City of Louisville
COLORADO • SINCE 1878

Planning Commission

Agenda

May 9, 2024
City Hall, Council Chambers
749 Main Street
6:30 PM for Regular Meeting

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 regular 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 – March and April minutes will be available at June meeting
5. Public Comment on Items Not on the Agenda
6. Continued Business – Public Hearing Item
    a. **Planned Unit Development (PUD) – 535 E South Boulder Road** – Consideration of Resolution 3, Series 2024, regarding a recommendation to City Council for a PUD to allow a drive-through coffee restaurant at 535 E South Boulder Road. ***REQUEST TO TABLE INDEFINITELY***

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.

Si requiere una copia en español de esta publicación o necesita un intérprete durante la reunión, por favor llame a la Ciudad al 303.335.4536 o 303.335.4574.

7. New Business – Discussion Item
    a. **Comprehensive Plan Update Discussion** – Discussion related to existing conditions assessments, preliminary report on first round of community engagement, and continuation of discussion related to the Plan's vision and values components.
8. Planning Commission Comments
9. Staff Comments
10. Select Items Tentatively Scheduled for Future Meetings
    a. None at this time
11. Adjourn

ITEM:	PUD-000453-2023 – Planned Unit Development to allow a drive through coffee restaurant at 535 E South Boulder Road (Scooter's Coffee)
PLANNER:	Matt Post, Senior Planner
REQUEST:	Consideration of Resolution 3, Series 2024, regarding a recommendation to City Council for a PUD to allow a drive-through coffee restaurant at 535 E South Boulder Road. ***REQUEST TO TABLE ITEM INDEFINITELY***

SUMMARY:
Due to significant unresolved issues with this case that surfaced following the public noticing of this item, staff requests that this hearing be tabled indefinitely. If the issues get resolved and the applicant wishes to move forward this item it will be re-noticed for a Planning Commission public hearing at a later date.

STAFF RECOMMENDATION:
Staff recommends tabling this item indefinitely.

ITEM: Comprehensive Plan Discussion

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

PURPOSE

The purpose of this item is to:

1. Provide a Comprehensive Plan ("Plan") update to Planning Commission;
2. Share existing conditions reports that will act as a foundation for development of the Comprehensive Plan;
3. Share preliminary results from the first window of Comprehensive Plan community engagement; and
4. Get Planning Commission feedback on several questions related to development of the Plan's values statements and growth scenarios.

The project's consultants (Design Workshop) will facilitate the discussion with Planning Commission on May 9.

BACKGROUND

The Planning Commission will continue to act as the Plan's advisory group to City Council. The last time the Commission discussed the Plan was on March 14, at which time Commissioners provided initial feedback on Plan focus areas and the 2013 Plan's value statements.

Since March 14, the project team has been focused on reaching a wide range of community members during the Plan's first community engagement window. This included an open house on March 21 with over 200 attendees and a Plan survey that was open for one month and received about 2,000 responses. Attachment 2 provides initial results from the Plan's survey. A more detailed engagement report is coming soon with the full results from all of the survey questions and other community engagement. The project webpage also has summaries from discussions with seven City boards and commissions (excluding City Council and Planning Commission) and focus groups during this first engagement window at: https://www.engagelouisvilleco.org/comp-plan.

Attachment 1 includes a suite of existing conditions assessments. The purpose of these assessments is generally to develop a foundation of information to build off of for the Plan's next steps. Specifically, the project team will take the information from the community engagement and these assessments and create potential scenarios related to the preferred location of transportation connections, commercial and industrial development, residential development, and areas for preservation. These potential scenarios will be shared with the community as part of the second Plan engagement window. The questions in the Request for Planning Commission Feedback section below

lean heavily on getting feedback on Attachment 1 as it relates to developing these future scenarios.

Next Steps
The project team will continue to analyze the community engagement results in the coming weeks and start developing a framework for future scenarios and what the next community engagement window will look like. City Council is also scheduled to discuss the Plan with a similar framework to this meeting on June 4. The timeline for the next community engagement window is planned for late Summer 2024, with some interim community engagement touchpoints earlier in the summer. The consultant team will provide an overall project schedule and status update at the May 9 Planning Commission meeting.

REQUEST FOR PLANNING COMMISSION FEEDBACK
The project team is requesting feedback from Planning Commission on the following questions to inform the Plan's next steps:

1. Regarding the Existing Conditions Assessments (Attachment 1) and to inform developing Comprehensive Plan growth scenarios for stakeholder input:
    a. Does Planning Commission have any questions about the information in the existing conditions assessments or any important information you feel is missing?
    b. The Market Analysis of Growth Potential and Trends indicates that there are significantly more jobs anticipated to be created than residents added (17,349 jobs versus 1,445 residents) in Louisville in the future, based on existing conditions and current trends. What specific land uses or geographic areas are important to be thinking about for focusing housing and/or business growth?
    c. The Market Analysis of Growth Potential and Trends indicates the manufacturing section has been the fastest growing employment sector in Louisville. What land use policies that should be considered related to economic sectors and job growth?
    d. The Transportation Assessment identifies improvements in regional connectivity as a key opportunity in the future. What feedback does the Planning Commission have related to transportation connectivity? Are there certain modes or locations we should consider?
    e. The Environmental Assessment identifies opportunities for ecological restoration, fire mitigation, and wildlife corridor preservation. Are there any other environmental opportunities that should be considered?
2. Regarding the Comprehensive Plan's Value Statements
    a. Based on the initial responses from the community that all of the core values are important, the team recommends consolidating these into broader

categories. Does the Commission agree with this direction? If so, which items do you see opportunities to consolidate?

b. In recent Comprehensive Plan values-related discussions, Planning Commission identified “community sustainability,” encompassing economic, housing, and environmental considerations, as important to shape the Comprehensive Plan. After reviewing the visioning and values response summary from the community in Attachment 2, where do you think “community sustainability” fits in to the Comprehensive Plan’s values?

ATTACHMENTS

1. Existing Conditions Assessments (Map Atlas, Environmental Assessment, Transportation Assessment, Market Analysis of Growth Potential and Trends)
2. Initial Comprehensive Plan Survey Information

LOUISVILLE

COMPREHENSIVE PLAN

EXISTING CONDITIONS MAP ATLAS

FINAL DRAFT APRIL 2024


SATURDAY
& SUNDAY

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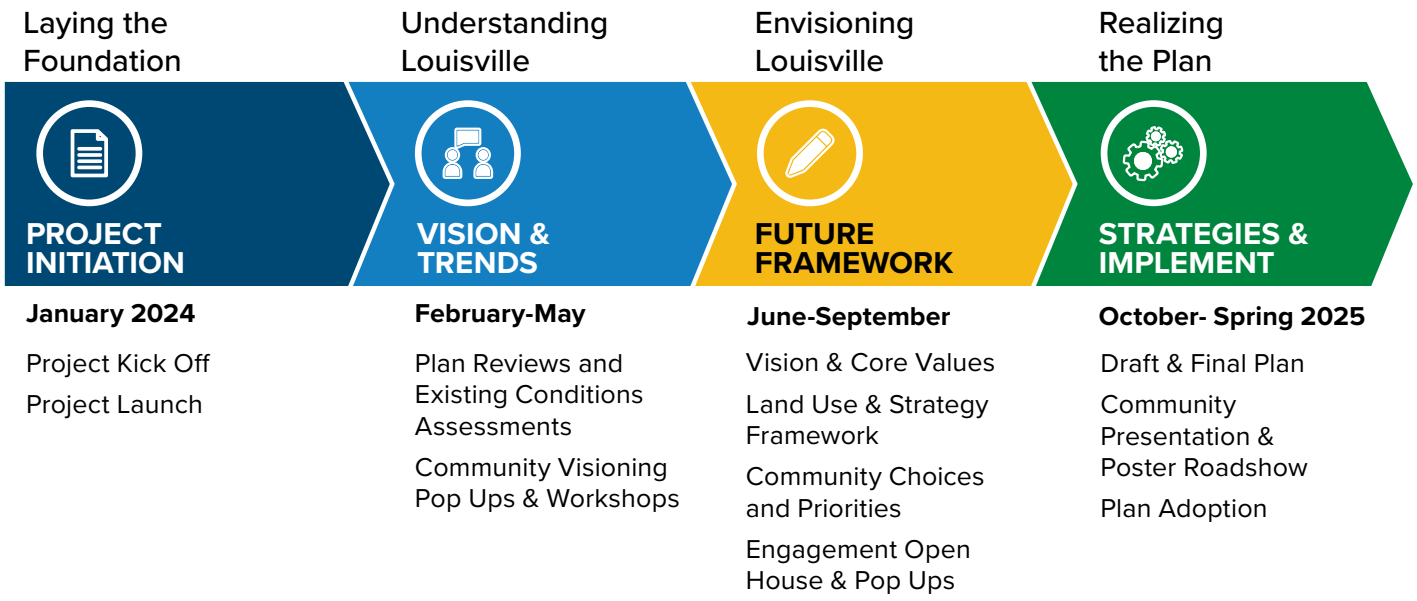
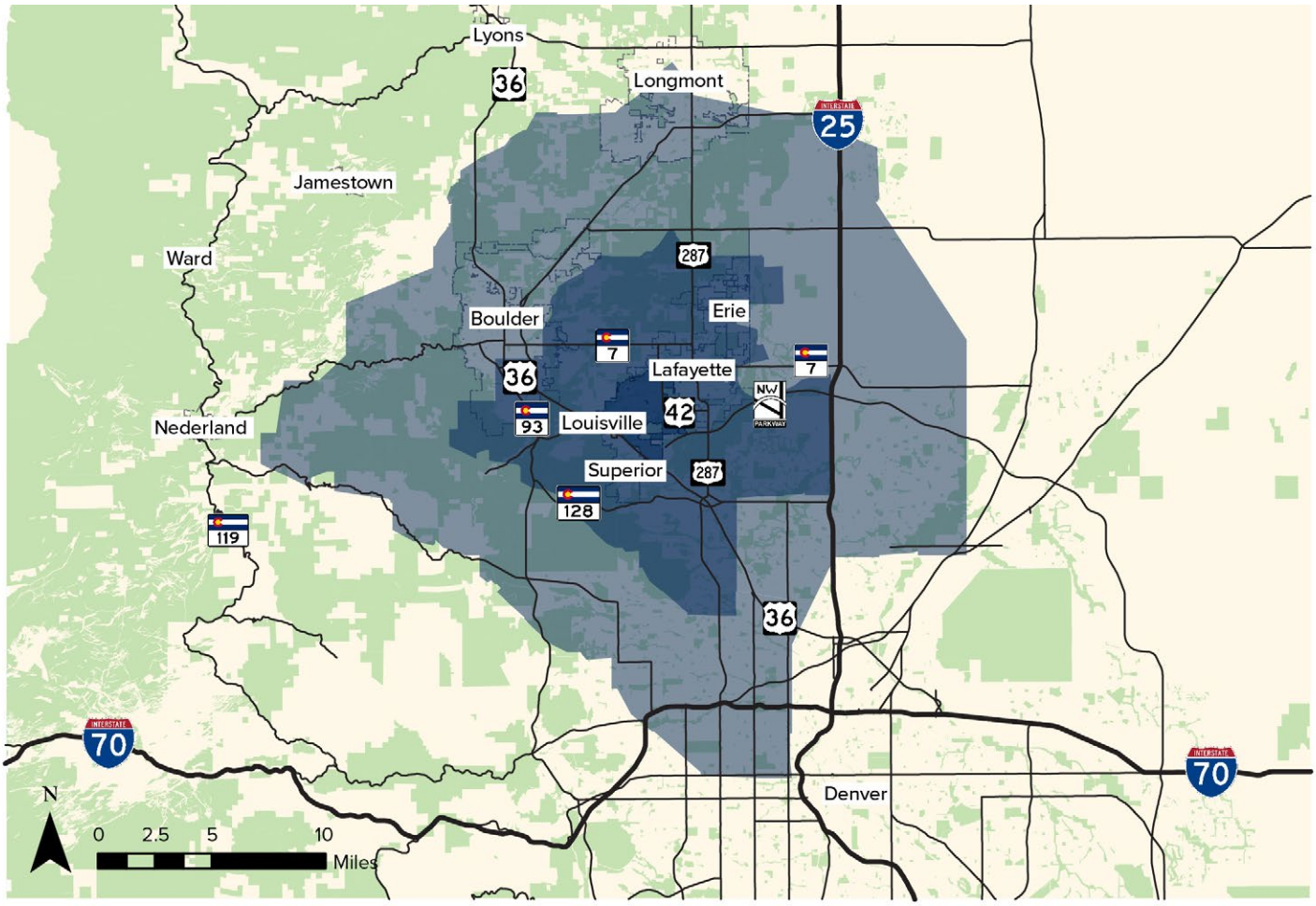
INTRODUCTION

This existing conditions map atlas is an initial assessment of the current conditions in Louisville. This provides a preliminary foundation of understanding for the Louisville Comprehensive Plan, including a summary of existing planning documents and maps describing existing conditions.



CITY OF LOUISVILLE

Located in southeastern Boulder County, Louisville is at the base of the Rocky Mountain Front Range. Within the overall region, Louisville is located between the major metropolitan areas of Denver and Boulder. Louisville is connected to these surrounding areas by US Route 36, also known as the Denver-Boulder Turnpike. Surrounding municipalities of Louisville include Superior, Lafayette, and Erie.



LEGEND

Open Space
Municipalities
Arterials
Collectors
10-Minute Drive
20-Minute Drive

Figure 1: Regional Map (Source: City of Louisville)

CONTEXT MAP

The City of Louisville is located between the Town of Superior and the City of Lafayette. There is a mix of public lands within the City of Louisville and the adjacent cities and towns. Public land types range from open space with wildlife conservatory areas to parks with active playgrounds. Public lands, are owned either by the City of Louisville, in partnership with Boulder County and/or City of Lafayette, and private entities

South Boulder Road and US Route 36 border Louisville, and the main arterial roads throughout include Centennial Parkway and McCaslin Boulevard.

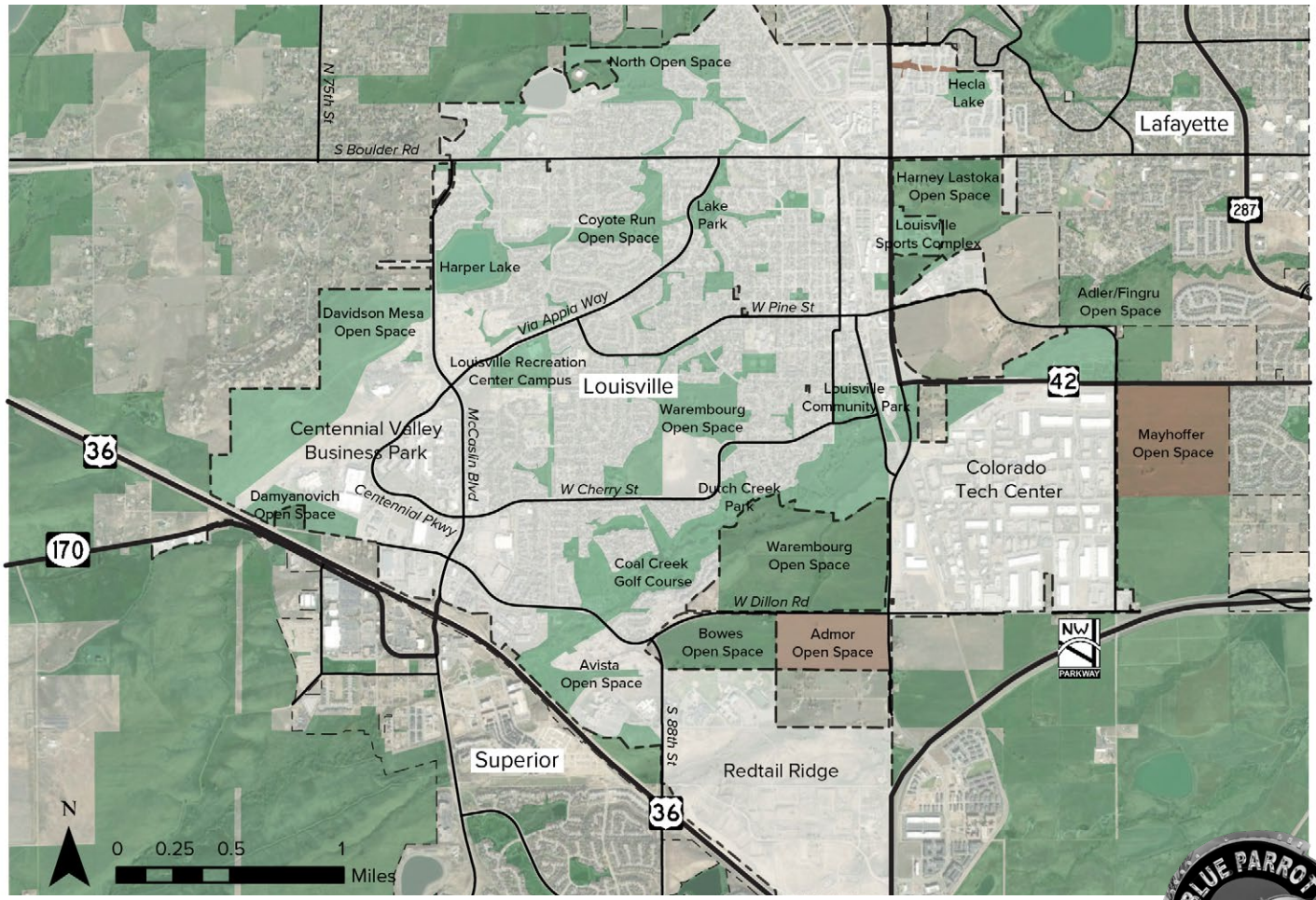


Figure 2: Context Map (Source: City of Louisville)

1878 — The town of Louisville is formed by Louis Nawatny, who bought 40 acres of land from the US government.

1882 — Louisville became an incorporated area with their first elected mayor, John H. Simpson.

1905 — Louisville's Historic Grain Elevator is built by John K. Mullen.

1907 — Louisville hits their peak with mining, having 12 mines in the area.

1924 — First public library is created in Louisville.

1952 — The Boulder/ Denver Turnpike (US 36) opens.

1958 — Louisville gains reputation of becoming a restaurant destination.

Source: City of Louisville

History

Louisville, Colorado, has a rich history and rich cultural contributions. The first coal mine, the Welch Mine, was opened in 1877 by Louis Nawatny. Louisville became known as the Northern Coal Field, which was noted to earn high wages for miners. Between 1890 to 1928, the area produced nearly two million tons of coal. Since then Louisville has become a middle-class haven, with manufacturing plants opening in recent years.

Notable contributions include having a vibrant downtown, which in the 1950s became a destination area for restaurants, particularly for its notable Italian cuisine. Carrying that legacy, Louisville became recognized by others as one of the top small towns to live in. In 2001, Louisville was adopted as a home rule city, which allowed more flexibility in its city government as well as funding through city collection of sales tax.

Click to learn more.

Figure 3: Spruce Street, 1881 (Source: Downtown Louisville)

Figure 4: Workers at the Gorham Mine (Source: Downtown Louisville)

2001 — Louisville adopts to be a home rule city instead of being a statutory city.

2005 — Louisville is ranked into the 5 small towns to live in by Money Magazine.

2010 — Louisville Art District holds its First Friday Art Walk.

2013 — 100 Year Flood occurs, affecting Boulder County and destroying areas in Louisville.

2019 — Louisville elects its first female mayor, Ashley Stolzmann.

2021 — Marshall Fire, Colorado's most destructive fire, swept Boulder County destroying over 500 homes in Louisville.

2025 — Louisville Comprehensive Plan is adopted and implemented!

EXISTING PLAN REVIEW

Downtown Louisville Framework Plan (1999)

City of Louisville

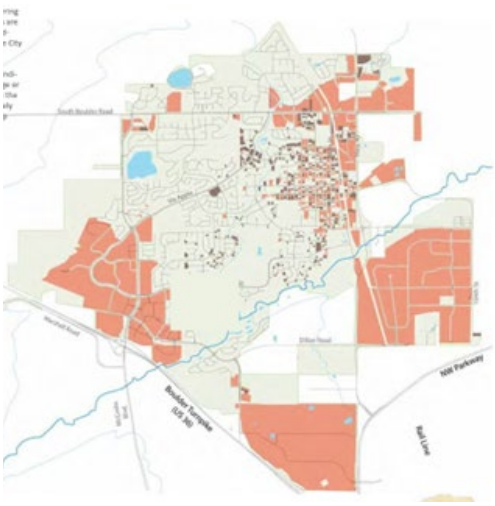
This plan identifies key areas of challenge and opportunity for the downtown area, and identified specific implementation tasks.

This plan is concurrently undergoing an update.

Highway 42 Urban Renewal Plan (2006)

City of Louisville

Purpose of the plan is to reduce, eliminate, and prevent the spread of blight within the 230 acre Urban Renewal Area (URA). A URA is intended to stimulate growth and reinvestment within the area and to promote local objectives related to land use, private investment and public improvements.



Louisville Comprehensive Plan (2013)

City of Louisville

The 20-year plan is guided by a vision statement and core community values. Recommendations for future land use were supported by a framework plan and three distinct development types. This plan is a direct predecessor to current planning process.

Preservation Master Plan (2015)

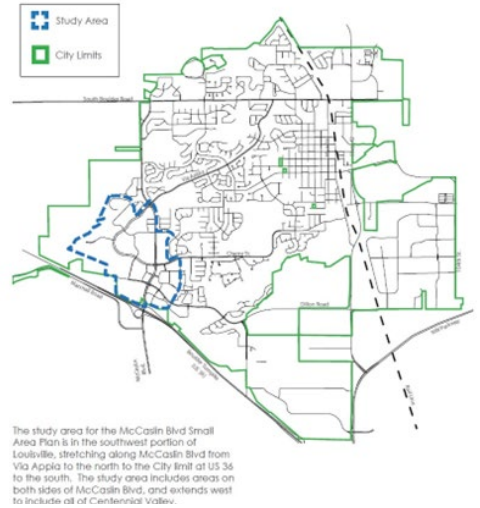
City of Louisville

This plan identifies the goals and vision for the City's preservation program; award winning plan related to community engagement, so the process could be used to inform the Comprehensive Plan's work.

South Boulder Road Small Area Plan (2016)

City of Louisville

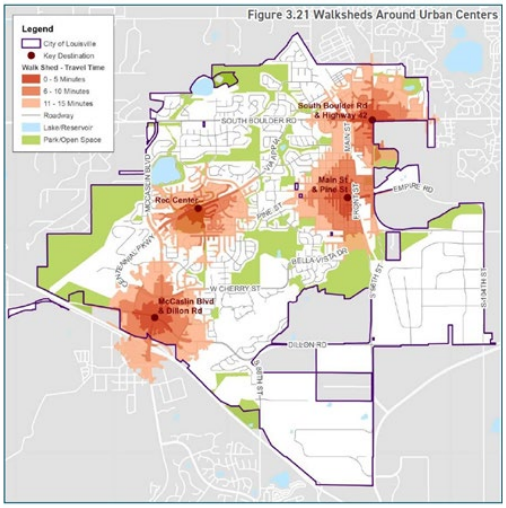
This plan is the direct result of the 2013 Comprehensive Plan, which recommended neighborhood and small area plans for various parts of the city.



McCaslin Boulevard Small Area Plan (2017)

City of Louisville

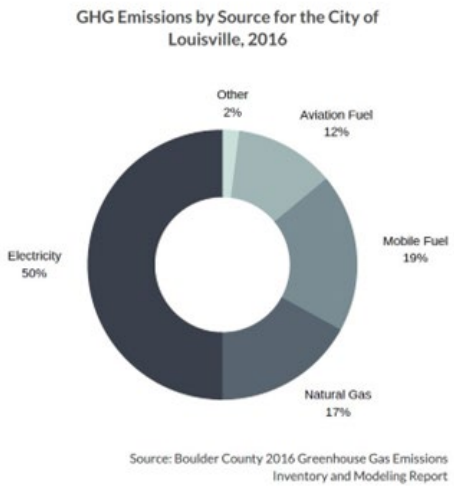
This plan is the direct result of the 2013 Comprehensive Plan, which recommended neighborhood and small area plans for various parts of the city. The plan calls for the creation of new design guidelines.



Transportation Master Plan (2019)

City of Louisville

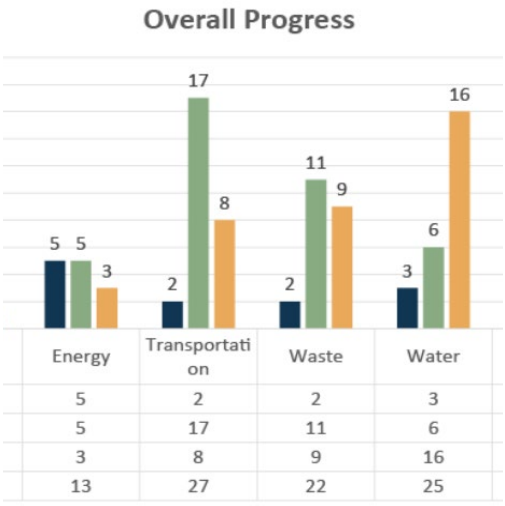
The Transportation Master Plan (TMP) consolidates previous planning efforts into one coordinated, city-wide plan (rather than incremental and corridor-specific). It is the city's first comprehensive look at transportation.



Louisville Sustainability Action Plan (2020)

City of Louisville

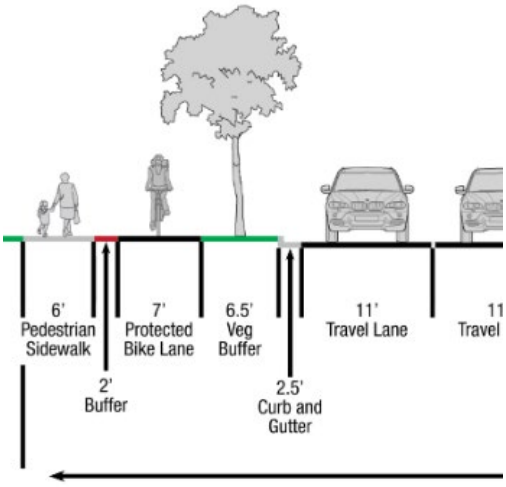
The SAP's goals are relevant to the city's overall planning efforts. The plan is organized around seven sustainability topics: climate, energy, transportation, waste, water, ecological health, and local food and agriculture. Each topic includes goals, internal and external objectives, and near to mid-term strategies.



Resolution 25: Clean Energy and Carbon Emission Reduction Goals (2019)

City of Louisville

Sustainability goals included in the Comprehensive Plan should reflect those included in Resolution 25.



Future 42 Study (2022)

City of Louisville and City of Lafayette

Colorado Highway 42 (CO 42) is a main corridor for both intra and inter-city traffic in Louisville. The reformation of the road will have significant impacts on residents and could influence future land uses.

THREE-MILE PLAN

Colorado's annexation law restricts annexations to three miles beyond the current municipal boundary. As a part of the plan effort, Louisville must prepare a three-mile plan before annexing property.

Within a three-mile radius around Louisville are portions of Superior, Lafayette, Erie and Boulder municipalities. Parts of Erie to the Northeast and Boulder to the Northwest also fall into this three-mile buffer. US Route 36 bisects the area, which connects metropolitan areas of Denver to Boulder. US Route 287 also travels through this buffer, connecting municipalities from Denver to Fort Collins.

Louisville currently has 12 intergovenmental agreements to work with Boulder County for long-term land use. These IGAs include: Lafayette/Louisville buffer, Northwest Parkway, and US 36.

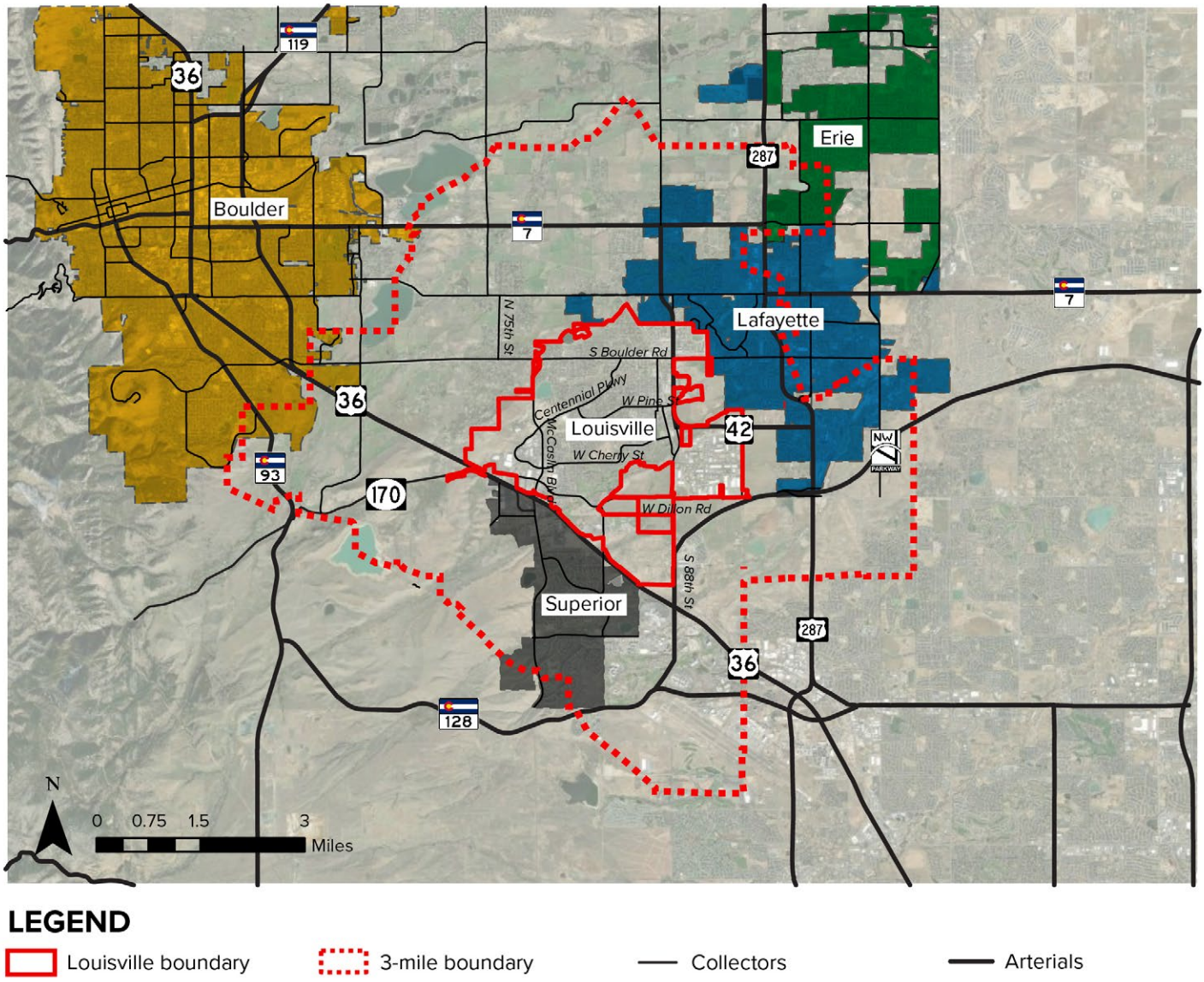


Figure 5: Three-Mile Map (Source: City of Louisville)

FIRE RECOVERY

Since the Marshall Fire on December 30, 2021, Louisville has committed to work with everyone to recover and rebuild.

Learn more about the recovery plan details here.

