobile Home or Other	53	109	56	106%

Housing Tenure by Unit Type

Exhibit 39 provides a breakdown of housing tenure based on housing type in both Louisville and the County. Overall, the distribution of housing types in Louisville is similar to that of the County, with a smaller proportion of renters and homeowners living in plex housing. In Louisville, most homeowners (88%) reside in single-family detached housing, while the majority of renters (57%) live in multifamily housing. Around 28% of renters in Louisville live in single-family units, which could indicate that renters who might otherwise purchase a single-family home (such as family renters) are unable to afford to do so. Additionally, only 7% of homeowners in Louisville live in plex housing, suggesting an opportunity to expand these types of housing to provide more affordable homeownership options in the city.

Exhibit 39: Housing Tenure by Housing Type, Louisville and Boulder County, 2021
Source: ACS 5-Year Data Tables, 2017-2021

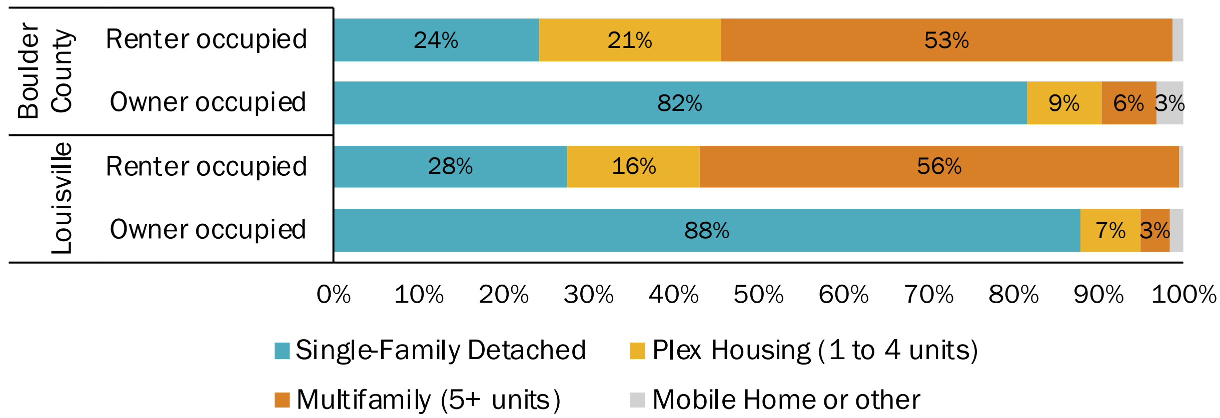
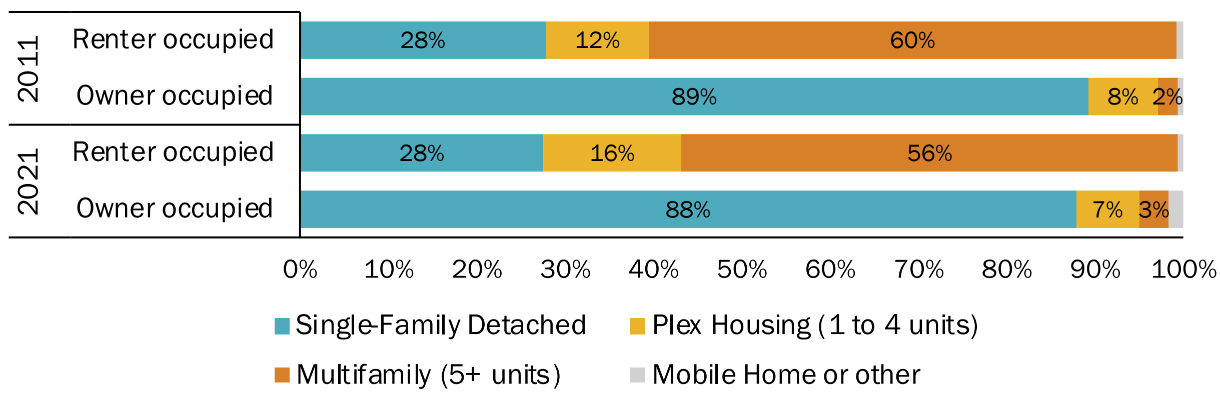


Exhibit 40 shows the change in household tenure by unit type for Louisville from 2011 to 2021. Tenure remained relatively consistent, with a slight increase (4%) in renters living in plex housing, matched by a similar decrease in renters living in multifamily housing.

Exhibit 40: Change in Household Tenure by Unit Type, Louisville, 2011-2021
Source: ACS 5-Year Data Tables, 2007-2011, 2017-2021

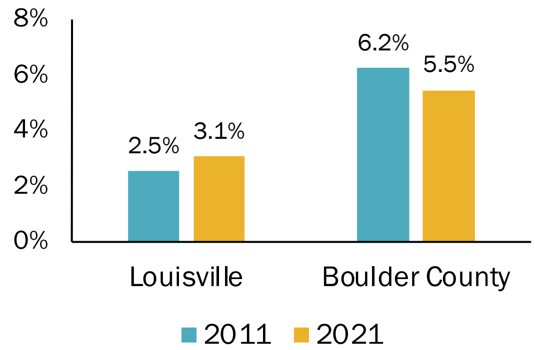


Vacancy Rates

The Census defines vacancy as "unoccupied housing units considered vacant”. Vacancy status is determined by how the unit would likely be occupied, e.g., “for rent, for sale, or for seasonal use only." Vacancy rates are cyclical and represent the lag between demand and the market’s response to demand for additional dwelling units. Vacancy rates for rental and multifamily units are typically higher than those for owner-occupied and single-family dwelling units. As of 2021, Louisville had 265 vacant housing units, representing 3.1% of the City’s total housing stock.

Exhibit 41: Vacancy Rates, Louisville and Boulder County, 2011-2021

Source: ACS 5-Year Data Tables, 2007-2011, 2017-2021



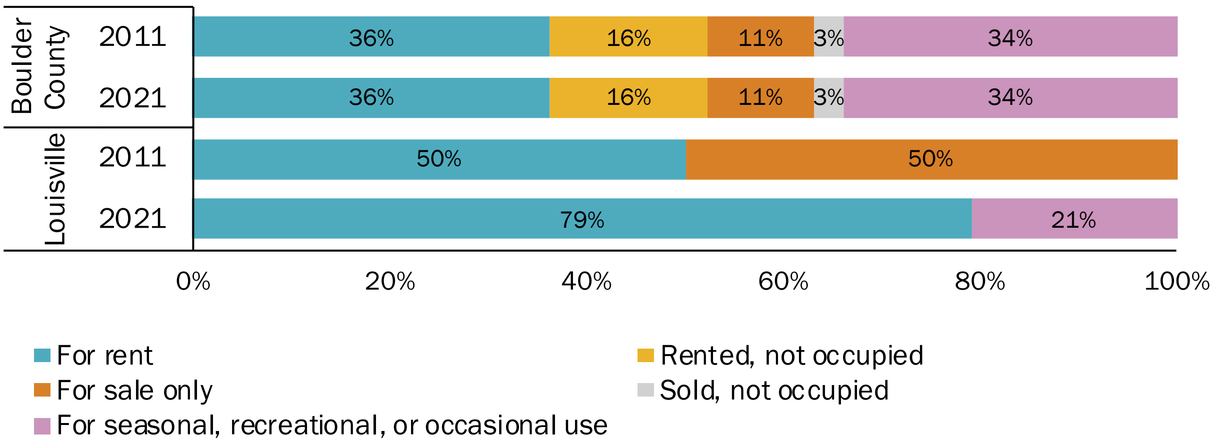
From 2011 to 2021, the share of units labeled vacant due to being “for rent” increased by 58%. High vacancy rates for rental units could indicate that available rental stock is not attainable for renter households in the area; it could also be mismatched in other ways, such as not being large enough for growing renter households. Over the same period, the share of vacant units labeled as being vacant “for sale” dropped from 15% to zero, likely a reflection of a constrained housing market as median homeowner incomes increased over the time period.

In 2021, of the vacant units reported, 19% of them were due to seasonal, recreational, or occasional use. While this data point is not comprehensive for understanding the intensity of short-term rentals or second and vacation homes, it can be used as an indicator for their presence in Louisville. Please note that while there were no units reported vacant for this reason in 2011, this is likely due to limited data availability rather than a reflection of the housing stock. Several smaller jurisdictions in the area (including Erie and Superior) reported zero vacant seasonal housing units until 2013, after which the share has remained relatively consistent.

Over the same time period, the share of vacant units labeled as “other vacant” in ACS data dropped by 63%. However, the Census changed how it collected its vacancy by reason data in 2012.[9] Notably, it expanded its “other vacant” answer options in order to gather more detailed information, so it is possible than units marked “other vacant” in 2011 would have been classified differently in following years. For this reason, we have calculated the distribution of vacancy by reason in Exhibit 42 below excluding “other vacant” units.

[9] https://www.census.gov/housing/hvs/files/qtr113/PAA-poster.pdf

Exhibit 42: Vacant Units by Reason (Excluding "Other Vacant"), Louisville and Boulder County, 2011-2021
Source: ACS 5-Year Data Tables, 2007-2011, 2017-2021



Income Restricted Housing Stock

An important component of any community's housing inventory is the regulated affordable housing stock that is affordable to households earning lower incomes. Regulated affordable housing often has public funding that restricts the maximum income of the tenants or restricts the rents that can be charged to ensure that the housing is serving low-income households. This housing is sometimes referred to as government-assisted housing referencing the public funds for the property. These restrictions vary by the type of funding and the affordability level of the property, and typically have a limited duration, in which the property is affordable for a specified period of time. Louisville has 346 affordable units across several properties.

Exhibit 43: Affordable Housing Units, Louisville, 2023
Source: City of Louisville

Property Name	Affordable Units	Population Served	Affordability	Primary Funding Source
Acme Place	4		N/A	BCHA
Hillside Square	13		N/A	HUD PBV
Kestrel Mixed Age	129	Seniors	50% to 60% AMI	Tax Credit
Kestrel Senior Building	71	Seniors	50% to 60% AMI	Tax Credit
Lilac Place	12		N/A	BCHA
Lydia Morgan Senior Housing	30	Seniors	40% to 50% AMI	Tax Credit
Regal Court I	30		N/A	BCHA
Regal Court II	10		N/A	BCHA
Regal Square	30	Seniors	N/A	HUD MF
Sunnyside Place	17	Families	40% to 50% AMI	Tax Credit

Residential Development Trends

This section focuses on understanding trends in residential development over the last decade or so, using ACS data to look at the change in number of housing units compared to other geographies and city permit data to understand trends in the type of housing units developed.

Key findings include:

- Louisville is one of the slower growing geographies in the county, with an 11% growth of housing units from 2011 to 2021.
- The majority (70%) of housing permits issued in recent years have been for single family housing, primarily focused on rebuilding after the 2021 Marshall Fire.
- Residential development in Louisville declined substantially between 2018-2021. The sharp increase in units observed between 2022-2023 is almost entirely due to the permitted replacement units from the Marshall Fire.

Exhibit 44 shows the change in total housing units from 2011 to 2021. According to ACS data, Louisville experienced a similar rate of growth as the County overall, increasing its housing stock by about 11% over the ten-year period. While all comparison cities saw an increase in the total number of housing units over the same time, Erie experienced the most growth, with a 67% increase in housing units. Boulder and Superior saw the least amount of growth, at just a 4% increase each. Given the increase in the number of high-income households over the time, the limited amount of new housing is likely also contributing to high housing costs as wealthier households are able to outbid on limited stock.

Exhibit 44: Change in Total Housing Units, Louisville and Comparison Geographies, 2011-2021
Source: ACS 5-Year Data Tables, 2007-2011, 2017-2021

	2011	2021	# Change	% Change
Erie	6,049	10,085	4,036	67%
Lafayette	10,193	12,944	2,751	27%
Longmont	34,477	40,908	6,431	19%
Louisville	**7,773**	**8,665**	**892**	**11%**
Boulder County	126,444	139,302	12,858	10%
Boulder	43,631	45,304	1,673	4%
Superior	4,597	4,790	193	4%

ACS data is survey based and tends to lag in time, so to supplement housing development trends, ECONorthwest examined the City's building permit data from 2016 to 2023.[10]

[10] City permit data collection changed in 2015, so we have only examined 2016-2023.

From 2015 to 2023, Louisville issued 488 residential building permits, of which 207 (42%) have been issued a Certificate of Occupancy.[11] In total, the City issued 328 permits (70% of total permits) for single-family detached homes, 108 permits (16%) for single-family attached housing (townhomes and plex development), and 31 permits (4%) for multifamily housing. Of permits *issued* from 2015 to 2023, 250 (54%) were permits for Marshall Fire recovery, for which all permits were for single-family detached homes.

Exhibit 45: Louisville Permit Data by Housing Type and Stage of Completion, Louisville, August 2015 - May 2023

Source: City of Louisville

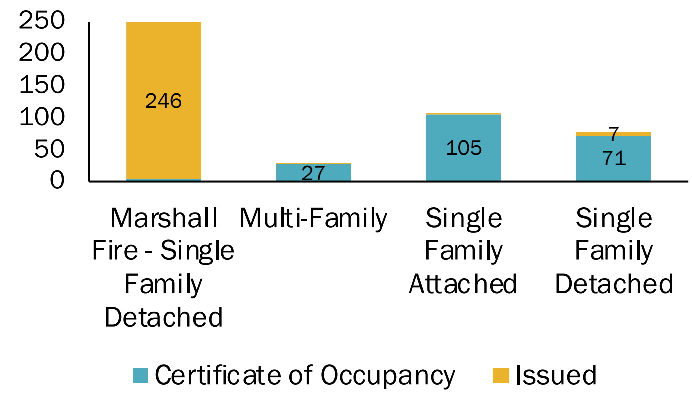
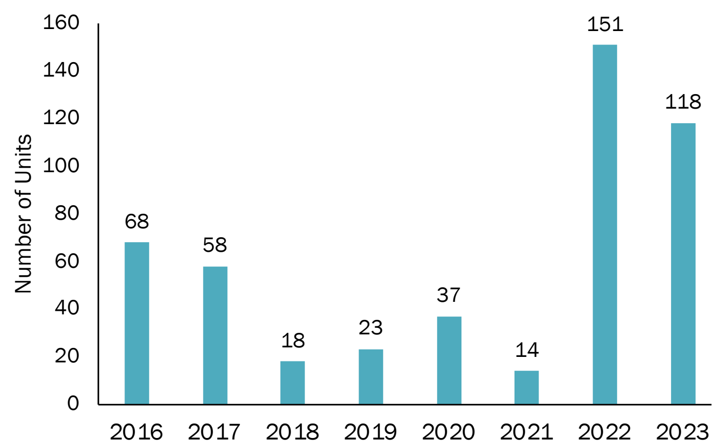


Exhibit 47 shows the total amount of residential units permitted each year between 2016 and May 2023. Residential development in Louisville began to decline substantially between 2018-2021. The sharp increase in units between 2022-2023 is almost entirely due to the permitted replacement units from the Marshall Fire. 96% of units permitted between 2022-2023 were Marshall Fire - Single Family Detached units.

Exhibit 46: Louisville Annual Residential Permit Data by, Louisville, 2016 - May 2023

Source: City of Louisville



Housing Market Trends

Housing market cost data can provide insights into the attainability of existing housing stock in a city. Key findings include:

- Jurisdictions across Boulder County have experienced significant home price increases in recent years. Louisville has the second highest average home sale price among comparison geographies as well as the second highest rate of home sale price increase.
- Louisville also has the second highest rate of rent increases over the time period, and the third highest rent rates of comparison geographies.

[11] Certificates of Occupancy are granted for commercial, industrial, and multifamily projects. Occupancy is granted (via a completed inspection card) for single family and duplex development.

Ownership Housing

As of 2023, Louisville had an average home sales price of $831,000, second highest behind Boulder. The average home price in Louisville is about $150,000 higher than the County overall.

Exhibit 47: Average Home Sales Price, Louisville and Comparison Geographies, 2023
Source: Redfin

$550K	$580K	$681K	685K	$754K	$831K	$912K
Longmont	Lafayette	Boulder County	Erie	Superior	Louisville	Boulder

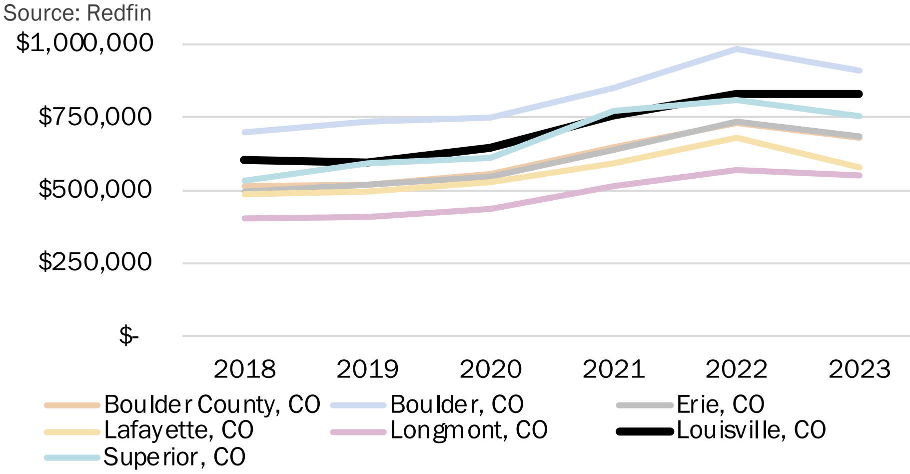
While home sales prices rose dramatically across all comparison jurisdictions in Boulder County from 2012 to 2023, Louisville experienced the second highest rate of increase behind Longmont.[12] Over the time, the average home price in Louisville increased by about $473,000, or 132%.