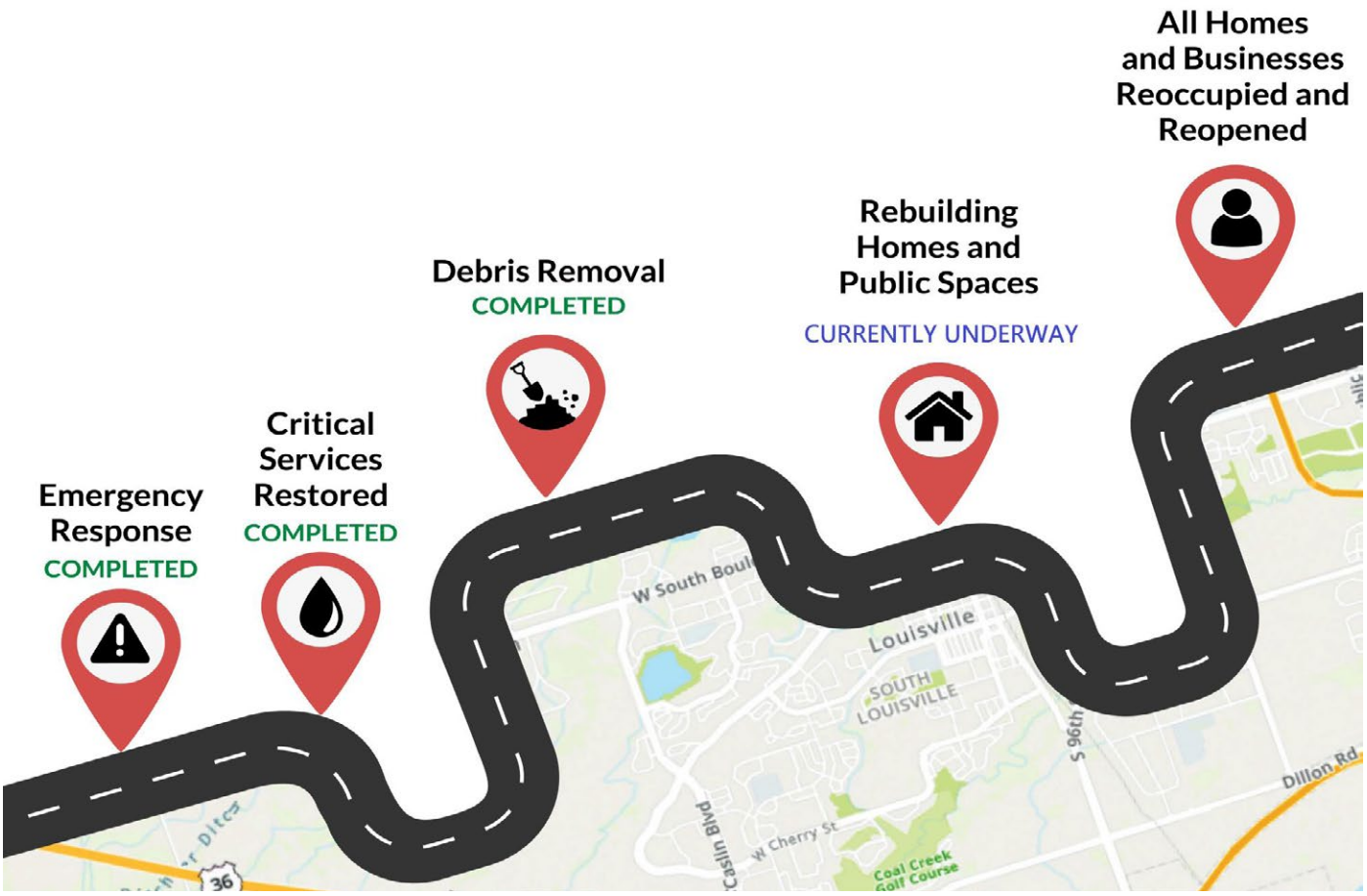
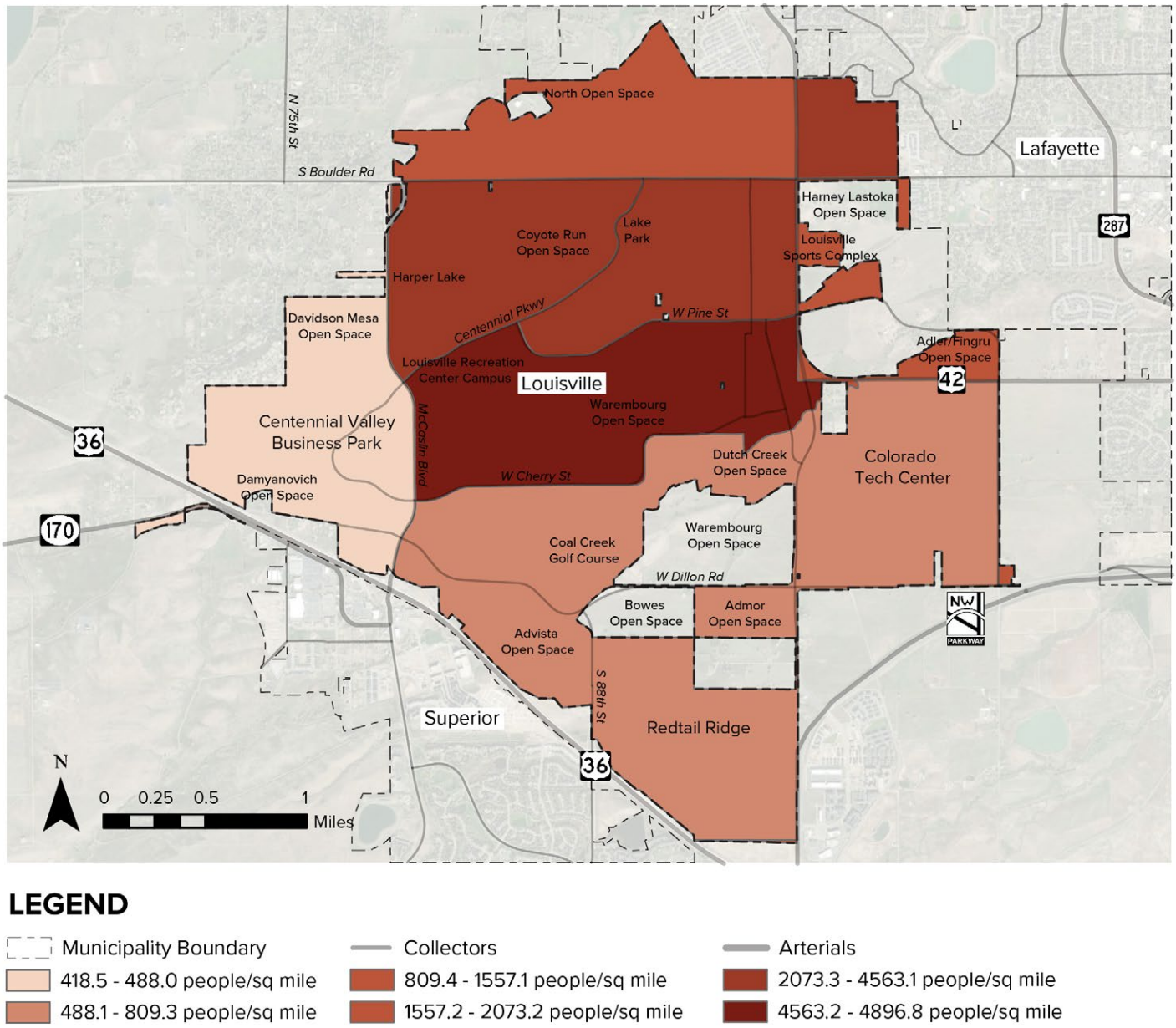


Figure 6: Recovery Roadmap from the Marshall Fire (Source: City of Louisville)

DEMOGRAPHICS

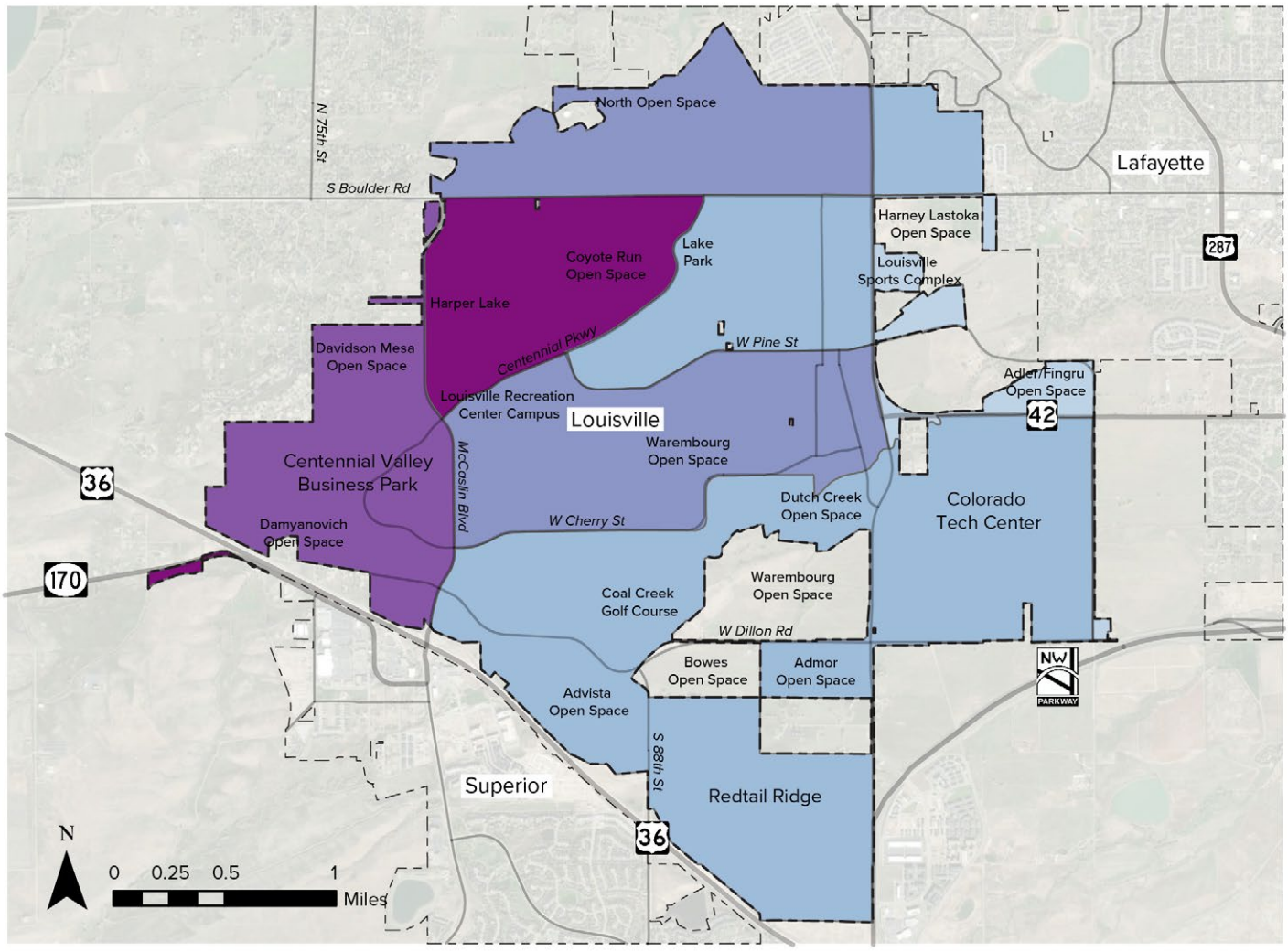
Several census tracts make up the City of Louisville. Conducting demographic spatial analysis, central Louisville has the highest population density, followed by northern Louisville. When examining the median income, northeast Louisville is in the highest bracket, consisting of the Davidson Mesa and Hillside neighborhoods (see also the Demographic Report completed by Economic and Planning Systems).



LEGEND

- Municipality Boundary
- 418.5 - 488.0 people/sq mile
- 488.1 - 809.3 people/sq mile
- Collectors
- 809.4 - 1557.1 people/sq mile
- 1557.2 - 2073.2 people/sq mile
- Arterials
- 2073.3 - 4563.1 people/sq mile
- 4563.2 - 4896.8 people/sq mile

Figure 7: Population Density Map (Source: City of Louisville)



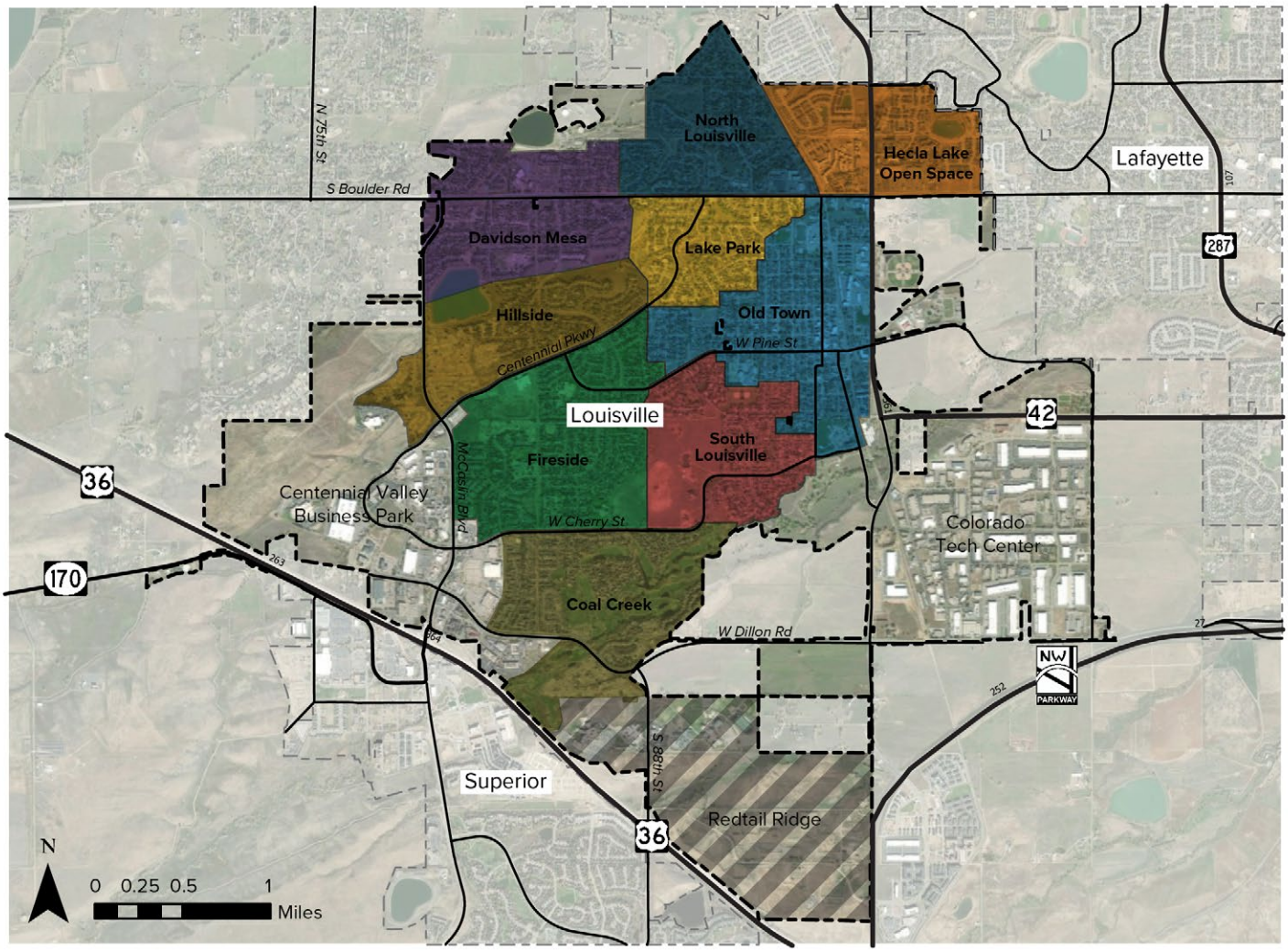
LEGEND

- Municipality Boundary
- $71,310.00
- $71,310.01 - $101,168.00
- Collectors
- $101,168.01 - $115,469.00
- $115,469.01 - $125,007.00
- Arterials
- $125,007.01 - $136,838.00
- $136,838.01 - $183,456.00

Figure 8: Median Income Map (Source: City of Louisville)

NEIGHBORHOODS

Louisville consists of nine neighborhoods: Coal Creek, Hecla, North Louisville, Davidson Mesa, Lake Park, Old Town, Hillside, Fireside, and South Louisville. Home prices for each neighborhood are referenced from BEX Realty.



LEGEND

- Collectors
- Arterials
- Municipalities
- Future Development
- Coal Creek
- Davidson Mesa
- North Louisville
- Fireside
- Hecla Lake Open Space
- Hillside
- Old Town
- South Louisville
- Lake Park

Figure 10: Neighborhood Map (Source: City of Louisville)

Hecla Lake Open Space

Named for the area around the area surrounding Hecla Lake, this neighborhood consists of single-family residential, retirement communities, and retail. Retail includes small businesses, restaurants, ARC Thrift and King Soopers. Single-family homes range between $599,999 to $3,500,000. Hecla provides recreation opportunities of walking paths for everyone to use.

Figure 11: Hecla (Source: Compass)

North Louisville

North Louisville is located just south of the Indian Peaks Golf Course. The neighborhood contains single and multi-family residences on large lots. Homes range in price from $424,900 to $975,000. The area contains small parks and open space throughout and restaurants and retail are accessible on the south end on Boulder Road.

Figure 12: North Louisville
(Source: Boulder Home Source)

Davidson Mesa

Named after the Davidson Mesa Open Space, the neighborhood consists of large single-family residential and local chuches. Single-family homes range between $950,000 to $1,695,000. Just north of the neighborhood is the Louisville Reservoir. In the Davidson Mesa Open Space, there are plenty of hiking trails as well as an off-leash dog park with views of the Flatirons.

Figure 13: Davidson Mesa Open Space
(Source: Colorado Hometown Weekly)

Lake Park

The Lake Park neighborhood contains both single-family and multi-family homes. There is no presence of commercial, however there are plenty of local parks, including Lake Park and Cottonwood Park, along with walking paths throughout the area.

Figure 14: Lake Park
(Source: Boulder Real Estate News)

Old Town

Old Town Louisville is the heart of Louisville known for its small-town charm, quaint history, and local main street. Today, the area has a strong community and provides amenities for modern downtown living. Many local businesses and restaurants are located on Main Street. Single and multi-family homes range in between $465,000 to $1,285,000.

Figure 15: Main Street (Source: Great Plains)

Hillside

The Hillside neighborhood contains primarily single-family housing. While there is no presence of commercial, the area office buildings for Global Healthcare Exchange and Infleqtion. Local schools and Harper Lake is also in the area, providing recreation opportunities for residents. Homes range in the price of $325,000 to $1,795,000.

Figure 16: Harper Lake Open Space
(Source: Uncover Colorado)

Fireside

The Fireside neighborhood is heart to Louisville's recreation, as it contains the Louisville Recreation and Senior Center. The area is also composed of single and multi-family housing. While the neigborhood itself not contain commercial, its bordering street of McClasin Blvd has commercial, office and medical uses. Housing ranges from $365,000 to $1.475,000.

Figure 17: Recreation and Senior Center (Source: Athletic Business)

South Louisville

The South Louisville neighborhood surrounds the large open space areas of Warembourg Open Space and Daughenbaugh Open Space. The neighborhoods consists primarily of single-family housing, ranging in price from $749,500 to $2,900,000.

Figure 18: Warembourg Open Space (Source: City of Louisville)

Coal Creek

The Coal Creek neighborhood borders US Route 36, which connects Denver to Boulder. This neighborhood contained a large golf course surrounded by single-family and multi-family housing. Unfortunately, the neighborhood was heavily affected by the Marshall Fire on December 30, 2021 and has been rebuilding its community.

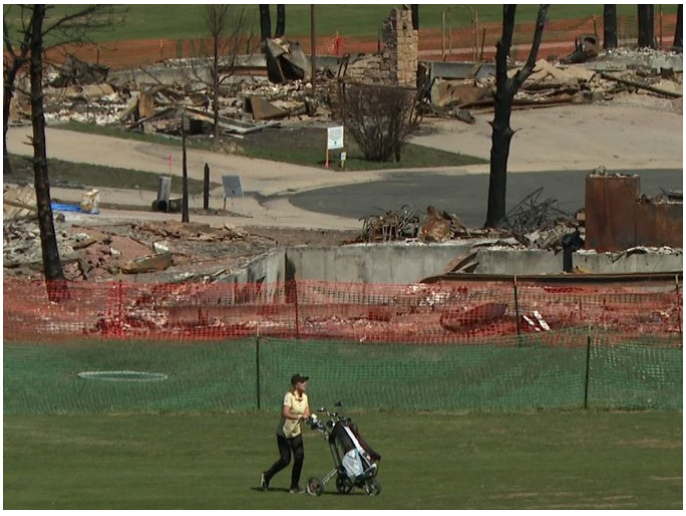
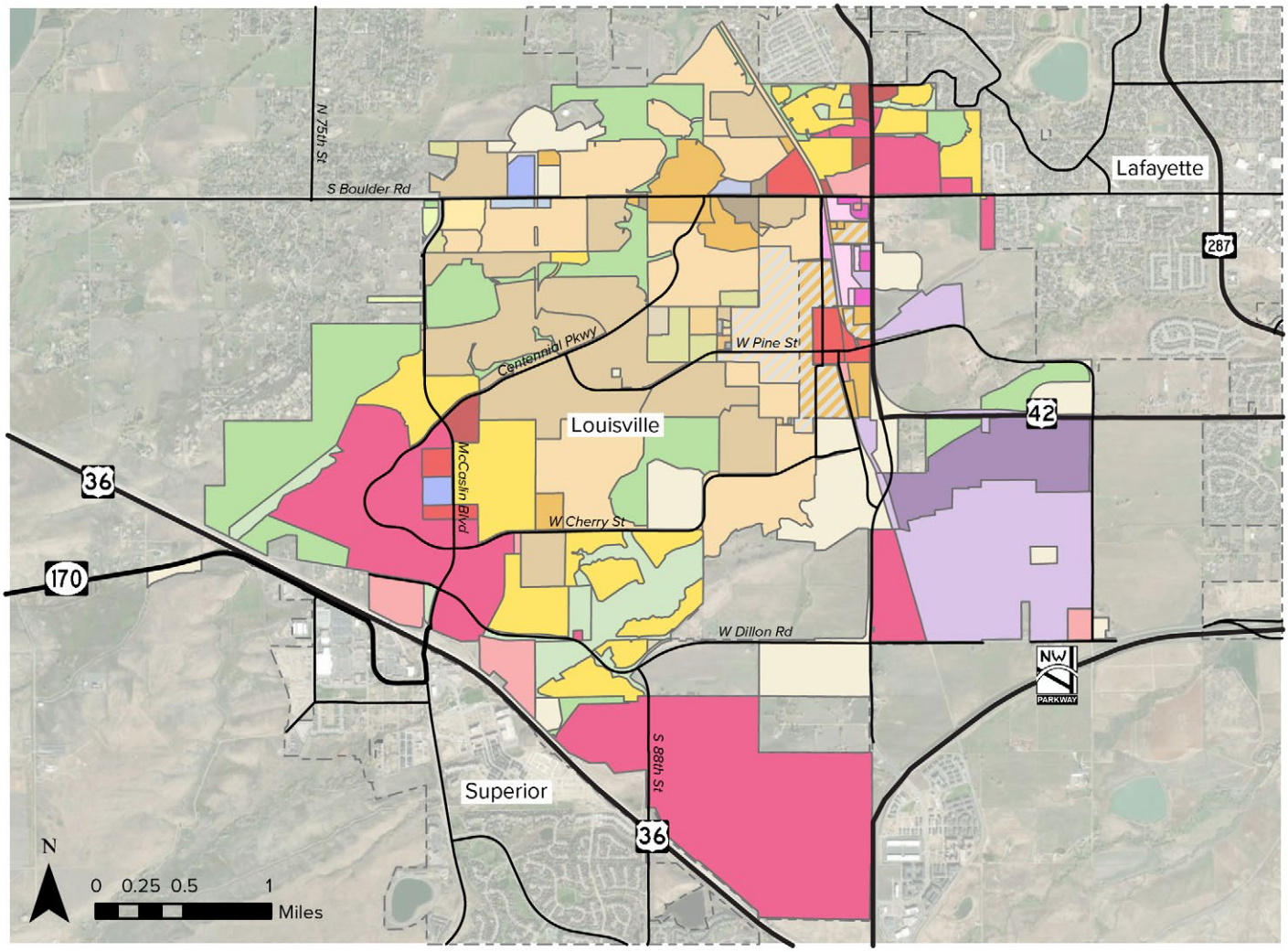


Figure 19: Rex Theater (Source: 9News)

EXISTING ZONING

Louisville's planning and development have been based on factors such as existing land use, zoning, improvement districts, annexation, and historic areas. To access the city's interactive map, click here.



LEGEND

- Collectors
- Arterials
- Municipalities
- Old Town Overlay District
- Administrative Office
- Administrative Office Transition
- Agriculture
- Business Office
- Commercial Business
- Commercial Community
- Commercial Community - Mixed Use
- Commercial Neighborhood
- Industrial
- Mixed Use Residential
- Open Space
- Planned Community Commercial
- Planned Community Commercial/Residential
- Planned Community Industrial
- Planned Community Residential
- Planned Community Zone District
- Residential Estate
- Residential High Density
- Residential Low Density
- Residential Medium Density
- Residential Rural
- Restricted Residential Rural
- Single Family Estate
- Single Family Low Density
- Single Family Medium Density
- Single Family Rural

Figure 20: Existing Zoning Map (Source: City of Louisville)

Current Zoning

Louisville's zoning plan defines regulations and districts to manage growth to promote coordinated and sound development to provide for higher quality site and land planning. Louisville's land use regulations and zoning districts are defined in Title 17 of the Code of Ordinances. The following definitions are taken directly from Title 17.

A – Agricultural

The purpose of agricultural district to utilize the growing of crops and plant materials, as well as practice similar farming activities appropriate for very low density residential use.

R-R – Residential Rural

The purpose of the residential rural district is to provide rural character for single-family areas that are primarily on the fringe areas of the city planning area.

R-E – Residential Estate

The purpose of the residential estate district is to provide an alternative to typical urban density single-family residential areas with larger minimum lot areas.

R-L – Residential Low Density

The purpose of the residential low density district is to provide typical urban density in single-family residential areas.

R-M – Residential Medium Density

The purpose of the residential medium density district is to permit multifamily development at duplex or townhouse densities for appropriately sized lots.

R-H – Residential High Density

The purpose of the residential high density district is to provide multi-unit residential development at apartment densities. It is a district to provide a high range of housing types to meet diversities in the housing market.

C-N – Commercial Neighborhood

The purpose of the commercial neighborhood district is to accommodate mixed residential and commercial uses. Uses in this district shall be strictly reviewed to ensure compatibility.

C-C – Commercial Community

The purpose of the commercial community district is to provide a restricted range of retail sales and services, including opportunities for a limited variety of comparative shoppers' goods.

C-B – Commercial Business

The purpose of the commercial business district is to provide a full range of retail sales and services, including opportunities for a complete variety of comparative shoppers' goods.

I – Industrial

The purpose of the industrial district is to provide non offensive types of industry, processing and manufacturing activities.

A-O – Administrative Office

The purpose of the administrative office district is to provide nonretail use, mainly of a personal

service nature. It is intended to have less impact than commercial uses in terms of traffic, types of use, advertising, and hours of operation and shall not have significant adverse impact upon residential uses.

B-O – Business Office

The purpose of business office district is intended for a broader range of uses than the administrative office zone, and possibly limited commercial activities. Activities would be suitable for location in areas of higher intensity of use.

R-RR – Restricted Rural Residential

The purpose of the restricted rural residential district is to provide very large lots of a rural character for very limited single-family development.

AO-T – Administrative Office Transition

The purpose of the administrative office transition district is to allow for low intensity, nonretail commercial development on parcels which adjoin residential districts.

SF-LD – Single-Family Low Density

The purpose of the single-family low density district is to provide for low density urban lots by medium to larger single-family dwellings.

SF-MD – Single-Family Medium Density

The purpose of the single-family medium density district is to provide for medium density urban lots by average sized single-family dwellings.

SF-HD – Single-Family High Density

The purpose of the single-family high density district is to provide for high density urban lots by smaller sized single-family dwellings.

SF-R – Single-Family Rural

The purpose of the single-family rural district is to provide low density single-family dwellings in a rural setting away from the urban core.

SF-E – Single-Family Estate

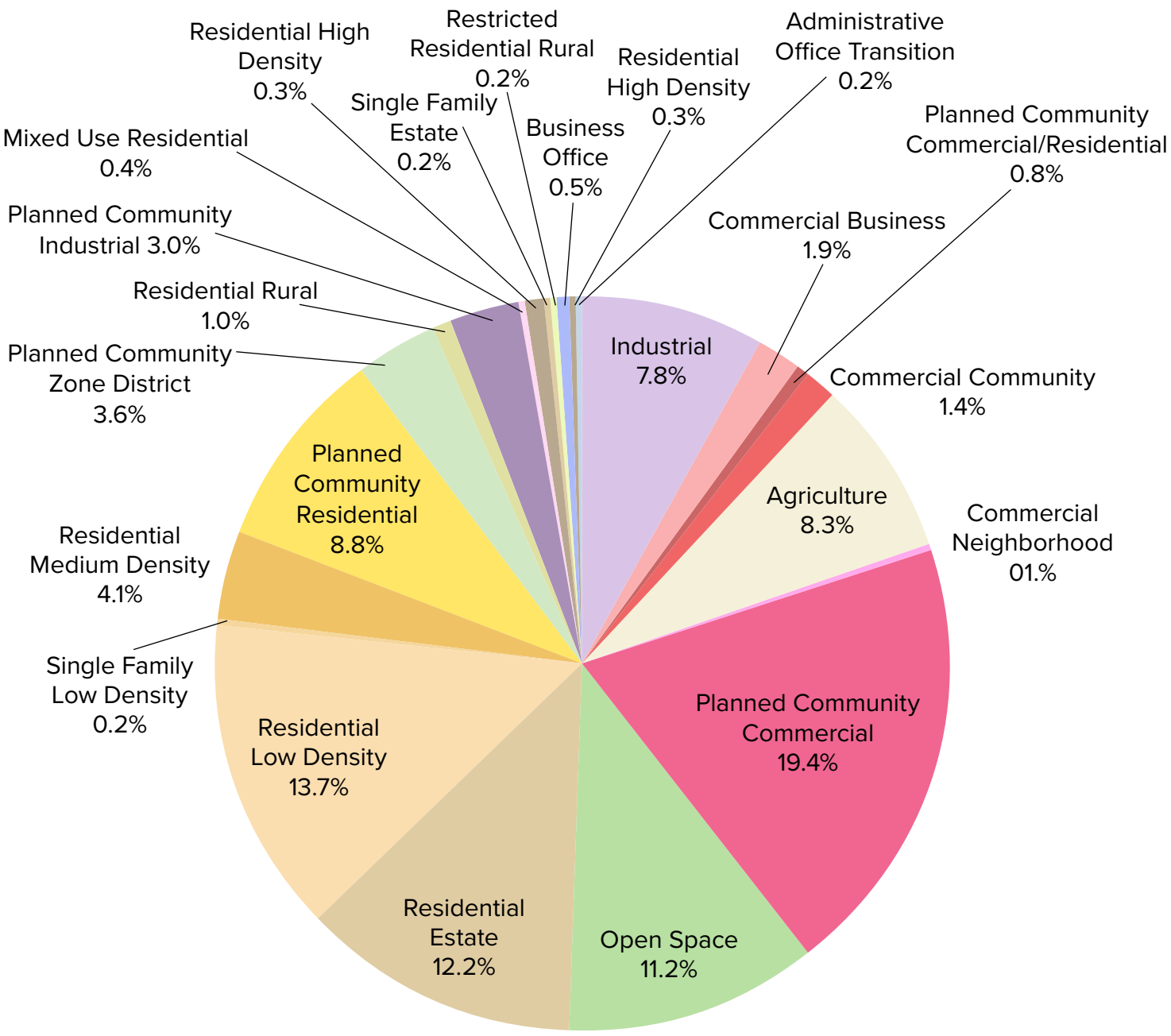
The purpose of the single-family estate district is to provide low density estate lots intended for larger single-family dwellings common in suburban estate developments.

PCZD –Planned Community Zone District

The purpose of the planned community zone district is enhance city residents' health, safety and welfare through coordinated community design. It recognizes the economic and cultural benefits of integrated community development, providing housing, retail, recreation, schools and public facilities.

OS - Mixed Use

The purpose of open space is intended to be preserved in a undeveloped manner.



LEGEND

- Collectors
- Arterials
- Municipalities
- Old Town Overlay District
- Administrative Office
- Administrative Office Transition
- Agriculture
- Business Office
- Commercial Business
- Commercial Community
- Commercial Community - Mixed Use
- Commercial Neighborhood
- Industrial
- Mixed Use Residential
- Open Space
- Planned Community Commercial
- Planned Community Commercial/Residential
- Planned Community Industrial
- Planned Community Residential
- Planned Community Zone District
- Residential Estate
- Residential High Density
- Residential Low Density
- Residential Medium Density
- Residential Rural
- Restricted Residential Rural
- Single Family Estate
- Single Family Low Density
- Single Family Medium Density
- Single Family Rural

2013 COMPREHENSIVE PLAN FUTURE LAND USE FRAMEWORK

The 2013 Louisville Comprehensive Plan divided the City into different zones based on three different development types: urban, suburban, and rural. The existing development patterns helped determine the look and feel for an area, including how the streets are laid out, how dense the area is, how public spaces are integrated, building characteristics, etc.