Exhibit 48: Change in Average Home Sales Price, Louisville and Comparison Geographies, 2012-2023
Source: Redfin

	2012	2023	$ Change	% Change
Longmont	$226,000	$550,000	$324,000	143%
Louisville	**$358,000**	**$831,000**	**$473,000**	**132%**
Boulder	$420,000	$912,000	$492,000	117%
Erie	$315,000	$685,000	$370,000	117%
Boulder County	$314,000	$681,000	$367,000	110%
Lafayette	$281,000	$580,000	$299,000	107%
Superior	$409,000	$754,000	$387,000	106%

While home prices in all other jurisdictions dropped from 2022 to 2023, Louisville home prices continued to grow, indicating a strong demand relative to other areas in the region.

Exhibit 49: Average Home Sales Price, Louisville and Comparison Geographies, 2018-2023
Source: Redfin



[12] Redfin began collecting housing data in 2012.

Rental Housing

According to ACS data, the median rent in Louisville was $1,831 in 2021, around $150 higher than Boulder County overall. Of comparison geographies, Longmont has the least expensive median rents, which may reflect its more remote position in the county. Erie has the most expensive rents in the County, as well as the lowest amount of rental housing stock.

Exhibit 50: Median Rents, Louisville and Comparison Geographies, 2021
Source: ACS 5-Year Data Tables, 2017-2021

$1,538	$1,694	$1,711	$1,733	$1,831	$2,162	$2,564
Longmont	Boulder County	Boulder	Lafayette	Louisville	Superior	Erie

Because rents can often increase faster than ACS data is reported, we typically prefer to include an analysis of local rents from multiple data sources. According to CoStar data, the average *multifamily* unit rent in Louisville was $1,715, slightly lower than reported by ACS data.[13] As of 2023, CoStar reported the average rents in Louisville as $1,961, just slightly higher than the County as a whole. Unlike home sales price trends (in which Boulder was the most expensive city), rent trends for comparison geographies more closely reflect median income trends for the respective geographies.

Exhibit 51: Average Multifamily Rents, Louisville and Comparison Geographies, 2023
Source: CoStar

$1,665	$1,867	$1,917	$1,961	$2,078	$2,406	$2,442
Longmont	Lafayette	Boulder County	Louisville	Boulder	Superior	Erie

Like home sales prices, rent rates rose significantly across all geographies over the past decade. According to CoStar data, Louisville multifamily rents increased by $721, or 58%, from 2012 to 2023.

Exhibit 52: Change in Average Multifamily Rents, Louisville and Comparison Geographies, 2012-2023
Source: CoStar

	2012	2023	$ Change	% Change
Superior	$1,507	$2,406	$899	60%
Louisville	**$1,240**	**$1,961**	**$721**	**58%**
Longmont	$1,107	$1,665	$558	50%
Boulder County	$1,310	$1,917	$607	46%
Boulder	$1,470	$2,078	$608	41%
Lafayette	$1,330	$1,867	$537	40%

[13] CoStar reports rents for multifamily rental units (properties with five or more units), whereas ACS includes all housing types in its median rent calculations. While 57% of Louisville renters live in multifamily housing, it is possible that differences in rent rates for single-family or plex housing is also contributing to rent data differences between the two sources.

Erie	$1,931	$2,442	$511	26%

Housing Attainability

Housing attainability examines the cost of housing relative to household incomes in the area. Key findings include:

- At least 74% of Louisville residents would likely be unable to afford the current average home sales price, with a greater affordability gap for Louisville renters.
- While rates of household cost burden decreased from 2011 to 2021, around 41% of Louisville renters and 16% of Louisville homeowners currently spend more than 30% of household income on housing expenses. Given the dramatic increase in housing costs over the past decade, it is likely because households that were cost-burdened (especially severely cost burdened) in 2011 were eventually priced out of the area and moved to areas with a lower cost of living and higher-earning households have moved into the area.

Affordable Housing Income Limits

Aligning Housing Types with Incomes

Household Income Level	Physical Type / Tenure of Housing (Building Focused)
100% AMI+ $144k+	Multifamily rentals Multifamily ownership Middle housing ownership Single family ownership
80–100% AMI $115k–144k	Multifamily rentals Multifamily ownership Middle housing (rent/own) Single family (rent/own)
50–80% AMI $72k–115k	Multifamily (rent/own) Micro-unit rentals Middle housing (rent/own) Tiny homes (rent/own) Single family rentals
30–50% AMI $43k–72k	Multifamily rentals Micro-unit rentals Mobile homes
0–30% AMI $0–$43k	Shelters Multifamily rentals Micro-unit rentals Mobile homes

Exhibit 53: AMI by Household Type

Source: ECONorthwest, Department of Housing and Urban Development

The Department of Housing and Urban Development (HUD) sets income limits each year to establish eligibility for its assisted housing programs and to define an area's Median Family Income (MFI). For these calculations, HUD includes Louisville as part of the Boulder metro area, which has a 2023 MFI of $144,100 for a family of four. To compare this number to ACS data, 2021 Louisville median household incomes were slightly higher than the 2021 Boulder metro area MFI ($125,124 to $116,900). However, it is important to note that Median Household Income is not directly comparable to HUD's MFI. HUD's MFI calculation relies on underlying Census data related to family incomes, and the 100% median is set for families of four. Median *household* income is for all households – not just families – and households can have a wide range of compositions (e.g., roommates) compared to families.

Below, Exhibit 54 shows the assumptions of what households in the area can reasonably afford to pay on their housing costs without being cost-burdened, based on the 2023 Boulder metro area MFI.

Exhibit 54: Financially Attainable Housing by Median Family Income (MFI) for a Family of Four, Boulder Metro Area, 2023[14]

Source: US Department of Housing and Urban Development, Boulder Metro Area, 2023

If your household earns...	$43,230 <30% AMI	$72,050 50% AMI	$115,280 80% AMI	$144,100 100% AMI	$172,920 120% AMI
Then you can afford...	$1,100 MONTHLY RENT	$984 MONTHLY RENT	$1,574 MONTHLY RENT	$1,855 MONTHLY RENT	$2,226 MONTHLY RENT
	OR	OR	OR	OR	OR
	$130k–$151k HOME SALES PRICE	$216k–$252k HOME SALES PRICE	$346k–$403k HOME SALES PRICE	$432k–$504k HOME SALES PRICE	$519k–$605k HOME SALES PRICE
And you might work as a...	Medical Assistant $44,870	Middle School Teacher $72,120	Mechanical Engineer $113,610	Aerospace Engineer $138,770	Software Developer $169,750
	Cashier $33,900	Firefighter $65,110	Nurse Practitioner $122,320	Pharmacist $140,860	Dentist $161,060

A household would need to earn 145% of the MFI, or around $209,000 to afford the average home sales price in Louisville. Only 26% of Louisville households earn more than $200,000 annually, suggesting at least 74% of Louisville households would not be able to afford the current average home sales price. In addition, Louisville renter incomes are significantly lower than Louisville homeowner incomes (see Exhibit 28). Based on 2021 ACS data, renter median incomes would fall at around 56% of the 2023 MFI (qualifying as just above "very low income" under HUD standards), while the homeowner median income would fall at roughly 111% of the 2023 MFI, indicating that homeownership is likely significantly more out of reach for households that do not already own a home.

Cost Burdened Households

Housing costs are typically the largest portion of a household budget, and typically include mortgage or rent payment, utilities, interest, and insurance. The Department of Housing and Urban Development's guidelines indicate that households paying more than 30 percent of their income on housing experience "cost burden" and households paying more than 50 percent of their income on housing experience "severe cost burden." Using cost burden as an indicator is

[14] Home sales prices may vary with mortgage interest rate fluctuations, any homeowner association costs, or utility fee variations.

one method of determining how well a city is meeting its community need to provide housing that is affordable to all households in a community.

Housing cost burden can put low-income households in vulnerable situations and force them to make trade-offs between housing costs and other essentials like food, medicine, or transportation. This unstable condition can also lead to rental evictions, job instability, school instability for children, and homelessness. Cost burdening for owner-occupied households is less common because mortgage lenders typically ensure that a household can pay its debt obligations before signing off on a loan.

Exhibit 55 shows rates of cost burden by tenure for Louisville. In Louisville, 25% of households are cost burdened, with 14% of households spending greater than 30% of gross income on rent and 9% spending greater than 50%. Renters are much more likely to be cost burdened, with 41% of renter households experiencing cost burden, versus 16% of homeowners.

Exhibit 55: Cost Burden, Louisville, 2021
Source: ACS 5-Year Data Tables, 2017-2021

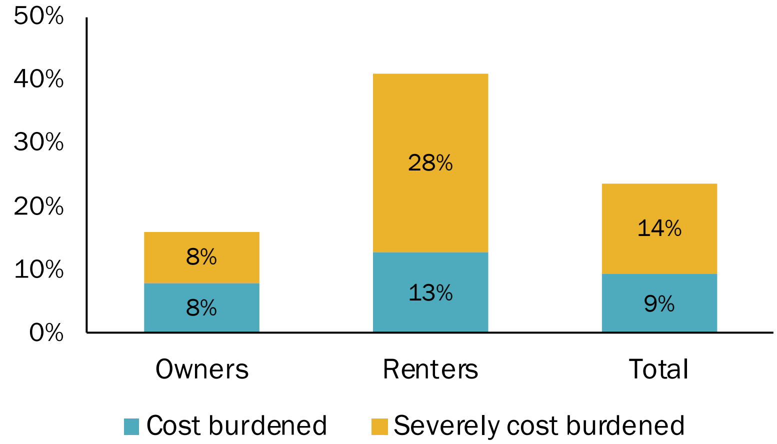


Exhibit 56 shows rates of cost burden for both Louisville and Boulder County. Louisville has slightly lower rates of cost burden compared to the County overall; in Boulder County, 57% of renters are cost burdened (versus 41% in Louisville), and 22% of homeowners are cost burdened (versus 16% of homeowners in Louisville).

Exhibit 56: Cost Burden Rates, Louisville and Boulder County, 2021
Source: ACS 5-Year Data Tables, 2017-2021

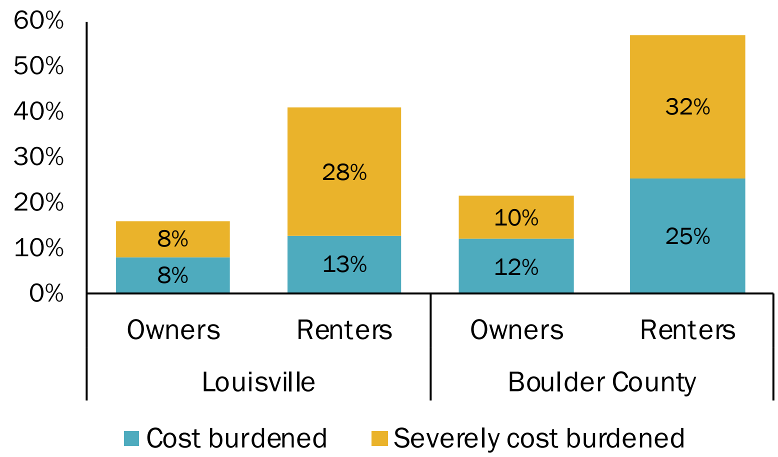
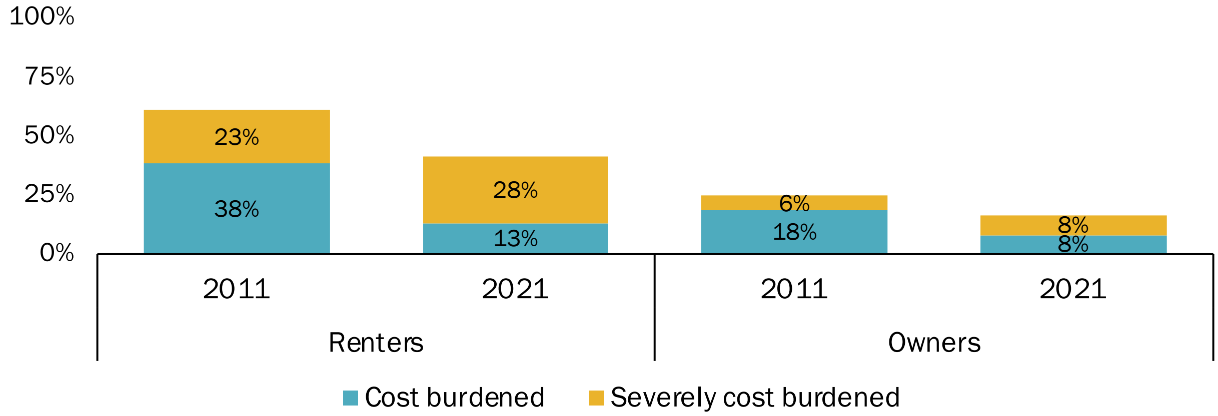


Exhibit 57 shows the change in cost burden rates in Louisville from 2011 to 2021. Rates of severe cost burden decreased significantly over the time period, with a 25% decrease for renters and a 10% decrease for homeowners. Rates of cost burden (spending greater than 30% but less than 50% of household income on rent) increased slightly, with a 5% increase for renters and a 2%

increase for homeowners. Overall, rates of cost burden decreased, from 34% to 25% of total households.

Exhibit 57: Change in Cost Burden, Louisville and Boulder County, 2011-2021
Source: ACS 5-Year Data Tables, 2007-2011, 2017-2021



However, given the dramatic increase in housing costs over the past decade, it is unlikely that the decrease in cost burden is due to an increase in housing affordability. Rather, it is much more likely that households experiencing cost burden (especially severe cost burden) in 2011 were eventually priced out of the area and moved to lower cost of living areas and higher-earning households have moved into the area.

Homelessness in Boulder County

Gathering accurate homelessness data is challenging due to several factors that contribute to its unreliability, including:

- Transient Nature: Homeless populations are often highly mobile, making it difficult to capture an accurate snapshot of the homeless population at any given time.
- Lack of visibility: Many individuals experiencing homelessness do not use official shelters or services, locating in certain places to avoid detection, further complicating data collection efforts.
- Resource Limitations: Conducting comprehensive homelessness counts requires significant resources, including personnel, funding, and time which can also affect the frequency of data collection.
- Lack of Coordination: Homelessness data collection often involves coordination between multiple agencies, local governments, and non-profit organizations. Lack of coordination can lead to incomplete or duplicated data.

These factors, individually and collectively, often result in the underreporting of the homeless population. Exhibit 58 below shows the number of people experiencing homelessness who were entered into the Boulder County Coordinated Entry system in 2022. Of the 409 individuals entered, 11 of them were located in Louisville.

Exhibit 58: Homelessness by City, Boulder County, 2022

Source: Boulder County Coordinated Entry

City	Number of Houseless People	Percent of Total Houseless Population
Boulder	186	45.4%
Erie	1	0.2%
Lafayette	18	4.4%
Longmont	172	42.1%
Louisville	11	2.7%
Lyons	5	1.2%
Nederland	12	2.9%
Superior	3	0.7%
Other	1	0.2%
Total	**409**	**100%**

Coordinated Entry data will certainly undercount those experiencing homelessness, as those individuals reflected in the Coordinated Entry data are those that actively sought out services. The Metro Denver Homeless Initiative (MDHI) publishes the annual Point-in-Time (PIT) Count. In 2023, the count included 839 people in Boulder County experiencing homelessness on the night of January 30, 2023. Of those 839 people, 71% were sheltered and 29% were unsheltered.[15]

4. Marshall Fire Recovery

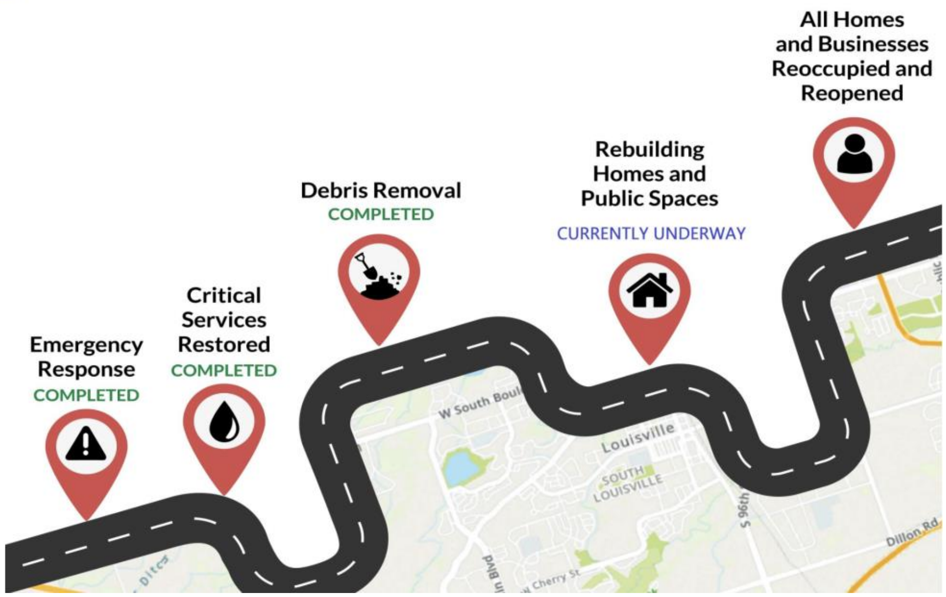
In late December 2021, the Marshall Fire destroyed 550 homes in Louisville, or roughly 6.3% of the City's housing stock at the time. In addition to the many negative environmental, economic, and physical and mental health impacts, the loss of housing exacerbated an already constrained and expensive housing market, particularly for lower income residents.

[15] MDHI discourages trending PIT data year-over-year due to the snapshot nature on a single night that can be influenced by variables such as weather, count methods, volunteer engagement, among other factors. Therefore, additional years have not been included in the HNA.

In March of 2022, the City released their Recovery Plan for coordinating the recovery response. This plan established a Recovery Roadmap, which outlined major phases for rebuilding, shown here. The Roadmap is continuously updated online on the City's Louisville Rebuilds website.

Exhibit 59: Louisville Recovery Roadmap

Source: https://www.louisvilleco.gov/living-in-louisville/residents/louisville-rebuilds-marshall-fire-recovery/recovery-roadmap



As of July 2023, 281 housing rebuild permits have been issued and another 35 housing permits are under review. So far, 21 households have been able to move back into their homes.

In March 2023, Louisville and Superior sponsored a Marshall Fire Recovery Advisory Panel by the Urban Land Institute (ULI). This panel provided feedback and recommendations for rebuilding housing and climate resilience, including:

- **Affordable homeownership options:** The Panel found that new construction in Louisville and Superior is priced above what many households in the area could afford and was exacerbated by the loss of housing in the fire. Particularly for "workforce" households, first time home buyers, and seniors, many new homeownership products (especially single-family detached homes) are unattainable. The Panel found that there are opportunities to develop out more "missing middle housing" to offer more attainable homeownership opportunities, including developing deed restricted housing, subdividing existing lots, and supporting the development of accessory dwelling units. In addition, the Panel recommended cities consider implementing developer incentives for missing middle housing, purchase sites for infill housing, and offer first time homeowner financial assistance.

- **Limited rental opportunities:** The Panel found that the loss of housing further constrained an already limited rental stock in the area, leading to rental price gouging. Particularly for lower income residents, there is inadequate attainable rental stock in the areas. To address renter housing needs, the Panel recommended cities implement developer incentives for building rental housing, as well as disaster-related rental housing voucher program for displaced renters.

- **Data availability:** The Panel found there is a lack of data on the socioeconomic characteristics of the displaced neighborhoods following the fire. The Panel recommended cities consult findings from the Marshall Fire Unified Survey Team to better understand the affected residents' needs and tailor rebuilding strategies accordingly.[16]

Initial findings from the Marshall Fire Unified Survey Team revealed disparities in insurance coverage and rebuilding progress across income levels.[17] The survey team found that underinsurance was a significant obstacle for many affected households, with only a small percentage of respondents expected insurance coverage to fully meet their rebuilding costs. The extent of expected insurance coverage correlated with income levels, with higher-income households anticipating higher payouts. This correlation was also reflected in the progress of rebuilding, as those expecting higher insurance coverage were more likely to have received building permits after one year compared to those with lower coverage expectations. This inequity can exacerbate existing inequalities during the rebuilding process, and the survey team recommends the City prioritize programs that offer rebuilding assistance to households with fewer resources.

[16] This survey effort is being led by a Colorado-based team of researchers based at the University of Colorado's Denver campuses. After the fire, this group of researchers came together out of a shared interest in learning from this event and its aftermath. Researchers around the country were interested in conducting a household survey in the fire-affected communities, so the Marshall Fire Unified Survey Research Team was convened to create one combined survey. The survey is ongoing but has released some initial findings (as of June 2023).

[17] https://www.urban.org/urban-wire/after-marshall-fire-households-fewer-financial-resources-are-falling-behind

5. Housing Demand and Future Needs

The following section details ECONorthwest's calculations of housing need, underproduction, and affordability for Louisville.

Population Forecast Assumption

As documented in the Community Profile of the HNA, local population forecasts are only available at the county-level. In order to forecast future housing needs, an understanding or assumption of how the city ***could*** grow is needed to establish a baseline projection. ECONorthwest developed a population forecast for Louisville based on the Boulder County's population forecast from the Colorado Department of Local Affairs of 389,233 residents by 2047. The population forecast provided by ECONorthwest assumes that Louisville will maintain its current share of Boulder County's total population (6.3%), and would therefore increase its population to about 24,614 residents by 2047. This would mean the city would add another 4,115 residents to its 2023 population (see Exhibit 3).

Future Housing Needs

A key part of the HNA is to gain an understanding about the extent of total housing needed in Louisville and the quantity of new housing needed for different income levels over the next several decades. A significant challenge facing Louisville is to produce enough new housing units to accommodate potential population growth and to provide more affordable housing options that match the needs of current and future residents. ECONorthwest developed a method to help quantify existing and future housing needs for the next two decades that relies on the best available data provided by DOLA, the U.S. Department of Housing and Urban Development (HUD), and the U.S. Census Bureau (including PUMS data).

The method focuses on estimating housing needs based on future housing needed by 2047 and current needs based on housing underproduction.[18] The inclusion of current housing underproduction helps to ensure housing needs targets address current unmet housing needs not provided for in the existing housing inventory.

Total Housing Needed by 2047

The following analysis estimates how much housing is needed based on a method combining current housing underproduction analysis with future housing needs analysis.

[18] DOLA's latest county-level population forecast is for 2047.

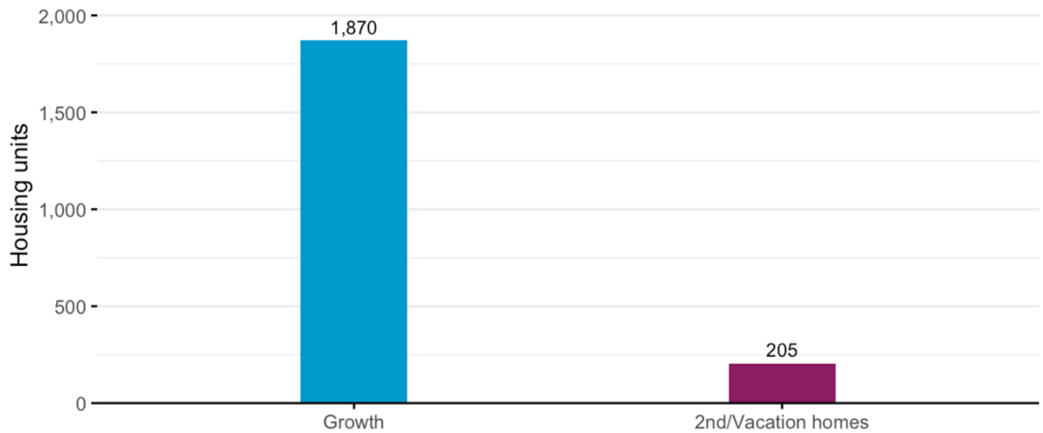
Future Housing Need

First, ECO identified the baseline number of future housing units needed by 2047. This estimate relies on the population forecast provided by ECO and discussed above. The estimate assumes a 2047 population forecast of 24,614, adding approximately 4,115 new people to Louisville by 2047. The quantity of future housing needed was estimated based on the following parameters:

- Total added population: 4,115 new people (based on the ***assumed*** population forecast for 2047).
- DOLA's household size estimate for Louisville is around 2.4 persons per household (slightly lower than ACS estimates), translates into approximately 1,700 additional households.
- This total was multiplied by a factor of 1.1 to bring the estimate of total housing needed by 2047 to 1,870 housing units needed. As note, this method uses a ratio of 1.1 housing units per one household since healthy housing markets allow for a reasonable level of housing vacancy and absorption and second/vacation homes.
- According to 5-year ACS data, between 2010 and 2020, the total number of second/vacation homes in Louisville increased by 125 (either through conversion or new construction), while 1,038 total housing units were added to the city.[19] The ratio of second/vacation homes added to total housing units added over time (125 divided by 1,038) comes to 0.12. This ratio of was then multiplied by the number of expected households, arriving at 205 housing units expected to be lost to second/vacation homes. When combined with the previous growth-based needed housing units, this brings the total to 2,075 new homes needed by 2047.

[19] Assumes 2010 and 2020 DOLA estimates for housing units rather than ACS housing units due to inaccuracies found in the 2020 Census.

Exhibit 60: Future Housing Need + 2nd/Vacation Homes, Louisville, 2047
Source: DOLA 2047 Boulder County Population, ACS 5-year 2017-2021, ECONorthwest



Housing Underproduction

ECO then determined the extent of current housing underproduction in Louisville. Underproduction was quantified based on the difference between the existing housing stock, minus existing second/vacation homes (U.S. Census ACS data and DOLA housing unit estimates) and 1.1 times the current number of households. This method uses a ratio of 1.1 housing units per one household since healthy housing markets allow for a reasonable level of housing vacancy and absorption and second/vacation homes.[20] Based on ECONorthwest's method, Louisville would need approximately 409 additional new housing units to address current housing underproduction.

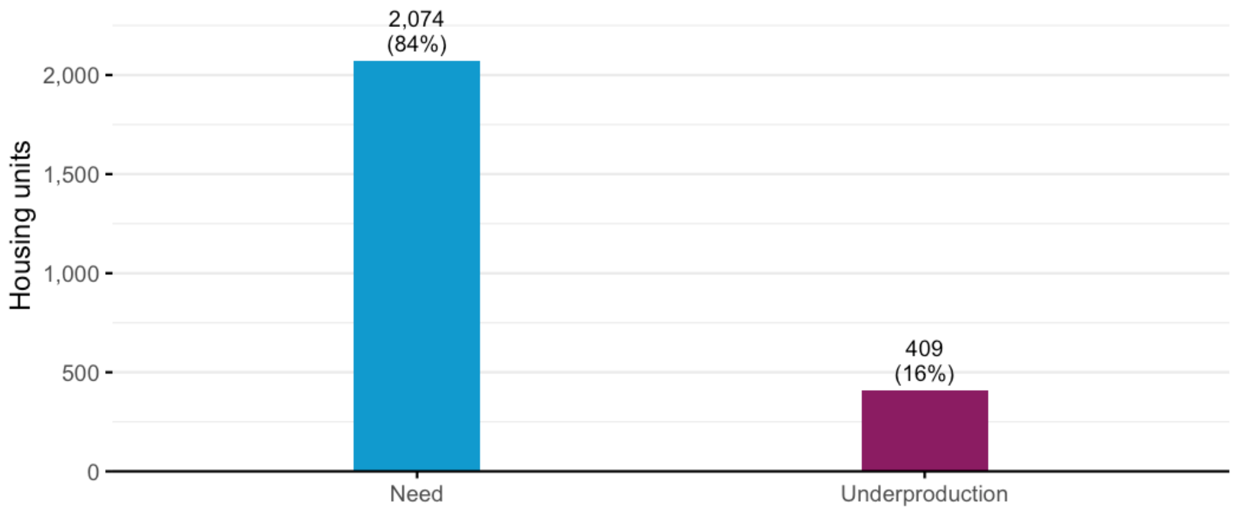
Total Housing Need

Combining the current housing underproduction (409 housing units) with the future housing units needed brings the total to 2,483 new housing units needed by 2047 (see the exhibits below for more detail). On an annual basis this means an average of 96 housing units should be built per year.

Exhibit 61. Illustration of Housing Needs Calculation
Sources: ECONorthwest.

[20] The ratio of 1.1 housing units to households is computed from the US Census estimate for the entire United States in 2019. The analysis uses 2019 as a reference year to avoid the unique nature of COVID-19 on housing production and household formation.

Exhibit 62: Future Housing Need + 2nd/Vacation Homes + Underproduction, Louisville, 2047
Source: DOLA 2047 Boulder County Population, ACS 5-year 2017-2021, ECONorthwest



The Housing Strategy will need to consider how the city can meet the total number of housing units that the assumed population growth with demand. Beyond that, prioritizing housing development can create more opportunities to support the city's workforce by meeting the demand created by employment growth, offer more stability for lower-income residents through affordable housing, meet sustainability and EDI goals (documented in the following chapter), generate a diverse range of households that can support local businesses and facilitate economic development, reduce commute times and even ease traffic congestion.

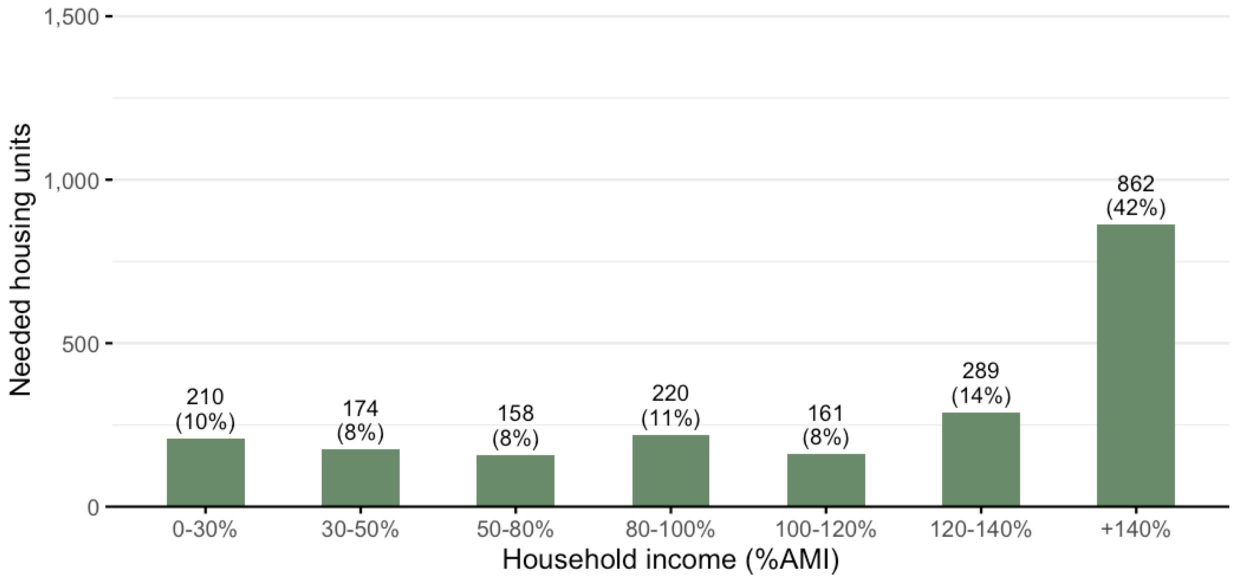
Housing Need by Income

While understanding the total number of housing needs required to meet the City's population forecast is an important step in planning for the future, it's also important to understand how the housing units should be distributed among income earners to ensure there are enough units attainable for each household. The housing need projections by income brackets shown in the exhibit below are derived using the most recent distribution of households by percent of AMI in Louisville. The analysis then accounts for current and future household sizes at the city level to better understand nuances of how housing need by income can shift over time as household sizes change and subsequent changes to housing affordability.

Exhibit 63 shows Louisville's housing needs forecast by income, representing the number of housing units the city should plan to accommodate to meet the needs of each income group. Because forecasting incomes at the household level over time is challenging, this data evaluates housing need assuming current income distributions remain constant. The income breakdown shown below reflects a continued imbalance across income segments in Louisville. However, the forecast housing need by income category is likely to vary depending on future policy choices. If cities do not take meaningful action to increase housing production, and affordability worsens due to demand from higher-income households outpacing supply of total housing units, many low-income households will face displacement and the forecasted need for lower income households would likely be lower. The ultimate income distribution in 2047 will be the result of regional housing trends and policy decisions made at the local level.

Exhibit 63: Assumed Housing Need by Income Distribution, Louisville, 2047

Source: DOLA 2047 Boulder County Population, ACS 5-year 2017-2021, CHAS 2015-2019, ECONorthwest



We then used a similar methodology seen in Exhibit 63 to combine income data and underproduction units to calculate underproduced units by income group to get a sense of what type of housing is needed in Louisville. For these units, the majority are needed for households earning less than 50% of the Area Median Income.