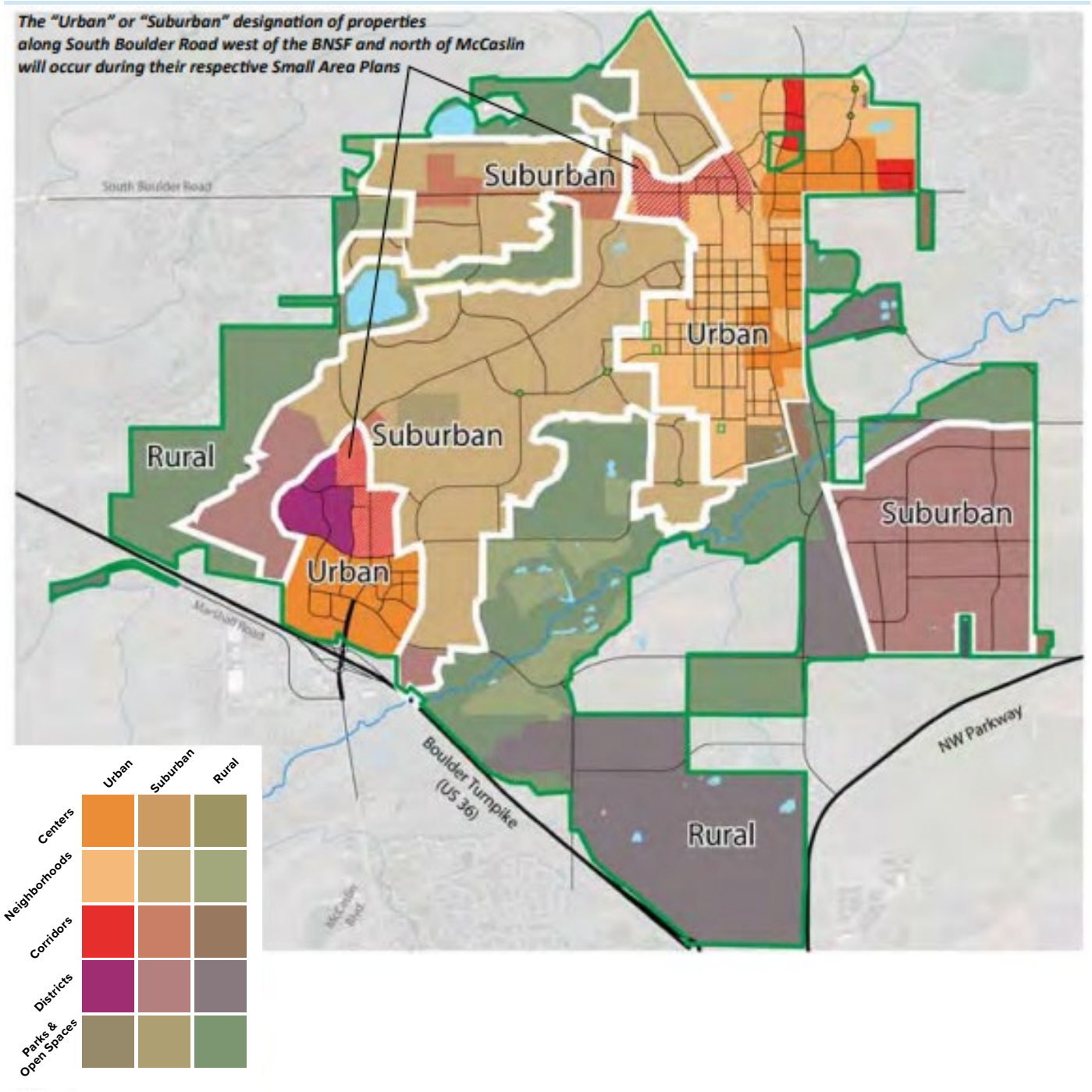


Figure 21: Future Development Patterns Map (Source: City of Louisville)

Urban

This development pattern tends to be more dense, compact, and walkable. Urban areas within Louisville include Downtown, Old Town, North End, and Steel Ranch.

(Source: Historic Downtown Louisville Facebook)

Suburban

This development pattern tends to be more spread-out and multimodal, unlike urban. Suburban areas within Louisville include McCaslin Boulevard, South Boulder Road, Centennial Valley, and the Colorado Technology Center.

(Source: Zillow)

Rural

This development pattern is found on the perimeter of the city and has large amounts of open space. Development patterns are more spaced out with heavy reliance on vehicles. Rural areas within Louisville include Coal Creek Golf Course, 96th Street, and Dillon Road.

(Source: Zillow)

PARKS, RECREATION, AND OPEN SPACE

Parks are distributed throughout the majority neighborhoods within Louisville, with a golf course in South Louisville. According to the Trust for Public Land, 98% of Louisville residents live within a 10-minute walk of a park, which is over 20% higher than the US city average. Gaps in parks access are located in South Louisville and the Colorado Technology Center, as noted in the map as priority areas (areas that are not within a 10-min walk of a park). There currently 45 parks in Louisville, totaling 835 acres. The Louisville Recreation and Senior Center is located at the heart of the City, providing programs and facilities for residents of all ages.

Bordering Louisville are open spaces owned by Boulder and Boulder County. There is an extensive trail system throughout Louisville into bordering municipalities, adding up to almost 80 miles of trail. Louisville jointly manages approximately 1,060 acres of open space jointly owned with the City of Lafayette and Boulder County.

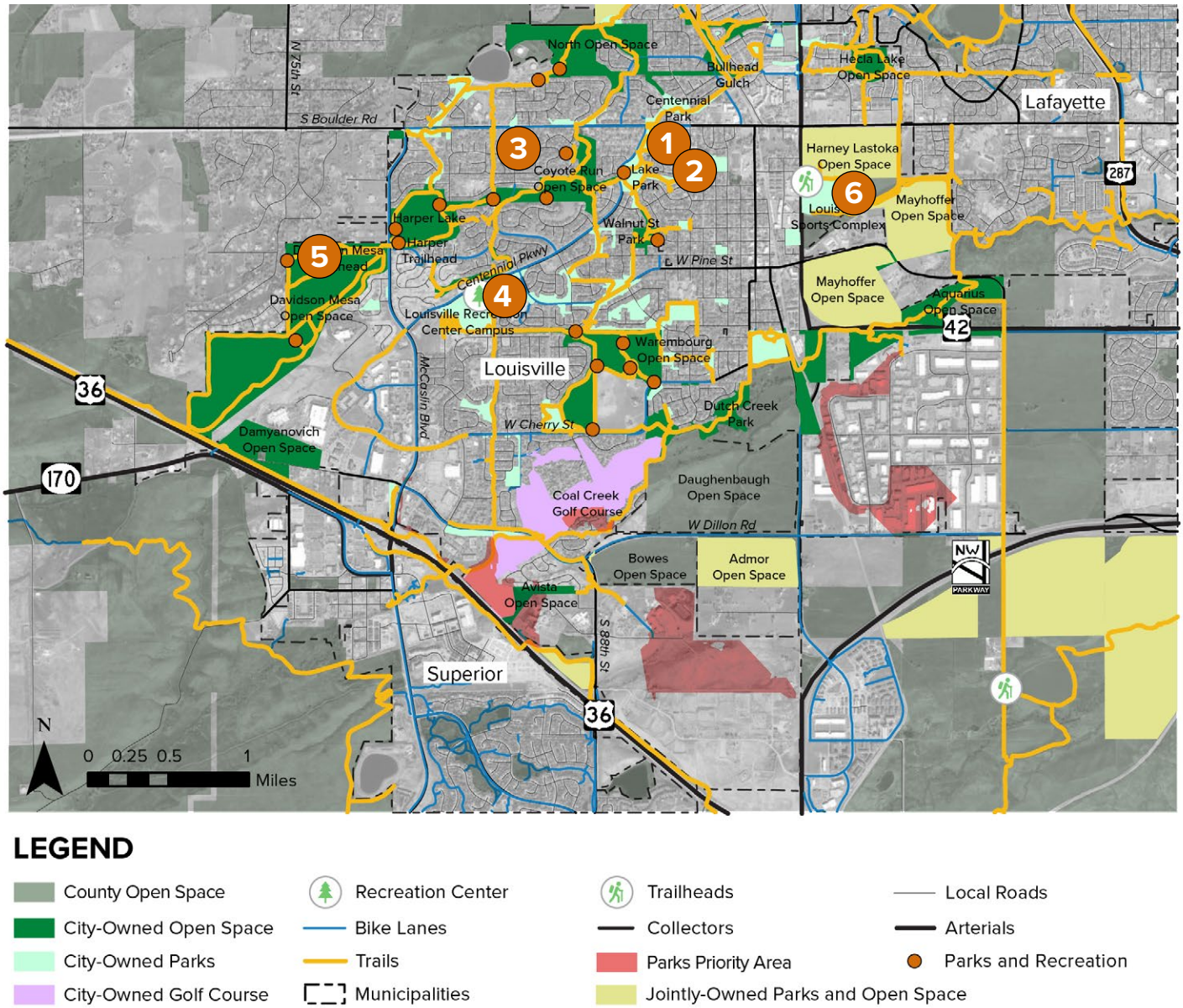


Figure 22: Parks and Open Space Map (Source: City of Louisville)

1 Cottonwood Park
(Source: Slides & Sunshine)

4 Louisville Recreation and Senior Center
(Source: Athletic Business)

2 Lawrence Enrietto Park
(Source: City of Louisville)

5 Davidson Mesa Open Space
(Source: The Denver Post)

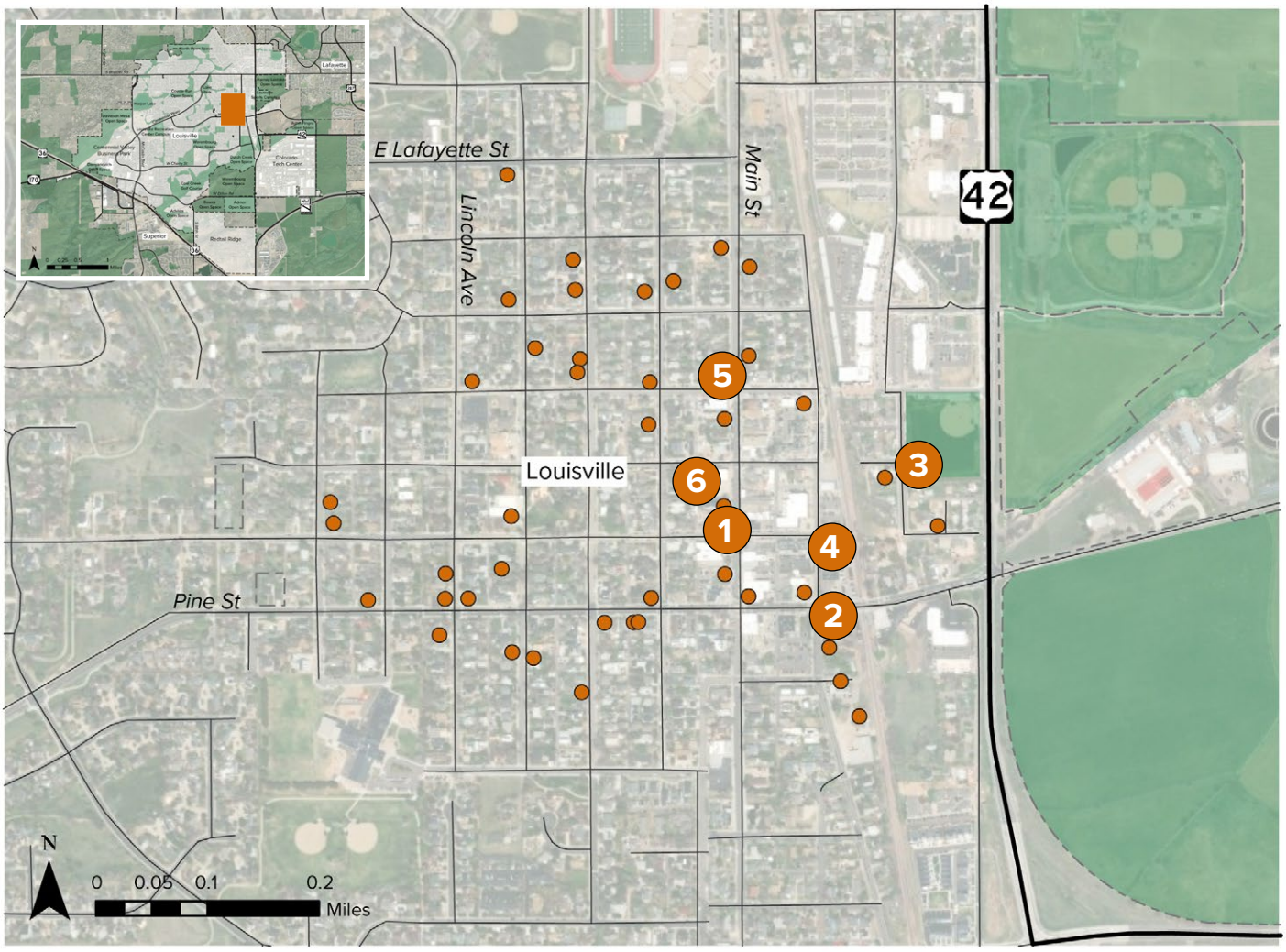
3 Joe Carnival Park
(Source: City of Louisville)

6 Louisville Sports Complex
(Source: City of Louisville)

HISTORIC AND CULTURAL RESOURCES

A majority of Louisville's historic landmarks are within and surrounding the downtown area. Landmarks include historic homes, performing arts centers, theaters, iconic signs, and historical sites.

More information on historic and cultural resources can be found here.



LEGEND

- Landmarks
- Collectors
- Local Roads
- Arterials
- Parks and Open Space
- Municipalities

Figure 23: Historic and Cultural Resources Map (Source: City of Louisville)

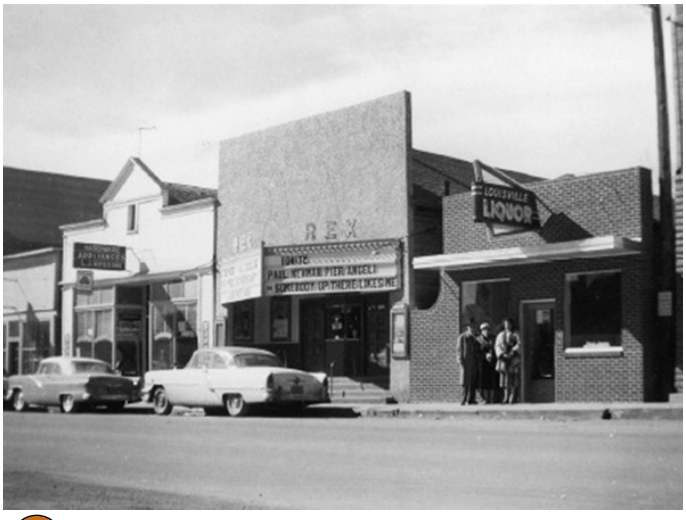
1 State Mercantile Building (Source: BoulderCo)

4 Di Francia Saloon (Source: TripAdvisor)

2 Casa Alegre/Lackner's Tavern (Source: Louisville History)

5 Louisville Historical Museum (Source: City of Louisville)

3 Trott-Downer Cabins (Source: City of Louisville)



6 Rex Theater (Source: Cinema Treasures)

COMMUNITY PLACES

Lousiville includes a number of services and resources to support community. Schools, ranging from pre-k to high school, along with childcare are placed in various residential neigborhoods. The hospital and medical facilities are in the southern area of Louisville, next to US Route 36. The public library is in the downtown area, providing education resources and programming for community engagement. For safety, three fire stations are located throughout Louisville by district area. Schools and childcare are in areas of more local roads and residential use, while safety resoures (hopsital and fire) are on arterial roads for better accessibility.

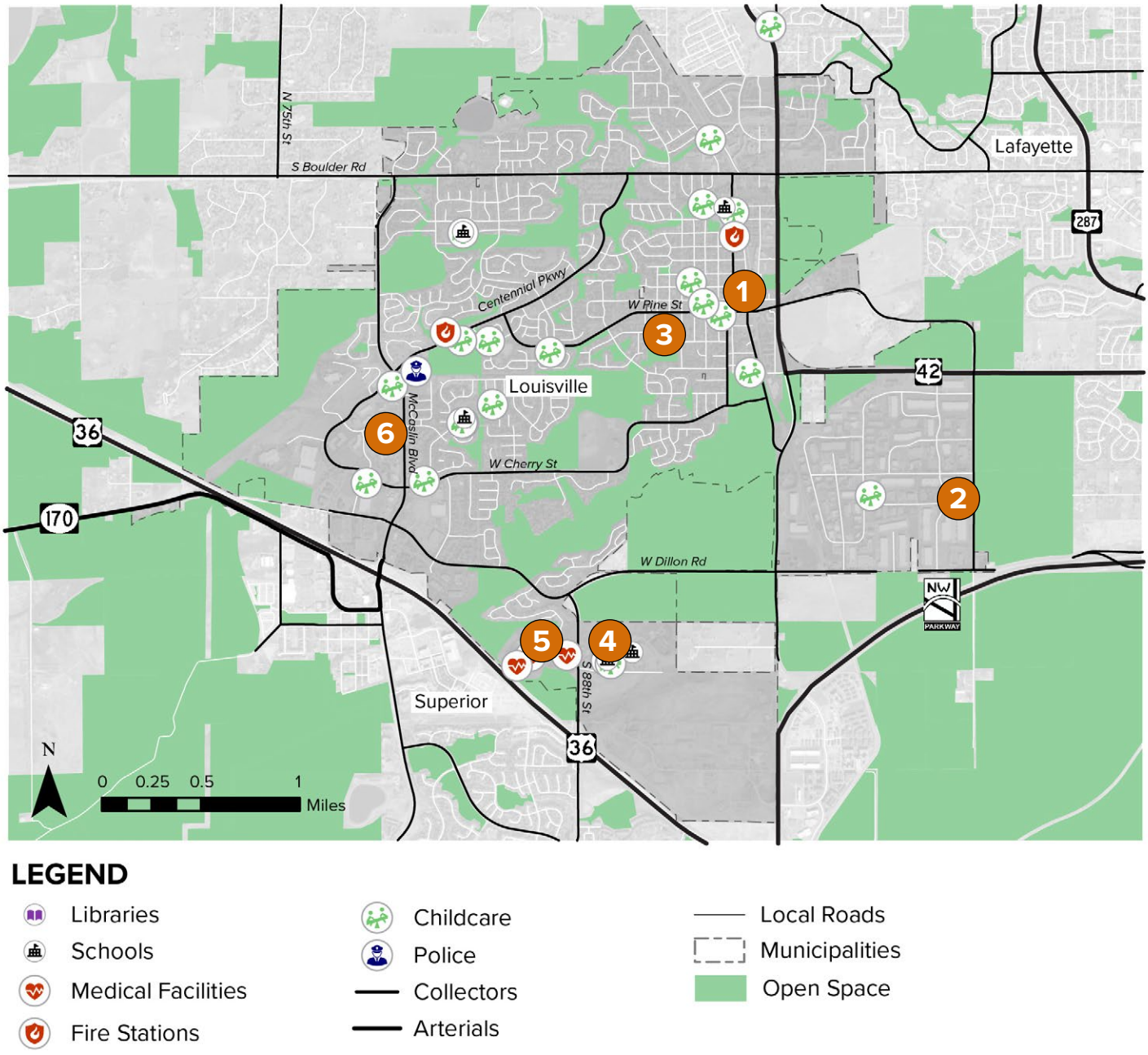


Figure 24: Community Places Map (Source: City of Louisville)

1 Louisville Public Library
(Source: Louisville Public Library)

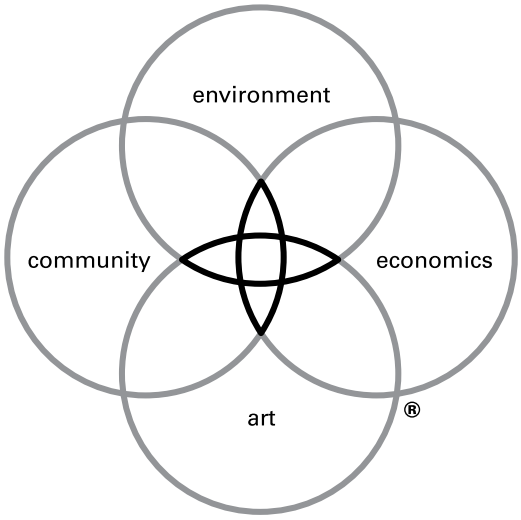
2 Louisville Fire Station 3 (Source: 5280Fire)

3 Louisville Elementary School
(Source: Boulder Valley School District)

4 Monarch High School
(Source: Boulder Valley School District)

5 AdventHealth Avista Hospital
(Source: Daily Camera)

6 Goddard School Daycare
(Source: The Goddard School)



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MEMORANDUM

To:	The City of Louisville
From:	Spirit Environmental: Conor Merrigan, Bekah Bailey, Dylan Costelloe
CC:	Design Workshop
Date:	2/8/24
Project Name:	Louisville Comprehensive Plan
Project #:	7131
Subject:	Environmental Assessment

Contents

Purpose

This environmental assessment was performed on behalf of the City of Louisville (Louisville) to inform the current and anticipated environmental conditions in context with the Louisville community. The scope of this assessment encompasses a preliminary evaluation of surrounding landscape, lands managed by the City, and environmental hazards as well as an initial presentation of potential opportunities to be addressed within the context of the comprehensive planning process.

The City of Louisville has a robust open space and park system, a significant amount of wholly and jointly managed landscapes, both fragmented and connected wildlife corridors and several key natural features. While at this point much of the land within and adjacent to city limits has been built out, there are still opportunities for acquisition to enhance the natural environment as well as opportunities to manage existing lands intentionally and intensely towards specific land management outcomes. The ecosystems in Louisville are interdependent on adjoining lands and dynamic in their species that inhabit the areas. Working with the community to implement practices that mirror their values is likely to require a certain amount of education regarding trade-offs, appropriate uses, political obstacles, and what is possible within resource limitations on staffing, financing, and conservation.

Louisville Areas of Significance

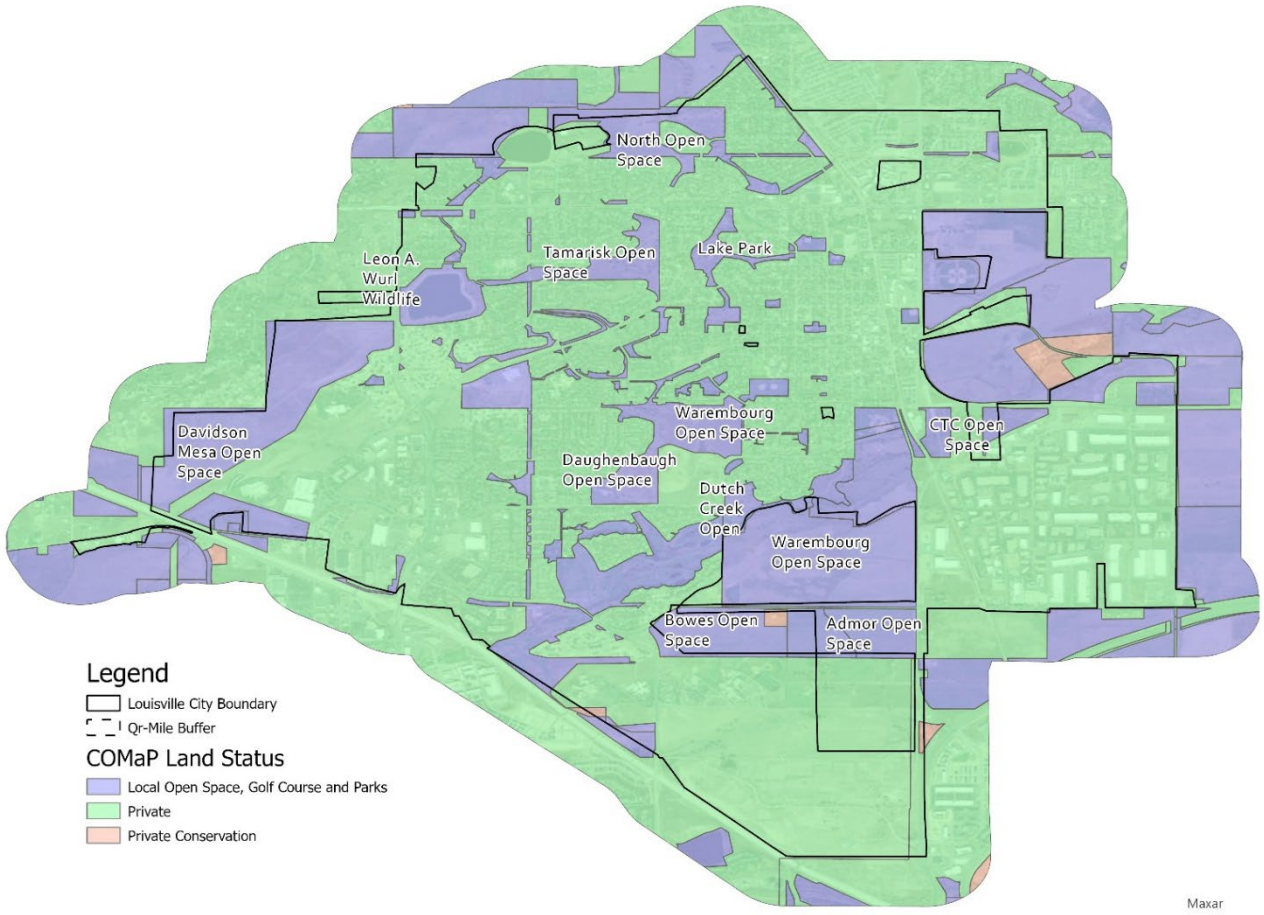
Open space lands are the most extensively represented of natural landscapes managed in Louisville. Areas with proximity to these lands as well as other private and non-open space lands such as parks and lands co-managed or managed by other jurisdictions also play important roles in the greater Louisville community.

Open Space Lands

Louisville boasts an extensive open space system that includes a variety of parcels serving different purposes. Large open spaces like Aquarius Open Space and Davidson Mesa Open Space act as buffers to adjacent communities and provide high quality wildlife habitats. More centrally located open spaces, such as Coyote Run Open Space and Hillside Open Space, are integrated into the city while smaller corridors within neighborhoods weave through the city, often following utilities or natural features like streams. In Louisville's open space system, each area is designated with one or more of the following classifications: Preserve, Protect, Visitor, and Other.[1]

Figure 1 Louisville Land by Ownership

[1] Department of Land Management. (2004). *City of Louisville Open Space Master Plan.* City of Louisville.



Source: Map was prepared by Spirit Environmental using data from Colorado Ownership, Management and Protection (COMaP)

The Louisville Open Space parcels include[1]:

- 34.5 acres referred to as the Aquarius Property
- 14.58 acres referred to as the Colorado Technology Center (CTC) Property
- 20 acres referred to as the Daughenbaugh Property
- 246.14 acres referred to as the Davidson Mesa Property
- 17.15 acres referred to as the Lake Park Property
- 68 acres referred to as the North Property
- 49.5 acres referred to as the Coyote Run Property
- 57.7 acres referred to as the Warembourg Property
- 16 acres referred to as the Leon A. Wurl Wildlife Sanctuary (Harper Lake) Property
- 143.53 acres of Miscellaneous Open Space Property

Additionally, Louisville jointly manages approximately 1,225 acres of open space jointly owned with the City of Lafayette and/or Boulder County.

Sensitive Species Habitat Areas

In December of 2023, the Natural Resource team at Spirit Environmental performed a review of databases of sensitive species maintained by the U.S. Fish and Wildlife Service (USFWS), Colorado Parks and Wildlife (CPW) and Colorado Natural Heritage Program (CNHP) to determine the potential of occurrence of state or federally listed species within the City of Louisville, Colorado. Additionally, this assessment included a field reconnaissance survey to review existing habitat within Louisville.

An Information for Planning and Construction (IPaC) report was obtained from the USFWS. No critical habitats or national wildlife refuges were encountered within the city limits of Louisville. The nearest wildlife refuge is the Rocky Mountain Flats Wildlife Refuge (RMFWR) located approximately 3 miles southwest. The IPaC report lists a total of ten regulatory species with potential to occur within Louisville. Eight were listed as threatened and endangered species, one candidate species, and one proposed endangered species. Additionally, the Colorado Conservation Data Explorer (CODEX) identifies one additional state candidate species. No federally listed species were observed during the field reconnaissance survey.

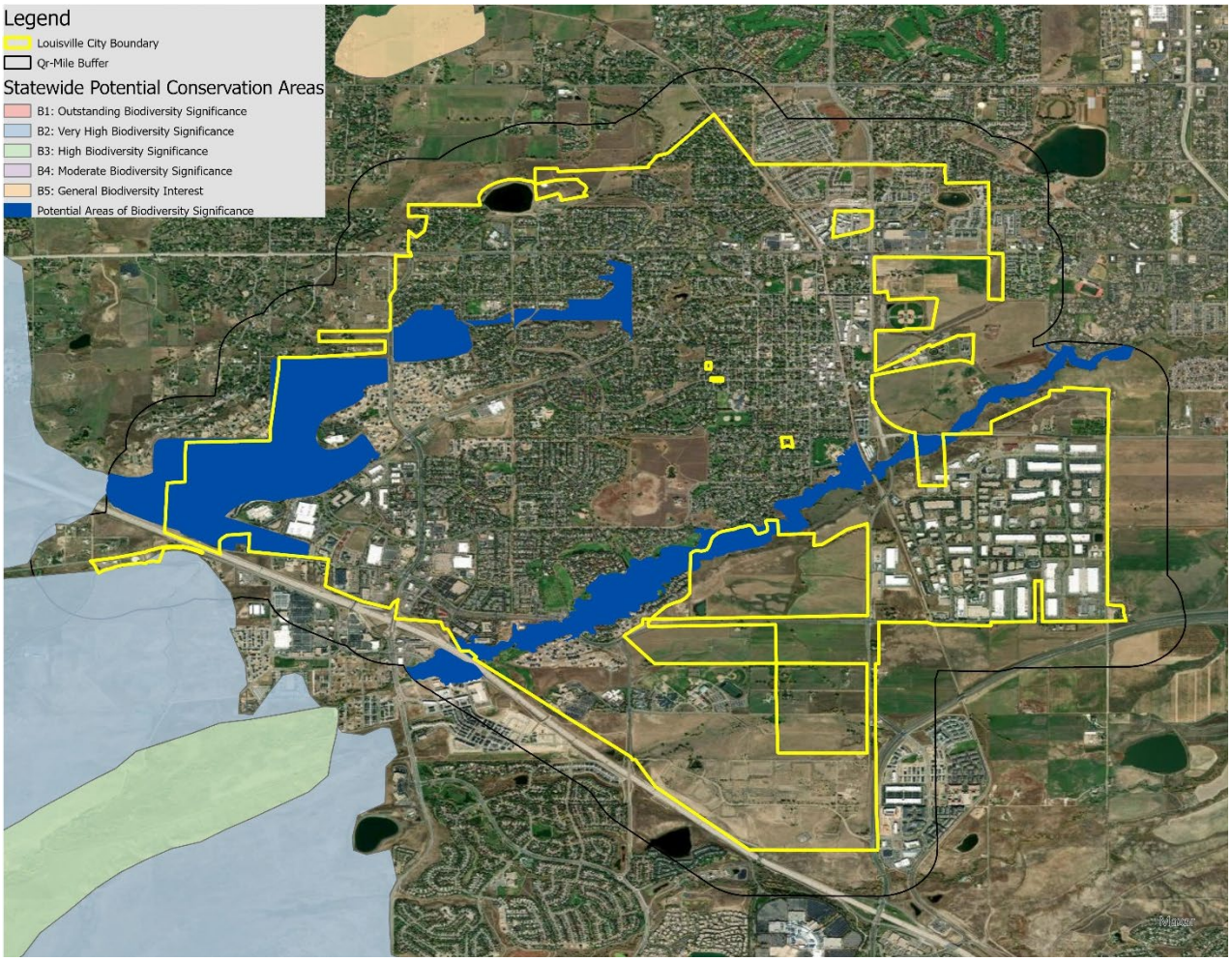
Of the species identified, five are highly likely to occur in Louisville due to the presence of potential habitat. The following table summarizes these species:

Table 1 Sensitive Species in Louisville

Species	Status	Description of Preferred Habitat	Determination of Potential Habitat Present
Preble's meadow jumping mouse (*Zapus hudsonius preblei*)	LT, ST	Shrub-dominated riparian habitats with adjacent, relatively undisturbed grassland communities and a nearby water source. Uses upland habitats as far as 330 feet beyond the 100 year floodplain	Potential habitat present within the Coal Creek floodplain.
Bald Eagle (*Haliaeetus leucocephalus*)	SC	Deciduous or coniferous forested areas near large bodies of water or rivers.	Potential habitat present within the Coal Creek floodplain, Davidson Mesa Open space and Harper Lake.
Burrowing Owl (*Athene cunicularia*)	ST	Wide-open, sparsely vegetated areas like prairies, deserts, grasslands and agricultural fields.	Potential habitat present throughout Louisville, particularly Davidson Mesa open space.
Whooping Crane (*Grus Americana*)	LE, SE	During migration, whooping cranes utilize cropland, shallow freshwater wetlands, and wide shallow rivers as stopover habitat	Potential stopover habitat present within freshwater wetlands and open waters throughout Louisville. Key areas include Harper Lake.
Ute Ladies'-tresses (*Spiranthes diluvialis*)	LT	Silty loam alluvial soils associated with wetlands or floodplains of perennial streams in intermontane valleys	Habitat present within the Coal Creek floodplain.
LE = listed endangered, LT = listed threatened, ST = state threatened, SE =state endangered, SC= state candidate			

The RMFWR and Boulder County open space located to the southwest of Louisville, presents a unique ecological situation. CODEX identifies both of these areas to have “very high biodiversity significance”. Areas with very high biodiversity significance are identified as important to the continued existence of ecological processes that support rare and imperiled species, subspecies and natural communities in Colorado. Louisville’s proximity to both RMFWR and Boulder County Open Space’s increases the likelihood of wildlife migration into Louisville.