Exhibit 64: Louisville Estimated Underproduction Distributed by Income by 2047
Source: DOLA 2047 Boulder County Population, ACS 5-year 2017-2021, CHAS 2015-2019, ECONorthwest

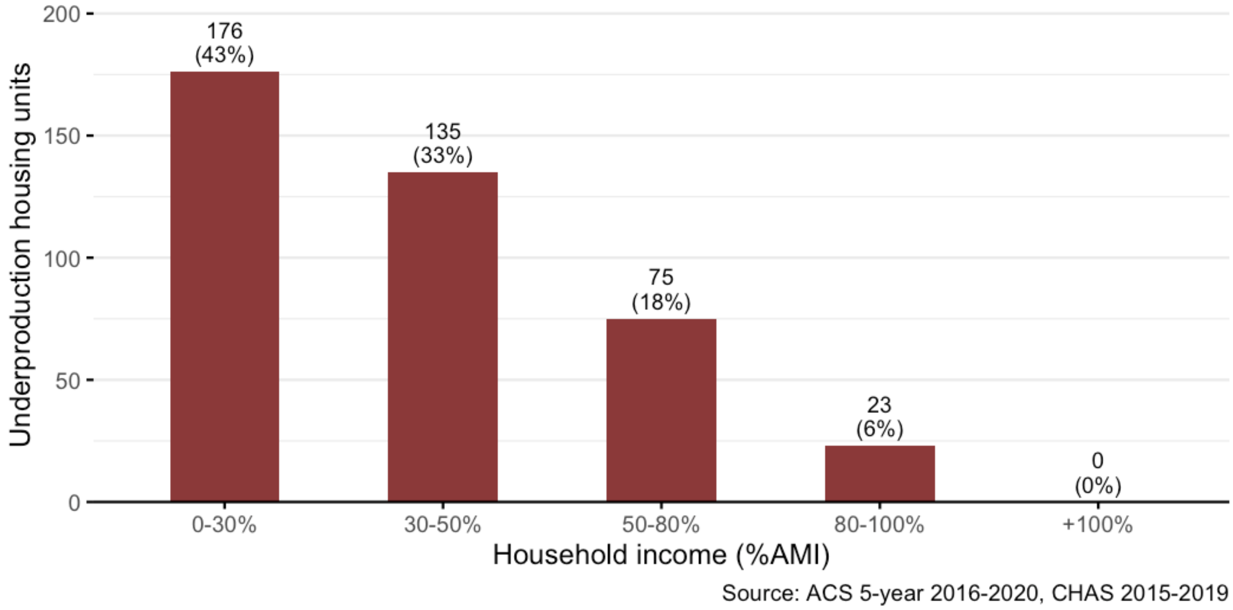
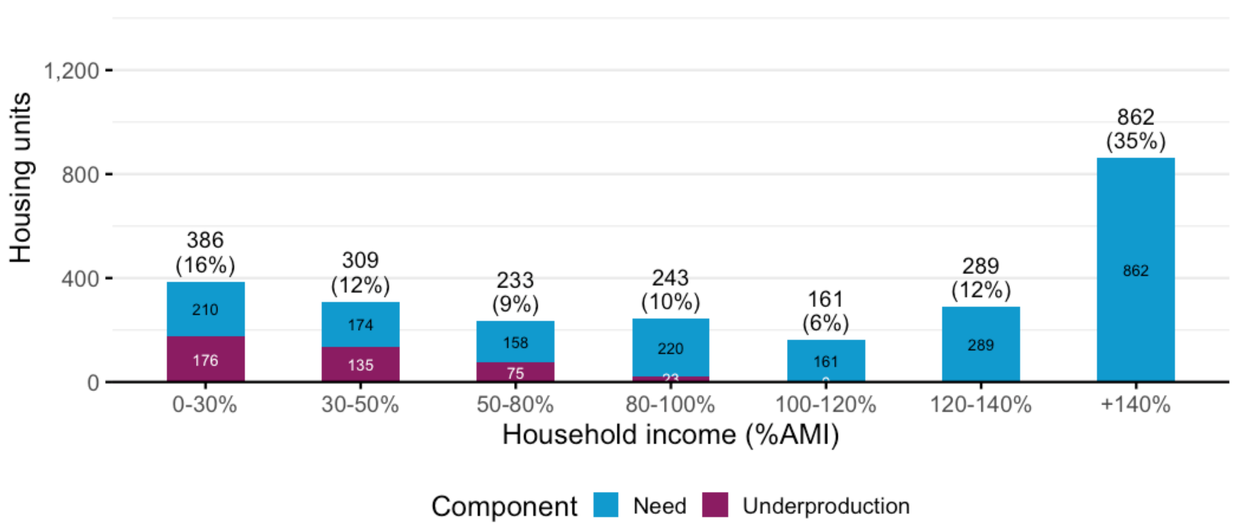


Exhibit 65 combines the results of calculated future housing needs and underproduction in Louisville. In total, Louisville will need to plan for 2,483 new homes by 2047 to meet its current and future housing needs. Given that the City is embarking on a comprehensive plan update that will have a 10-year planning horizon, the city will need to specifically plan for an additional 960 housing units over a 10-year period in order to stay on track with the projected 25-year demand assumption.

Exhibit 65: Total Units Needed by 2047, Louisville
Source: DOLA 2047 Boulder County Population, ACS 5-year 2017-2021, CHAS 2015-2019, ECONorthwest



6. Summary of Existing Housing Policies

Recognizing the guidance offered by relevant county and city plans within Louisville's planning context helps set the stage for the Housing Strategy and future policy development. A summary of the city's existing documentation on housing issues and policies is provided in this section. It includes a review of the following county and city plans:

- Comprehensive Plan
- Transportation Master Plan
- Preservation Master Plan
- Downtown Framework Plan
- Louisville EDI Task Force Final Report
- Boulder County Regional Housing Strategy
- Sustainability Action Plan
- Resolution 25, Series 2019: A Resolution Setting Clean Energy and Carbon Emission Reduction Goals

2013 Comprehensive Plan

Louisville is preparing to update its 2013 Comprehensive Plan and the Housing Strategy will play an important role in establishing a foundation for the city's approach to housing during the update. However, the 2013 Comprehensive Plan provides a framework for housing policy that is still very relevant today and reverberates much of what is document in the HNA and reflected in conversations during community outreach.

- **Planning Context**. The Comprehensive Plan's Planning Context documents how the city's residential housing market is constrained by a scarcity of developable land, largely due to existing zoning and development regulations for both greenfield and infill opportunities. It notes that the market assessment in the comprehensive plan indicates there is significant demand for residential units in Louisville, which has continued to grow since 2013 as documented in the HNA. It suggests that opening up additional areas for residential development, either through rezoning, or revised development regulations, would likely result in additional residential development.
- **Vision Statement and Core Community Values.** Calls on the city to accommodate the needs of all individuals in all stages of life through parks, trails, and roadway design, City services and regulations to ensure they provide an environment which accommodates individual mobility needs, quality of life goals, and housing options.

Comprehensive Plan Policies Related to Housing

The comprehensive plan outlines explicit policies related to housing in Louisville, which are documented throughout the plan. The most relevant policies are included in the table below.

Overarching Theme	Principle Policy Related to Housing	Specific Policies
Neighborhoods and Housing (NH). The Comprehensive Plan recommends creating plans for each neighborhood and initiating a housing policy conversation in the City to aid in addressing these and other issues.	NH-3. Neighborhood Plans shall be compatible with this Comprehensive Plan and other adopted goals and policies for the City.	Policy NH-3.4: Diverse housing opportunities shall be available for residents of varying income levels.
	NH-4. The character and identity of existing residential neighborhoods should be maintained while allowing for evolution and reinvestment.	Policy NH-4.7: Housing should support vibrant retail and commercial centers that serve local residents
	NH-5. There should be a mix of housing types and pricing to meet changing economic, social, and multi-generational needs of those who reside, and would like to reside, in Louisville.	Policy NH-5.1: Housing should meet the needs of seniors, empty-nesters, disabled, renters, first-time homebuyers and all others by ensuring a variety of housing types, prices, and styles are created and maintained. Policy NH-5.2: The City should continue to work with Boulder County Housing Authority and others to ensure an adequate supply of affordable housing is available in Louisville Policy NH-5.3: Higher density housing should be located primarily in the centers and corridors of the Framework. Policy NH-5.4: Potential measures to increase housing type and price diversity should be evaluated, including allowing accessory dwelling units in established neighborhoods only if the essential character of the neighborhood is can be preserved. Policy NH-5.6: New housing should address defined gaps in the housing market that exist today and into the future. Policy NH-5.7: The City should define standards for low income and affordable housing units, and consider reducing or waiving building permit and impact fees for all qualifying projects.
	NH-6. The City should define City-wide goals for affordable and low-income housing through a public process.	Policy NH-6.1: The City should determine to what extent it would like to allow, encourage, or incentivize affordable and low-income housing

		Policy NH-6.2: The City should develop specific and achievable actions to meet the defined goals.
Economic Development (ED) and Fiscal Health (FH). Notes the key role residential development plays in attracting new businesses and retaining existing businesses in the community and that a diverse housing base is a prominent criterion businesses use to evaluate a community. The plan maintains that the relationship between residential diversity, availability and business growth should continue to be fostered in future economic development efforts.	ED-2. The City should direct growth in an economically responsible way in order to maintain high quality amenities and high service levels for residents.	Policy ED-2.2: The City should work to maintain and improve community assets such as the educational, housing, recreational, retail and cultural opportunities that encourage local businesses to remain and expand in Louisville

2019 Transportation Master Plan

The city's Transportation Master Plan (TMP) looks comprehensively at transportation conditions and options throughout Louisville and region for all modes of transportation. The TMP represents a long-range planning effort that describes baseline conditions of the City's transportation network, establishes eight overarching transportation Goals, and specific transportation Policies, Programs and Projects.

The TMP makes policy connections to housing, particularly around the relationship between locating affordable housing near multimodal transit opportunities. Affordable housing with no transportation linkages will likely decrease the affordability of that housing while also making multimodal transportation less effective at reaching the people who need it the most. The availability of desirable, affordable housing along the transportation corridors identified in the plan would help the city achieve goals set forth in the TMP.

Housing Related Highlights in the TMP

- Higher density housing, like apartments and townhomes, can be complementary to transit stops and can help reduce reliance on automobiles for trips in areas that are walkable with a variety of uses in close proximity.
- City has recently endorsed the Boulder County Regional Housing Strategy to expand affordable housing options and the plan highlights that access to a vehicle is not always

possible for lower income households, so mobility choices and connections to transit and biking are important.

- Finding more ways to limit vehicle travel by providing convenient and viable multimodal alternatives has also been a priority for the City. Providing better access to non-vehicular options can help those who are not able to drive or do not have access to personal vehicles and can help reduce traffic congestion and vehicle emissions.
- Reduced household spending on transportation costs can offer lower-income households more financial stability.
- Under Policy 3: Transit-Oriented Development (TOD) Guidelines, the TMP recommends that as new development and redevelopment opportunities arise within proximity to transit, the City should consider implementing TOD principles. TOD principles encourage a mixture of uses in proximity, including housing.

2015 Preservation Master Plan

Louisville's Preservation Master Plan provides a framework for the City's voluntary Historic Preservation Program and serves as a guide for proactive decision-making over the next 20 years. The Plan recommends actions for integrating preservation practices into the City's policies and regulations. The geographic scope of the document is city-wide, providing recommendations for areas beyond Downtown and Old Town. Recommended housing-related Louisville Municipal Code modifications for zoning options to support preservation goals include:

- **Accessory Dwelling Units**. Allows for residential use of historic garages and outbuildings - Potential to maximize development of historic site without significant change to massing, scale, and number of buildings.
- **Live-Work Ordinance**. Re-establishes historic pattern of business owners living adjacent to their business and can provide economic incentive to preserve historic storefronts.

1999 Downtown Framework Plan

The Downtown Framework Plan (DFP) provides a description of the key organizational systems influencing downtown. The DFP includes strategies for implementing the overall goals for downtown. The Plan also discusses policies for circulation, land use, public and private parking, public facilities and public and private sector design. Highlights from the plan related to housing include the following:

- The plan includes a vision for downtown Louisville:
    - *That it will be a vital community center for pedestrian-oriented activity, including specialty retail, professional offices and housing that will occur in a manner that is compatible with the traditional scale and character of the area.*

- Identifies the historic mix of residential and commercial uses downtown and an interest in maintaining and promoting that mix of uses. This area of Louisville is desirable specifically due to that mix and the traditional scale and character of the area.
- Contemplates encouraging housing downtown and near downtown overall to support the vibrancy of the downtown area, which relates to the broader Housing Plan goal of providing more housing across the City.
- The Plan provides a specific recommendation to retain existing housing and consider mixed-use buildings.
  - **Goal**: Maintain downtown as a vibrant, mixed-use activity center.
  - **Policy**: Endeavor to retain existing housing in the downtown commercial area as a component in an overall policy of preserving the existing, historic downtown character.
  - **Task**: Explore on-site residential mixed uses downtown.

2021 Louisville EDI Task Force Report

Louisville's Equity, Diversity and Inclusion (EDI) Task Force was asked to identify areas of concern about EDI issues, prioritize the most crucial ones the City can affect through its policy choices and offerings and establish goals, objectives and suggestions for addressing the identified issues. The plan's recommendations relate to five key topic areas:

- Safe and welcoming environment (including language justice)
- Housing
- Public accommodation/access to services
- Youth engagement
- Public health

One of the five focus areas identified in the report was to expand housing access for diverse and low-income communities. The report documents that Louisville has an inaccessible housing market. The socio- economic status of communities of color varies widely in Louisville from the working poor to affluent individuals. Engagement efforts found that many minorities felt that housing in Louisville was inaccessible and unaffordable, jeopardizing their ability to remain members of the vibrant community. It was also reported that there are compounding barriers that deter housing access, including a lack of language access for rental applications, the digital divide and access to capital for home ownership.

The report proposes the following *Actions and Desired Future State:*

- Educate the community and City Council about the history of housing in this country and the systemic barriers that continue to impact affordable housing to help eliminate negative perceptions, biases, and misinformation.

- All rental and home paperwork (housing applications, leasing paperwork, loan paperwork, websites, housing information) should be available in Spanish.
- Increase percentage of affordable homes allocated in new developments and hold developers accountable.
- Consider private funds that could be used for undocumented residents, those that are not US Citizens, " DACA-mented," and mixed status households which are often restricted by government funds.
- Assess housing options or programs for foster kids as they age out of the system.
- Assess hiring practices and increase representation to help families navigate housing system.

2017 Boulder County Regional Housing Strategy

The regional housing strategy, Expanding Access to Diverse Housing for Our Community, created in collaboration with nine jurisdictions in Boulder County, recognizes that many interconnected issues and opportunities are important elements of the discussion around solutions to the shared housing affordability crisis.

The report includes the goal for 12% housing inventory being permanently affordable (800 homes per year for next 15 years as of drafting). It also identifies the need to provide workforce housing and redevelopment needs due to land scarcity for housing development.

2020 Sustainability Action Plan

The city's Sustainability Action Plan (SAP) provides a framework to guide Louisville's vision to create a more sustainable community as well as provide a roadmap for achieving collective goals. The SAP methods to reach goals of reducing Greenhouse Gas (GHG) emissions focus on incentivizing multimodal transportation. The SAP also contemplates a short-term goal of having City staff understand their role in meeting the City's sustainability goals, which directly relates to the need for planning projects and zoning updates to help achieve lowering carbon emissions and reaching SAP goals. The Housing Study serves as an opportunity for staff to help directly further goals from the SAP (outlined below), as strategies in the Housing Plan could help achieve GHG reduction goals through increasing density, focusing housing near transportation centers and corridors, and so forth. Goals from the SAP include:

- Reduce core municipal greenhouse gas emissions annually below the 2016 baseline through 2025.
- Ensure that all departments understand their role in achieving Louisville's climate action and sustainability goals.
- Survey employees to better understand commuting patterns and available commuting solutions.

- Create new programs to mitigate vehicle miles traveled (VMT) such as parking cash-out programs, car-share opportunities, commute challenges with prizes and increased access to pool vehicles.
- Increase modal choice and decrease the single-occupancy vehicle share of local and regional trips.

2019 Resolution Setting Clean Energy and Carbon Emission Reduction Goals

City Resolution No. 25 from 2019 establishes clean energy and carbon emission reduction goals, including the following:

- Meet all of Louisville' s municipal electric needs with 100% carbon -free sources by 2025
- Reduce core municipal GHG emissions annually below the 2016 baseline through 2025
- Generate 75% of Louisville' s residential and commercial/ industrial electric needs from carbon -free sources by 2030
- Reduce core community GHG emissions annually below the 2016 baseline through 2030

Denser housing, particularly near existing for future transit opportunities can help the city meet its GHG reduction goals adopted in the resolution.

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DATE: August 28, 2023
TO: City of Louisville; Rob Zuccaro, Amelia Hogstad, Monai Myles
FROM: ECONorthwest; Tyler Bump, Lee Ann Ryan
SUBJECT: Draft Strategy Matrix and Framework – Louisville Housing Plan

The matrix below outlines **preliminary** policy and program recommendations for the city to consider as we work towards developing the Housing Strategy. Each strategy will ultimately include a **rationale** for why it is included in the plan, **detailed actions**, **opportunity sites**, the city's potential **role in implementation**, nuanced **considerations**, and potential housing **affordability impacts**.

The matrix below provides a list of **29 actions** for consideration in the Louisville Housing Plan. These actions fall within **6 draft strategies**, which are designed to address community needs identified through community engagement and the Housing Needs Assessment (HNA). This is a preliminary list of example actions for the City to consider, refine, revise, and evaluate to help further each strategy.

Action Types

- **Incentives** encourage housing developers to provide desired housing types.
- **Policy Changes** may update the city's code, processes, or requirements related to housing.
- **Financial Support** increases available funding for a variety of housing initiatives.
- **Partnerships to** strengthen relationships with other organizations to further the city's housing goals.
- **Research** may require additional evaluation prior to moving forward towards adoption or implementation.

Housing Income Level

The qualitative designation of **'Low,' 'Moderate,' 'High,'** or **'All'** gives a relative approximation of what household income levels will likely be served but does not include a specific threshold.

#	Strategies	Actions	Action Summary	Action Type	Income Level Served
1	**Identify Opportunities for Residential Development** *Louisville has vacant or redevelopable sites that could be suitable for residential development. The city can work to identify areas to consider for rezoning and adopt appropriate policies to facilitate new housing projects in those areas.*	1.1: Establish criteria and identify areas to rezone to support additional residential development	To meet housing goals and support the broad range of housing needs represented within Louisville, the City will need to rezone areas not currently zoned, but suitable, for residential development. Staff should work towards establishing criteria for identifying areas to rezone. Criteria could include access to transit or underutilized/vacant commercial areas.	Policy Evaluation/Change	All
		1.2: Develop standards to encourage and ensure a range of housing types are provided on large greenfield sites	The city may not currently have a large inventory of greenfield development sites for residential development, but it's possible that some may be identified when the city considers rezones to pursue. Greenfield sites are important opportunities for the city to further housing goals related to addressing needs for a variety of incomes by ensuring the sites are developed with a range of housing types, not just single-family. The city should consider creating a new zone or ensuring the site's new zoning designation will require a new development to provide a range of housing types.	Policy Change	All
		1.3: Establish cost-sharing opportunities for infrastructure on sites where affordable housing is provided, particularly on large sites that are rezoned for housing	Large sites often require significant infrastructure development before they are ready for housing which can impact their financial feasibility and preclude the site from being developed in a manner consistent with the city's housing goals or at all. The city can develop cost-sharing opportunities for infrastructure development to help ease the financial impact on new projects, particularly those that provide affordable housing or meet other established housing goals. The city can prioritize existing or develop new funding tools, such as development agreements.	Policy Change/Incentive	All
		1.4: Conduct a market analysis during major planning processes to ensure that proposed future land uses are economically viable	The city should consider conducting market assessments in areas where major land use changes are considered, particularly in areas the city is looking to revitalize. A market analysis will help provide insights into the most suitable and economically viable land use for a specific location to determine if there is a sufficient market for the proposed land use. A market analysis can also help identify potential risks and challenges that could impact the economic viability of future projects which can allow the city to develop mitigation strategies. It will also help determine if the proposed land use aligns with the anticipated growth and changes in the market over time.	Research	All
2	**Adopt Code Allowances for More Diverse Housing Development** *Expand permitted housing types in certain zones and adopt standards to support their development. This strategy will*	2.1: Conduct a robust code audit to properly evaluate the effectiveness of development regulations and identify existing barriers to housing development	Stakeholder engagement revealed that portions of Louisville's zoning code are outdated and in need of a major update. There are likely development barriers, particularly for housing development, that persist within the current code. The city should begin the code update process by first conducting a robust code audit to identify the range of barriers, identify priorities, and ensure the eventual update is organized and strategic. The city may also consider beginning the audit process by first engaging homeowners and developers to help identify barriers, as they may differ or more nuanced than the barriers staff identify. Common barriers include permitted uses, large minimum lot sizes, low density allowances, building height, parking requirements, and ambiguous design standards, etc.	Policy Evaluation/Research	All

#	Strategies	Actions	Action Summary	Action Type	Income Level Served
	also lean on results from the proforma analysis.	2.2: Adopt code amendments to reduce barriers to residential development with sensitivity to existing overlays and districts (e.g., historic overlay)	Once a code audit is conducted and the city has identified a range of barriers and priorities within the code to address. The city should prepare a package of code amendments to address the barriers, offer incentives, and streamline processes. Code amendments might include reduced parking standards, increased density, modified landscape requirements, changes to minimum lot size, or increased building height in appropriate areas. New standards should be developed with sensitivity to existing overlays and districts such as this historic district.	Policy Change	All
		2.3: Offer a height bonus for projects that pay a higher fee in lieu than currently required under the city's existing inclusionary housing program	A financial analysis conducted by ECONorthwest revealed that residential projects could benefit from adding an additional story in multifamily development projects and afford to pay a higher fee-in-lieu in exchange for the additional story under the city's existing inclusionary program. The city could consider adding a voluntary inclusionary program option in certain zones where additional height maybe be appropriate.	Incentive	Low-Moderate Income
		2.4: Explore permitting allowances for cottage housing and detached/attached ADU development, and internal conversions	Creating flexibility within development codes for projects that retain existing units and character can not only result in more housing units without altering the existing context, it can also create more financial opportunity for homeowners by generating rental income, allowing them to remain in their homes long-term. The city can create specific allowances for ADUs, cottages, and internal conversions on infill lots to both support additional density while maintaining character.	Policy Change	Low-Moderate
		2.5: Consider expanding allowances for low-density middle housing into single-family zones	The city has several single-family zones, that prohibit the development of lower-density attached (or detached housing in some cases), often referred to as "middle housing". Opportunities for middle housing largely exist within the RM and RH zones. Given the widespread single-family zoning, the city could expand allowances for middle housing in these zones to increase opportunity for their development. Middle housing types could include cottages, duplexes, triplexes and townhomes.	Policy Change	All
		2.6: Incentivize accessibility and visitability standards and first floor accessible housing options for seniors	Louisville has an aging population that will have specific housing needs in order to age in place comfortably and safely. The city can consider incentivizing the development of housing units that go above and beyond accessibility requirements and that also adhere to visitability standards. Accommodating the necessary infrastructure and supportive features for accessible and visitable units requires additional space, as units typically need to be larger to accommodate things like wider doorways, specific layouts for kitchens and bathrooms, etc. These features can also increase development costs. The city could offer increased density, height bonuses, or more direct financial support in exchange for the development of accessible and visitable units.	Incentive	All
3	**Facilitate Development and Preservation of Income-Restricted Housing Through Prop 123** *Use Prop 123 as a launch point for facilitating income-restricted affordable housing projects by supporting and adopting policies and programs for affordable housing development.*	3.1: Adopt regulations and programs to better support income-restricted housing development, particularly in TOD areas	The HNA demonstrates a new for housing units affordable to all income brackets below 120% AMI. It will be challenging for market-rate projects to provide enough units to meet income-restricted affordable housing goals and needs. Solely income-restricted projects that supply housing for the city's lowest income earners (60% AMI and below) will need to be part of the solution. These projects are challenging to deliver as they often require a patchwork of financial resources that can be difficult to obtain. The city can support these projects by creating flexibility within the city's regulatory environment through increased building heights and densities or reduction in open space and parking requirements. The City could also explore the option of allowing expedited permitting for qualifying projects.	Policy Change/Incentive	Low-Moderate
		3.2 Consider establishing a commercial linkage fee to provide financial support for income-restricted affordable housing projects	A commercial linkage fee is a policy tool that requires developers of new commercial projects to contribute a fee to be used to fund the construction or preservation of affordable housing units. The city could use revenues from the fee to provide direct financial support to gap finance new income-restricted housing projects or provide funding to maintain affordability in existing developments.	Financial Support	Low
		3.3: Monitoring income-restricted units for expiring subsidies and explore intervention options to maintain affordability	Rising housing costs and loss of existing income-restricted housing units could displace low-income residents. Publicly available inventories for regulated affordable units are often incomplete, lack essential data points, or are out of date. Louisville has a supply of regulated affordable housing, but to assist in their preservation, the city must understand how many units there are, their condition, subsidy expiration dates, and current ownership to accurately assess their vulnerability risk. The City should monitor existing developments and develop strategies to maintain the affordability of units where subsidies are expiring. The commercial linkage fee and/the low-income housing property tax exemption could assist with this effort.	Research/Policy Change	Low
		3.4: Establish a land banking program to support new income-restricted affordable housing projects	Land control is critical to affordable housing development because overall development costs make affordable housing development difficult or financially infeasible. Through land banking, the City can provide a pipeline of land for future development and control the type of development that may occur on that land. Cities have several options for developing or participating in a land banking program. The city could designate city-owned land as surplus and contribute that land to the land bank, eventually conveying that land to affordable housing developers or it could purchase properties directly for the purpose of building affordable housing, or it could provide funds to support land banking efforts by another organization.	Financial Support	Low

#	Strategies	Actions	Action Summary	Action Type	Income Level Served
		3.5: Adopt the low-income housing property tax exemption to financially support new projects	HB23-1184 recently expanded an existing low-income housing property tax exemption to include more nonprofit organizations that build and sell affordable housing. The exemption can last for up to 10 years and creates a new property tax exemption for land owned by community land trusts and other nonprofit affordable homeownership providers that develop permanently affordable for-sale homes. The city can adopt this tax exemption locally to assist affordable housing projects, particularly those needed under the city's commitment under Prop 123.	Financial Incentive/Support	Low
		3.6: Adopt development fee reductions and/or exemptions for income-restricted projects	The city can help reduce project costs by reducing or exempting a development from paying city-levied development fees. Reducing development costs can increase the financial viability of a project and facilitate more affordable housing production. Reduced or exempted fees could include building permit fees, utility connection fees, or impact fees.	Financial Incentive/Support	Low
4	**Evaluate Land Use Procedures and Streamline Processes/Standards** *Identify areas in the city's procedures, particularly for land use decisions, where some application types can be evaluated and decided on administratively to help streamline processes, reduce timelines and risks for new projects.*	4.1: Establish clear and objective development standards	In recent years, particularly in areas where housing prices have soared and development has become more expensive, cities have made efforts to streamline development processes in a variety of ways to not only help speed up housing development but also reduce its costs. Establishing clear and objective standards for new projects is one approach. Having clear and objective development standards provide transparency that can reduce uncertainty and create a more predictable process that developers can build into their financing plans. Clear standards streamline the review process by eliminating ambiguity and subjectivity, which saves time and resources for both developers and cities by reducing the need to debate interpretations.	Procedure/Policy Change	All
		4.2: Establish thresholds for development types that meet objective criteria to be reviewed and permitted administratively	The City can also consider allowing certain development types to be reviewed administratively, rather than discretionary, as an additional way to streamline the development process. By adopting clear and objective standards you increase the ability for staff to process permits administratively, include land use permits. Unlike discretionary applications, administrative applications move through the project review process more quickly. Because they do not require additional environmental analysis, planning commission recommendation, council action, or a formal public hearing, the timeline for administrative applications is often months shorter than the turnaround for discretionary entitlement applications. Discretionary processes can be unpredictable and introduce another degree of risk for projects that may already be risky, particularly for projects under today's economic conditions and affordable housing projects which are typically risky endeavors in general.	Policy Change	All
		4.3: Allow more housing types to be permitted "by-right" to reduce the need for variances or conditional uses processes	If a project meets the development standards and zoning regulations outlined in Louisville's zoning code and does not require additional or formal planning approvals, it is considered a "by-right" project, and the applicant may move directly into requesting a building permit. The city can consider allowing more housing types to be developed by-right, which will require an assessment of which standards need to be in place to make both by-right projects and projects that can be reviewed administratively possible.	Policy Evaluation/Change	All
5	**Support More Flexible Infill Development** *Adopt code amendments or expand allowances to increase flexibility for infill development where opportunities exist.*	5.1 Define standards in the downtown for the ground floor requirements and allow commercial or residential above, without a special review process	Community Commercial zoning designation allows multifamily development in downtown Louisville, but through a Special Review process. The Special Review process is a discretionary process that requires planning commission public hearing, review and recommendation, with city council decision. This can introduce risk for projects downtown. The city can develop standards to ensure projects can meet the community's vision for downtown while reducing the entitlement timeline and risk associated with discretionary review, increasing opportunity for more residential development downtown needed to support existing and future commercial businesses.	Procedure/Policy Change	All
		5.2 Increase height allowances to 3 stories throughout Downtown for projects that include income-restricted affordable housing units	The commercial Core Area of Downtown Louisville allows a maximum building height of 45 feet with no more than three stories. However, in the Transition Area of Downtown Louisville, the maximum building height is limited to 35 feet with no more than two stories. The City could consider incentivizing development in the transition area where height is more limited by offering a third story if the development includes affordable housing units.	Policy Change	Low
		5.3 Allow ADUs both attached and detached on all single-family lots, city-wide	ADUs offer an opportunity to increase the housing supply, especially for renters, on a small-scale and incremental way, while protecting existing community character and without putting pressure on existing infrastructure systems. It can also create more financial flexibility for homeowners to supplement their income or it can offer seniors an opportunity to downsize without selling their property or leaving their community. The city should consider allowing ADU development on single-family properties across the city to help increase housing supply and diversity and creating more flexibility for homeowners.	Policy Change	All
		5.4 Expand allowances for more stand-alone residential development in commercial areas	Commercial areas need residential development to help maintain consumer demand, but mixed-use development can be challenging and more costly for many developers to build and maintain. The City can create more opportunities for residential development in existing and future commercial areas by allowing stand-alone residential development on parcels that are not situated along major corridors. However, to maintain public realm activity, the City can consider requiring ground floor activation in stand-alone residential developments which could evolve into mixed-used spaces over time. Ground floor activation	Policy Change	All

#	Strategies	Actions	Action Summary	Action Type	Income Level Served
			techniques might include situated lobby entrances on corners, placing building amenities on the first floor like a gym or community room.		
		5.5 Lower the minimum lot size to accommodate more subdivision opportunities on large lots	Lowering minimum lot sizes in certain zones can allow some property owners the option to subdivide larger lots and add incremental density in lower density zones. This has been a popular approach for seniors who would like the opportunity to stay in their home, but may no longer need or be able to maintain the additional land. In many cases the existing home may be centered in the middle of the lot which may preclude many lots from subdividing if they desire to maintain the existing home, which would limit the scale at which subdivision would occur if this policy was implemented.	Policy Change	All
		5.6 Offer incentives for adaptive reuse projects downtown	There is a need and demand for more housing near the downtown area, and housing will generate more visitors and help stabilize and sustain downtown businesses. However, given Louisville's unique character downtown that many community members cherish, careful consideration over how downtown grows and adapts will be crucial. The City can create more opportunity for residential development downtown by expanding allowances for it while incentivizing adaptive reuse projects that will allow for a change in use while maintaining downtown's historical identity. Financial support through the Housing Preservation Fund could be allocated to projects that reuse existing structures while either increasing density, providing affordable housing, or changing the use to residential.	Incentive	All
6	**Support the Preservation of Naturally Occurring Affordable Housing** *Adopt programs and policies that would directly support the preservation of existing unrestricted rental housing in order to preserve affordability.*	6.1 Remove or raise occupancy restrictions	Occupancy restrictions for unrelated individuals can limit the number of people who can share a living space. This can limit housing options by forcing people to own or rent spaces that are too large for their needs or force people to live alone, both of which may be unaffordable to them. By removing or raising these restrictions, more individuals can share housing costs, making it more affordable for everyone involved. Additionally, not all households conform to traditional living arrangements. Raising or removing occupancy restrictions allows for greater flexibility in how people choose to live, accommodating diverse living arrangements that suit their needs and preferences.	Policy Change	All
		6.2 Explore programmatic and zoning approaches to preserving manufactured home parks	Manufactured home parks (MHPs) play a significant role in providing naturally occurring affordable housing. However, they are at risk of disappearing when property owners are tempted to sell the MHP. In order to preserve MHPs, the City should consider establishing zoning, procedures, and guidelines to assist the acquisition, purchase, and preservation of existing MHPs.	Financial Support/Policy Change	Low-Moderate
		6.3 Establish partnerships with non-profit housing providers, affordable housing providers, and/or religious organizations to support intervention efforts.	Property acquisition is one of the most effective ways for the City to advance preservation efforts, but it's also the costliest. However, there are many partners the city could consider working directly with to help share the cost and support affordable housing preservation efforts. There are numerous ways the city could assist other organizations with property acquisition in exchange for establishing or maintaining affordability. The city could offer technical assistance, provide direct financial support to rehabilitate, upgrade, and/or acquire the property, or offer land through a land banking program, or establish a right-of-first refusal policy under HB 1190.	Policy Change/Financial Support	Low
		6.4 Create a legacy homeownership program.	The City of Boulder maintains a program known as the Housing Legacy Program which is created through the "donation" of homes or other real estate by homeowners, companies or other organizations. The program aims to create more affordable homeownership in Boulder for dedicated to those with low, moderate, and middle incomes. The City does not own the homes through this program but rather maintains a deed restriction that mandates affordability. Homeowners interested in entering their homes into the legacy program place an affordability covenant on their home.	Policy Change	Low

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DATE: October 16, 2023
TO: City of Louisville Planning Commission
FROM: ECONorthwest; Tyler Bump, Lee Ann Ryan; Jeff Hirt, City of Louisville Planning Manager
SUBJECT: Draft Strategy Matrix and Framework – Louisville Housing Plan – Planning Commission Follow Up from 10/12/23 Meeting

**Update: City staff presented this document to Planning Commission on 10/12/23. The purpose of this document now is to solicit feedback from the Planning Commission outside of the meeting. This item was informational, i.e., not a public hearing and staff will collect feedback from the Planning Commission to inform drafting of the Housing Plan using this matrix and any follow up conversations. There is no new information in this document from the 10/12/23 Planning Commission meeting, other than a new column in the table below for comments.