Figure 2 Potential Conservation Areas in Louisville



This is particularly true for areas that mimic the natural habitats found in the refuge; Key areas of interest identified within Louisville include the Coal Creek 100-year floodplain and the Davidson Mesa open space. The Coal Creek floodplain's open water, riparian zones, natural wetlands, and uplands are ecologically important, as they have potential to provide important habitat for four of the five state and federally listed species identified in Table 1. However, habitat conditions observed during the field reconnaissance survey were seen as degraded due to factors such as pollution, agriculture, and development. A substantial amount of fill dirt with an unknown origin was observed on the eastern portions of Coal Creek within the Louisville city limits. The presence of fill dirt on the banks of a creek can have a negative impact on the natural structure of the banks and the vegetation within the riparian zones of the creek. Fill dirt is often composed of soil, sand, and other materials that are not native to the area. When fill dirt is introduced to a creek bank, it can change the composition of the soil and make it more difficult for native vegetation to grow. This can lead to further erosion of the creek banks and degradation of the habitat.

Ecosystems Represented In Louisville

General Climactic Classifications

The Louisville area is located ten miles east of the Front Range of the Southern Rocky Mountains, placing

the city in the plains life zone with a high plain, continental climate. This climate is significantly influenced by the proximity to the mountains, diverging from the typical climate expected in a high plains environment. The region's weather is also heavily influenced by winds that are channeled from the Continental Divide down the Front Range, often resulting in severe conditions. The prevailing winds predominantly come from the west.

Typically, Louisville experiences light rainfall and low humidity. The average high temperature in July is 88°F, while the average low in January is 14°F. Louisville receives an average annual precipitation of 16 inches. The relative humidity ranges from about 30- 35% in the summer to 40-50% in the winter, and periods of drought are common, usually in fall and winter. The growing season lasts roughly 140 days, with the first killing frost around September 28 and the last around May 11.

Topography

Louisville is located in the Colorado Piedmont Section of the Great Plains, and is characterized by generally flat lands with some gently rolling terrain. The topography trends toward Coal Creek and Rock Creek with elevations range from about 5,250 to 5,530 feet. Geologically, the area is primarily composed of Upper Cretaceous sediments, covered extensively by alluvium veneers from both the Pleistocene and Holocene epochs. The bedrock includes coal beds from the Laramie formation, which underlays Louisville. The coal beds played a significant role in the area's early human activity and subsequent ecological changes including habitat destruction, soil disruption, and cumulative effects on nutrient cycling and hydrology.

Many of the Open Space system areas of ecological interest align with surface exposures of Fox Hills sandstone or areas with thin alluvium veneers. Two linear exposures of Fox Hills sandstone cross the area, influencing the development of various sites due to slope steepness, shallow soils, and rockiness. The Coal Creek riparian communities are associated with young alluvium from flood events. The landform in the area is defined by Coal Creek, with uplands to the northwest and southeast forming drainage divides with the South Boulder Creek and Rock Creek basins, respectively.[1]

Soils

The soils in the Louisville area are categorized into three main associations as per the Boulder County Soil Survey by Moreland and Moreland (1975). These include:

1. **Ascalon-Nunn-Manter Association**: Found northwest of Coal Creek (excluding the top of Davidson Mesa), this association comprises nearly level to moderately

steep, deep soils located on terraces, valley sides, and uplands. The surface texture of these soils is often sandy loam.

2. **Nederland-Valmont Association**: This covers the upper portions of Davidson Mesa and consists of nearly level to moderately steep, deep, very cobbly soils found on high terraces, alluvial fans, and benches.
3. **Nunn-Heldt Association**: Situated between Coal Creek and Rock Creek, it includes nearly level to moderately sloping, deep soils on terraces and uplands. These soils are primarily very fine, consisting of clays, clay loams, and sandy clay loams.

Additionally, terrace escarpment soils underlie relict grasslands at Davidson Mesa, Warembourg, and Colorado Technology Center (CTC) sites. These are characterized by a very cobbly and stony nature, derived from coarse alluvial parent material. The Ascalon- Otero complex is found in the North and Aquarius sites, featuring soils shallower than typical and transitioning into sandstone outcrops with nine to twenty percent slopes.
Valmont clay loam soils, typical of Pleistocene pediment surfaces, underlie the McCaslin area and parts of the Davidson Mesa relict grasslands. Lastly, along Coal Creek, riparian communities are found on miscellaneous alluvium with little soil development, classified as Soil Group Fluvents[1].

Anthropogenic Impacts and Management Practices

To fully characterize the environmental conditions in Louisville, the impacts of human inhabitants must be considered, both historically and as of the initiation of the plan.

Anthropogenic Impact on wildlife and habitat

The agricultural era of Louisville introduced practices that led to habitat fragmentation and the loss of ecosystems and the services they provided. As land was cultivated, native habitats were divided and isolated into increasingly smaller areas. The widespread planting of trees and colonization around water sources benefited some wildlife species but often degraded native riparian areas due to livestock that were attracted to streams and invasive woody vegetation encroachment. This period also introduced various alien plants, both deliberately (like Dalmatian toadflax(*Linaria dalmatica*) and inadvertently (such as leafy spurge (*Euphorbia esula*)), I would mention Smooth brome *(Bromus inermis)*

In Louisville, some grassland areas in open spaces continue to support historic prairie wildlife, especially in steep regions unsuitable for farming. Certain riparian areas also maintain their pre-settlement functions, though they've been altered by habitat loss, human activity, and competition from urban wildlife. However, other open spaces have been heavily modified or impacted by development, losing their habitability for non- urban species. The City of Louisville Open Space Master Plan indicates that future strategies will focus more on habitat evaluation for specific wildlife species and habitat enhancement through native plantings, invasive species removal, grazing, or prescribed burning.

Since the agricultural era, invasive vegetation has and continues to pose a significant and growing problem to Louisville like the rest of the Front Range. These invasives reduce productivity and ecological functions on public and private lands, impacting native ecosystems, agriculture, and recreational enjoyment of natural areas. Weed management is becoming an increasingly critical issue for both private and public land managers[1].

Open Space Management

Louisville's primary mechanisms for physical management of its open space system include several key strategies[2]:

1. **Noxious Weed Management**: The Department has adopted an integrated approach to control noxious

[2] City of Louisville. (2012). *Parks, Recreation, Open Space, and Trails Comprehensive Master Plan.*

weeds, as detailed in the 2009 Integrated Weed Management Plan. This includes monitoring weed populations and employing various control methods: mechanical, biological, chemical, and cultural. Additionally, the plan emphasizes providing educational outreach to the public, ensuring all actions comply with federal, state, and municipal laws and regulations. In 2020, the City discontinued the use of glyphosate and 2,4-D in City-maintained parks and Open Space in response to public concerns. As a result, managing noxious weeds and invasive species is more challenging in Louisville's public spaces.

2. **Black-Tailed Prairie Dogs Management**: Recognizing the ecological importance of prairie dogs in Louisville Open Space, the Department manages them using an ecosystem approach. This involves improving habitat components and controlling prairie dog populations to avoid exceeding the carrying capacity. Control methods include visual barriers, relocation, removal and donation, trapping, and flushing, and fumigation (if deemed necessary), all in compliance with legal requirements.
3. **Ecological Restoration**: The goal here is to transform degraded areas into landscapes resembling pre-settlement nativegrassland conditions. The Department focuses on preserving areas with existing native vegetation and restoring degraded areas. Management activities may include noxious weed and prairie dog management, grazing, prescribed burning, and re-vegetation with native species.
4. **Coyote Management**: The City uses educational outreach as the primary method for managing human-coyote interactions. This involves distributing educational materials, providing guidance on hazing techniques, reducing coyote attractants, and soliciting and analyzing citizen reports to understand coyote behavior. All actions comply with the regulations set by the Colorado Parks and Wildlife Division.
5. **Raptor Management**: The objective is to maintain awareness of raptor species diversity and abundance, identify nesting locations, protect raptors and their nests under the Migratory Bird Treaty Act, manage habitats, and engage the public in citizen science monitoring. Compliance with all federal, state, and municipal laws and regulations is ensured in managing raptors.
6. **Fisheries**: The City of Louisville collaborates with the Colorado Parks and Wildlife to identify appropriate and sustainable fish species for stocking in designated fishing areas. This collaboration aims to ensure that the fish species introduced are suitable for the local ecosystem and can be sustained in the long term.
7. **Encroachments**: According to Louisville Municipal Code, Sec. 4.04.010 R, it is unlawful for anyone to encroach on Open Space property owned solely by the City with private improvements or to store personal property. Such improvements include gardens, landscaping, fences, paths, or compost piles. The Department, in cooperation with Code Enforcement, is responsible for identifying such encroachments, notifying the offending parties, and seeking resolution. If a solution is not achieved, the City Attorney may intervene.
8. **Water Quality**: The City acknowledges the distinct needs of Open Space areas compared to developed parks and golf courses in terms of water quality management. The Department will track the use of chemicals in weed, turf, tree, and shrub management, determine appropriate aeration techniques, and monitor water levels to control water quality. Ensuring that water quality in these spaces meets the City of Louisville's standards is a key part of their strategy.

These management strategies highlight Louisville's commitment to ecological preservation, species management, and public education while adhering to legal and environmental standards.

Environmental Hazards and Vulnerabilities

As a city situated at the convergence of the Great Plains and the Rocky Mountain Front Range, Louisville is posed with several vulnerabilities that arise from the urban interface exposed to a spectrum of natural hazards intrinsic to its geographic and climatological context. Urban development, intersecting with these natural hazards, amplifies risk through the alteration of natural drainage systems, expansion into

wildland-urban interfaces, and the introduction of the urban heat island effect. There is an imperative need for integrated risk assessment and management strategies, considering the complex blending of environmental, climatic, and anthropogenic factors in shaping Louisville's hazard profile.

Water Availability

The Front Range is expected to face significant impacts from climate change including reduced snowpack in the Rockies, which is a major source of water for the region.
Snowpack acts as a natural reservoir, releasing water gradually during spring and summer. Less snowpack means less water is stored and released, disrupting traditional water availability patterns. This can lead to earlier and reduced spring runoff, impacting water supplies during the drier months.

As the community expands, Louisville will need to consider how future development will impact water availability. Urban development typically involves the addition of impermeable surfaces like roads and buildings, which impede the natural replenishment of groundwater. This affects the availability of groundwater for use in times of scarcity and can lead to longer-term depletion of these reserves. Reduced groundwater recharge, coupled with less reliable surface water sources, elevates the risk of drought. The consideration of the agricultural demands in the greater region is also important, as this industry can be a significant contributor to water consumption. Changes in agricultural practices or shifts in crop types could impact overall water demand.[3] Maintaining public lands also requires water to irrigate green spaces and planted areas. To optimize water use, plant selection, efficient irrigation systems, and soil improvements should be considered.

Flooding

Most of the land encompassed in the Louisville city boundary has a minor risk of flooding, meaning that there is a relatively low probability of flooding occurring, and if it does occur, the expected impacts are minimal or manageable. The impact areas are expected to be smaller with quickly receding floodwaters. However, 324 properties, or 10% of all properties in Louisville, have a greater than 26% chance of being severely affected by flooding in the next 30 years.

Although the risk of flooding is low at large for Louisville, severe flooding is still experienced. In 2013, Boulder County was hit with 18 inches of rain in a four-day timespan, with 9 inches in just the first day. This amount is comparable to the total average annual precipitation for the county, an event with an annual exceedance probability as low as 0.1%. This rainfall event led to re-channelization of the Coal Creek, leading to annual flooding along a portion of the trail that follows along the creek.

Coal Creek introduces the greatest risk of flooding for Louisville, which is limited mostly to the banks with little to no impact on developments within the City. The city's infrastructure, particularly designed to handle the runoff from Coal Creek, plays an important role in mitigating flood risks. Louisville's stormwater management systems, including strategically placed culverts and retention basins, have been developed to effectively manage the water levels during heavy rainfall, minimizing the chances of overflow.[4]

Louisville has implemented comprehensive land-use policies and zoning regulations that discourage construction in flood-prone areas, particularly along the banks of Coal Creek. This ensures that residential and commercial developments are situated in locations with lower flood risk. The city also actively maintains its natural drainage systems, preserving the integrity of local creeks and streams to handle sudden influxes of water.[5]

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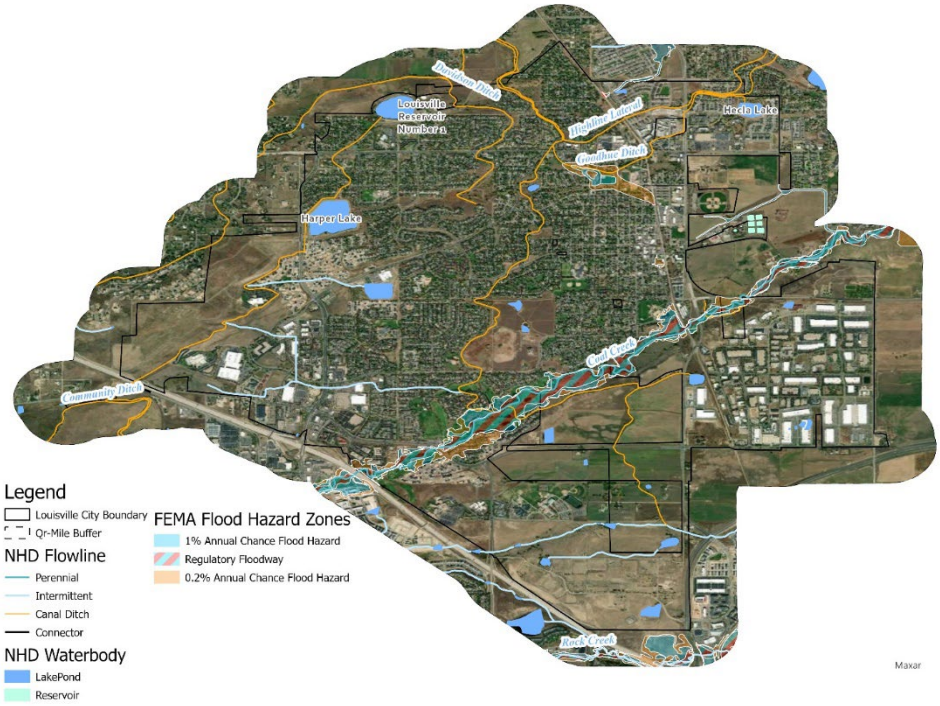
[3] The Colorado Climate Network and Colorado Municipal League. (2015). *The Report of the Colorado Local Resilience Project.* Rocky Mountain Climate Organization.

4 City of Louisville. (2013). City of Louisville Comprehensive Plan.

[5] City of Louisville. (2010). *A Citizen's Guide to Maintaining Stormwater Best Management Practices.*

Figure 3 Louisville Waterbody and Flood Hazard Map



Source: Map was prepared by Spirit Environmental using data from National Hydrography Dataset and National Wetland Inventory

Extreme Heat

Louisville is susceptible to extreme heat due to a combination of geographical, climatic, and urban factors. The surrounding geographical region is characterized by a climate that naturally encompasses a wide range of temperature fluctuations, including the potential for intense and prolonged heatwaves, particularly in the summer. As a part of this climatic zone, Louisville is inherently exposed to these weather patterns and its susceptibility is further amplified by broader climatic trends. As global temperatures continue to rise, Louisville will face an elevated risk of experiencing more severe and frequent heat-related events. This scenario necessitates a proactive approach to heat mitigation and adaptation strategies in the region to safeguard against the escalating impacts of extreme heat.[3]

Urban development also plays a crucial role in exacerbating the risks of extreme heat. As the city expands and develops, the increase in concrete, asphalt, and other heat- absorbing materials contributes to the urban heat island effect. This phenomenon leads to higher temperatures in urban areas compared to their rural surroundings. The heat retained by buildings, roads, and other structures not only elevates daytime temperatures but also prevents the city from cooling down adequately at night. Moreover, urbanization often leads to a decrease in green spaces and vegetation. Trees and plants are essential for cooling the urban environment through shading and evapotranspiration. A lack of sufficient greenery in Louisville's urban landscape can intensify the heat, making the city more prone to the adverse effects of heatwaves.[6]

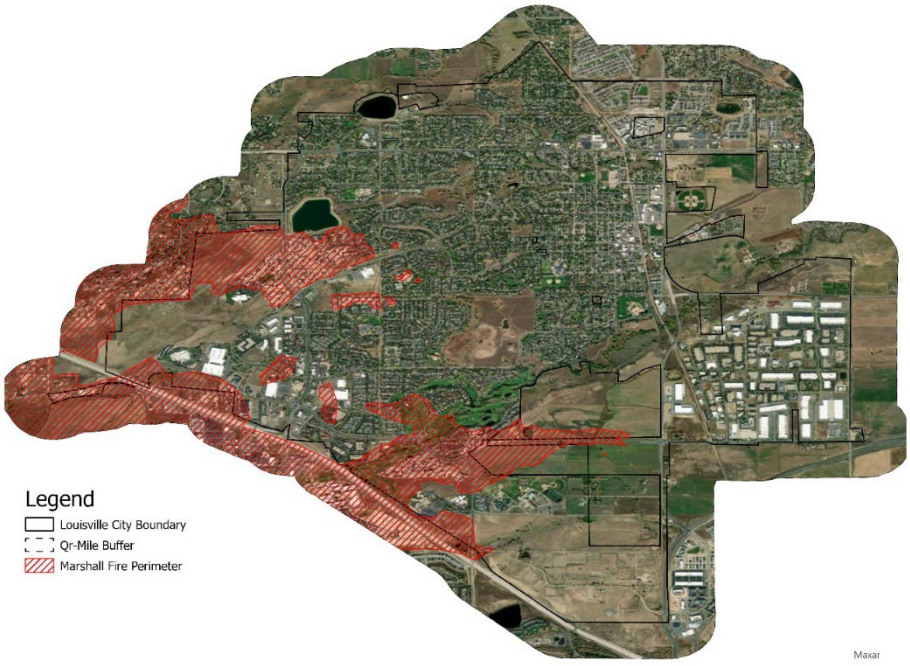
[6] Unite States EPA. (2023, August 28). *Heat Islands*. Retrieved from https://www.epa.gov/heatslands/heat-island-impacts

Being situated in an area prone to natural temperature extremes coupled with the urban heat island effect results in an increased risk of experiencing more severe and frequent heat-related events. It highlights the importance of integrating urban planning and green infrastructure in Louisville's development strategies to mitigate the impacts of extreme heat and adapt to the changing climate conditions.

Fire Risk

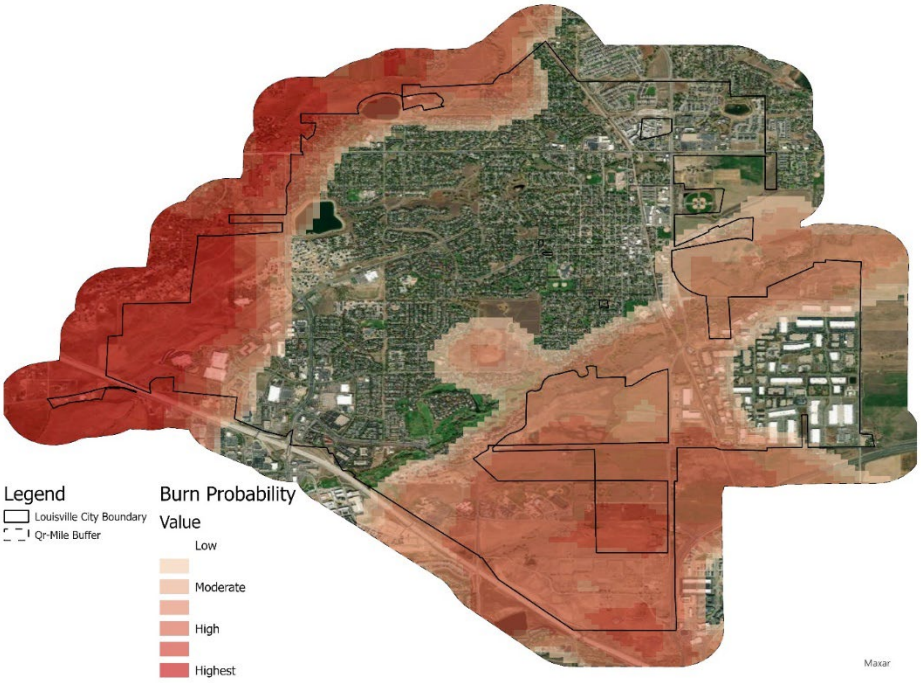
Wildfire is a natural hazard that Louisville has faced historically and will continue to combat with increased risk as local temperatures rise and the chance of drought increases. The threat that wildfire poses was exemplified through the Marshall Fire that brought record-breaking destruction in December of 2021. During this event, more than 6,000 acres of land, mostly to the west of the City, were burned due to dry conditions and high winds that spread the fire rapidly. The map below depicts the impact felt by Louisville community.

Figure 5 Marshall Fire Impact Perimeter



The damage felt across impacted communities highlights the importance of recognizing Louisville's unique fire risk as the city continues to develop and grow. To understand the risk of wildfire, several variables must be assessed including burn probability, flame length, rate of spread, and the susceptibility of the community to fire. The western boundary of Louisville, including areas like Davidson Mesa, the South Water Treatment Plant, and regions extending north of South Boulder Road near Louisville Reservoir are noted for the highest burn probability. These locations are predominantly characterized by grassland and grass-shrub fuel types.

Figure 4 Louisville Burn Probability



Towards the southeast, particularly the undeveloped private lands near Highway 36 and Northwest Parkway, there's an increased burn probability due to extensive grasslands that act as surface fuels in the dry climate. The fuel connectivity of the landscape is also a factor in burn probabilities, with large, unbroken expanses of fine fuels like grasses in the west and south of Louisville enhancing the potential for burning. In contrast, the urban center of Louisville shows much lower burn probabilities due to features and materials considered non-burnable including roads, buildings, and irrigated areas. Within the City of Louisville, flame lengths are most likely to be 2-4-feet and 4-6-feet in length, due to the grass-dominated surface fuels in and around the city. Some areas to the north near the North WTP and North Open Space and along Coal Creek to the south have the potential for higher flame lengths, greater than 8 feet.[7]

Within Louisville, areas were identified with the highest wildfire risk. The Howard Berry WTP has some of the highest burn probabilities within Louisville properties, surrounded by mostly grasslands characterized as dry climate grass and timber-grass-shrub. Public lands to the north, Keith Helart Park, Annette Brand Park, North Open Space, and North WTP, exhibit moderate burn probabilities. Davidson Mesa and Damyanovich Open Space both have areas with moderate and high burn probabilities combined with grasslands that produce moderate flame lengths. In North Open Space, there are low to moderate burn probabilities, but higher flame length probabilities due to increased fuel heights produce similar wildfire risk.

Table 2 Highest Wildfire Risk Louisville Properties

Location	Average Risk	Relative Risk
Howard Berry Water Treatment Plant	Highest Risk	Increasing Risk
Keith Helart Park	High Risk	
Annette Brand Park	High Risk	
North Open Space	Moderate Risk	
Davidson Mesa Open Space	Moderate Risk	
Damyanovich Open Space	Moderate Risk	
Pressure release valve (PRV) - 9182 W Dillon Rd	Moderate Risk	
Gateway Open Space	Moderate Risk	
City of Louisville Water Treatment Plant	Moderate Risk	
Coal Creek Regional Trail Corridor	Low Risk	Decreasing Risk

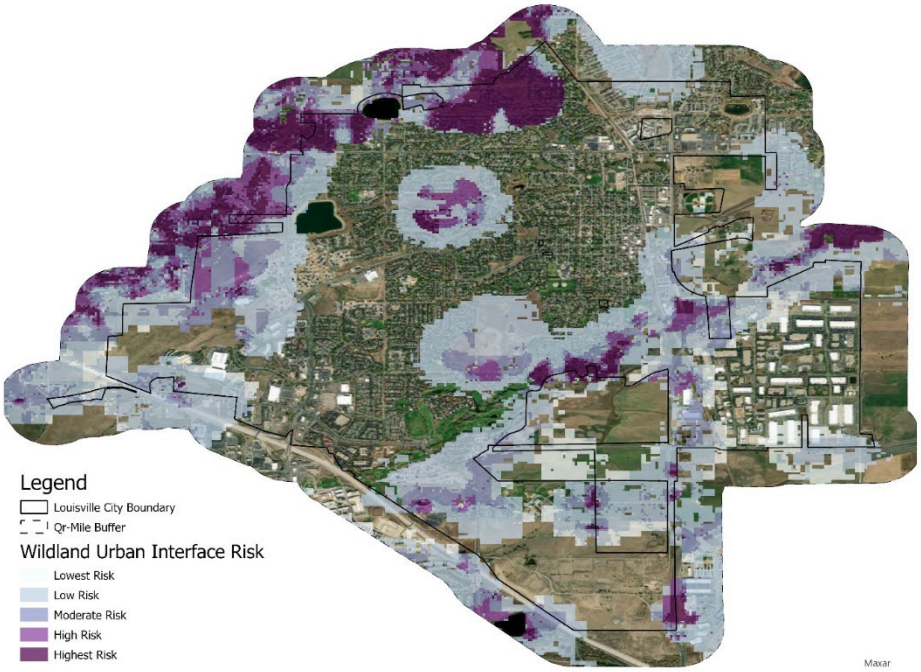
Note: **bolded text** indicates properties that were burned during the Marshall Fire.

[7] Lynker Corporaton & The Ember Alliance. (2023). *Wildfire Hazard and Risk Assessment of Louisville Public Lands.* City of Louisville.

Source: Table was extracted from the Wildfire Hazard and Risk Assessment of Louisville Public Lands

The intersection of the wildland-urban interface (WUI) with burn probability presents a critical area of focus for wildfire risk management. The WUI, where human developments meet or integrates with natural vegetation, is especially prevalent in the areas of Louisville that border grasslands and shrublands, such as Davidson Mesa and areas near the South Water Treatment Plant. Mapped below is a visual representation of the WUI risk within Louisville.

Figure 5 Louisville Wildland Urban Interface Risk



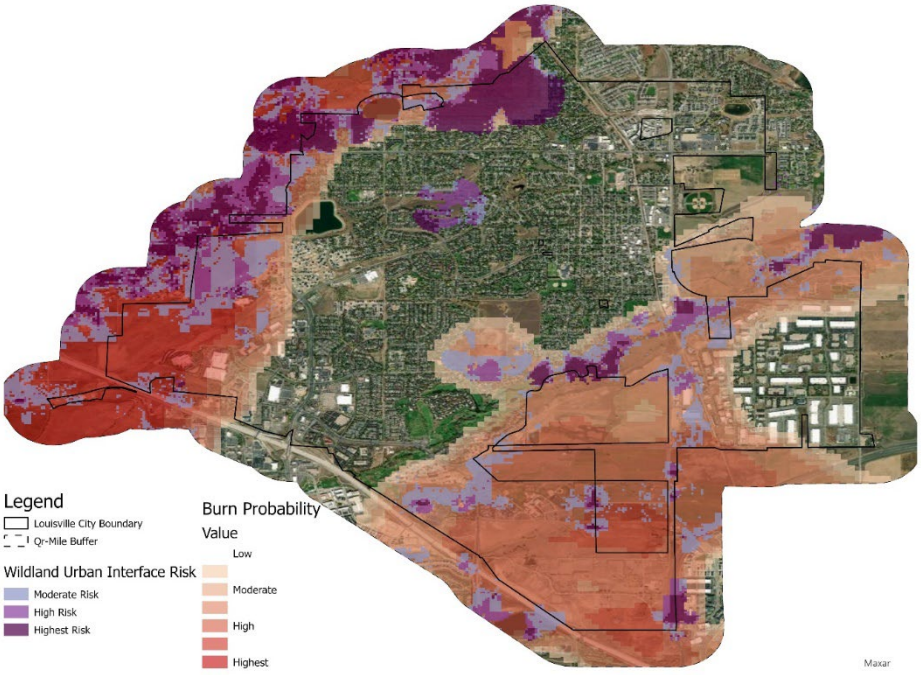
Source: Map was prepared by Spirit Environmental using data from Colorado Forest Atlas Public

These regions are characterized by higher burn probabilities due to their grassland and grass-shrub fuel types and are therefore particularly vulnerable. The proximity of these natural fuel sources to residential and other human structures amplifies the risk of wildfire damage. Furthermore, the connectivity of the landscape, with large contiguous stretches of fine fuels like grasses, increases the potential for fire to spread rapidly, especially in areas where developments are interspersed with natural vegetation. This dynamic underscores the importance of integrating land use planning and fire mitigation strategies in these high-risk areas. Effective management in the WUI of Louisville involves not only addressing the natural propensity of these areas to burn but also the consideration of unique challenges posed by the presence of human infrastructure and habitation within high-risk zones.

The Home Ignition Zone (HIZ) describes the area surrounding a home and the structure itself, taking into account the potential for ignition and the quality of surrounding defensible space, the area around a structure modified to reduce fire hazard. As a community susceptible to fire risk, Louisville has a responsibility to introduce and implement municipal code that guides appropriate management of each zone within defensible space. These mitigation measures could include planting spacing and selection, fuel reduction, construction and landscaping materials mandates, and maintenance requirements.

The map below blends both the wildfire risk with wildland urban interface (WUI) risk, demonstrating where the highest risk for the two threats intersect.[8]

Figure 6 Louisville Fire Risk



Development pressures

The interplay between urban development and the surrounding environment presents complex challenges, particularly in the context of preserving ecosystems and sensitive species, as well as mitigating natural hazards like wildfires. As Louisville expands, the management of both Open Spaces and the WUI will be critical issues, with direct implications for biodiversity and ecosystem health. Development pressures can lead to habitat fragmentation and loss, adversely affecting sensitive species and disrupting natural ecological processes. Moreover, the encroachment of urban areas into wildlands increases the risk of wildfires, both in frequency and intensity, posing significant threats to both natural and urban environments.

The Marshall Fire demonstrated the catastrophic damages that can result from Louisville's WUI. Valuable lessons were learned from this fire and they should be implemented through code adjustments as development continues in Louisville. While land management is undoubtedly important to wildfire mitigation and management, building materials, construction, and zoning regulations are critical and need to be considered heavily. The following are strategies that can be leveraged into municipal code: the use of fire-resistant construction standards, home spacing, setbacks and restricted development in the WUI, and private landscaping and maintenance. Understanding and addressing that current and anticipated development in Louisville is essential for sustainable urban planning, a balance between development and the preservation of natural spaces needs to be ensured.

[8] Colorado Forest Atlas Public. (2024). *Wildland Urban Interface Risk*. Retrieved from https://help.coloradoforestatlas.org/public/wildland-urban-interface-risk

Key Gaps & Opportunities to Address

The natural environment in Louisville has some contiguous parcels and several key corridors, the continued anthropogenic pressures and uses of these lands present challenges. Interviews with stakeholders and staff identified the need to balance resources both in terms of management of existing lands versus acquisitions of newly available lands but also in terms of general balances of uses such as recreation versus conservation. As Louisville continues to develop, conversations about how to interact with the natural environment could be held in a variety of forums, including within the context of the comprehensive plan.

The climate is changing at a rapid pace, and as the City becomes more built out, greenfield development opportunities are rapidly disappearing. Fire in particular has risen as an extreme threat fueled by non-native grass species, more intense weather, and increased water scarcity and timing of hydration cycles. The Marshall fire demonstrated some of the gaps in aspects of both the built and natural environment, and the re- building efforts offer some measure of opportunity to build back better. In addition to fire, other hazards from climate and human-caused events are being investigated, and the comprehensive plan will benefit from these parallel efforts.

To complement those efforts and to set the stage for future conversations, the following are several potential gaps for Louisville to consider when thinking about future land use and the natural environment:

- The Coal Creek Corridor is an important ecological feature within Louisville, with several areas that would benefit from activities such as habitat restoration and enhancement, pollution mitigation, and invasive species removal. These activities can be balanced with engineering and management of the flood plain. The eastern portion of the corridor is showing signs of degradation as noted above, and there may be a gap in knowledge of adjacent agricultural users as well as general users of the trail and wildlands.
- Invasive species management is a growing gap due to the challenge of managing the rapid spread of invasive species with limited staff capacity.
- The power lines spanning open spaces proximate to the grassy vegetation are a known risk of ignition. By undergrounding or otherwise treating these lines to make them more resistant to weather events, future catastrophic events may be able to be avoided.

On the other hand, Louisville has several opportunities that could lead to better outcomes for the natural environment:

- The proximity to biologically rich areas in Lafayette and Boulder County, and the continued co-management agreements in place can enhance the natural dispersion of species and actively manage for more natural migration, if desired.
- The focus on fire mitigation, while stemming from a tragic event, can present an opportunity to make proactive decisions that lead to a more resilient and diverse ecosystem of native plant species, both in municipal plantings as well as the more naturalized areas.
- Assessing the current municipal code in conjunction with lessons learned from the Marshall Fire offers an opportunity to make modifications to the code that would address home hardening, zoning in the WUI, and creating requirements for defensible space creation and maintenance.
- In addition to public lands, conservation easements and land dedications can provide privately owned migration stops and seasonal and permanent habitat for a diversity of species.
- The population of Louisville is engaged on environmental issues and could be supportive of potential recommendations such as temporary trail closures, restoration efforts that limit recreation, and pilot projects aimed at climate adaptation and/or mitigation efforts.

FEHR PEERS

MEMORANDUM

To:	Alison Bourquin, Design Workshop
From:	Maggie Ostwald and Carly Sieff, Fehr & Peers
Date:	April 8, 2024
Project Name:	Louisville Comprehensive Plan
Project #:	7131
Subject:	Transportation Assessment

Contents

Introduction

Louisville is a growing city of 20,899 residents as of 2023 located in Boulder County. In addition to population growth, the City is experiencing changing land use patterns and evolving infrastructure needs. It is generally bordered by CO 42 to the east, Baseline Road to the north, and US 36 to the south.