The matrix below outlines **preliminary** policy and program recommendations for the city to consider as we work towards developing the Housing Strategy. Each strategy will ultimately include a **rationale** for why it is included in the plan, **detailed actions**, **opportunity sites**, the city's potential **role in implementation**, nuanced **considerations**, and potential housing **affordability impacts**.

The matrix below provides a list of **29 actions** for consideration in the Louisville Housing Plan. These actions fall within **6 draft strategies**, which are designed to address community needs identified through community engagement and the Housing Needs Assessment (HNA). This is a preliminary list of example actions for the City to consider, refine, revise, and evaluate to help further each strategy.

Planning Commissioner Baskett Comments 10/26/23. Comments provided in Planning Commission comments column in the below table in green.

Action Types

- **Incentives** encourage housing developers to provide desired housing types.
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- **Research** may require additional evaluation prior to moving forward towards adoption or implementation.

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#	Strategies	Actions	Action Summary	Action Type	Income Level Served	**Planning Commission Comments** *E.g., What's missing? Which of these resonates with you most? What additional information do you need to evaluate and understand this item?*
1	**Identify Opportunities for Residential Development** *Louisville has vacant or redevelopable sites that could be suitable for residential development. The city can work to identify areas to consider for rezoning and adopt appropriate policies to facilitate new housing projects in those areas.*	1.1: Establish criteria and identify areas to rezone to support additional residential development	To meet housing goals and support the broad range of housing needs represented within Louisville, the City will need to rezone areas not currently zoned, but suitable, for residential development. Staff should work towards establishing criteria for identifying areas to rezone. Criteria could include access to transit or underutilized/vacant commercial areas.	Policy Evaluation/Change	All	This resonates strongly for me. Will need to review specific areas.
		1.2: Develop standards to encourage and ensure a range of housing types are provided on large greenfield sites	The city may not currently have a large inventory of greenfield development sites for residential development, but it's possible that some may be identified when the city considers rezones to pursue. Greenfield sites are important opportunities for the city to further housing goals related to addressing needs for a variety of incomes by ensuring the sites are developed with a range of housing types, not just single-family. The city should consider creating a new zone or ensuring the site's new zoning designation will require a new development to provide a range of housing types.	Policy Change	All	Greenfield sites will need to be identified. I need more information regarding the range fo housing types that would be considered.
		1.3: Establish cost-sharing opportunities for infrastructure on sites where affordable housing is provided, particularly on large sites that are rezoned for housing	Large sites often require significant infrastructure development before they are ready for housing which can impact their financial feasibility and preclude the site from being developed in a manner consistent with the city's housing goals or at all. The city can develop cost-sharing opportunities for infrastructure development to help ease the financial impact on new projects, particularly those that provide affordable housing or meet other established housing goals. The city can prioritize existing or develop new funding tools, such as development agreements.	Policy Change/Incentive	All	This resonates for me. Does the city have experience with cost sharing? Staff should consider new funding tools.

#	Strategies	Actions	Action Summary	Action Type	Income Level Served	Planning Commission Comments *E.g., What's missing? Which of these resonates with you most? What additional information do you need to evaluate and understand this item?*
		1.4: Conduct a market analysis during major planning processes to ensure that proposed future land uses are economically viable	The city should consider conducting market assessments in areas where major land use changes are considered, particularly in areas the city is looking to revitalize. A market analysis will help provide insights into the most suitable and economically viable land use for a specific location to determine if there is a sufficient market for the proposed land use. A market analysis can also help identify potential risks and challenges that could impact the economic viability of future projects which can allow the city to develop mitigation strategies. It will also help determine if the proposed land use aligns with the anticipated growth and changes in the market over time.	Research	All	I'm not sure about this strategy – it seems like the burden of market assessments is usually borne by the applicant.
2	**Adopt Code Allowances for More Diverse Housing Development** *Expand permitted housing types in certain zones and adopt standards to support their development. This strategy will also lean on results from the proforma analysis.*	2.1: Conduct a robust code audit to properly evaluate the effectiveness of development regulations and identify existing barriers to housing development	Stakeholder engagement revealed that portions of Louisville's zoning code are outdated and in need of a major update. There are likely development barriers, particularly for housing development, that persist within the current code. The city should begin the code update process by first conducting a robust code audit to identify the range of barriers, identify priorities, and ensure the eventual update is organized and strategic. The city may also consider beginning the audit process by first engaging homeowners and developers to help identify barriers, as they may differ or more nuanced than the barriers staff identify. Common barriers include permitted uses, large minimum lot sizes, low density allowances, building height, parking requirements, and ambiguous design standards, etc.	Policy Evaluation/Research	All	This resonates strongly for me. Staff should prioritize the code update process. It will take significant resources.
		2.2: Adopt code amendments to reduce barriers to residential development with sensitivity to existing overlays and districts (e.g., historic overlay)	Once a code audit is conducted and the city has identified a range of barriers and priorities within the code to address. The city should prepare a package of code amendments to address the barriers, offer incentives, and streamline processes. Code amendments might include reduced parking standards, increased density, modified landscape requirements, changes to minimum lot size, or increased building height in appropriate areas. New standards should be developed with sensitivity to existing overlays and districts such as this historic district.	Policy Change	All	This resonates strongly for me. The examples of code amendments seem strategic.
		2.3: Offer a height bonus for projects that pay a higher fee in lieu than currently required under the city's existing inclusionary housing program	A financial analysis conducted by ECONorthwest revealed that residential projects could benefit from adding an additional story in multifamily development projects and afford to pay a higher fee-in-lieu in exchange for the additional story under the city's existing inclusionary program. The city could consider adding a voluntary inclusionary program option in certain zones where additional height maybe be appropriate.	Incentive	Low-Moderate Income	I think we need to be very careful about height bonuses, although I agree they are a good way to achieve greater density. I think there will be community pushback on this.
		2.4: Explore permitting allowances for cottage housing and detached/attached ADU development, and internal conversions	Creating flexibility within development codes for projects that retain existing units and character can not only result in more housing units without altering the existing context, it can also create more financial opportunity for homeowners by generating rental income, allowing them to remain in their homes long-term. The city can create specific allowances for ADUs, cottages, and internal conversions on infill lots to both support additional density while maintaining character.	Policy Change	Low-Moderate	This resonates strongly and should be included in the codes.
		2.5: Consider expanding allowances for low-density middle housing into single-family zones	The city has several single-family zones, that prohibit the development of lower-density attached (or detached housing in some cases), often referred to as "middle housing". Opportunities for middle housing largely exist within the RM and RH zones. Given the widespread single-family zoning, the city could expand allowances for middle housing in these zones to increase opportunity for their development. Middle housing types could include cottages, duplexes, triplexes and townhomes.	Policy Change	All	This resonates for me. Many neighborhoods can accommodate middle housing with good design.
		2.6: Incentivize accessibility and visitability standards and first floor accessible housing options for seniors	Louisville has an aging population that will have specific housing needs in order to age in place comfortably and safely. The city can consider incentivizing the development of housing units that go above and beyond accessibility requirements and that also adhere to visitability standards. Accommodating the necessary infrastructure and supportive features for accessible and visitable units requires additional space, as units typically need to be larger to accommodate things like wider doorways, specific layouts for kitchens and bathrooms, etc. These features can also increase development costs. The city could offer increased density, height bonuses, or more direct financial support in exchange for the development of accessible and visitable units.	Incentive	All	I am strongly in support of senior housing. I like the idea of integrating it with other housing.

#	Strategies	Actions	Action Summary	Action Type	Income Level Served	Planning Commission Comments *E.g., What's missing? Which of these resonates with you most? What additional information do you need to evaluate and understand this item?*
3	**Facilitate Development and Preservation of Income-Restricted Housing Through Prop 123** *Use Prop 123 as a launch point for facilitating income-restricted affordable housing projects by supporting and adopting policies and programs for affordable housing development.*	3.1: Adopt regulations and programs to better support income-restricted housing development, particularly in TOD areas	The HNA demonstrates a new for housing units affordable to all income brackets below 120% AMI. It will be challenging for market-rate projects to provide enough units to meet income-restricted affordable housing goals and needs. Solely income-restricted projects that supply housing for the city's lowest income earners (60% AMI and below) will need to be part of the solution. These projects are challenging to deliver as they often require a patchwork of financial resources that can be difficult to obtain. The city can support these projects by creating flexibility within the city's regulatory environment through increased building heights and densities or reduction in open space and parking requirements. The City could also explore the option of allowing expedited permitting for qualifying projects.	Policy Change/Incentive	Low-Moderate	The city should explore these options, especially expedited permitting.
		3.2 Consider establishing a commercial linkage fee to provide financial support for income-restricted affordable housing projects	A commercial linkage fee is a policy tool that requires developers of new commercial projects to contribute a fee to be used to fund the construction or preservation of affordable housing units. The city could use revenues from the fee to provide direct financial support to gap finance new income-restricted housing projects or provide funding to maintain affordability in existing developments.	Financial Support	Low	This does not resonate for me as it is counter to the stated desire of the city to be more business friendly.
		3.3: Monitoring income-restricted units for expiring subsidies and explore intervention options to maintain affordability	Rising housing costs and loss of existing income-restricted housing units could displace low-income residents. Publicly available inventories for regulated affordable units are often incomplete, lack essential data points, or are out of date. Louisville has a supply of regulated affordable housing, but to assist in their preservation, the city must understand how many units there are, their condition, subsidy expiration dates, and current ownership to accurately assess their vulnerability risk. The City should monitor existing developments and develop strategies to maintain the affordability of units where subsidies are expiring. The commercial linkage fee and/the low-income housing property tax exemption could assist with this effort.	Research/Policy Change	Low	This seems very staff intensive. What is the role of the Boulder County Housing Authority?
		3.4: Establish a land banking program to support new income-restricted affordable housing projects	Land control is critical to affordable housing development because overall development costs make affordable housing development difficult or financially infeasible. Through land banking, the City can provide a pipeline of land for future development and control the type of development that may occur on that land. Cities have several options for developing or participating in a land banking program. The city could designate city-owned land as surplus and contribute that land to the land bank, eventually conveying that land to affordable housing developers or it could purchase properties directly for the purpose of building affordable housing, or it could provide funds to support land banking efforts by another organization.	Financial Support	Low	The potential for land banking should be explored in the Comprehensive Plan. It would be great to identify city owned surplus land.
		3.5: Adopt the low-income housing property tax exemption to financially support new projects	HB23-1184 recently expanded an existing low-income housing property tax exemption to include more nonprofit organizations that build and sell affordable housing. The exemption can last for up to 10 years and creates a new property tax exemption for land owned by community land trusts and other nonprofit affordable homeownership providers that develop permanently affordable for-sale homes. The city can adopt this tax exemption locally to assist affordable housing projects, particularly those needed under the city's commitment under Prop 123.	Financial Incentive/Support	Low	This resonates strongly for me.
		3.6: Adopt development fee reductions and/or exemptions for income-restricted projects	The city can help reduce project costs by reducing or exempting a development from paying city-levied development fees. Reducing development costs can increase the financial viability of a project and facilitate more affordable housing production. Reduced or exempted fees could include building permit fees, utility connection fees, or impact fees.	Financial Incentive/Support	Low	The city should consider reduces or exempted fees.
4	**Evaluate Land Use Procedures and Streamline Processes/Standards** *Identify areas in the city's procedures, particularly for land use decisions, where some application types can be evaluated and decided*	4.1: Establish clear and objective development standards	In recent years, particularly in areas where housing prices have soared and development has become more expensive, cities have made efforts to streamline development processes in a variety of ways to not only help speed up housing development but also reduce its costs. Establishing clear and objective standards for new projects is one approach. Having clear and objective development standards provide transparency that can reduce uncertainty and create a more predictable process that developers can build into their financing plans. Clear standards streamline the review process by eliminating ambiguity and subjectivity, which saves time and resources for both developers and cities by reducing the need to debate interpretations.	Procedure/Policy Change	All	This resonates strongly for me. The city should streamline standards.

#	Strategies	Actions	Action Summary	Action Type	Income Level Served	Planning Commission Comments *E.g., What's missing? Which of these resonates with you most? What additional information do you need to evaluate and understand this item?*
	on administratively to help streamline processes, reduce timelines and risks for new projects.	4.2: Establish thresholds for development types that meet objective criteria to be reviewed and permitted administratively	The City can also consider allowing certain development types to be reviewed administratively, rather than discretionary, as an additional way to streamline the development process. By adopting clear and objective standards you increase the ability for staff to process permits administratively, include land use permits. Unlike discretionary applications, administrative applications move through the project review process more quickly. Because they do not require additional environmental analysis, planning commission recommendation, council action, or a formal public hearing, the timeline for administrative applications is often months shorter than the turnaround for discretionary entitlement applications. Discretionary processes can be unpredictable and introduce another degree of risk for projects that may already be risky, particularly for projects under today's economic conditions and affordable housing projects which are typically risky endeavors in general.	Policy Change	All	I can see how this would streamline the process and save the developer money, but it seems like the type of projects illustrated may be controversial and city staff would
		4.3: Allow more housing types to be permitted "by-right" to reduce the need for variances or conditional uses processes	If a project meets the development standards and zoning regulations outlined in Louisville's zoning code and does not require additional or formal planning approvals, it is considered a "by-right" project, and the applicant may move directly into requesting a building permit. The city can consider allowing more housing types to be developed by-right, which will require an assessment of which standards need to be in place to make both by-right projects and projects that can be reviewed administratively possible.	Policy Evaluation/Change	All	I would support this.
5	**Support More Flexible Infill Development** *Adopt code amendments or expand allowances to increase flexibility for infill development where opportunities exist.*	5.1 Define standards in the downtown for the ground floor requirements and allow commercial or residential above, without a special review process	Community Commercial zoning designation allows multifamily development in downtown Louisville, but through a Special Review process. The Special Review process is a discretionary process that requires planning commission public hearing, review and recommendation, with city council decision. This can introduce risk for projects downtown. The city can develop standards to ensure projects can meet the community's vision for downtown while reducing the entitlement timeline and risk associated with discretionary review, increasing opportunity for more residential development downtown needed to support existing and future commercial businesses.	Procedure/Policy Change	All	This resonates moderately for me. It seems like housing downtown will require extraordinary efforts.
		5.2 Increase height allowances to 3 stories throughout Downtown for projects that include income-restricted affordable housing units	The commercial Core Area of Downtown Louisville allows a maximum building height of 45 feet with no more than three stories. However, in the Transition Area of Downtown Louisville, the maximum building height is limited to 35 feet with no more than two stories. The City could consider incentivizing development in the transition area where height is more limited by offering a third story if the development includes affordable housing units.	Policy Change	Low	This seems strategic to me.
		5.3 Allow ADUs both attached and detached on all single-family lots, city-wide	ADUs offer an opportunity to increase the housing supply, especially for renters, on a small-scale and incremental way, while protecting existing community character and without putting pressure on existing infrastructure systems. It can also create more financial flexibility for homeowners to supplement their income or it can offer seniors an opportunity to downsize without selling their property or leaving their community. The city should consider allowing ADU development on single-family properties across the city to help increase housing supply and diversity and creating more flexibility for homeowners.	Policy Change	All	This resonates strongly for me. ADU's are long overdue. I do not think the community will be overrun with them as some fear.
		5.4 Expand allowances for more stand-alone residential development in commercial areas	Commercial areas need residential development to help maintain consumer demand, but mixed-use development can be challenging and more costly for many developers to build and maintain. The City can create more opportunities for residential development in existing and future commercial areas by allowing stand-alone residential development on parcels that are not situated along major corridors. However, to maintain public realm activity, the City can consider requiring ground floor activation in stand-alone residential developments which could evolve into mixed-used spaces over time. Ground floor activation techniques might include situated lobby entrances on corners, placing building amenities on the first floor like a gym or community room.	Policy Change	All	This does not resonate strongly for me. Although I agree that ground floor spaces should be activated, I have not seen sucess in filling those spaces in constructed projects.
		5.5 Lower the minimum lot size to accommodate more subdivision opportunities on large lots	Lowering minimum lot sizes in certain zones can allow some property owners the option to subdivide larger lots and add incremental density in lower density zones. This has been a popular approach for seniors who would like the opportunity to stay in their home, but may no longer need or be able to maintain the additional land. In many cases the existing home may be centered in the middle of the lot which may preclude many lots from subdividing if they desire to maintain the existing home, which would limit the scale at which subdivision would occur if this policy was implemented.	Policy Change	All	I support this strategy as a way to do more with existing land.