This transportation assessment is part of the larger Louisville Comprehensive Plan. The Comprehensive Plan is a multifaceted effort to establish a long-term vision and set goals and policies for the future of Louisville. The transportation assessment addresses all modes of transportation within the town—vehicles, bicyclists, pedestrians, and transit. This summary of existing conditions also outlines all aspects of the transportation network, including travel patterns, the existing roadway, bicycle and pedestrian networks, transit services, and key gaps and opportunities for the City to address.

The transportation section of the Comprehensive Plan will build on the transportation assessment to form a vision for interconnected walking, rolling, bicycling, transit, and roadway networks in Louisville that achieves the City's Transportation Strategy overall goal to "Provide and maintain sustainable and safe transportation choices for all Louisville residents to enhance community connectivity while reducing environmental impact."

Summary of 2019 Transportation Master Plan

The 2019 Transportation Master Plan (TMP) sought to unify numerous transportation goals and previous citywide efforts under one broad plan. As shown in **Figure 1**, the eight goals of the TMP included goals to

develop a more efficient, layered, multimodal transportation system, develop complete streets, and support local economic development, environmental sustainability, and community health.

Community input collected during the planning process prioritized, in order:

- Access to destinations by walking and biking
- Regional rail transit service
- Bike lanes
- First and last mile connections to transit
- Reducing speeding in neighborhoods
- Safe pedestrian crossings.

By project types, the public most valued, in order:

- Underpasses
- Commuter rail
- Intersection safety
- Traffic congestion
- Roadway maintenance
- Bike lanes.

Figure 1: Transportation Master Plan Goals

At the time of TMP publication, the focus on Louisville's role within the surrounding region (Denver Regional Council of Governments (DRCOG), Denver's Regional Transportation District (RTD), and Boulder County) was significant. Because so much of Louisville was already developed at the time, a considerable amount of the traffic growth was expected to stem from outside the City. Only 7% of Louisville's workers both lived and worked in Louisville, further emphasizing the need for connectivity to the surrounding region. Only 22.6% of trips began and ended in Louisville, leaving a large majority of trips that only start or end in Louisville. This tends to add pressure to the key corridors within the City. Average daily traffic volumes were highest on McCaslin Boulevard, CO 42, and South Boulder Road. Most roads in Louisville had a Level of Service (LOS) of C or D (stable flow), which is reasonable for urban and suburban corridors, but CO 42 had segments of LOS E and F (slow speeds with volume at or exceeding capacity). There were three intersections identified as crash hotspots – McCaslin Boulevard and Dillon Road, South Boulder Road and CO 42, and Pine Street and CO 42.

Within Louisville city limits, a number of land use characteristics influenced travel patterns. In 2019, 59% of employment was located within just five high activity centers, but residential growth was expanding into the suburban areas. The number of apartment units in Louisville had more than doubled in recent years, in addition to the new Kestrel affordable housing neighborhood, but transit connections to these areas were still in need of development. 60% of trips made within, to, or from Louisville were not work related, leaving significant potential for walking and biking network improvements, as these non-work trips are usually shorter in distance. Street grid connectivity was high in Downtown and the Steel Ranch neighborhood and notably low along the McCaslin corridor. In 2019, Louisville on the whole had a walkability score of 38 out of 100 at the time. The network of high-comfort off-street trails was encouraging, but high-comfort on-street bike lanes were minimal. Other than the high commuter numbers

at McCaslin Boulevard, transit ridership was low – only 58 boardings and alightings per day at Main Street and Pine Street in Downtown, for example.

The 2019 TMP included the following recommended policies:

- **Designing and operating "great streets" or complete streets that accommodate all modes, ages, and abilities.** This policy applies when performing any street reconstruction, resurfacing, restriping, and maintenance. The TMP provides a framework for street cross sections based on whether walking, biking, transit, and driving are 1) optimized, 2) prioritized, or 3) accommodated. The TMP also illustrates key design elements of successful intersections, pedestrian and bicycle crossings, and bicycle facilities.
- **Creating walkable and bikeable places.** The plan cites downtown Louisville as a good example: "The grid network in the Downtown area has lower traffic speeds, a high intersection density, or connectivity among the streets, well-marked pedestrian crossings and wide sidewalks and amenities such as street furniture and patios buffering the sidewalks to the street. Additionally, there are many destinations within a short distance. This provides multiple, direct routes for people to travel, reducing the reliance on an automobile for short trips and encouraging active transportation options." This section stresses the need to promote walkability along South Boulder Road.
- **Incorporating transit-oriented development to create walkable mixed-use neighborhoods near bus service.** While the plan mentions downtown and Downtown East Louisville (DELO) as areas with a foundation for TOD development, additional investment could create a future commuter rail station or major transit hub.
- **Considering ways in which investments in technology can improve safety, efficiency, and equity of the transportation network.** This could include shared mobility, flexible loading zones for goods and passengers, and EV charging.

The 2019 TMP included the following recommended projects:

- **Corridor projects such as SH 42** (which included a recommended underpass connection to downtown via South or Short Street) and South Boulder Road.
- **Bicycle connections needed to complete a connected bicycle network that will support all ages and abilities**, including bike lanes and bike lane improvements on Cherry Street, Via Appia, and South Boulder Road.
- **Connectivity and safety improvements at street and trail intersections and completion of sidewalk gaps, including traffic calming.** Examples of projects include nine proposed underpasses, shortened crossing distances and curb extensions, and other crossing improvements across the City.
- **Enhancements of key connections between the recreation center, neighborhood bikeways, trails, and downtown**; such as traffic calming, placemaking elements, wayfinding, and intersection treatments.
- **Transit improvements** including 1) new fixed route connections, 2) a neighborhood EcoPass program, 3) first and last mile access improvements to McCaslin Station, 4) bus stop improvements, 5) Northwest Rail peak service, and 6) planning for a Northwest Rail station outside of downtown near the Colorado Tech Center.

The TMP included recommended programs such as neighborhood speed management, travel demand management, Safe Routes to School, Fun Routes, open streets, a bike share network, safety/maintenance/training, coordinated wayfinding, national recognition designation as a Bicycle Friendly Community, and data collection and monitoring.

Progress Since 2019

Several projects have been implemented since the 2019 TMP, moving the City towards the policy goals of creating "great streets" and creating walkable and bikeable streets. On a city-wide scale, the 2019 TMP

is a useful tool for coordinating simultaneous mobility improvements during annual paving projects such as the painting of bike facilities. The use of advisory bike lanes, such as those that were recently installed on Dahlia Street and Polk Avenue, was approved and added to the 2023 Pavement Marking contract. Connected to the Polk and Dahlia advisory bike lanes are new buffered bike lanes installed on Pine Street between Via Appia and Johnson Street and buffered bike lanes on S Madison Avenue between Dahlia Street and Cherry Street and on Century Drive between Dahlia Street and McCaslin Boulevard. Pedestrian safety and connectivity were upgraded with improved at-grade crossings on South Boulder Road between Eisenhower Dr and Main Street. Additionally, buffered bike lanes have been installed on Cherry Street. Also underway are plans to install buffered bike lanes on Via Appia and bike boxes at the intersections of Dahlia Street and Cherry Street, Appia Way and South Boulder Road, and Via Appia and McCaslin Boulevard. Multimodal accessibility to Downtown has improved with new bike parking, including e-bike parking areas.

Regional network goals have also made progress following the TMP. Significant strides were made in city-wide signal retiming, in addition to developing Louisville's first Traffic Signals Management Plan and receiving a DRCOG Regional Transportation Operations and Technology grant for upgraded signals hardware. Planning and preliminary engineering began for multimodal improvements on SH 42, one of Louisville's most congested corridors. RTD's Route 228, which serves Louisville, Superior, and Broomfield, was rerouted to have a more direct route along South Boulder Road and was extended on the north end to reach Lafayette.

Regarding the goal to leverage technology to improve transportation safety, efficiency, and equity, it is unclear with our existing knowledge whether this goal has been assessed. More information is desired about recent uses of emerging innovations such as flex zones, electric vehicle accommodations, and micromobility.

Existing Multimodal Networks

The maps below show the existing transportation networks for vehicles, transit, bicyclists, and pedestrians. These networks generally show urban and suburban development, infrastructure, and connectivity in the downtown area with arterial connections in the surrounding suburban areas. Opportunities for improvements are plentiful, especially in the areas surrounding the suburban arterials.

Louisville's roadway network, as shown in **Figure 2,** consists of a well-connected grid in the downtown area and many suburban developments stemming from higher speed arterial roadways. Areas with room for development such as the southeast corner of the City are lacking a more connected roadway network. McCaslin Boulevard, South Boulder Road, and Via Appia are the three major arterial connections that provide mobility across the City.

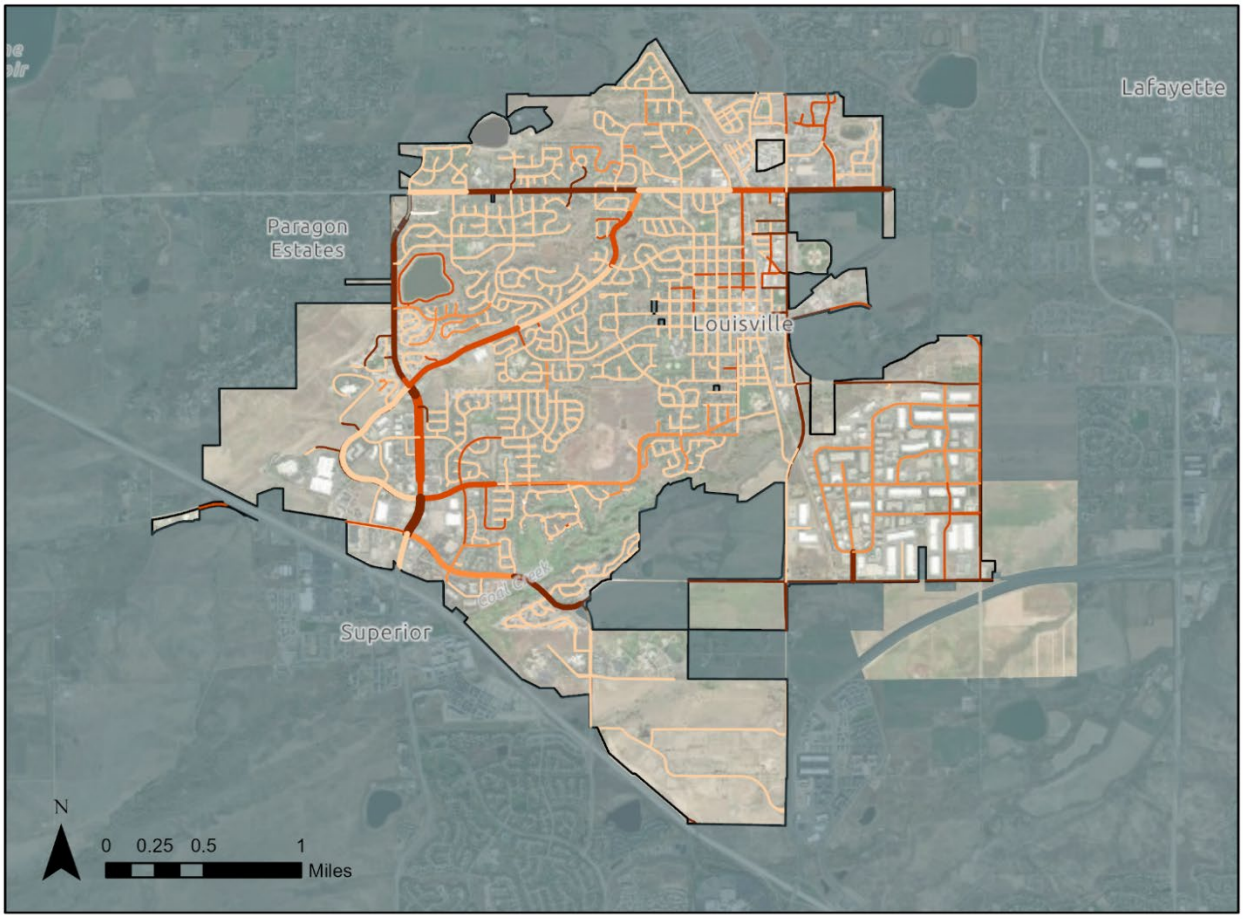
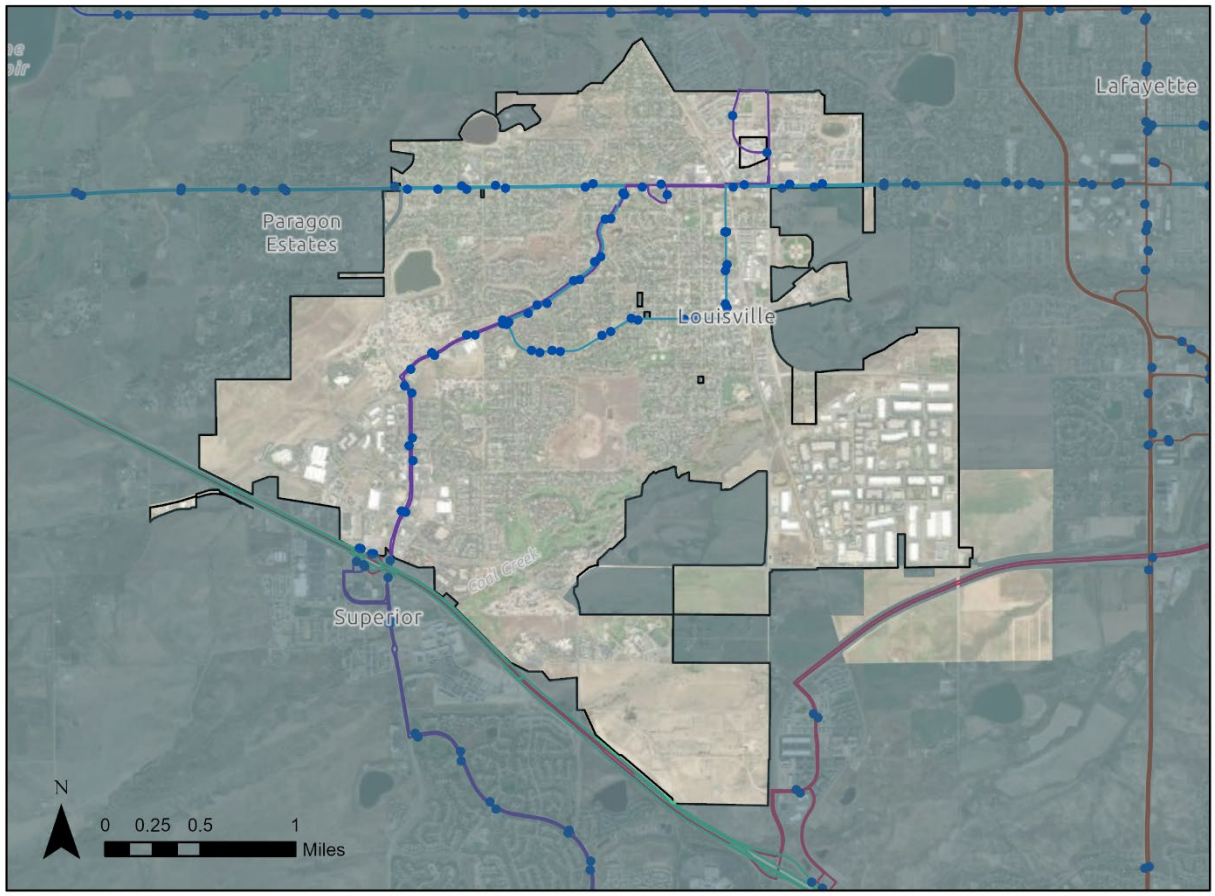


Figure 2: Existing Roadway Network

Figure 3 shows the existing transit network. Louisville is served by two primary RTD bus routes within the City –routes 228 and the DASH. The DASH route dips into Louisville from South Boulder Road to serve the downtown area. The Flatiron Flyer also provides regional connections between Denver and Boulder along the US 36 corridor. There are notably no transit options providing access to the suburban neighborhoods, and there is no transit available in the Colorado Technology Center, a major employment hub. This provides a first/last mile gap for transit users trying to access bus stops from their homes or

places of employment.



LEGEND

- City Boundary
- Bus Stops

Bus Routes

- Louisville / Broomfield (228)
- Boulder / Lafayette via Louisville (DASH)
- Boulder / Denver Airport (AB)
- Flatiron Flyer (FF)
- Boulder / Lafayette via Baseline (225)
- Longmont / Denver (LD)

Figure 3: Existing Transit Network

Figure 4 shows the existing bicycle network. The existing network of bicycle facilities in Louisville is robust and even reaching into suburban developments, but has gaps. Designated bike lanes are present on many of the City's major arterials, including Via Appia, McCaslin Boulevard, South Boulder Way, and Dillon Road, and there have been several new bicycle facilities introduced in recent years. The Coal Creek Trail can be used to access the Colorado Technology Center, but bicycle infrastructure within that area is limited. Existing bike facilities on arterials should be evaluated for their level of comfort for users of all ages and abilities, given the volume and speed on adjacent roadways.

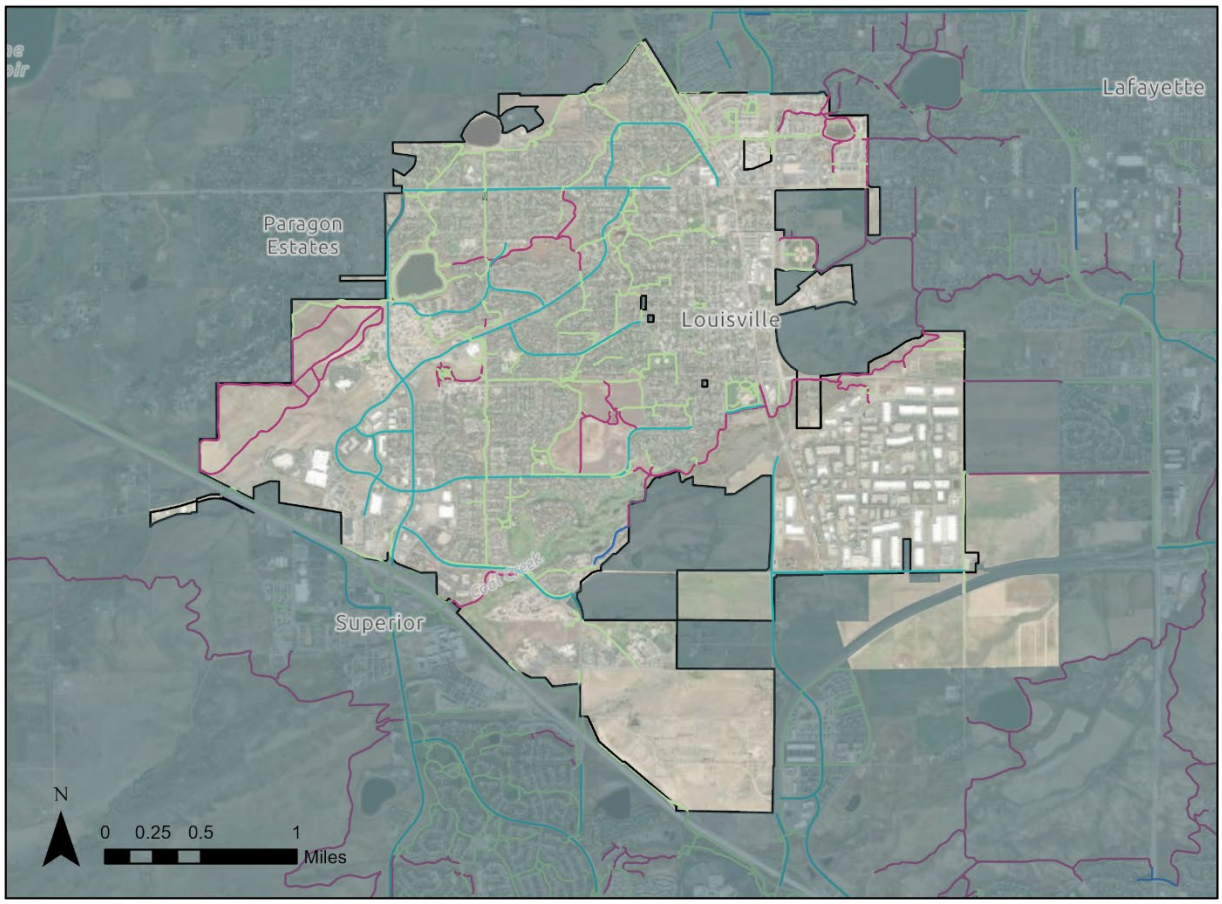


Figure 4: Existing Bicycle Network

Figure 5 shows the existing pedestrian network. Louisville has sidewalks on most roads and most of them are wide enough to comply with ADA accessibility regulations. Sidewalk facilities are wide in the immediate areas surrounding Main Street, but many of the sidewalks in the rest of downtown grid are insufficient. Most suburban neighborhoods have been built with sidewalks, and this should continue with future development, especially in mixed-use and high-density development.

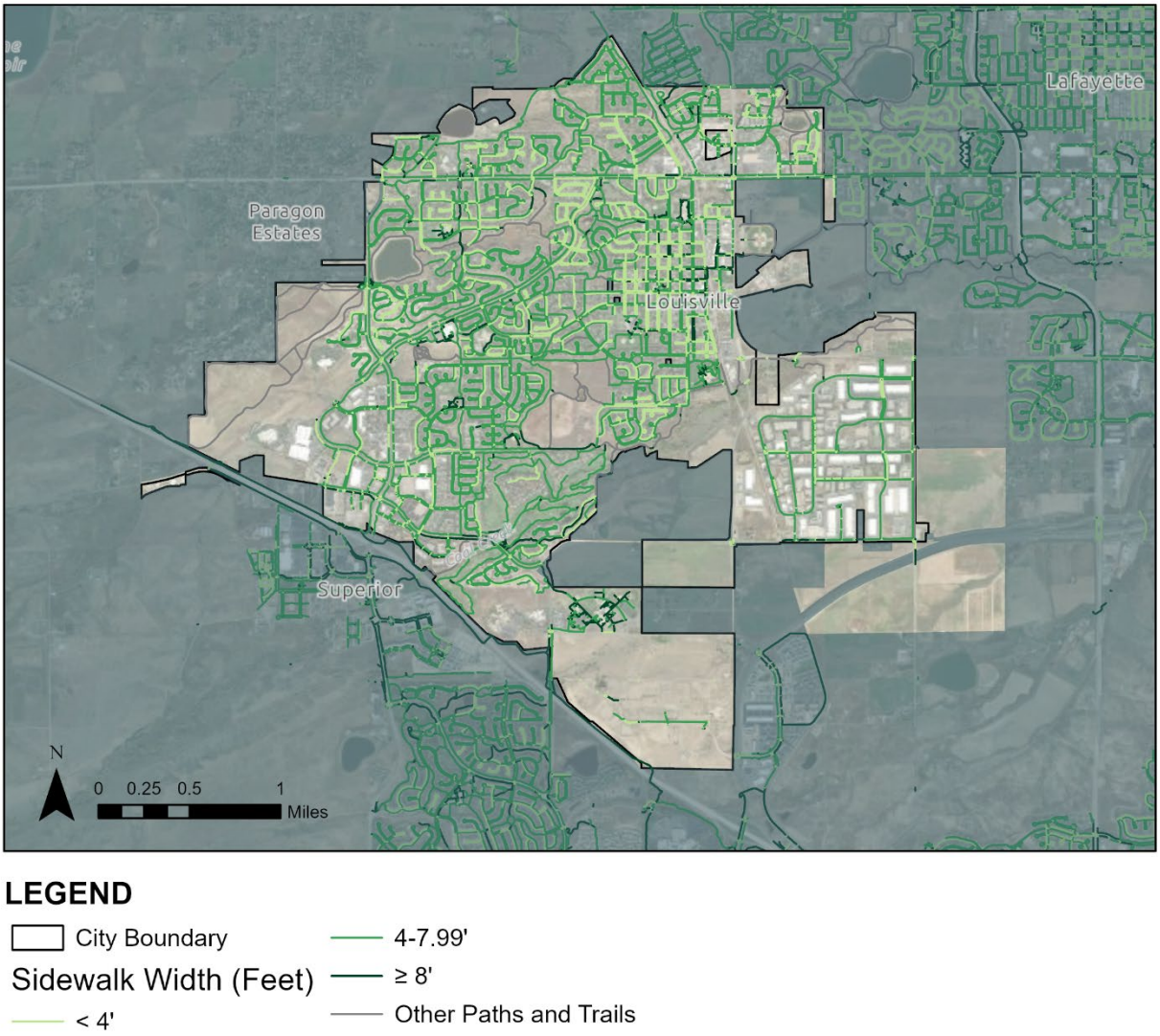


Figure 5: Existing Pedestrian Network

In 2021, only 11.3% of Louisville residents were working in Louisville, leaving almost 90% of the population to rely on the transportation network to get to jobs outside of Louisville. Over 16,000 people who live outside of Louisville are coming to Louisville to work. About half of Louisville residents live less than ten miles from their job. About 95% of Louisville residents have access to at least one vehicle. In 2021, 65% of residents were driving themselves or carpooling to work, while 26% were working from home. The average household spends 18% of their income on transportation.

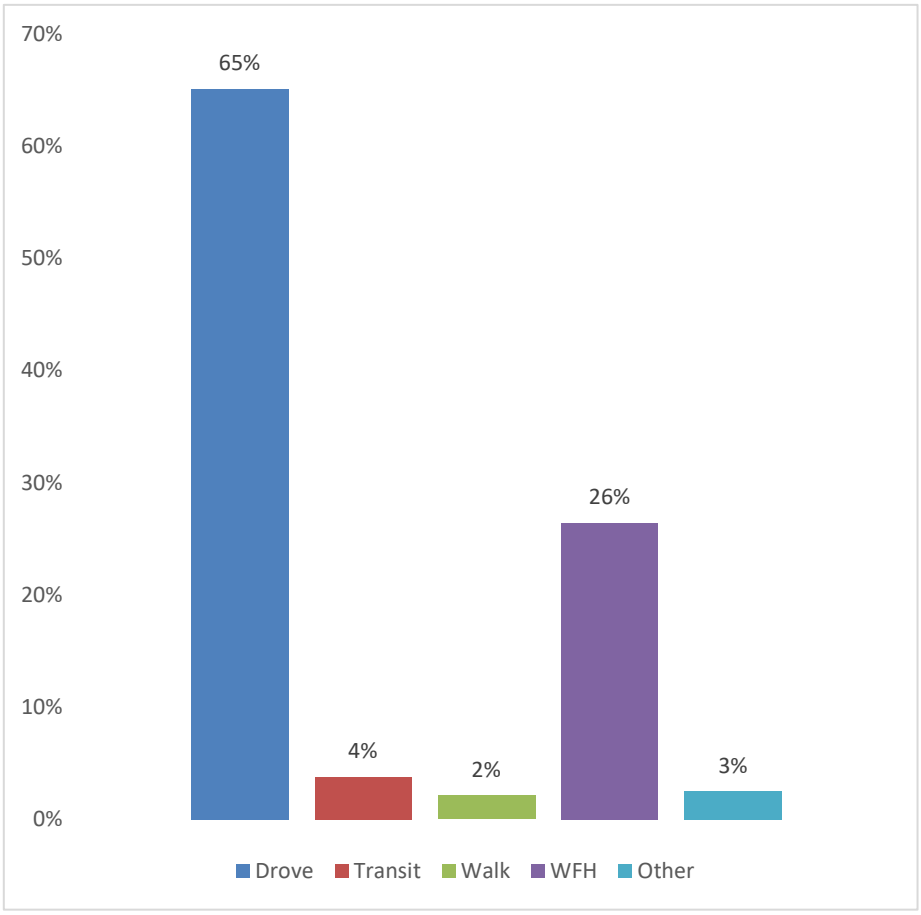


Figure 6: City of Louisville Commute Mode Share (2021)

Key Gaps & Opportunities to Address

Three focus group meetings were conducted in Fall/Winter 2023 with local experts and key stakeholders, with one focus group focused exclusively on transportation. Participants' top priorities included bicycle and pedestrian safety and connectivity, transit connectivity, and street design as shown in Figure 7. Several community members expressed pride in the downtown area, and several others expressed interest in maintaining a strong small-town connection by encouraging walking and biking.

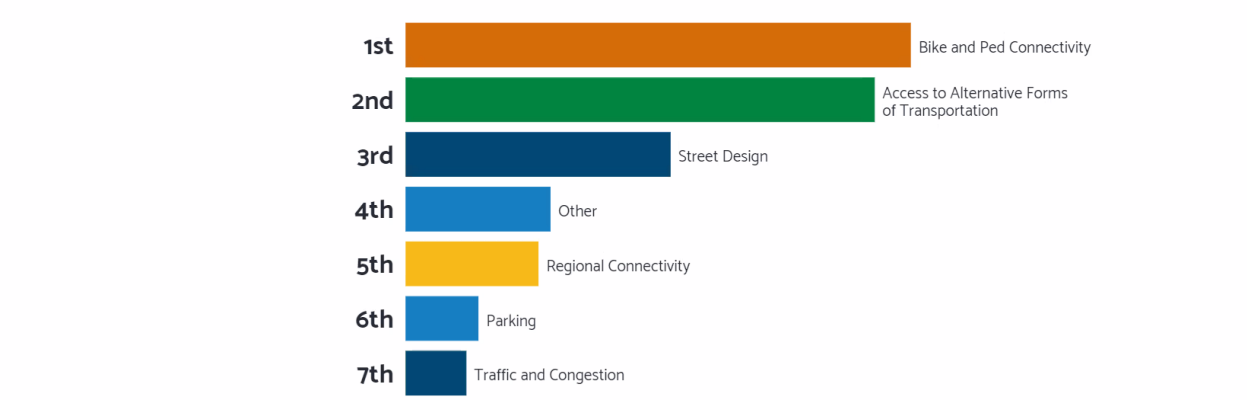


Figure 7: Focus Group Top Transportation Priorities for the Comprehensive Plan

With community members increasingly concerned about local traffic growth, improving regional connectivity in key corridors is critical. In addition to working with RTD to improve bus service and multimodal access on SH 42 as well as South Boulder Road, it is also important to address demand on other arterials such as McCaslin Boulevard. Additionally, the growth of Colorado Technology Center (a 600-acre industrial park south of SH 42 and west of S 104th Street) presents an immediate need for transit access to reduce the impact of this employment hub on vehicular traffic in Louisville, and the Redtail Ridge area is planned for development and will have its own transportation demands and impacts.

The 2019 Transportation Master Plan identified bicycle and pedestrian connectivity as a high priority in the City. Projects involving completing sidewalk gaps, underpasses, on-street bike facilities, and user comfort should be prioritized. Emphasizing building for and increasing the percentage of short trips not in a single occupancy vehicle in Louisville will help reduce congestion and increase sense of community, which is highly regarded in Louisville. An increase in bicycle and pedestrian mode split is especially feasible in mixed-use and affordable housing communities if bicycle and pedestrian infrastructure is improved. With this background in mind, the Comprehensive Plan serves as an opportunity to reassess community priorities and refresh transportation plans to best serve community desires, while aligning land use in Louisville with transportation policies and decisions.

MEMORANDUM

To: City of Louisville

From: Economic & Planning Systems, Inc.

Date: February 12, 2024

Project Name: Louisville Comprehensive Plan

Project #: 7131; EPS #233040

Subject: Market Analysis of Growth Potential and Trends

Contents

1. INTRODUCTION AND SUMMARY OF FINDINGS

This market analysis report was prepared as part of the City of Louisville's update to its Comprehensive Plan. Major findings of this work will be included in the larger plan document; this technical analysis is included as an appendix.

The report is presented in three chapters following this Introduction and Summary of Findings as follows:

- Economic and Demographic Conditions provides an analysis of existing conditions in the City, including population, demographics, and employment, as well as projected growth and regional context.
- Market Conditions outlines commercial market conditions in the City and region since 2010, including office, industrial/flex, and retail. Forecasts for construction are developed for the 2023 to 2045 time period to estimate new demand over this time period.
- Opportunity Areas build off the data analysis to identify opportunity areas, which will be utilized throughout the planning process.

Summary of Findings

Louisville's population peaked in 2018, and the population is aging.

The city's population steadily grew from 2010 to 2018, growing by an average of 1.8 percent annually over this time (an average of 356 residents per year). From 2018 to 2022, Louisville's population began decreasing - even before the Marshall Fire - declining by an average of 465 residents annually. At the same time, Louisville has the highest median age among communities in Boulder and Broomfield counties, at 43.6 years, and the population is aging more quickly than other communities.

The greatest concentration of jobs in the city is in Manufacturing, and the industry accounted for a significant amount of employment growth since 2010.

About 21 percent of jobs in Louisville are in Manufacturing, and one-third of employment growth between 2010 and 2022 was in that industry. Professional and Technical Services (17.2 percent) and Health Care (14.5 percent) are the next largest employment industries in the city.

Most Louisville residents leave the city for work, and most employees within the city live elsewhere.

In 2021, Louisville residents made up 6.4 percent of the city's employment base, while nearly 94 percent of people who work in Louisville live outside the city. Approximately 40 percent of Louisville residents work within Boulder County, including about 22 percent in the City of Boulder. Roughly 23 percent of Louisville workers live in Boulder County including 6.4 percent who live in Louisville, 5.5 percent in the City of Boulder, 5.6 percent in Lafayette, and 5.6 percent in Longmont.

Industrial development has been the primary driver of real estate growth in Louisville since 2010. Flex/R&D space is also a significant driver of growth.

Since 2010 the city has added 1.4 million square feet of new industrial space, accounting for nearly 98 percent of new industrial development in Boulder County. Over this same time the city added 780,000 square feet of new Flex/R&D development, which represents 16.5 percent of the Denver Metro area growth (outpacing its share of inventory, which was 4.5 percent in 2023). Within the city, this space is concentrated in CTC and Centennial Valley Business Park, which together account for nearly 77 percent of the Flex/R&D inventory in the city.

Employment growth will be more significant than population growth in the city over the next 20 years.

Between 2022 and 2045 Louisville is expected to add 1,445 residents and 17,349 jobs (based on current trends, recognizing that economic development efforts to recruit large employers could increase this number). This is a much larger differential than in the county overall, which is expected to add approximately 46,500 residents and 100,400 jobs.

Several opportunity areas within the city warrant additional exploration through the Comprehensive Plan process.

Land for new residential development is limited, and outside of key greenfield sites residential development would primarily need to take place through infill and redevelopment.

Multifamily and mixed-use retail development would also need to take place through infill and redevelopment. The most significant opportunities for this are along McCaslin Boulevard and South Boulder Road, where vacant and outmoded retail stores and centers offer potential for redevelopment.

Employment growth (office, industrial, and flex/R&D) is likely to be the largest growth sector in the city. This is likely to be concentrated in existing employment nodes (CTC, Bolder Innovation Campus, and Centennial Valley), as well as in the Redtail Ridge development (if approved).

2. ECONOMIC AND DEMOGRAPHIC CONDITIONS

This chapter provides an overview of the economic and demographic conditions within the City of Louisville and surrounding region. Population, household, and employment trends since 2010 are analyzed, and housing data from the recently completed Housing Needs Assessment is summarized. Growth forecasts are provided through 2045 to estimate future demand for development in the city.

This analysis addresses three key questions:

- What are the current conditions and characteristics of growth in Louisville?
- How do changes and current conditions in Louisville compare to the region?
- What impact do these growth trends have on opportunities and demand for new development?

Demographics

Population and Households

In 2022, the City of Louisville had a population of 19,394 residents. As shown in **Table 1**, from 2010 to 2022 Louisville gained 988 residents, or 82 residents per year, an annual growth rate of 0.4 percent.

While this indicates overall growth during this time period, Louisville's population peaked in 2018 at approximately 21,252 residents. From 2010 to 2018, Louisville's population grew by a total of 2,846 residents, an average annual growth rate of 1.8 percent. After 2018, population growth began to flatten and decline, even prior to the Marshall Fire in 2021. From 2018 to 2022, Louisville's population decreased at an average annual rate of 2.3 percent, which translates to a total loss of 1,858 residents (an average of 465 annually).

These recent trends generally align with Boulder County overall, which also saw population grow at an annual rate of 0.9 percent from 2010 to 2022. Like Louisville, the County at large, (as well as Superior and Broomfield) saw higher population growth rates from 2010 to 2018 compared to after 2018. Lafayette is the only peer municipality that has grown faster since 2018 than from 2010 to 2018.

Superior saw the slowest population growth from 2010 to 2018 (0.6 percent annually), and also declined from 2018 to 2022 (-1.6 percent annually), while Lafayette and Broomfield grew faster than the County overall, adding population at 1.9 percent and 2.6 percent annually, respectively, from 2010 to 2022. Broomfield has had the most significant growth of these communities, adding an average of 1,671 residents annually since 2010.

Table 1. Population Trends, 2010-2022

				2010-2018			2018-2022			2010-2022		
Population	2010	2018	2022	Total	Ann. #	Ann. %	Total	Ann. #	Ann. %	Total	Ann. #	Ann. %
Louisville	18,406	21,252	19,394	2,846	356	1.8%	-1,858	-465	-2.3%	988	82	0.4%
Lafayette	24,545	28,192	30,890	3,647	456	1.7%	2,698	675	2.3%	6,345	529	1.9%
Superior	12,497	13,071	12,240	574	72	0.6%	-831	-208	-1.6%	-257	-21	-0.2%
Broomfield	56,107	71,322	76,155	15,215	1,902	3.0%	4,833	1,208	1.7%	20,048	1,671	2.6%
Boulder County	295,605	328,056	327,424	32,451	4,056	1.3%	-632	-158	0.0%	31,819	2,652	0.9%

Source: Colorado Dept. of Local Affairs; Economic & Planning Systems

As household estimates from the Colorado Department of Local Affairs are not yet available beyond 2019 for the communities listed in **Table 2**, household trends from ESRI are shown below for the 2010 to 2023 period. From 2010 to 2023, Louisville added 1,004 households, or 77 households per year. Similar to population trends, Lafayette and Broomfield saw household growth at a much higher rate, adding an average of 219 and 819 households annually, respectively.

Table 2. Household Trends, 2010-2023

Description	2010	2023	2010-2023 Total	2010-2023 Ann. #	2010-2023 Ann. %
Households					
Louisville	7,552	8,556	1,004	77	1.0%
Lafayette	9,689	12,537	2,848	219	2.0%
Superior	4,514	5,022	508	39	0.8%
Broomfield	21,408	32,058	10,650	819	3.2%
Boulder County	119,307	135,802	16,495	1,269	1.0%

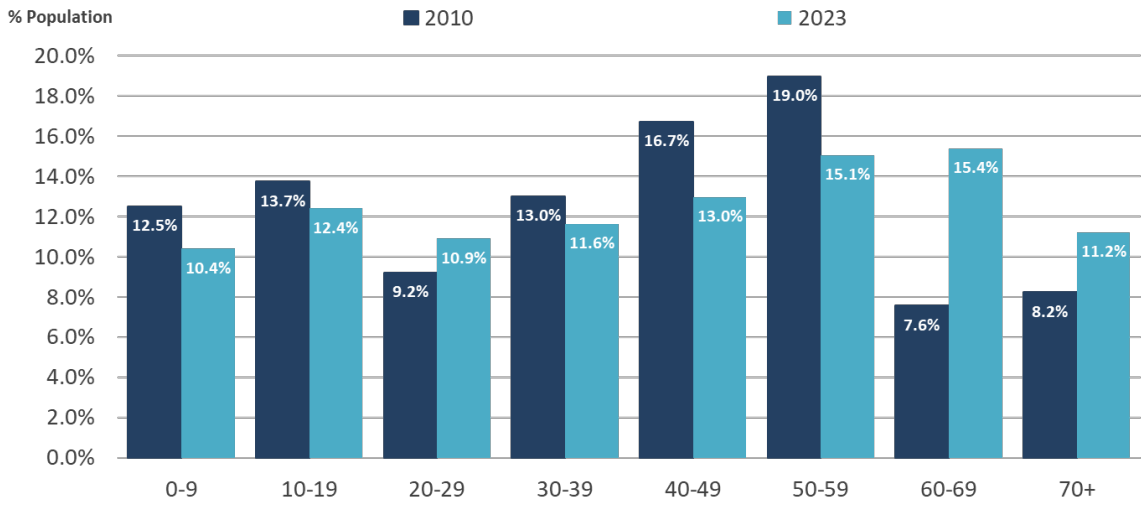
Source: ESRI Business Analyst; Economic & Planning Systems

Age

In 2023, the City of Louisville had a median age of 43.6 years, and nearly 55 percent of residents were over 40, as shown in **Figure 1**. This is the highest median age among communities in the area, and the only community with a median age above 40. The median age in Louisville has increased from 41 years in 2010, and the City was the only community to see its median age increase by over two years during this time period.

As a percentage of the population, residents ages 19 years old and below have decreased since 2010 by 3.4 percentage points, from 26.2 percent of the population to 22.8 percent. At the same time, the percentage of the population in older cohorts has increased significantly since 2010. In 2010, residents ages 60 to 69 comprised 7.6 percent of the population – by 2023 this group accounted for 15.4 percent of City residents. Similarly, residents 70 years older now make up 11.2 percent of the population, an increase of 3.0 percentage points since 2010. This illustrates the rapid aging of the population in Louisville, a trend seen in many communities. The only age group below 60 to increase as a percentage of the population was the 20–29 year cohort. This group grew slightly, increasing from 9.2 to 10.9 percent of the population; this growth may be in part due to the construction of new multifamily apartment buildings that are more accessible and affordable to young adults.

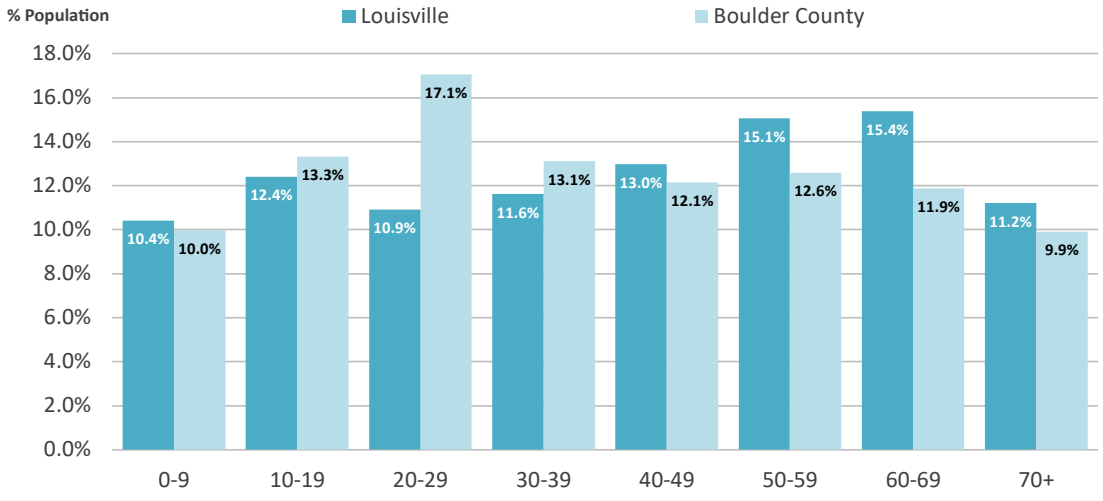
Figure 1. Louisville Age Distribution, 2010-2023



Source: ESRI Business Analyst; Economic & Planning Systems

The population of Boulder County is also aging, but not to the same extent as Louisville. In the County, the 60 to 69 age cohort increased by 4.3 percentage points between 2010 and 2023 (compared to 7.8 percentage points in the City) and residents aged 70 and older increased by 2.2 percentage points (3.0 in the City). As shown in **Figure 2**, Louisville residents skew older than the county, with a higher share of the population in all age groups above forty.

Figure 2. Louisville and Boulder County Age Distribution, 2023

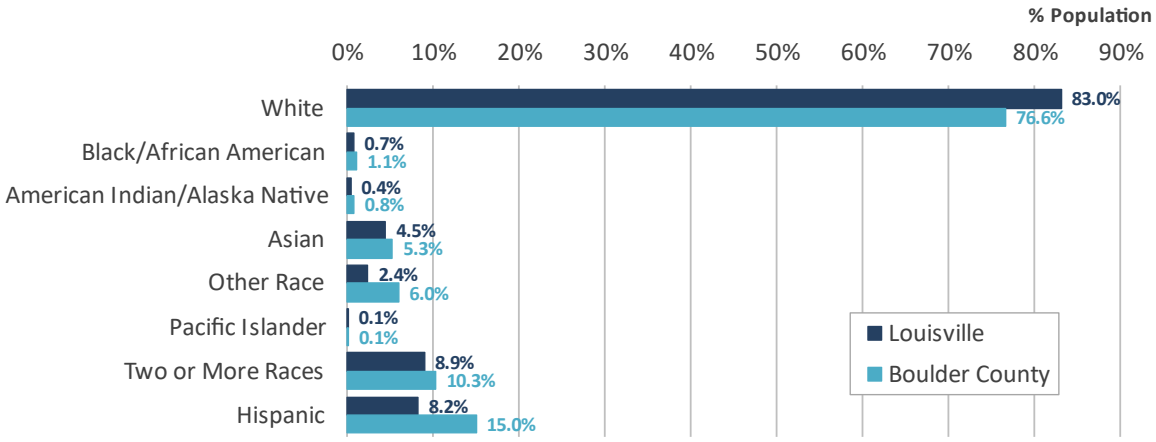


Source: ESRI Business Analyst; Economic & Planning Systems

Race and Ethnicity

As shown in **Figure 3**, Louisville has a higher share of White residents than Boulder County overall. In 2023, 83 percent of Louisville residents were White compared to 76.6 percent of residents in the County. Additionally, Louisville has a lower share of residents in every racial group other than White compared to Boulder County.

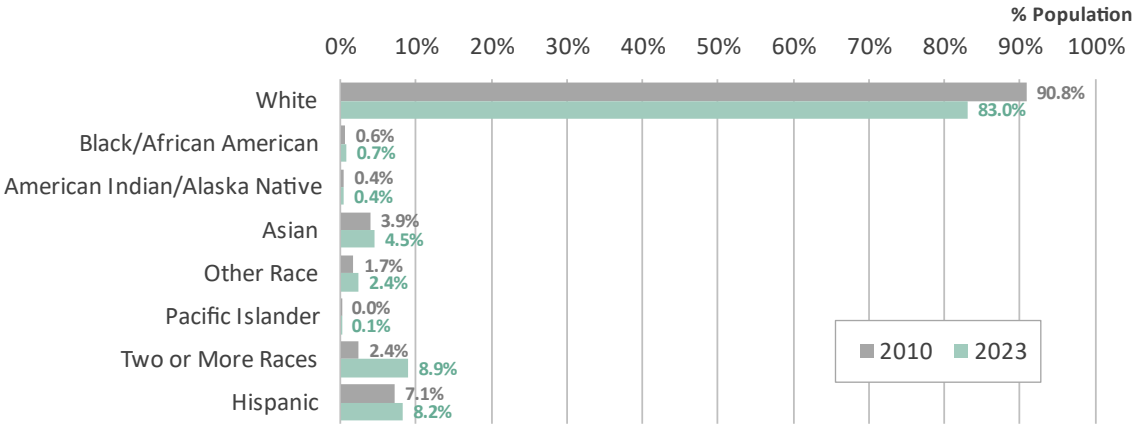
Figure 3. Louisville and Boulder County Race Distribution, 2023



Source: ESRI Business Analyst; Economic& Planning Systems

The population in Louisville has become more diverse since 2010, as shown in **Figure 4**. Between 2010 and 2023, the share of Louisville's White population decreased from 90.8 percent to 83.0 percent, while the share of every other racial group has increased or remained the same.

Figure 4. Louisville Race Distribution, 2010-2023



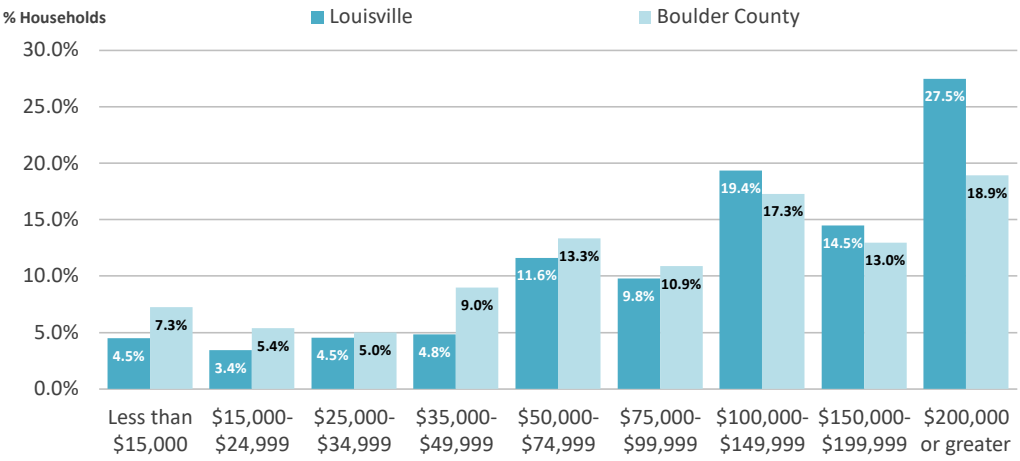
Source: ESRI Business Analyst; Economic& Planning Systems

Household Income

Louisville residents have higher incomes compared to Boulder County as a whole. In 2023, the median household income in Louisville was $124,459, compared to $97,612 in Boulder County overall. Louisville has a lower share of low-income households than the County and a much higher share of households with higher incomes, indicating that there is more wealth in Louisville than surrounding municipalities.

As shown in **Figure 5**, about 61 percent of Louisville households have household incomes over $100,000, compared to 49 percent in Boulder County, and 27.5 percent have household incomes above $200,000, compared to 18.9 percent in Boulder County. Additionally, 27 percent of households in Boulder County, and just 17 percent in Louisville, have an annual household income below $50,000.

Figure 5. Household Income Distribution, 2023



Source: ESRI Business Analyst; Economic & Planning Systems

Housing

In 2023, the City completed a Housing Needs Assessment outlining housing issues, needs, and opportunities. Because this study was completed just as the Comprehensive Plan effort was beginning, housing data and needs are not addressed in detail in this report. Key findings outlined in that report include:

- Louisville had 8,665 housing units in 2021, comprising approximately 6 percent of the county's housing inventory.
- Louisville's housing stock has grown at a slower pace than other areas in Boulder County, with an 11 percent increase in its housing inventory between 2011 and 2021 (892 new units).
- Over two-thirds of housing in Louisville (67 percent) is single family detached units; 9 percent is in structures with 1 to 4 units (attached); 22 percent is multifamily (5 or more units).
- In 2023 the average home price in Louisville was $831,000, the second highest in the county (behind the City of Boulder). Average home prices in Louisville were approximately $150,000 more expensive than the overall county.
- Louisville has a slightly higher homeownership rate than the county, with 68 percent of households in the city owning their homes (compared to 63 percent in the county).

Marshall Fire Housing Impacts

On December 30, 2021, the Marshall Fire began in unincorporated Boulder County and spread to the Town of Superior and the City of Louisville. Louisville lost an estimated 549 residential properties from the fire (out of 8,668 total housing units) including 519 detached single-family homes and 30 attached single family and multifamily properties. This loss equates to 6.3 percent of the total housing stock. Louisville has been working to rebuild housing following the Marshall Fire, with 148 units rebuilt and occupied, 237 houses/units under construction, and 25 permits under review as of early 2024.

Population and Household Growth

Population growth is based on the Colorado Department of Local Affairs (DOLA) population projections for Boulder County, which show the county growing at 0.6 percent annually to 2045. This growth would result in a 2045 population of 373,973 in the county, or 46,549 new residents between 2022 and 2045 (note that 2022 is used as the base year to remain consistent with DOLA data). To determine growth in Louisville, the city's historic capture of county growth was applied to this growth projection. Between 2010 and 2022, Louisville captured 3.1 percent of Boulder County population growth. Applying this factor to the 46,549 anticipated new residents in the county between 2022 and 2045, the city is expected to add 1,445 residents over this time period, as shown in **Table 3**.

Using the historic (2010-2020) average household size of 2.42 persons per household, this population growth translates to an increase of 597 households over the 2022 to 2045 time period. Applying a 5 percent vacancy factor (which is typical and necessary in a housing market to allow for movement between units), 627 housing units will be required by 2045 to accommodate this growth.

Table 3. Population and Household Growth Forecasts

Description	2010	2022	2045	Growth 2010-2022	Growth 2022-2045	Annual Growth Rate 2010-2022	Annual Growth Rate 2022-2045
Population							
Louisville	18,406	19,394	20,839	988	1,445	0.4%	0.3%
Share of County Growth		3.1%	3.1%				
Boulder County Population	295,605	327,424	373,973	31,819	46,549	0.9%	0.6%
Households							
Louisville	7,549	8,014	8,611	465	597	0.5%	0.3%
Average HH Size	2.42	2.42	2.42				

Source: Colorado Department of Local Affairs; Economic & Planning Systems

While growth is projected for the city as a whole, it is not likely to occur consistently across the city's neighborhoods. The established areas with little land available for new development are likely to experience a slower growth rate, while a higher growth rate is more likely in the few undeveloped areas with more development capacity.

This housing growth will likely occur at a variety of scales – from single family homes to townhome or rowhomes to multifamily apartment projects – based on the recommendations of the Housing Needs Assessment.

Employment

Boulder County

As of 2022, Boulder County as a whole had 207,799 jobs, as shown in **Table 4**. The largest employment industry in the County was Professional and Technical Services with 38,022 jobs, which accounted for 18.3 percent of Boulder County total employment. This was followed by Health Care with 23,815 jobs (11.5 percent) and Education with 23,504 jobs (11.3 percent).

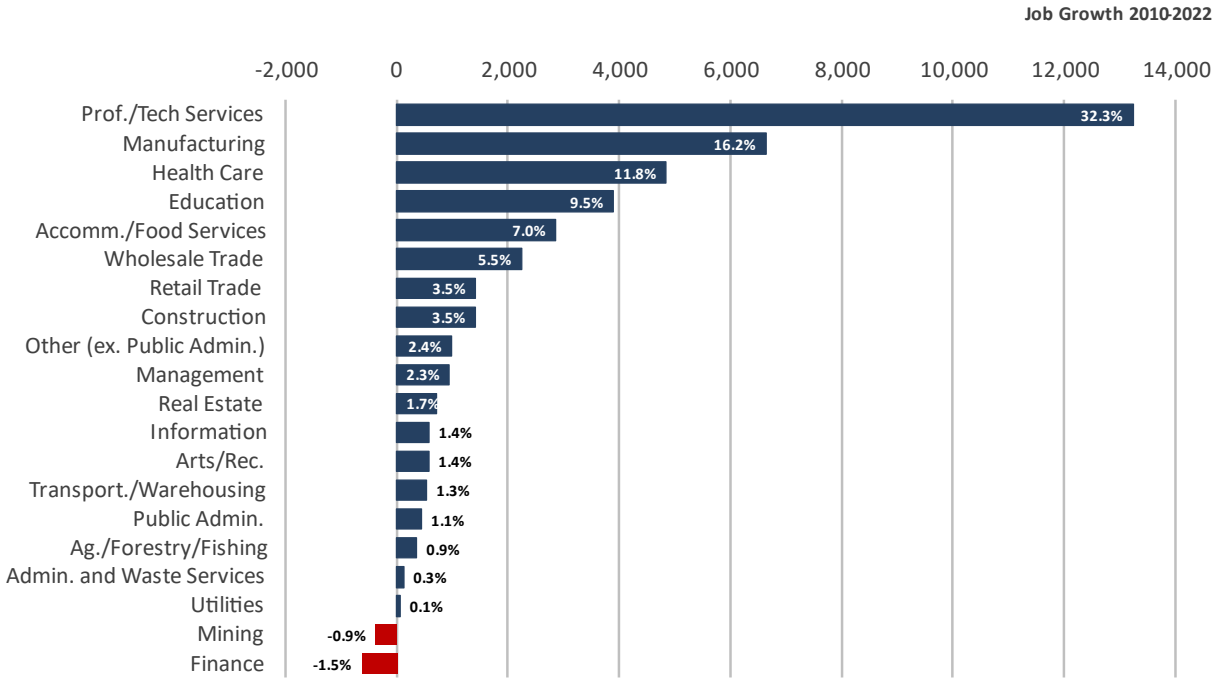
Table 4. Boulder County Employment by Industry, 2010-2022

Description	2010	2022	2010-2022 Total	2010-2022 Ann. #	2010-2022 Ann. %
Boulder County					
Agriculture, Forestry, Fishing & Hunting	780	1,141	361	30	3.2%
Mining	587	224	-363	-30	-7.7%
Utilities	339	398	58	5	1.3%
Construction	5,820	7,247	1,427	119	1.8%
Manufacturing	15,765	22,404	6,639	553	3.0%
Wholesale Trade	5,094	7,344	2,250	187	3.1%
Retail Trade	15,936	17,365	1,429	119	0.7%
Transportation and Warehousing	2,115	2,656	541	45	1.9%
Information	9,062	9,642	580	48	0.5%
Finance and Insurance	5,171	4,546	-625	-52	-1.1%
Real Estate and Rental and Leasing	2,918	3,635	716	60	1.8%
Professional and Technical Services	24,783	38,022	13,239	1,103	3.6%
Management of Companies and Enterprises	924	1,873	949	79	6.1%
Administrative and Waste Services	6,734	6,856	123	10	0.2%
Educational Services	19,598	23,504	3,906	325	1.5%
Health Care and Social Assistance	18,964	23,815	4,851	404	1.9%
Arts, Entertainment, and Recreation	3,660	4,236	576	48	1.2%
Accommodation and Food Services	14,439	17,308	2,869	239	1.5%
Other Services, Ex. Public Admin	6,527	7,528	1,001	83	1.2%
Public Administration	7,591	8,036	445	37	0.5%
Unclassified	9	20	10	1	6.3%
Total - All Industries	**166,817**	**207,799**	**40,982**	**3,415**	**1.8%**

Source: JobsEQ; Economic & Planning Systems

Employment in the county increased from 2010 to 2022 by a total of 40,982 jobs or an average of 3,415 jobs per year - a growth rate of 1.8 percent annually. The Professional and Technical Services sector grew the most with the addition of 13,239 jobs, which accounts for 32.3 percent of Boulder County total employment growth, as shown in **Figure 6**. Other growing industries include Manufacturing with 6,639 new jobs (16.2 percent of job growth), Health Care with 4,851 jobs (11.8 percent), and Education with 3,906 jobs (9.5 percent). Growth in Professional and Technical Services and Manufacturing outpaced those industries share of overall employment, indicating that these are growth sectors in the region.

Figure 6. Boulder County Employment Growth by Industry, 2010-2022



Source: JobsEQ Economic & Planning Systems

Louisville

Louisville had 20,262 wage and salary jobs in 2022, as shown in **Table 5**. The city's largest industry in 2022 was Manufacturing with 4,273 jobs (21.1 percent of total jobs), followed by Professional and Technical Services with 3,476 jobs (17.2 percent), Health Care with 2,928 jobs (14.5 percent), and Retail Trade with 1,435 jobs (7.1 percent). Together, Manufacturing, Professional and Technical Services, and Health Care make up over half of jobs in the city.

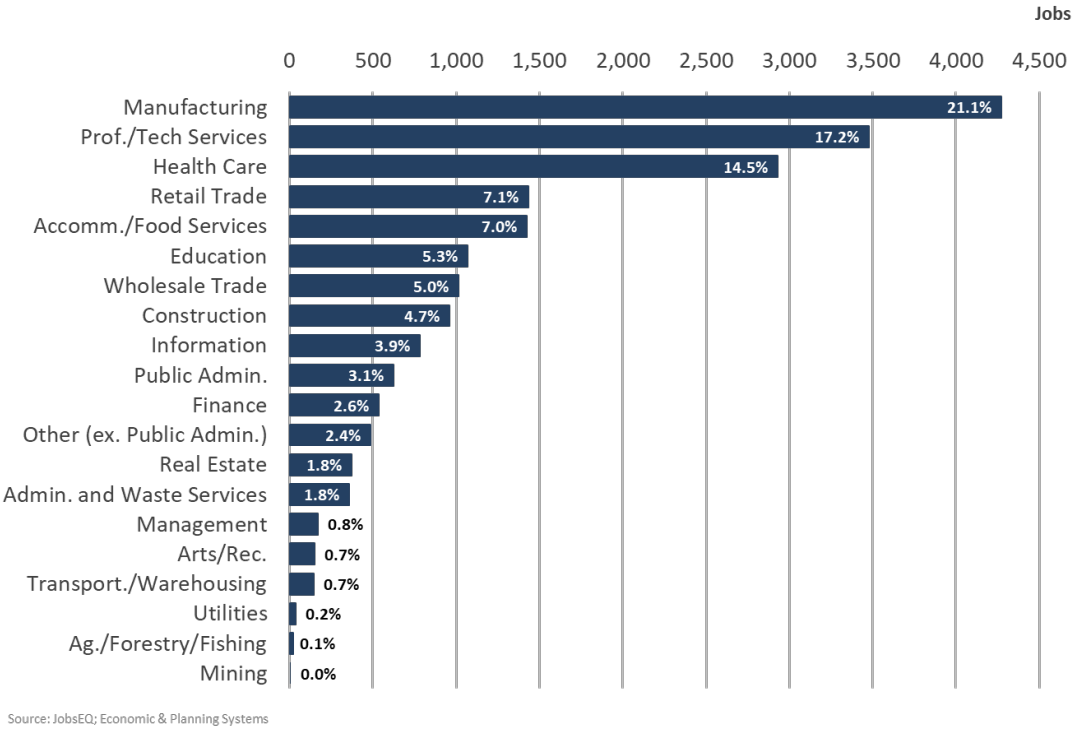
Table 5. Louisville Employment by Industry, 2010-2022

Description	2010	2022	2010-2022 Total	2010-2022 Ann. #
Louisville				
Agriculture, Forestry, Fishing & Hunting	9	24	14.5	1.2
Mining	5	7	1.7	0.1
Utilities	0	38	38.0	3.2
Construction	818	961	142.4	11.9
Manufacturing	1,930	4,273	2,343.4	195.3
Wholesale Trade	434	1,014	579.8	48.3
Retail Trade	1,416	1,435	18.8	1.6
Transportation and Warehousing	56	144	87.6	7.3
Information	884	781	-103.8	-8.6
Finance and Insurance	674	535	-139.7	-11.6
Real Estate and Rental and Leasing	165	373	207.0	17.3
Professional and Technical Services	1,862	3,476	1,613.8	134.5
Management of Companies and Enterprises	172	172	0.5	0.0
Administrative and Waste Services	594	355	-239.4	-19.9
Educational Services	633	1,066	432.5	36.0
Health Care and Social Assistance	1,828	2,928	1,099.7	91.6
Arts, Entertainment, and Recreation	83	151	68.0	5.7
Accommodation and Food Services	958	1,423	464.8	38.7
Other Services, Ex. Public Admin	267	485	217.7	18.1
Public Administration	387	623	235.3	19.6
Unclassified	1	2	0.8	0.1
Total - All Industries	**13,179**	**20,262**	**7,083.7**	**590.3**

Source: JobsEQ; Economic & Planning Systems

Manufacturing is a significant growth sector in the city. Manufacturing represented 14.6 percent of total jobs in 2010, and by 2022 this increased to 21.1 percent, as shown in **Figure 7**. The 2,343 Manufacturing jobs added in the city from 2010 to 2022 represents 33.1 percent of total employment growth. Other major growth sectors include Professional and Technical Service (22.7 percent of growth) and Health Care (15.5 percent of growth).

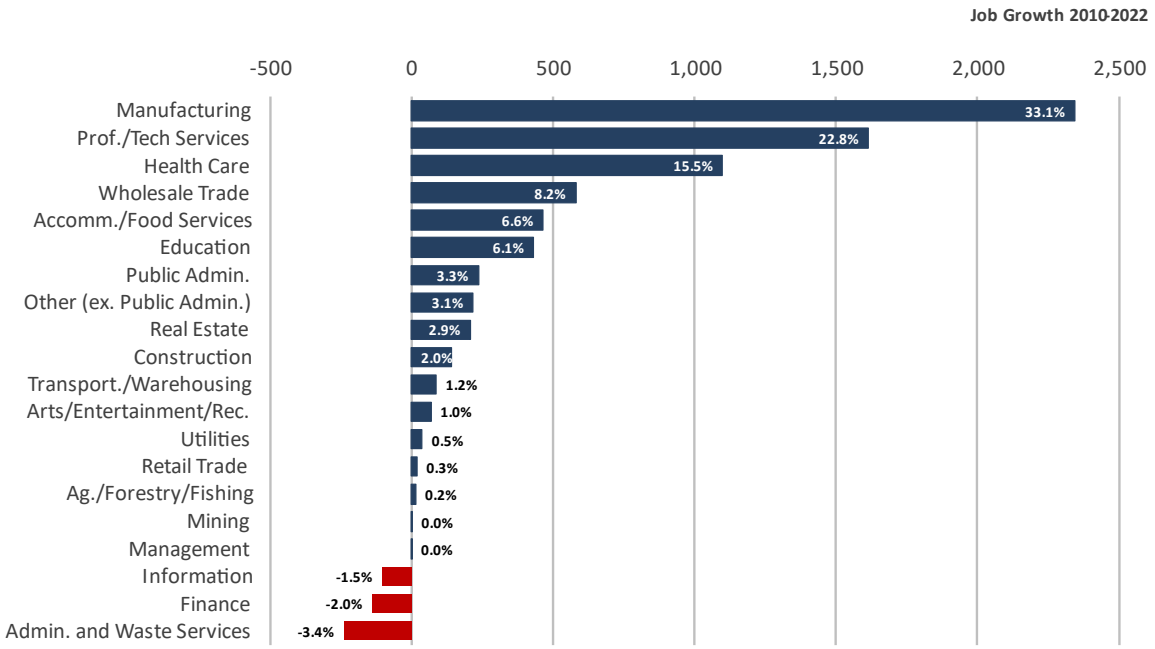
Figure 7. Louisville Employment by Industry, 2022



Source: JobsEQ; Economic & Planning Systems

Other employment industries in the city are decreasing or not maintaining their share of employment. In 2010, Retail Trade made up nearly 11 percent of Louisville total employment, but in 2022 this dropped to 7.1 percent. Additionally, jobs in Information, Finance and Insurance, and Administrative and Waste Services have all declined in their share of total jobs in Louisville since 2010, as shown in **Figure 8**.