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		5.6 Offer incentives for adaptive reuse projects downtown	There is a need and demand for more housing near the downtown area, and housing will generate more visitors and help stabilize and sustain downtown businesses. However, given Louisville's unique character downtown that many community members cherish, careful consideration over how downtown grows and adapts will be crucial. The City can create more opportunity for residential development downtown by expanding allowances for it while incentivizing adaptive reuse projects that will allow for a change in use while maintaining downtown's historical identity. Financial support through the Housing Preservation Fund could be allocated to projects that reuse existing structures while either increasing density, providing affordable housing, or changing the use to residential.	Incentive	All	I need more information about the desire/support for more housing downtown.
6	**Support the Preservation of Naturally Occurring Affordable Housing** *Adopt programs and policies that would directly support the preservation of existing unrestricted rental housing in order to preserve affordability.*	6.1 Remove or raise occupancy restrictions	Occupancy restrictions for unrelated individuals can limit the number of people who can share a living space. This can limit housing options by forcing people to own or rent spaces that are too large for their needs or force people to live alone, both of which may be unaffordable to them. By removing or raising these restrictions, more individuals can share housing costs, making it more affordable for everyone involved. Additionally, not all households conform to traditional living arrangements. Raising or removing occupancy restrictions allows for greater flexibility in how people choose to live, accommodating diverse living arrangements that suit their needs and preferences.	Policy Change	All	I'm not sure the city wants to pick this issue which will be controversial. Does not resonate for me.
		6.2 Explore programmatic and zoning approaches to preserving manufactured home parks	Manufactured home parks (MHPs) play a significant role in providing naturally occurring affordable housing. However, they are at risk of disappearing when property owners are tempted to sell the MHP. In order to preserve MHPs, the City should consider establishing zoning, procedures, and guidelines to assist the acquisition, purchase, and preservation of existing MHPs.	Financial Support/Policy Change	Low-Moderate	We have a good model from Boulder and state law now supports this.
		6.3 Establish partnerships with non-profit housing providers, affordable housing providers, and/or religious organizations to support intervention efforts.	Property acquisition is one of the most effective ways for the City to advance preservation efforts, but it's also the costliest. However, there are many partners the city could consider working directly with to help share the cost and support affordable housing preservation efforts. There are numerous ways the city could assist other organizations with property acquisition in exchange for establishing or maintaining affordability. The city could offer technical assistance, provide direct financial support to rehabilitate, upgrade, and/or acquire the property, or offer land through a land banking program, or establish a right-of-first refusal policy under HB 1190.	Policy Change/Financial Support	Low	I'm all for partnerships, especially with those engaged in affordable housing deals.
		6.4 Create a legacy homeownership program.	The City of Boulder maintains a program known as the Housing Legacy Program which is created through the "donation" of homes or other real estate by homeowners, companies or other organizations. The program aims to create more affordable homeownership in Boulder for dedicated to those with low, moderate, and middle incomes. The City does not own the homes through this program but rather maintains a deed restriction that mandates affordability. Homeowners interested in entering their homes into the legacy program place an affordability covenant on their home.	Policy Change	Low	I think this would be an administrative burden with low return on investment of time.

ECONorthwest
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DATE: October 16, 2023
TO: City of Louisville Planning Commission
FROM: ECONorthwest; Tyler Bump, Lee Ann Ryan; Jeff Hirt, City of Louisville Planning Manager
SUBJECT: Draft Strategy Matrix and Framework – Louisville Housing Plan – Planning Commission Follow Up from 10/12/23 Meeting

**Update: City staff presented this document to Planning Commission on 10/12/23. The purpose of this document now is to solicit feedback from the Planning Commission outside of the meeting. This item was informational, i.e., not a public hearing and staff will collect feedback from the Planning Commission to inform drafting of the Housing Plan using this matrix and any follow up conversations. There is no new information in this document from the 10/12/23 Planning Commission meeting, other than a new column in the table below for comments.

The matrix below outlines **preliminary** policy and program recommendations for the city to consider as we work towards developing the Housing Strategy. Each strategy will ultimately include a **rationale** for why it is included in the plan, **detailed actions**, **opportunity sites**, the city's potential **role in implementation**, nuanced **considerations**, and potential housing **affordability impacts**.

The matrix below provides a list of **29 actions** for consideration in the Louisville Housing Plan. These actions fall within **6 draft strategies**, which are designed to address community needs identified through community engagement and the Housing Needs Assessment (HNA). This is a preliminary list of example actions for the City to consider, refine, revise, and evaluate to help further each strategy.

Action Types

- **Incentives** encourage housing developers to provide desired housing types.
- **Policy Changes** may update the city's code, processes, or requirements related to housing.
- **Financial Support** increases available funding for a variety of housing initiatives.
- **Partnerships to** strengthen relationships with other organizations to further the city's housing goals.
- **Research** may require additional evaluation prior to moving forward towards adoption or implementation.

Planning Commissioner Krantz Comments 10/30/23. Comments provided in Planning Commission comments column in the below table in green.

Housing Income Level

The qualitative designation of **'Low,' 'Moderate,' 'High,'** or **'All'** gives a relative approximation of what household income levels will likely be served but does not include a specific threshold.

#	Strategies	Actions	Action Summary	Action Type	Income Level Served	Planning Commission Comments *E.g., What's missing? Which of these resonates with you most? What additional information do you need to evaluate and understand this item?*
1	**Identify Opportunities for Residential Development** *Louisville has vacant or redevelopable sites that could be suitable for residential development. The city can work to identify areas to consider for rezoning and adopt appropriate policies to facilitate new housing projects in those areas.*	1.1: Establish criteria and identify areas to rezone to support additional residential development	To meet housing goals and support the broad range of housing needs represented within Louisville, the City will need to rezone areas not currently zoned, but suitable, for residential development. Staff should work towards establishing criteria for identifying areas to rezone. Criteria could include access to transit or underutilized/vacant commercial areas.	Policy Evaluation/Change	All	This should not be considered in isolation of other options, for example, required consolidation of housing units to allow green space and affordability requirements. Access to transit is an important criterion. As is access to other essential services and amenities within walking distance.
		1.2: Develop standards to encourage and ensure a range of housing types are provided on large greenfield sites	The city may not currently have a large inventory of greenfield development sites for residential development, but it's possible that some may be identified when the city considers rezones to pursue. Greenfield sites are important opportunities for the city to further housing goals related to addressing needs for a variety of incomes by ensuring the sites are developed with a range of housing types, not just single-family. The city should consider creating a new zone or ensuring the site's new zoning designation will require a new development to provide a range of housing types.	Policy Change	All	Absolutely a last resort and probably not needed.
		1.3: Establish cost-sharing opportunities for infrastructure on sites where affordable housing is provided, particularly on large sites that are rezoned for housing	Large sites often require significant infrastructure development before they are ready for housing which can impact their financial feasibility and preclude the site from being developed in a manner consistent with the city's housing goals or at all. The city can develop cost-sharing opportunities for infrastructure development to help ease the financial impact on new projects, particularly those that provide affordable housing or meet other established housing goals. The city can prioritize existing or develop new funding tools, such as development agreements.	Policy Change/Incentive	All	This should not be considered unless options for grants through Prop 123 and possibly county issue 1B are maximized.

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		1.4: Conduct a market analysis during major planning processes to ensure that proposed future land uses are economically viable	The city should consider conducting market assessments in areas where major land use changes are considered, particularly in areas the city is looking to revitalize. A market analysis will help provide insights into the most suitable and economically viable land use for a specific location to determine if there is a sufficient market for the proposed land use. A market analysis can also help identify potential risks and challenges that could impact the economic viability of future projects which can allow the city to develop mitigation strategies. It will also help determine if the proposed land use aligns with the anticipated growth and changes in the market over time.	Research	All	I am not sure a market analysis is needed to determine whether additional housing units will sell or be rented. The market data from the housing study shows that the market is very strong for sellers and renters. A market analysis can help determine need for future commercial and light industrial development. What type of mitigation strategies are envisioned?
2	**Adopt Code Allowances for More Diverse Housing Development** *Expand permitted housing types in certain zones and adopt standards to support their development. This strategy will also lean on results from the proforma analysis.*	2.1: Conduct a robust code audit to properly evaluate the effectiveness of development regulations and identify existing barriers to housing development	Stakeholder engagement revealed that portions of Louisville's zoning code are outdated and in need of a major update. There are likely development barriers, particularly for housing development, that persist within the current code. The city should begin the code update process by first conducting a robust code audit to identify the range of barriers, identify priorities, and ensure the eventual update is organized and strategic. The city may also consider beginning the audit process by first engaging homeowners and developers to help identify barriers, as they may differ or more nuanced than the barriers staff identify. Common barriers include permitted uses, large minimum lot sizes, low density allowances, building height, parking requirements, and ambiguous design standards, etc.	Policy Evaluation/Research	All	Can you tell me the specific code sections and give examples of "modern" code. Who are the stakeholders and how was this revealed? Can you describe the level of analysis provided by each stakeholder and share the data? What specific portions of our zoning code are outdated and in need of a major update? Large lot sizes are not necessarily a bad thing because they allow humans room to interact with nature. Large lot sizes combined with maximum footprints and maximum square footage can be a good thing for the environment and urban wildlife. We have a public process for changes in permitted uses, so it is important to discuss this on a case-by-case basis or as part of a comprehensive plan update. Low density allowances is not a term that I am familiar with Assuming it means low density residential zoning, I do not find that problematic in a town that already has low density residential. Which building height codes are outdated and how would views be preserved? Change to building height maximums across the board would not be beneficial unless they were coupled with consolidation of development., How do parking requirements present barriers to developers? While we don't want properties covered with unnecessary parking , we don't want buildings with great mass and scale to dwarf existing buildings. Finally, what are examples of ambiguous design standards?
		2.2: Adopt code amendments to reduce barriers to residential development with sensitivity to existing overlays and districts (e.g., historic overlay)	Once a code audit is conducted and the city has identified a range of barriers and priorities within the code to address. The city should prepare a package of code amendments to address the barriers, offer incentives, and streamline processes. Code amendments might include reduced parking standards, increased density, modified landscape requirements, changes to minimum lot size, or increased building height in appropriate areas. New standards should be developed with sensitivity to existing overlays and districts such as this historic district.	Policy Change	All	See above

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		2.3: Offer a height bonus for projects that pay a higher fee in lieu than currently required under the city's existing inclusionary housing program	A financial analysis conducted by ECONorthwest revealed that residential projects could benefit from adding an additional story in multifamily development projects and afford to pay a higher fee-in-lieu in exchange for the additional story under the city's existing inclusionary program. The city could consider adding a voluntary inclusionary program option in certain zones where additional height maybe be appropriate.	Incentive	Low-Moderate Income	Is the financial analysis part of the housing needs assessment? Is this available elsewhere? Height waivers in exchange for a higher fee in lieu might make sense. But if the height waiver allowed for additional units, the fee in lieu should still be 12% of the number of units. A higher percentage of affordable units would be preferable to a higher fee in lieu.
		2.4: Explore permitting allowances for cottage housing and detached/attached ADU development, and internal conversions	Creating flexibility within development codes for projects that retain existing units and character can not only result in more housing units without altering the existing context, it can also create more financial opportunity for homeowners by generating rental income, allowing them to remain in their homes long-term. The city can create specific allowances for ADUs, cottages, and internal conversions on infill lots to both support additional density while maintaining character.	Policy Change	Low-Moderate	This makes sense if the new code is targeted to achieve the goal of increasing affordability to seniors and low income households.
		2.5: Consider expanding allowances for low-density middle housing into single-family zones	The city has several single-family zones, that prohibit the development of lower-density attached (or detached housing in some cases), often referred to as "middle housing". Opportunities for middle housing largely exist within the RM and RH zones. Given the widespread single-family zoning, the city could expand allowances for middle housing in these zones to increase opportunity for their development. Middle housing types could include cottages, duplexes, triplexes and townhomes.	Policy Change	All	Allowing duplexes, triplexes and townhomes in single family zoned areas should be done only with extreme caution and oversight. I see a likely scenario where a small home (naturally affordable) is purchased, demolished, and replaced with a triplex and none of the newer three units are as affordable as the original single unit.
		2.6: Incentivize accessibility and visitability standards and first floor accessible housing options for seniors	Louisville has an aging population that will have specific housing needs in order to age in place comfortably and safely. The city can consider incentivizing the development of housing units that go above and beyond accessibility requirements and that also adhere to visitability standards. Accommodating the necessary infrastructure and supportive features for accessible and visitable units requires additional space, as units typically need to be larger to accommodate things like wider doorways, specific layouts for kitchens and bathrooms, etc. These features can also increase development costs. The city could offer increased density, height bonuses, or more direct financial support in exchange for the development of accessible and visitable units.	Incentive	All	Incentives are great, but to offer incentives for every desirable housing type is not financially possible. For new developments, a certain number of first floor units should be required to meet accessibility standards.
3	**Facilitate Development and Preservation of Income-Restricted Housing Through Prop 123** *Use Prop 123 as a launch point for facilitating income-restricted affordable housing projects by supporting and adopting policies and programs for affordable housing development*.	3.1: Adopt regulations and programs to better support income-restricted housing development, particularly in TOD areas	The HNA demonstrates a new for housing units affordable to all income brackets below 120% AMI. It will be challenging for market-rate projects to provide enough units to meet income-restricted affordable housing goals and needs. Solely income-restricted projects that supply housing for the city's lowest income earners (60% AMI and below) will need to be part of the solution. These projects are challenging to deliver as they often require a patchwork of financial resources that can be difficult to obtain. The city can support these projects by creating flexibility within the city's regulatory environment through increased building heights and densities or reduction in open space and parking requirements. The City could also explore the option of allowing expedited permitting for qualifying projects.	Policy Change/Incentive	Low-Moderate	the open space and parking requirements exist for a reason. Expedited permitting may make sense, It may make more sense to try to get right of first refusal on existing apartment complexes.
		3.2 Consider establishing a commercial linkage fee to provide financial support for income-restricted affordable housing projects	A commercial linkage fee is a policy tool that requires developers of new commercial projects to contribute a fee to be used to fund the construction or preservation of affordable housing units. The city could use revenues from the fee to provide direct financial support to gap finance new income-restricted housing projects or provide funding to maintain affordability in existing developments.	Financial Support	Low	This may discourage needed commercial enterprises.
		3.3: Monitoring income-restricted units for expiring subsidies and explore intervention options to maintain affordability	Rising housing costs and loss of existing income-restricted housing units could displace low-income residents. Publicly available inventories for regulated affordable units are often incomplete, lack essential data points, or are out of date. Louisville has a supply of regulated affordable housing, but to assist in their preservation, the city must understand how many units there are, their condition, subsidy expiration dates, and current ownership to accurately assess their vulnerability risk. The City should monitor existing developments and develop strategies to maintain the affordability of units where subsidies are expiring. The commercial linkage fee and/the low-income housing property tax exemption could assist with this effort.	Research/Policy Change	Low	This seems like a fantastic idea but we should proceed with caution on linkage fees.