Figure 8. Job Growth by Industry, Louisville, 2010-2022



Source: JobsEQ, Economic & Planning Systems

Major Employers

The largest (non-retail) private sector employers in a region provide additional economic context. These employers are listed for Boulder and Broomfield counties in **Table 6**. As mentioned previously, Louisville and Boulder County have seen recent job growth centered around Manufacturing, Professional and Technical Services, and Healthcare. Many of Boulder and nearby Broomfield County's largest employers are in these industries, including multiple Louisville employers (Centura Health, Sierra Nevada Corporation).

As of 2021, the largest employer in Boulder County was Medtronic with 2,430 employees, followed by Boulder Community Health with 2,380 employees, and Ball Aerospace & Technologies Corporation with 1,650 employees. Centura Health has 1,280 employees at Longmont United Hospital and AdventHealth Avista (AdventHealth Avista hospital is the largest employer in Louisville). The largest employer in Broomfield County was Lumen Technologies (formerly CenturyLink) with 1,650 employees, followed by Oracle with 1,620 employees and SCL Health Revenue Service Center with 1,530 employees.

Notably, the 10 largest employers make up less than 10 percent of total jobs in the county, indicating that there is a diversity of employment and labor opportunities in the county rather than a reliance on a few large employers.

Table 6. Boulder County and Broomfield County Largest Employers, 2021

Company	Product/Service	Employment
Boulder County		
Medtronic PLC	Medical Devices & Products	2,430
Boulder Community Health	Healthcare	2,380
Ball Aerospace & Technologies Corporation	Aerospace, Technologies, & Services	1,650
Seagate Technology	Computer Hard Drives	1,460
IBM Corporation	Computer Systems & Services	1,460
Good Samaritan Medical Center	Healthcare	1,450
Google	Internet Services & Products	1,390
Centura Health[1]	Healthcare	1,280
Kaiser Permanente	Healthcare	760
Sierra Nevada Corporation	Aerospace	760
Total		**15,020**
Broomfield County		
Lumen Technologies (formerly CenturyLink)	Communication & Internet Systems	1,650
Oracle	Software & Network Computer Systems	1,620
SCL Health Revenue Service Center	Healthcare	1,530
Ball Corporation	Aerospace, Containers	1,080
Hunter Douglas Window Fashions	Window Coverings Manufacturing	980
Vail Resorts	Leisure & Hospitality	740
TSYS	Transaction Processing Services	580
Danone North America	Food & Beverage	550
VMware	Cloud Computing	500
Broadcom	Semiconductor Components	500
Total		**9,730**

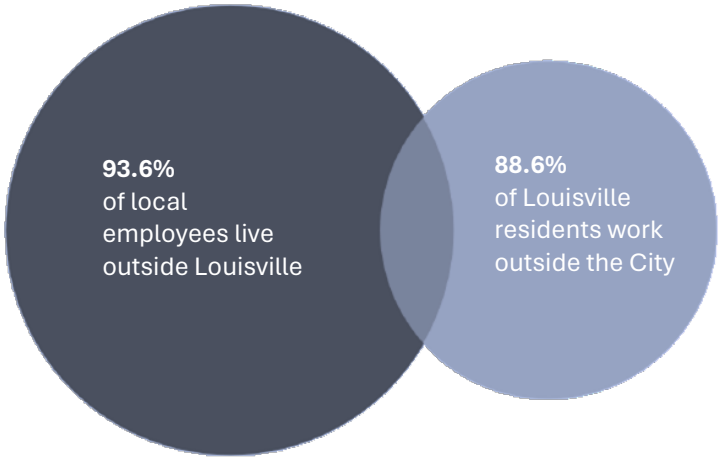
[1] Longmont United Hospital & Avista Adventist Hospital

Source: Metro Denver EDC; Economic & Planning Systems

Commuting Patterns

Most residents of Louisville leave the city for work, and most employees within the city live elsewhere. In 2021, Louisville residents made up 6.4 percent of the city's employment base, while nearly 94 percent of people who work in Louisville live outside the city, as shown in **Figure 9**.

Figure 9. Louisville Commuting Inflow and Outflow, 2021



Louisville out-commuting locations (where Louisville residents work) are shown in **Table 7** below. Approximately 40 percent of Louisville residents work within Boulder County, including about 22 percent in the City of Boulder, 3.7 percent in Lafayette and 3.1 percent in Longmont. Many residents work in other locations along the US 36 Corridor; 14 percent of Louisville residents work in Denver and 5.3 percent work in Broomfield.

Table 7. Where Louisville Residents Work (Out-Commuters), 2021

Work Destination	Out-Commuters % Residents
Boulder	21.8%
Denver	14.1%
Broomfield	5.3%
Lafayette	3.7%
Westminster	3.4%
Longmont	3.1%
Aurora	2.9%
Lakewood	2.7%
Centennial	1.5%
All Other Locations	30.0%
Total	**88.6%**

Source: U.S. Census LEHD;
Economic & Planning Systems

The in-commuting locations of the Louisville workforce (where workers live) are shown in **Table 8**. Roughly 23 percent of Louisville workers live in Boulder County including 6.4 percent who live in Louisville, 5.5 percent in the City of Boulder, 5.6 percent in Lafayette, and 5.6 percent in Longmont. Outside of Boulder County, 9.3 percent of Louisville workers live in Denver, 7 percent live in Broomfield, and 6.2 percent live in Westminster.

Table 8. Where Louisville Workers Live (In-Commuters), 2021

Home Origin	In-Commuters % Workers
Denver	9.3%
Broomfield	7.0%
Westminster	6.2%
Thornton	5.7%
Longmont	5.6%
Lafayette	5.6%
Boulder	5.5%
Arvada	4.2%
Erie	3.1%
All Other Locations	41.4%
Total	**93.6%**

Source: U.S. Census LEHD;
Economic & Planning Systems

Life Sciences

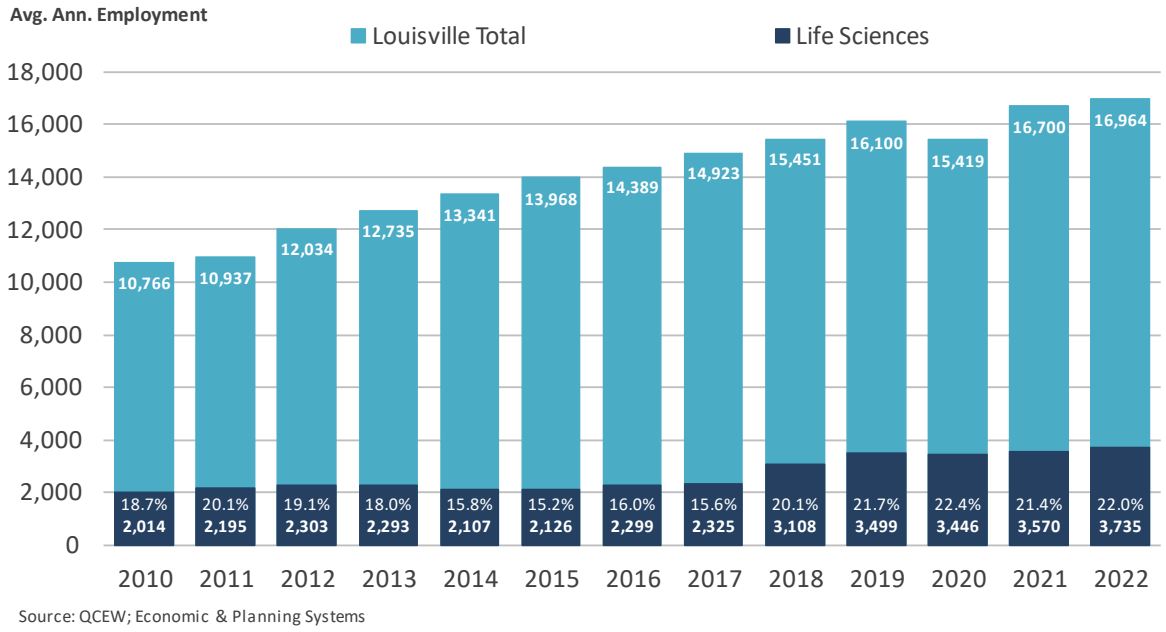
Louisville, Boulder County, and the US 36 Corridor have seen significant growth in the science industry. Notable subsectors of the life science industry prevalent in the region include pharmaceuticals and biotechnology (companies that manufacture, research, and develop pharmaceutical drugs) and medical devices and diagnostics (companies that engineer, research, design, and manufacture medical equipment). Examples of life science industries found in Louisville are listed below in **Table 9**.

Table 9. Life Sciences Industry Definition

NAICS	Subsector/Industry
	Biopharmaceuticals
325411	Medicinal and botanical manufacturing
325412	Pharmaceutical preparation manufacturing
325414	Biological product (except diagnostic) manufacturing
	Medical Devices
334510	Electromedical and electrotherapeutic apparatus manufacturing
334516	Analytical laboratory instrument manufacturing
339112	Surgical and medical instrument manufacturing
339114	Dental equipment and supplies manufacturing
339116	Dental laboratories
	Bioscience-Related Distribution
423450	Medical, dental, and hospital equipment and supplies merchant wholesalers
424210	Drugs and druggists' sundries merchant wholesalers
	Research, Testing, and Medical Laboratories
541380	Testing laboratories and services
541713	Research and development in nanotechnology
541714	Research and development in biotechnology (except nanobiotechnology)
621511	Medical laboratories
621512	Diagnostic imaging centers

As shown in **Figure 10**, life science industries in Louisville have added approximately 1,700 new jobs since 2010 increasing the share of employment in these industries from 18.7 percent to 22.0 percent.

Figure 10. Annual Employment, Life Science Industries and Total, 2010-2023



Source: QCEW; Economic & Planning Systems

Employment Forecast

Louisville is also expected to add a significant number of jobs in the future. These jobs are likely to locate within existing employment nodes – Centennial Valley and CTC – and in the Redtail Ridge development.

Between 2010 and 2022 Boulder County added nearly 41,000 jobs, an annual growth rate of 1.8 percent. The Colorado Department of Local Affairs projects this trend to continue through 2045, with County employment forecasted to grow at 1.7 percent annually. Based on this projected growth rate, the County would add nearly 100,400 jobs between 2022 and 2045. To determine job growth in Louisville, the City's historic capture of County growth was applied to this growth projection. Between 2010 and 2022, Louisville captured 17.3 percent of County job growth. Applying this factor to the 100,373 new jobs in the County between 2022 and 2045, the City is expected to add 17,349 new jobs over this time period, as shown in **Table 10**. Note that because of Louisville's strength in manufacturing and life sciences, employment growth will likely be tied to economic development efforts recruiting new businesses to the city more than regional trends.

While employment growth is tied to overall economic conditions, demand for new retail in the City will be driven more directly by new housing development. A full analysis of demand for new retail space will be provided in a future phase of the Comprehensive Plan update.

Table 10. Employment Growth Forecast

Description	2010	2022	2045	2010-2022 Total	2010-2022 Ann. #	2010-2022 Ann. %	2022-2045 Total	2022-2045 Ann. #	2022-2045 Ann. %
Jobs									
Louisville	13,179	20,262	37,612	7,084	590	3.6%	17,349	754	2.7%
Boulder County	166,817	207,799	308,172	40,982	3,415	1.8%	100,373	4,364	1.7%
% County	*7.9%*	*9.8%*	*12.2%*	*17.3%*			*17.3%*		

Source: Colorado Department of Local Affairs; Jobs EQ; ESRI Business Analyst; Economic & Planning Systems

Economic and Demographic Key Findings

- Louisville has seen steady population growth since 2010, growing by an average of 1.0 percent annually (190 residents per year).
- The city has the highest median age among communities in Boulder and Broomfield counties, at 43.6 years, and the population is aging more quickly than other communities.
- Louisville residents have higher incomes compared to Boulder County overall, with a median household income of $124,459 ($97,612 in the county).
- Over two-thirds of housing in the city is single family detached units, but multifamily increased from 18 percent of the inventory in 2011 to 22 percent in 2021.
- The greatest concentration of jobs in Louisville is in Manufacturing, with 21.1 percent of jobs. Manufacturing represents one-third of employment growth between 2010 and 2022. Professional and Technical Services (17.2 percent) and Health Care (14.5 percent) are the second two largest concentrations.
- Most Louisville residents leave the city for work, and most employees within the city live elsewhere.

3. MARKET CONDITIONS

This chapter analyzes existing conditions and recent trends in office, industrial, flex, and retail development within Louisville, including inventory, rents, and vacancy in each of these market sectors. Regional comparisons are provided to understand Louisville's role within the broader Boulder area market.

This analysis addresses three key questions:

- How has the Louisville market performed historically?
- What are current market indicators (including rent, vacancy, and development activity)?
- What has been the nature of recent development?

Office Development

As of 2023, the Denver metro area (including Adams, Arapahoe, Boulder, Broomfield, Denver, Douglas, and Jefferson counties) had approximately 203.8 million square feet of office space, as shown in **Table 11**. Between 2010 and 2023, the metro area gained a total of 18.6 million square feet of office space, which equates to approximately 1.4 million square feet on average annually. Denver holds the largest share of new space, capturing 49.6 percent of this growth, followed by Douglas County (13.3 percent), Arapahoe County (11.9 percent), and Boulder County (10.1 percent). Nearly 10 percent of the Denver metro office space was located in Boulder County in 2023 (approximately 19.5 million square feet). Since 2010, office space in the metro area has declined in Adams, Arapahoe and Jefferson counties, which have all seen their share of office square footage decrease. On the contrary, new office development has primarily been focused on Denver, Boulder, Broomfield and Douglas County – which have all increased in their share of metro area space. Denver County in particular has increased, gaining an average of 711,600 square feet of office space annually between 2010 and 2023.

Table 11. Office Development Inventory by County, 2010-2023

Description	2010		2023		2010-2023		
	Inventory *Sq. Ft.*	% Total	Inventory *Sq. Ft.*	% Total	New *Sq. Ft.*	Ann. # *Sq. Ft.*	% Total
Adams County	10,016,056	5.4%	10,662,905	5.2%	646,849	49,758	3.5%
Arapahoe County	43,936,698	23.7%	46,155,026	22.6%	2,218,328	170,641	11.9%
Boulder County	17,600,772	9.5%	19,483,243	9.6%	1,882,471	144,805	10.1%
Broomfield	6,463,370	3.5%	7,250,341	3.6%	786,971	60,536	4.2%
Denver	72,053,538	38.9%	81,304,713	39.9%	9,251,175	711,629	49.6%
Douglas County	11,591,786	6.3%	14,079,579	6.9%	2,487,793	191,369	13.3%
Jefferson County	23,516,271	12.7%	24,885,139	12.2%	1,368,868	105,298	7.3%
Denver Metro Total	**185,178,491**	**100.0%**	**203,820,946**	**100.0%**	**18,642,455**	**1,434,035**	**100.0%**

Source: CoStar; Economic & Planning Systems

Office development is summarized below for Louisville, Boulder County, the City of Boulder, the Denver Metro, and the US 36 subarea, defined as the US 36 Corridor extending from Broomfield Arista north to McCaslin Boulevard in Louisville/Superior, as shown in **Figure 13** on page 25.

The US 36 Corridor had nearly 12.4 million square feet of office space in 2023, shown in **Table 12**. Since 2010, the corridor gained 1.4 million square feet of office space or approximately 106,000 square feet annually. Louisville has approximately 1.8 million square feet of office space as of 2023, accounting for 9 percent of Boulder County total office space of 19.5 million square feet.

Louisville added nearly 147,000 square feet of office since 2010. In comparison, the City of Boulder added 1.2 million square feet of office development since 2010, an average of 94,500 square feet per year, to reach a total of 12.9 million square feet in 2023. This equates to nearly 67 percent of Boulder County total office square footage, and 65.3 percent of county growth since 2010. From 2010 to 2023, Louisville accounted for 7.8 percent of Boulder County new office square footage, a smaller capture than its share of the inventory. This indicates that new office development is more likely to locate in the City of Boulder.

Table 12. Office Development Inventory by Area, 2010-2023

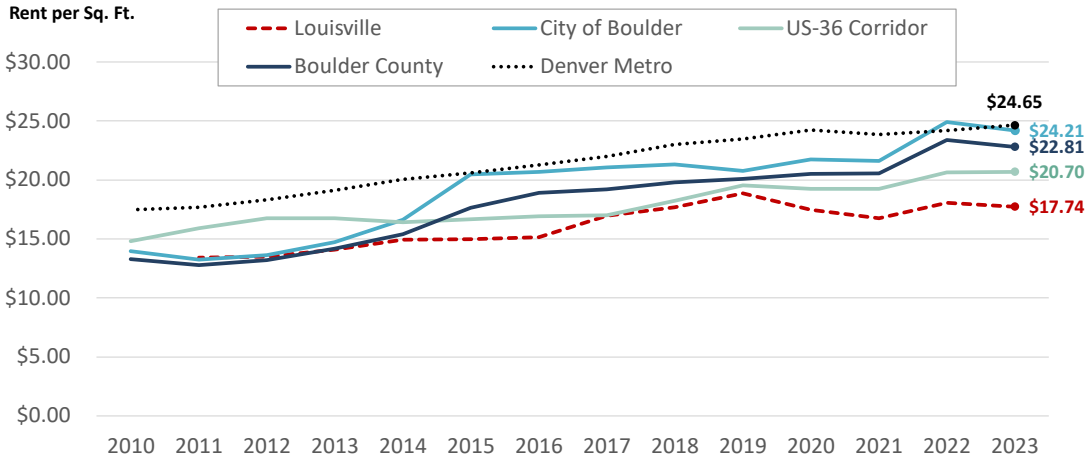
Description	2010		2023		2010-2023		
	Inventory *Sq. Ft.*	% Metro Area Total	Inventory *Sq. Ft.*	% Metro Area Total	New *Sq. Ft.*	Ann. # *Sq. Ft.*	% Metro Area Total
Louisville	1,639,931	0.9%	1,786,623	0.9%	146,692	11,284	0.8%
US-36 Corridor	10,995,208	5.9%	12,373,418	6.1%	1,378,210	106,016	7.4%
City of Boulder	11,737,822	6.3%	12,966,322	6.4%	1,228,500	94,500	6.6%
Boulder County	17,600,772	9.5%	19,483,243	9.6%	1,882,471	144,805	10.1%
Denver Metro	**185,178,491**		**203,820,946**		**18,642,455**	**1,434,035**	

Source: CoStar; Economic & Planning Systems

As shown in **Figure 11**, among these comparison cities Louisville had the lowest rental rate for office space in 2023, at $17.74 per square foot. The average office rental rate in the US 36 Corridor area was $20.70 per square foot. By comparison, the average office rental rates in the City of Boulder ($24.21) and the Denver Metro at large ($24.65) are higher. Since 2010, Louisville has consistently seen the lowest office rents compared to the larger region.

From 2010 to 2014 rents in Louisville, the City of Boulder, and Boulder County were similar; since 2014, the City of Boulder and Boulder County rents have increased faster than Louisville. Louisville has consistently had the lowest office rents among these areas.

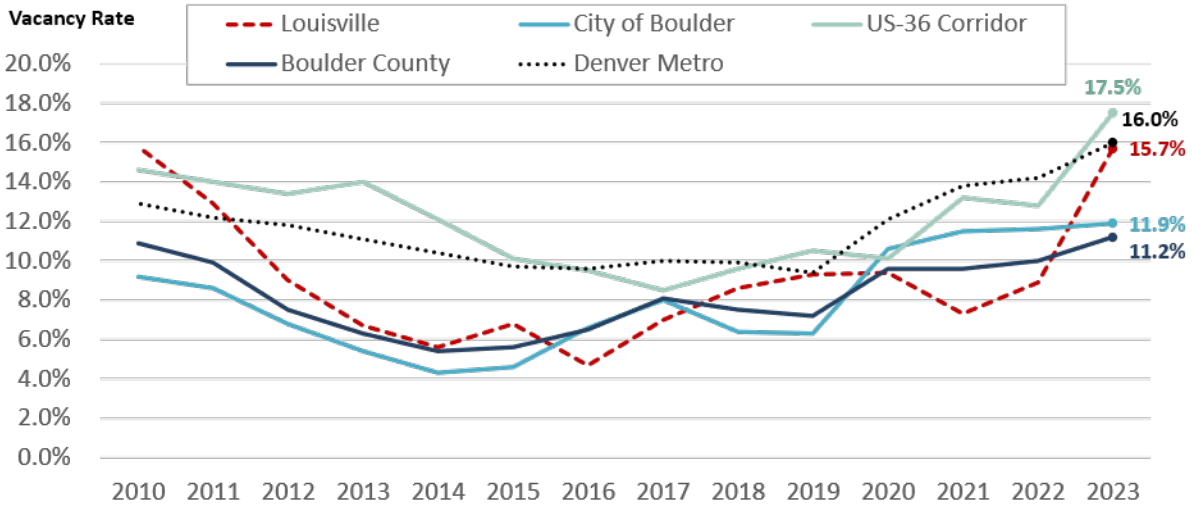
Figure 11. Office Rental Rate, 2010-2023



Source: CoStar; Economic & Planning Systems

The US 36 Corridor office space had a vacancy rate of 17.5 percent in 2023, slightly higher than Louisville's vacancy rate of 15.7 percent and the Denver metro vacancy rate of 16 percent, as shown in **Figure 12**. In comparison, the City of Boulder and Boulder County at large saw lower office vacancy rates at 11.9 and 11.2 percent respectively. Pre-pandemic office vacancy rates across the county typically hovered around 15 percent. As office markets across the country have struggled to recover from the impacts of COVID-19 and remote work, and are facing record high vacancy rates of over 20 percent, the City of Boulder and Boulder County have considerably low vacancy rates. This helps interpret the Louisville office vacancy rate that increased in 2023 but is still lower than the US 36 Corridor and Denver metro averages.

Figure 12. Office Vacancy Rate, 2010-2023



Source: CoStar; Economic & Planning Systems

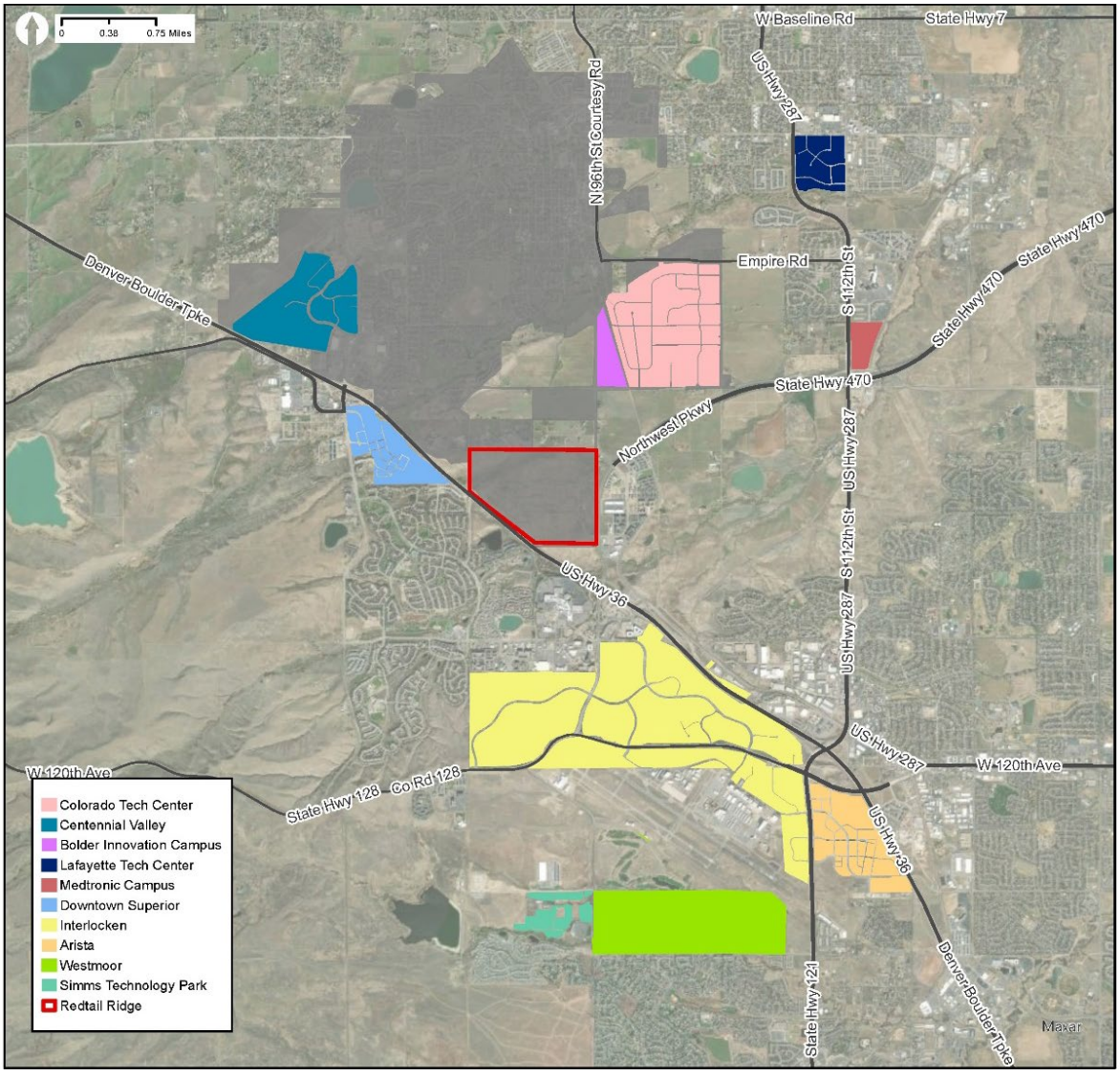
Major Office and Business Parks

The major office and business parks within the US 36 Corridor are tabulated by corridor or subarea in **Table 13** and summarized below.

US 36 Corridor

Outside of Downtown Denver, the US 36 Corridor, extending from Broomfield Arista north to McCaslin Boulevard in Louisville/Superior (shown in **Figure 13**), is the second most significant office and business corridor in the region, after the South I-25 Corridor (which includes the Denver Tech Center). There are ten business park areas in and around the US 36 Corridor, not including the proposed development at Redtail Ridge.

Figure 13. US 36 Corridor Business Parks



The largest office/business park in the US 36 Corridor is Interlocken, located in the City and County of Broomfield, which began development in 1986. The 963-acre park currently has approximately 5.9 million square feet of office space, 267,000 square feet of Flex/R&D and industrial space, and multiple hotels.

Medtronic recently delivered the first phase of a new office campus in Lafayette, at the northeast corner of US 287 and Dillon Road. The 42-acre site is planned for two phases of development. The first phase includes over 400,000 square feet of office space in two five-story buildings. The second phase is proposed to include another five-story building and a parking garage. This project illustrates a trend of businesses leaving the City of Boulder in favor of other areas of Boulder County, and specifically to the US 36 Corridor, in order to find and develop space to accommodate growth within the market area.

Among multiple US 36 area business parks, major business parks within Louisville include the Colorado Tech Center and Centennial Valley. These business parks, as well as Interlocken, have a Flex/R&D space component in addition to office uses. The market for these spaces is driven by manufacturing and technology companies moving out of the City of Boulder when they reach a size for which there is inadequate space available, generally exceeding 150,000 square feet.

Downtown Superior is a 157-acre mixed use development that is entitled for up to 373,000 square feet of office space and 500 hotel rooms. Although not specifically an office or business park, it can be considered part of the competitive inventory. Similarly, Arista is a mixed-use master-planned development with approximately 304,000 square feet of office space and 359,000 square feet of industrial space alongside retail, residential, and hospitality uses.

Table 13. Major Business Parks in Louisville and the US 36 Corridor

Description	Year	Size *Acres*	Office *Sq. Ft.*	Flex/R&D *Sq. Ft.*	Industrial *Sq. Ft.*	Retail *Sq. Ft.*	Hotel[1] *Sq. Ft.*	Hotel[1] *Rooms*	Developed[2] *Sq. Ft.*	Undeveloped *Acres*	Undeveloped *Percent*	Major Tenants
Louisville												
Colorado Tech Center	1984	500	260,480	1,448,191	1,544,555	0	0	0	3,253,226	34	6.8%	Lockheed Martin, Sierra Nevada Corporation
Centennial Valley	1996	444	675,871	321,464	411,485	138,044	317,333	575	1,864,197	93	20.9%	AntriaBio; Servtech; Westcon Group Inc
Bolder Innovation Campus	2022	60	0	198,720	0	6,580	0	0	205,300	25	42.0%	Tendeg
Redtail Ridge (Proposed)	--	*392*	*360,000*	*685,340*	*1,119,660*	*0*	*0*	*0*	*2,165,000*	*392*	*100.0%*	--
US-36 Corridor												
Interlocken	1986	963	5,659,210	130,338	137,304	30,354	1,249,374	1,689	7,206,580	81	8.4%	Vail Resorts; Orcale; Level 3 Communications
Westmoor Tech Park	1998	455	1,709,632	40,000	345,000	0	0	0	2,094,632	78	17.0%	Ball Aerospace; Cabela's Corp; Trimble
Arista	2005	209	304,099	2,995	359,800	207,563	158,086	237	1,032,543	74	35.6%	UC Health; EPIROC; Magnite
Downtown Superior	2018	157	417,600	0	0	150,862	0	0	568,462	140	89.2%	Superior Medical Center
Lafayette Tech Center	1995	95	313,753	103,047	7,800	252,331	0	0	676,931	20	21.1%	Clinica Family Health; Krishna Grocery
Medtronic Campus	2023	42	0	404,159	0	0	0	0	404,159	0	0.0%	Medtronic
Simms Technology Park	2023	32	307,120	221,040	0	8,380	0	0	536,540	5	16.6%	--
Total[3]		**2,957**	**9,647,765**	**2,869,954**	**2,805,944**	**794,114**	**1,724,793**	**2,501**	**17,842,570**	**551**	**18.6%**	

[1]Within or adjacent to business park
[2]Includes buildings under construction or proposed
[3]Excludes Redtail Ridge
Source: CoStar; County Assessor; Economic & Planning Systems

Industrial Development

In 2023, the Denver metro area had nearly 261 million square feet of industrial space, as shown in **Table 14**. The metro area industrial inventory, which is primarily located in Adams County and Denver County, grew by 47.1 million square feet from 2010 to 2023. This growth was mostly captured by Adams County, which captured 71.4 percent of the metro area industrial growth, equating to 33.6 million square feet of development. Boulder County captured 3.1 percent of this growth, adding 1.5 million square feet of industrial space between 2010 and 2023. These growth trends indicate a shifting regional market; while industrial inventory has historically been concentrated in Adams and Denver counties, growth has primarily been in Adams (which captured an outsized share of growth compared to its share of inventory), Arapahoe, Broomfield, and Douglas counties. Boulder, Denver, and Jefferson counties saw their shares of the inventory decrease over this time period.

Table 14. Denver Metro Industrial Development Inventory by County, 2010-2023

Description	2010		2023		2010-2023		
	Inventory *Sq. Ft.*	% Total	Inventory *Sq. Ft.*	% Total	New *Sq. Ft.*	Ann. # *Sq. Ft.*	% Total
Adams County	61,947,790	29.0%	95,606,375	36.6%	33,658,585	2,589,122	71.4%
Arapahoe County	18,153,050	8.5%	24,201,521	9.3%	6,048,471	465,267	12.8%
Boulder County	14,662,571	6.9%	16,132,221	6.2%	1,469,650	113,050	3.1%
Broomfield County	3,413,056	1.6%	5,356,940	2.1%	1,943,884	149,530	4.1%
Denver County	88,896,491	41.6%	88,242,261	33.8%	-654,230	-50,325	-1.4%
Douglas County	5,803,846	2.7%	8,508,854	3.3%	2,705,008	208,078	5.7%
Jefferson County	20,970,010	9.8%	22,909,105	8.8%	1,939,095	149,161	4.1%
Total	**213,846,814**	**100.0%**	**260,957,277**	**100.0%**	**47,110,463**	**3,623,882**	**100.0%**

Source: CoStar; Economic & Planning Systems

The industrial inventory is shown below for Louisville, Boulder County, the US 36 Corridor, the City of Boulder, and the Denver metro. The US 36 Corridor had over 8.3 million square feet of industrial space in 2023, shown in **Table 15**. Since 2010, the corridor added approximately 2.6 million square feet of industrial development, an average of 198,700 square feet annually. This equates to 5.5 percent of the total new industrial development square footage added since 2010 in the 7-county Denver metro area. Notably, Louisville captured 3.1 percent of the total metro area industrial square footage growth during this period, which indicates that a large amount of new industrial space constructed in the US 36 Corridor is in Louisville.

In comparison, industrial space in the City of Boulder has decreased since 2010. The City of Boulder had 5.9 million square feet of industrial development in 2023 and lost around 283,000 square feet since 2010. The city is constrained for space, and land values have generally exceeded what can support new industrial construction. Recently, industrial users have moved out of the City of Boulder into the surrounding areas in Boulder County, including along the US 36 Corridor and in Louisville. Louisville captured nearly all (97.9 percent) of Boulder County's new industrial development between 2010 and 2023.

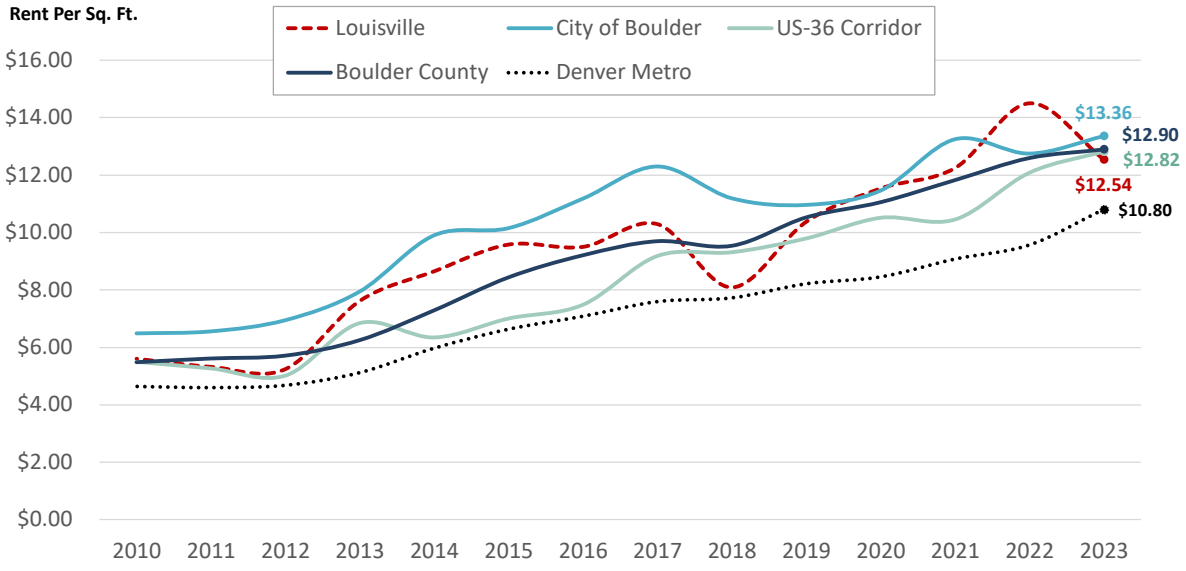
Table 15. Industrial Development Inventory by Area, 2010-2023

Description	2010 Inventory Sq. Ft.	2010 % Total	2023 Inventory Sq. Ft.	2023 % Total	2010-2023 New Sq. Ft.	2010-2023 Ann. # Sq. Ft.	2010-2023 % Total
Louisville	2,024,114	0.9%	3,462,178	1.3%	1,438,064	110,620	3.1%
US-36 Corridor	5,781,755	2.7%	8,365,031	3.2%	2,583,276	198,714	5.5%
City of Boulder	6,240,634	2.9%	5,957,354	2.3%	-283,280	-21,791	-0.6%
Boulder County	14,662,571	6.9%	16,132,221	6.2%	1,469,650	113,050	3.1%
Denver Metro	**213,846,814**	**100.0%**	**260,957,277**	**100.0%**	**47,110,463**	**3,623,882**	**100.0%**

Source: CoStar; Economic & Planning Systems

In 2023, the average industrial rental rate in US 36 Corridor area was $12.82 per square foot, shown in **Figure 14**. The City of Boulder had a slightly higher rental rate of $13.36, while the Denver metro overall had the lowest industrial rental rate of $10.80. This likely reflects older inventory across the metro area; and while the City of Boulder also has older inventory, rents are higher because there is still high demand for the location. Additionally, some industrial properties in the City of Boulder are being used for flex and office purposes, which can increase rents.

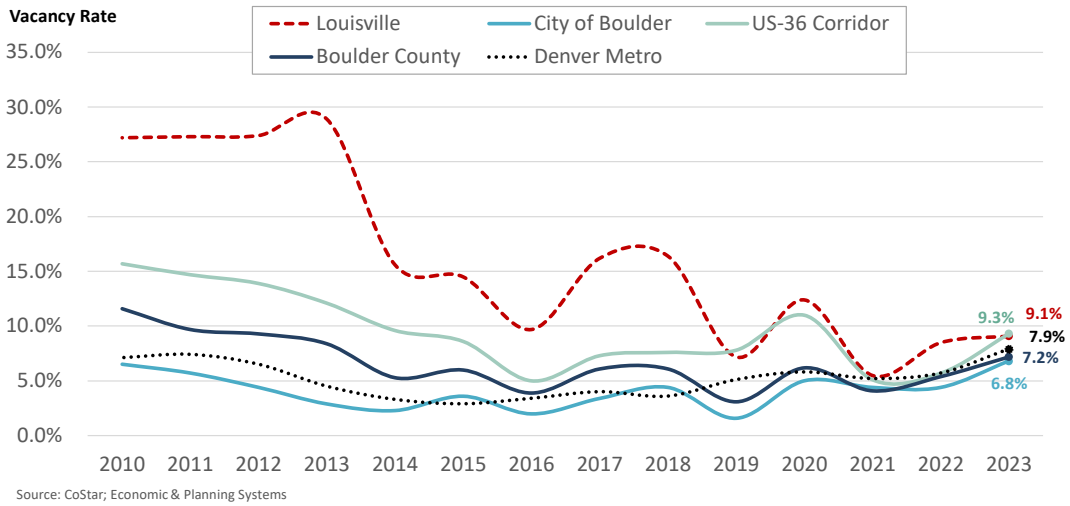
Figure 14. Industrial Rental Rate, 2010-2023



Source: CoStar; Economic & Planning Systems

As shown in **Figure 15**, the US 36 Corridor area has an industrial vacancy rate of 9.3 percent, nearly the same as the vacancy rate in Louisville (9.1 percent). In comparison, Boulder County and the City of Boulder have slightly lower rates at 7.2 and 6.8 percent. The Denver metro falls in the middle with vacancy of 7.9 percent in 2023. Louisville industrial vacancy rate, which has fluctuated in conjunction with the construction of new industrial space, has fallen significantly since 2010. This lower vacancy rate, paired with Louisville's high capture rate of county growth and strong rental rates, indicates that there is strong demand for industrial space in Louisville.

Figure 15. Industrial Vacancy Rate, 2010-2023



Source: CoStar; Economic & Planning Systems

Flex/R&D Development

Flex/R&D development is a subset of industrial space designed to be versatile to accommodate a variety of uses. It can be used as office, medical, manufacturing, fabrication, processing, assembly of products, quasi-retail, or research and development (R&D) space. To be categorized as Flex/R&D space at least half of the rentable building area must be office space.

In 2023, the Denver metro area had a total of 49.4 million square feet of Flex/R&D space, shown in **Table 16**. This is approximately 19 percent of the total combined industrial and Flex/R&D space in the metro area (with traditional industrial space accounting for the other 81 percent).

Boulder County had the highest share of Flex/R&D space in the metro area in 2023, with 27.5 percent of the total space (nearly 13.6 million square feet of inventory). Arapahoe County and Jefferson County each also had over 20 percent of the regional inventory – these three counties combined for nearly 75 percent of the regional Flex/R&D space.

From 2010 to 2023, the metro area gained a total of 4.7 million square feet of Flex/R&D development, of which nearly 1.3 million square feet or 27 percent was in Boulder County. Jefferson County also captured a large amount of the metro area growth in Flex/R&D space, with 1.1 million new square feet developed from 2010 to 2023 (23.7 percent of the metro area total). Combined, Boulder County and Jefferson County accounted for half of the new Flex/R&D space in the region. Adams, Broomfield, and Douglas counties all captured a greater share of growth than their share of the inventory, indicating a growing market in these areas. Denver lost inventory over this time, while Arapahoe County captured a smaller

share of growth (11.6 percent) than its share of the regional inventory (25.6 percent). Similarly to industrial space, these trends indicate a shifting market landscape in the region.

Table 16. Flex/R&D Development Inventory by County, 2010-2023

Denver Metro	2010 Inventory Sq. Ft.	2010 % Total	2023 Inventory Sq. Ft.	2023 % Total	2010-2023 New Sq. Ft.	2010-2023 Ann. # Sq. Ft.	2010-2023 % Total
Adams County	3,415,718	7.6%	4,328,996	8.8%	913,278	70,252	19.3%
Arapahoe County	12,087,461	27.0%	12,634,922	25.6%	547,461	42,112	11.6%
Boulder County	12,306,177	27.5%	13,579,690	27.5%	1,273,513	97,963	27.0%
Broomfield County	954,793	2.1%	1,340,292	2.7%	385,499	29,654	8.2%
Denver County	4,037,629	9.0%	4,021,517	8.1%	-16,112	-1,239	-0.3%
Douglas County	2,275,565	5.1%	2,774,743	5.6%	499,178	38,398	10.6%
Jefferson County	9,617,976	21.5%	10,739,325	21.7%	1,121,349	86,258	23.7%
Total	**44,695,319**	**100.0%**	**49,419,485**	**100.0%**	**4,724,166**	**363,397**	**100.0%**

Source: CoStar; Economic & Planning Systems

The Flex/R&D inventory is shown for Louisville and the surrounding area in **Table 17**. As shown, the US 36 Corridor had nearly 4.5 million square feet of Flex/R&D space in 2023, which comprised 9 percent of the Denver metro total. Since 2010, the US 36 Corridor has added 1.5 million square feet of Flex/R&D space, or nearly 118,000 square feet annually, accounting for 32.4 percent of the Denver metro area total growth. The City of Boulder had 5.6 million square feet of Flex/R&D space in 2023, representing 11.3 percent of the total metro area inventory, a decrease from 12.7 percent in 2010. From 2010 to 2023, the City of Boulder lost approximately 55,000 square feet of space, a similar trend to the city's industrial inventory.

Louisville added 780,000 square feet of Flex/R&D space during this period, which represents 16.5 percent of the Denver metro growth – far greater than its share of the inventory, which was 3.3 percent in 2010 and 4.5 percent in 2023. The Colorado Technology Center (CTC) has the largest amount of Flex/R&D space in the US 36 Corridor (1.4 million square feet), and accounts for about 62 percent of the inventory in Louisville. Additionally, Centennial Valley Business Park has approximately 321,000 square feet of Flex/R&D space; together, these areas account for nearly 77 percent of Louisville Flex/R&D inventory.

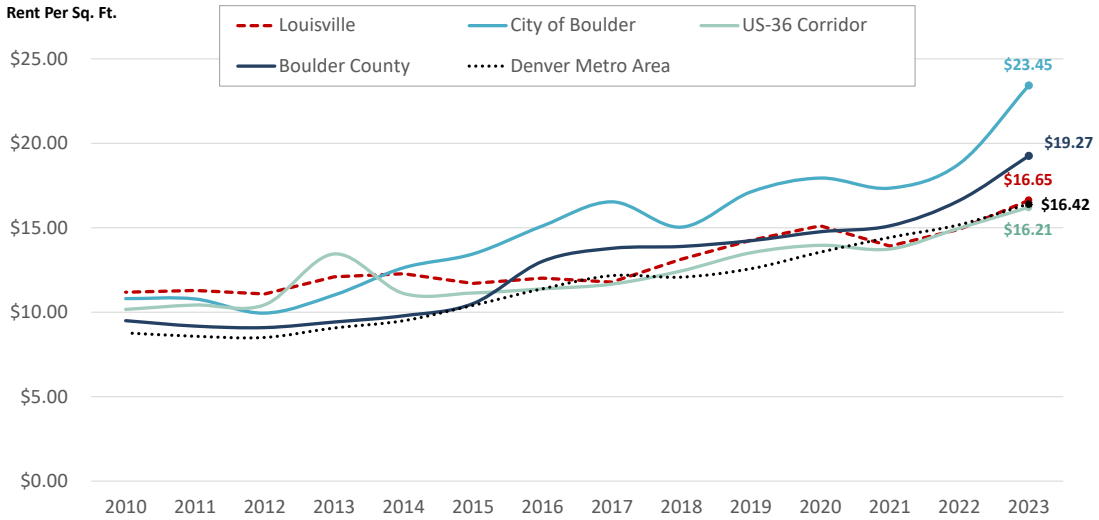
Table 17. Flex/R&D Development Inventory by Area, 2010-2023

Flex/R&D Inventory	2010 Inventory Sq. Ft.	2010 % Metro Area Total	2023 Inventory Sq. Ft.	2023 % Metro Area Total	2010-2023 New Sq. Ft.	2010-2023 Ann. # Sq. Ft.	2010-2023 % Metro Area Total
Louisville	1,465,493	3.3%	2,245,907	4.5%	780,414	60,032	16.5%
US-36 Corridor	2,939,537	6.6%	4,472,105	9.0%	1,532,568	117,890	32.4%
City of Boulder	5,656,438	12.7%	5,601,164	11.3%	-55,274	-4,252	-1.2%
Boulder County	12,306,177	27.5%	13,579,690	27.5%	1,273,513	97,963	27.0%
Denver Metro Total	**44,695,319**		**49,419,485**		**4,724,166**	**363,397**	

Source: CoStar; Economic & Planning Systems

The average Flex/R&D rental rate in Denver metro area was $16.42 per square foot in 2023, shown in **Figure 16**. The US 36 Corridor and Louisville had a similar rate at $16.21 and $16.65 per square foot respectively. The City of Boulder had the highest rental rate at $23.45 per square foot, indicating strong demand for this space despite a loss of inventory.

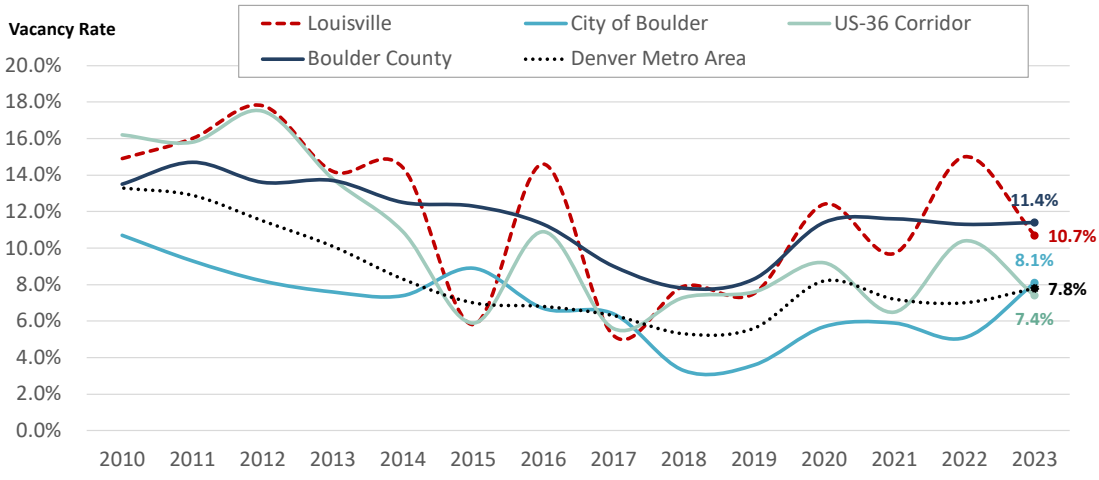
Figure 16. Flex/R&D Rental Rates, 2010-2023



Source: CoStar; Economic & Planning Systems

Flex/R&D vacancy rates have been on a downward trend since the early 2000s. In 2023, the Denver metro area had a Flex/R&D vacancy rate of 7.8 percent, shown in **Figure 17**. The US 36 Corridor had a similar rate to the Denver metro at 7.4 percent. Louisville and City of Boulder had similar vacancy rates that were slightly higher, ranging from 10.7 percent to 11.4 percent. The fluctuation in vacancy rates shown in the chart reflects deliveries of new construction; vacancies stabilize as these properties lease up.

Figure 17. Flex/R&D Vacancy Rates, 2010-2023



Source: CoStar; Economic & Planning Systems

Retail Development

This section summarizes retail development trends in Louisville and the local market area along the US 36 Corridor. In addition to this summary, a detailed retail sales and demand study will be separately completed as part of the next phases of the Comprehensive Plan update.

Retail Development Trends

In 2023, Louisville had 1.5 million square feet of retail space, accounting for 8.6 percent of Boulder County's 18.4 million square feet of retail, as shown in **Table 18**. In comparison, 11.5 percent of the county total retail inventory was in Lafayette, which had 2.1 million square feet of retail space in 2023.

The retail landscape across the county has shifted since 2010. In 2010, 38 percent of retail space was in the City of Boulder. Between 2010 and 2023, Boulder added 75,900 square feet of retail space, which accounted for 10.5 percent of the county retail growth. During this time, Lafayette added 343,000 square feet of retail space, an average of 26,400 square feet per year, capturing nearly half (47.6 percent) of Boulder County growth. Louisville added just under 55,000 square feet of new retail over this time period, capturing 7.5 percent of the county growth. The City's share of county retail inventory has remained consistent at 8.6 percent since 2010.

Just outside of Boulder County, the City and County of Broomfield has also constructed a notable amount of retail space recently, adding 416,000 square feet since 2010 (an average of 32,000 square feet per year). As of 2023, Broomfield's total retail inventory was nearly 5 million square feet, just over a quarter the size of Boulder County.

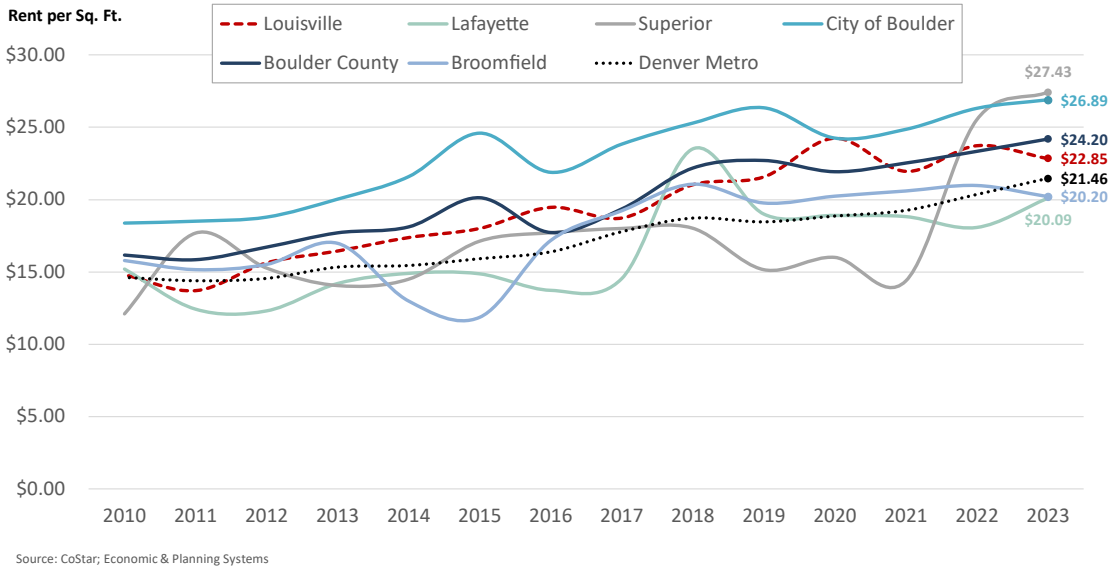
Table 18. Retail Development Inventory, 2010-2023

Description	2010		2023		2010-2023		
	Inventory *Sq. Ft.*	% of Boulder County	Inventory *Sq. Ft.*	% of Boulder County	New *Sq. Ft.*	Ann. # *Sq. Ft.*	% of Boulder County
Louisville	1,527,411	8.6%	1,581,550	8.6%	54,139	4,165	7.5%
Lafayette	1,774,118	10.0%	2,117,593	11.5%	343,475	26,421	47.6%
Superior	803,360	4.5%	845,220	4.6%	41,860	3,220	5.8%
City of Boulder	6,729,531	38.0%	6,805,431	36.9%	75,900	5,838	10.5%
Boulder County	17,726,507		18,447,993		721,486	55,499	
Broomfield County	4,582,508		4,998,634		416,126	32,010	

Source: CoStar; Economic & Planning Systems

In 2023, the average retail rental rate in Boulder County was $24.20 per square foot, shown in **Figure 18**. Louisville's rental rate was slightly lower than Boulder County at $22.85 per square foot. The highest retail rent rate on average was in the Town of Superior at $27.43 followed by the City of Boulder at $26.89. Despite having the highest capture of new development, Lafayette had the lowest rental rate, at $20.09 per square foot, indicating that new development in this area is not as in demand as other locations.

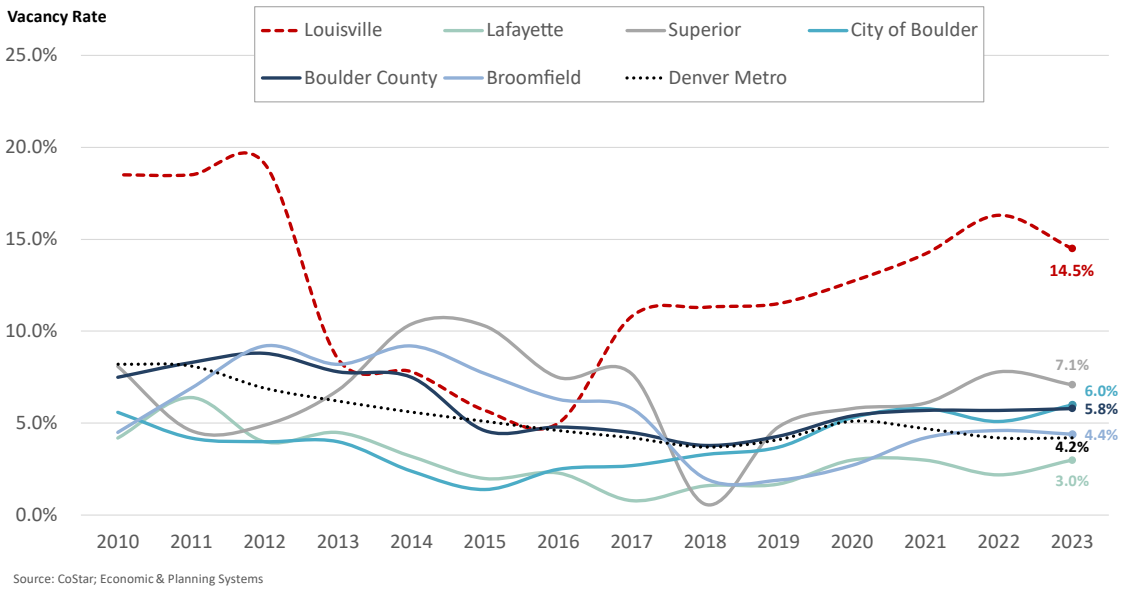
Figure 18. Retail Rental Rate, 2010-2023



Source: CoStar; Economic & Planning Systems

Compared to surrounding communities, Louisville has experienced a widely varying retail vacancy rate from 2010 to 2023, with a high of 19.1 percent in 2012 and a low of 4.8 percent in 2016, shown in **Figure 19**. In 2023, the average vacancy rate in Louisville was 14.5 percent, which is much higher than other market areas including the City of Boulder at 6.0 percent. The lowest vacancy rates were in Lafayette at 3.0 percent and Broomfield at 4.4 percent. In 2023, the Denver/Boulder metro area had an average retail vacancy rate of around 4.15 percent. Louisville's retail vacancy rate is notably high compared to the rest of the region; this may be impacted by the number of empty "big box" stores in the city.

Figure 19. Retail Vacancy Rate, 2010-2023

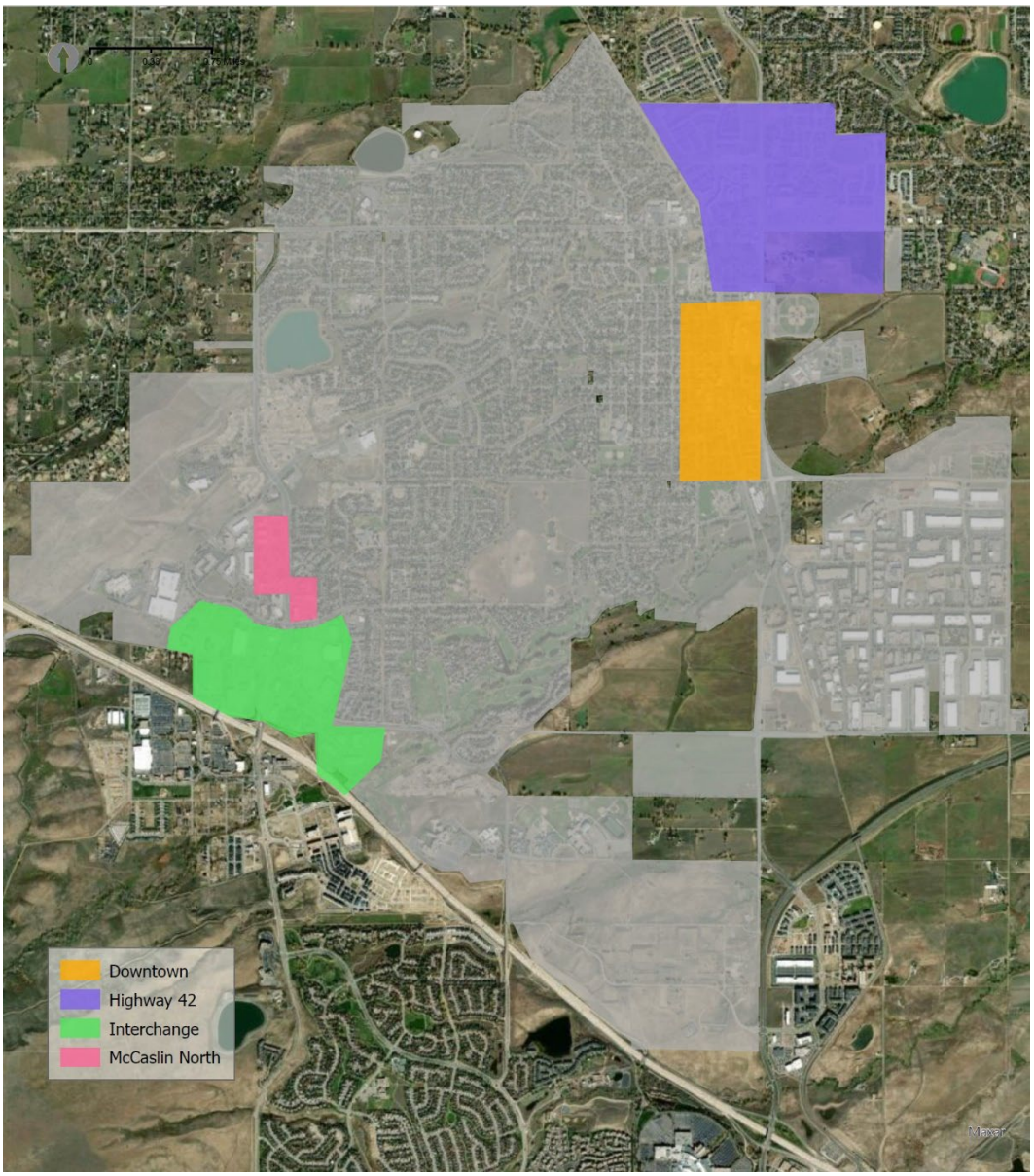


Source: CoStar; Economic & Planning Systems

Louisville Retail Subareas

Louisville's existing retail space is located within areas that can be broken into four subareas – McCaslin North, Interchange, Highway 42, and Downtown – as shown in **Figure 20**.

Figure 20. Louisville Retail Subareas



As shown in **Table 19**, recent retail development has been concentrated within the Interchange, Highway 42 and Downtown Louisville subareas. The McCaslin North subarea has not seen any new retail development since 2010. As of 2023, there is approximately 10,000 square feet of retail space under construction in the Interchange subarea along W. Dillon Road, and nearly 30,000 square feet of proposed retail space within the Highway 42 subarea.

Downtown Louisville has seen the largest increase in retail space since 2010. The Downtown subarea retail space inventory has grown by 23,600 square feet between 2010 and 2023, an annual average growth of 1,800 square feet. From 2010 to 2023, Downtown captured 43.6 percent of Louisville's new retail space.

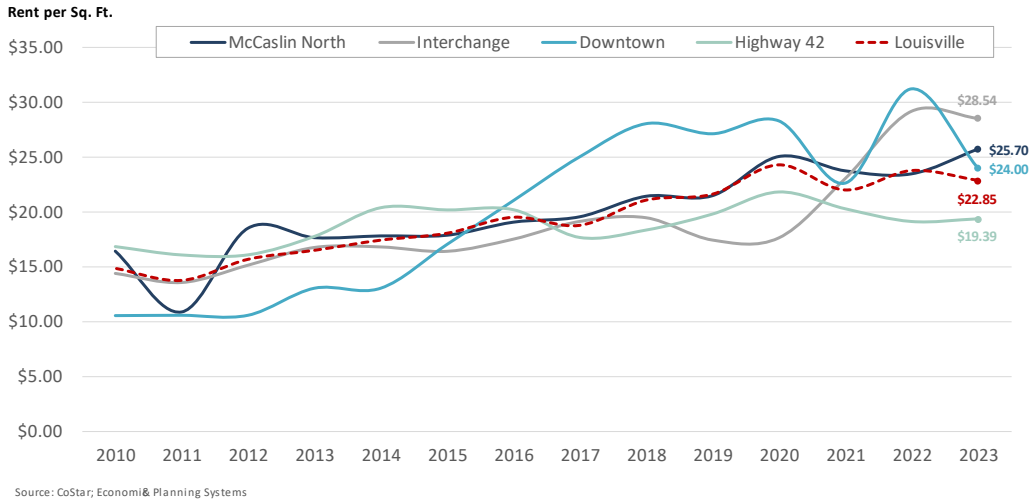
Table 19. Retail Development Inventory by Retail Subarea, 2010-2023

Description	2010		2023		2010-2023		
	Inventory *Sq. Ft.*	% Total	Inventory *Sq. Ft.*	% Total	New *Sq. Ft.*	Ann. # *Sq. Ft.*	% Total
McCaslin North	192,748	12.6%	192,748	12.2%	0	0	0.0%
Interchange	714,754	46.8%	722,128	45.7%	7,374	567	13.6%
Highway 42	417,351	27.3%	405,377	25.6%	-11,974	-921	-22.1%
Downtown	174,024	11.4%	197,606	12.5%	23,582	1,814	43.6%
Louisville	**1,527,411**	**100.0%**	**1,581,550**	**100.0%**	**54,139**	**4,165**	**100.0%**

Source: CoStar; Economic & Planning Systems

Overall, Louisville had an average retail rental rate in 2023 of $22.85 per square foot, which is lower than average retail rents in the Interchange, McCaslin North, and Downtown subareas and higher than retail rents along Highway 42. As shown in **Figure 21**, retail rents within the Highway 42 subarea averaged $19.39 in 2023, while the Interchange subarea commanded the highest retail rents ($28.54). Downtown Louisville saw the lowest retail rental rates comparatively from 2010 to 2014, but began surpassing other subareas in 2015 and has seen consistently higher rental rates since then with the construction of new retail space downtown in 2016 and 2017—the first new retail space in the area since the early 2000s.

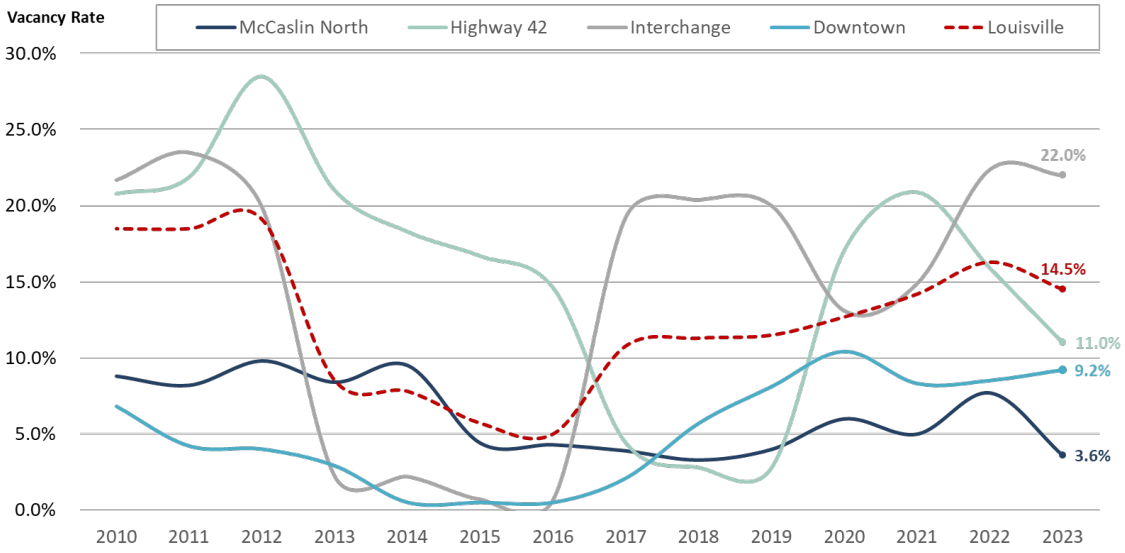
Figure 21. Retail Rental Rate by Retail Subarea, 2010-2023



Source: CoStar; Economi& Planning Systems

As shown in **Figure 22**, the Interchange retail subarea had the highest retail vacancy rate in 2023 (22 percent), which may be due to recent retail deliveries that have yet to find tenants. McCaslin North had