#	Strategies	Actions	Action Summary	Action Type	Income Level Served	Planning Commission Comments *E.g., What's missing? Which of these resonates with you most? What additional information do you need to evaluate and understand this item?*
		3.4: Establish a land banking program to support new income-restricted affordable housing projects	Land control is critical to affordable housing development because overall development costs make affordable housing development difficult or financially infeasible. Through land banking, the City can provide a pipeline of land for future development and control the type of development that may occur on that land. Cities have several options for developing or participating in a land banking program. The city could designate city-owned land as surplus and contribute that land to the land bank, eventually conveying that land to affordable housing developers or it could purchase properties directly for the purpose of building affordable housing, or it could provide funds to support land banking efforts by another organization.	Financial Support	Low	This seems very sensible.
		3.5: Adopt the low-income housing property tax exemption to financially support new projects	HB23-1184 recently expanded an existing low-income housing property tax exemption to include more nonprofit organizations that build and sell affordable housing. The exemption can last for up to 10 years and creates a new property tax exemption for land owned by community land trusts and other nonprofit affordable homeownership providers that develop permanently affordable for-sale homes. The city can adopt this tax exemption locally to assist affordable housing projects, particularly those needed under the city's commitment under Prop 123.	Financial Incentive/Support	Low	This seems like a great idea, but I am not sure that I understand it. Does the exemption apply only to state property taxes only. What is the process for local adoption?
		3.6: Adopt development fee reductions and/or exemptions for income-restricted projects	The city can help reduce project costs by reducing or exempting a development from paying city-levied development fees. Reducing development costs can increase the financial viability of a project and facilitate more affordable housing production. Reduced or exempted fees could include building permit fees, utility connection fees, or impact fees.	Financial Incentive/Support	Low	This makes sense in combination with our inclusionary housing ordinance.
4	**Evaluate Land Use Procedures and Streamline Processes/Standards** *Identify areas in the city's procedures, particularly for land use decisions, where some application types can be evaluated and decided on administratively to help streamline processes, reduce timelines and risks for new projects.*	4.1: Establish clear and objective development standards	In recent years, particularly in areas where housing prices have soared and development has become more expensive, cities have made efforts to streamline development processes in a variety of ways to not only help speed up housing development but also reduce its costs. Establishing clear and objective standards for new projects is one approach. Having clear and objective development standards provide transparency that can reduce uncertainty and create a more predictable process that developers can build into their financing plans. Clear standards streamline the review process by eliminating ambiguity and subjectivity, which saves time and resources for both developers and cities by reducing the need to debate interpretations.	Procedure/Policy Change	All	Clear standards will be helpful for all types of development—not just housing. However, streamlining should not interfere with public process.
		4.2: Establish thresholds for development types that meet objective criteria to be reviewed and permitted administratively	The City can also consider allowing certain development types to be reviewed administratively, rather than discretionary, as an additional way to streamline the development process. By adopting clear and objective standards you increase the ability for staff to process permits administratively, include land use permits. Unlike discretionary applications, administrative applications move through the project review process more quickly. Because they do not require additional environmental analysis, planning commission recommendation, council action, or a formal public hearing, the timeline for administrative applications is often months shorter than the turnaround for discretionary entitlement applications. Discretionary processes can be unpredictable and introduce another degree of risk for projects that may already be risky, particularly for projects under today's economic conditions and affordable housing projects which are typically risky endeavors in general.	Policy Change	All	This policy change would make sense if used specifically for low-income housing developments
		4.3: Allow more housing types to be permitted "by-right" to reduce the need for variances or conditional uses processes	If a project meets the development standards and zoning regulations outlined in Louisville's zoning code and does not require additional or formal planning approvals, it is considered a "by-right" project, and the applicant may move directly into requesting a building permit. The city can consider allowing more housing types to be developed by-right, which will require an assessment of which standards need to be in place to make both by-right projects and projects that can be reviewed administratively possible.	Policy Evaluation/Change	All	I don't see how this is a change. How would we allow more housing types to be developed "by right"? It seems like this could result from the code audit suggested above. I would not be in favor of this idea.
5	**Support More Flexible Infill Development** *Adopt code amendments or expand allowances to increase flexibility for infill development where opportunities exist.*	5.1 Define standards in the downtown for the ground floor requirements and allow commercial or residential above, without a special review process	Community Commercial zoning designation allows multifamily development in downtown Louisville, but through a Special Review process. The Special Review process is a discretionary process that requires planning commission public hearing, review and recommendation, with city council decision. This can introduce risk for projects downtown. The city can develop standards to ensure projects can meet the community's vision for downtown while reducing the entitlement timeline and risk associated with discretionary review, increasing opportunity for more residential development downtown needed to support existing and future commercial businesses.	Procedure/Policy Change	All	I agree that the codes could be clearer to reduce ambiguity. The special review process makes sense, especially when there is a zoning change requested. I don't necessarily agree with the idea that more residential development downtown is needed to support existing and future commercial businesses. This needs to be part of the comprehensive planning process. We need to be selective in rezoning commercial to residential downtown.

#	Strategies	Actions	Action Summary	Action Type	Income Level Served	**Planning Commission Comments** *E.g., What's missing? Which of these resonates with you most? What additional information do you need to evaluate and understand this item?*
		5.2 Increase height allowances to 3 stories throughout Downtown for projects that include income-restricted affordable housing units	The commercial Core Area of Downtown Louisville allows a maximum building height of 45 feet with no more than three stories. However, in the Transition Area of Downtown Louisville, the maximum building height is limited to 35 feet with no more than two stories. The City could consider incentivizing development in the transition area where height is more limited by offering a third story if the development includes affordable housing units.	Policy Change	Low	This policy change should be considered.
		5.3 Allow ADUs both attached and detached on all single-family lots, city-wide	ADUs offer an opportunity to increase the housing supply, especially for renters, on a small-scale and incremental way, while protecting existing community character and without putting pressure on existing infrastructure systems. It can also create more financial flexibility for homeowners to supplement their income or it can offer seniors an opportunity to downsize without selling their property or leaving their community. The city should consider allowing ADU development on single-family properties across the city to help increase housing supply and diversity and creating more flexibility for homeowners.	Policy Change	All	This makes sense if the new code is targeted to achieve the goal of increasing affordability to seniors and low income households.
		5.4 Expand allowances for more stand-alone residential development in commercial areas	Commercial areas need residential development to help maintain consumer demand, but mixed-use development can be challenging and more costly for many developers to build and maintain. The City can create more opportunities for residential development in existing and future commercial areas by allowing stand-alone residential development on parcels that are not situated along major corridors. However, to maintain public realm activity, the City can consider requiring ground floor activation in stand-alone residential developments which could evolve into mixed-used spaces over time. Ground floor activation techniques might include situated lobby entrances on corners, placing building amenities on the first floor like a gym or community room.	Policy Change	All	I am not sure that we should readily abandon the objectives of mixed-use development or concurrency requirements.
		5.5 Lower the minimum lot size to accommodate more subdivision opportunities on large lots	Lowering minimum lot sizes in certain zones can allow some property owners the option to subdivide larger lots and add incremental density in lower density zones. This has been a popular approach for seniors who would like the opportunity to stay in their home, but may no longer need or be able to maintain the additional land. In many cases the existing home may be centered in the middle of the lot which may preclude many lots from subdividing if they desire to maintain the existing home, which would limit the scale at which subdivision would occur if this policy was implemented.	Policy Change	All	This seems like it would result in very strange and eclectic neighborhood characters. It doesn't seem nearly as helpful as other strategies included in this matrix.
		5.6 Offer incentives for adaptive reuse projects downtown	There is a need and demand for more housing near the downtown area, and housing will generate more visitors and help stabilize and sustain downtown businesses. However, given Louisville's unique character downtown that many community members cherish, careful consideration over how downtown grows and adapts will be crucial. The City can create more opportunity for residential development downtown by expanding allowances for it while incentivizing adaptive reuse projects that will allow for a change in use while maintaining downtown's historical identity. Financial support through the Housing Preservation Fund could be allocated to projects that reuse existing structures while either increasing density, providing affordable housing, or changing the use to residential.	Incentive	All	I do not know how the housing Preservation Fund Works. I do not necessarily agree that we need to increase density near downtown if we increase density in McCaslin corridor. But, adaptive reuse sounds like a good idea if it benefits low-income households.
6	**Support the Preservation of Naturally Occurring Affordable Housing** *Adopt programs and policies that would directly support the preservation of existing unrestricted rental housing in order to preserve affordability.*	6.1 Remove or raise occupancy restrictions	Occupancy restrictions for unrelated individuals can limit the number of people who can share a living space. This can limit housing options by forcing people to own or rent spaces that are too large for their needs or force people to live alone, both of which may be unaffordable to them. By removing or raising these restrictions, more individuals can share housing costs, making it more affordable for everyone involved. Additionally, not all households conform to traditional living arrangements. Raising or removing occupancy restrictions allows for greater flexibility in how people choose to live, accommodating diverse living arrangements that suit their needs and preferences.	Policy Change	All	This is a great idea.
		6.2 Explore programmatic and zoning approaches to preserving manufactured home parks	Manufactured home parks (MHPs) play a significant role in providing naturally occurring affordable housing. However, they are at risk of disappearing when property owners are tempted to sell the MHP. In order to preserve MHPs, the City should consider establishing zoning, procedures, and guidelines to assist the acquisition, purchase, and preservation of existing MHPs.	Financial Support/Policy Change	Low-Moderate	This is a great idea.
		6.3 Establish partnerships with non-profit housing providers, affordable housing providers, and/or religious organizations to support intervention efforts.	Property acquisition is one of the most effective ways for the City to advance preservation efforts, but it's also the costliest. However, there are many partners the city could consider working directly with to help share the cost and support affordable housing preservation efforts. There are numerous ways the city could assist other organizations with property acquisition in exchange for establishing or maintaining affordability. The city could offer technical assistance, provide direct financial support to rehabilitate, upgrade, and/or	Policy Change/Financial Support	Low	This is a great idea.

#	Strategies	Actions	Action Summary	Action Type	Income Level Served	**Planning Commission Comments** *E.g., What's missing? Which of these resonates with you most? What additional information do you need to evaluate and understand this item?*
			acquire the property, or offer land through a land banking program, or establish a right-of-first refusal policy under HB 1190.			
		6.4 Create a legacy homeownership program.	The City of Boulder maintains a program known as the Housing Legacy Program which is created through the "donation" of homes or other real estate by homeowners, companies or other organizations. The program aims to create more affordable homeownership in Boulder for dedicated to those with low, moderate, and middle incomes. The City does not own the homes through this program but rather maintains a deed restriction that mandates affordability. Homeowners interested in entering their homes into the legacy program place an affordability covenant on their home.	Policy Change	Low	This is a great idea, but I am not familiar with the effectiveness. Could it be administered through a partnership county wide?

Jeff Hirt

From: tamar krantz <tamarkrantz@gmail.com>
Sent: Monday, October 30, 2023 10:13 AM
To: Jeff Hirt
Subject: Re: Planning Commission and Housing Plan 10/12/23 Follow Up
Attachments: Housing Plan Strategy Matrix - PC Comments from Tamar Krantz Oct 2023.docx

Follow Up Flag: Follow up
Flag Status: Flagged

Hi Jeff,

I was unable to hear the city council discussion on the recording. I'm sorry if my comments don't take that discussion into account.
Will there be minutes from that meeting? Can you share the feedback you received from the other commissioners with me? I'm interested in everyone's thoughts. I hope that the Planning Commission will have time for discussion.

My comments on the HNA and the strategy matrix are below and in the attached word document.

Thanks,
Tamar

Comments on the City of Louisville Housing Needs Assessment August 2023

The report includes fascinating demographic data and great insights into our housing market. The key findings are very informative and the information in parts 1, 2, 3, 4, and 6, will help our city determine its housing needs. This report helps us see where we are so that we can determine how we want to change. The summary of existing housing policies in chapter 6 reminds us of some of our goals and values that relate to housing. The extensive data in this report can be interpreted in a myriad of ways.
I don't feel that the conclusions (needs determination) in part 5 draws adequately from the rest of the report. Using projections for a percentage of Boulder County growth plus "underproduction" (accounting for vacancy and second homes) to determine the needs of Louisville seems extremely arbitrary. First, the DOLA projections become more inaccurate as the forecast date is extended so a 25 year projection would be better stated as a range. Could we look at a low-growth, medium growth, and high growth scenario? Second, the conclusion that we need 2,483 new homes by 2047 is based solely on a goal of accepting a proportional share of the forecasted county population increase. The report doesn't consider scenarios for other goals. Why can Louisville not determine its own destiny? It seems that we should begin by determining the attributes and qualities that we want our city to have, then determine how changes in our housing stock can help us meet those goals.
The implications of planning for this single scenario are not discussed. Has our community determined that accepting our share of projected growth is the right thing to do? I don't believe we have determined that this will benefit Louisville, the region, or the state. Most of the increase in our State's population is expected to come from immigration from California and Texas. We might consider that Louisville, like Boulder, is a nationally sought-after location and that supply increases won't lower prices if we have an "infinite demand" type of market. Also, if we look at the state level projections, Boulder County and Denver County populations are expected to increase, while other Colorado counties are projected to lose population. The statewide economy may benefit by promoting growth in counties outside of the front range. Overall, this single arbitrary scenario does not represent Louisville's housing needs.

I would like to see this report expanded to present needs scenarios based on a range of policy decisions. Through our comprehensive planning process we have much more self-determination than is expressed in section 5 of the report. For example, could the report add housing needs scenarios based on various goals? For example, if our goal is to increase school enrollment, we may need more houses in “entry-level” price ranges near schools. Other needs scenarios could be presented to address specific goals. For example: to increase the number of workers who live and work in Louisville, to increase the ratio of multifamily houses to single family houses, to increase the number of historically-landmarked properties, to provide for our homeless population, to bring back families displaced by the fire, to maximize state-level funding, or to change how our residents and employees commute. Our needs depend upon our goals. The only specific housing goal that has been agreed upon by our city council is the goal to support the 12% affordable housing by 2035. At a minimum, a needs scenario that meets this goal should be included.

Finally, even if we use this simple single numerical target, the conclusions should be modified. The number of houses needed for households earning more than 140% of AMI is too high. The report determined that Louisville needs 2,483 new homes by 2047 (960 over the course of the comp plan 10-year horizon, or that we should be building 96 new homes per year.) 1,312 of the new homes would be for those earning 100% or more AMI, or 1,555 for those earning over 80% AMI. From my calculations, this would bring our total housing units to 11,148 and we still would not meet the county affordability goal of 12%.

While there is extensive information in the report, I would still like to see the data from the open houses, surveys, or stakeholder interviews. I look forward to finding out what goals are most important to the majority of our residents.

Comments on the Draft Strategy Matrix and Framework from October 16 e-mail from Jeff Hirt

I feel it is premature to assess strategies before we have agreed on goals, but I shared brief preliminary thoughts in the column that was provided in the matrix. I hope that I will be provided an opportunity to share thoughts again after reviewing public input on goals. I really appreciate the way that the matrix is presented.

In regard to your questions:

Are there any strategies missing?

The list of strategies to increase the number of housing units seems very extensive.

Section 4 of the Housing Needs assessment discusses Marshall fire recovery, but I don’t see any strategies in the matrix that specifically address the needs of folks who were displaced by the fire and have not returned yet. Perhlaps Louisville’s recovery plan should be referenced in the matrix.

I would like to see the inclusionary housing ordinance that required 30% (or a higher percent than the current 12%) for rezoning.

What additional information do you need to evaluate these strategies?

I really like the way that the matrix is presented. The column that says “income level served” is very useful given the needs assessment finding that affordability is a huge issue in Louisville.

I would like to see additional columns added or the “income level served” column expanded to address the goal(s) served. Which strategies will help us increase our percentage of affordable homes, which strategies will help us reduce in-commuting, out-commuting, or specifically help Louisville workers? Which will preserve historic properties, will increase energy efficiency, or improve routes to school? Which will serve fire families, people who desire to move to Louisville, or people who already live in Louisville?

It would be useful to have a column that shows the costs for the strategies. Which strategies have high upfront costs in terms of staff time or outside consultants? Which involve long term program costs? What are the economic implications of implementation? For example, if we allow more stand-alone residential properties in commercial areas (strategy 5.4) how does that affect our tax base?

I would also like to see a column that scores strategies by environmental attributes. For example I would score greenfield development as detrimental to our environmental values and adaptive reuse as enhancing environmental values. Strategies that cluster development and create open space would be preferable to those that could increase sprawl. We should note that access to transit as in action 1.1 has an environmental benefit.

What are the impacts of this growth scenario to traffic, infrastructure, water, city facilities, and city finances. Perhaps we can look at low, medium, and high growth scenarios through this lens. Are there thresholds that

can be identified? For example, what level of development on McCaslin corridor will impact capacity of 36 and McCaslin intersection?
What do you see as the highest priority strategies?
Strategies 3 and 6 should be prioritized before others are considered.

On Fri, Oct 27, 2023 at 1:12 PM Jeff Hirt <jhirt@louisvilleco.gov> wrote:

Hi Tamar, Monday is fine for the comments. I'll have to look into the raw data, I don't believe that is packaged yet.

Jeff Hirt

From: tamar krantz <tamarkrantz@gmail.com>
Sent: Friday, October 27, 2023 9:37 AM
To: Jeff Hirt <jhirt@louisvilleco.gov>
Subject: Re: Planning Commission and Housing Plan 10/12/23 Follow Up

Hi Jeff,

Today is getting away from me. Is there a chance I could do this over the weekend and get you comments on Monday am?

I read the plan and I do have some thoughts I want to share with you. Also, can I see the raw data behind the assessment?

Results from the open houses, surveys and interviews?

Please let me know.

Thanks so much!

Tamar

On Mon, Oct 16, 2023 at 4:36 PM Jeff Hirt <jhirt@louisvilleco.gov> wrote: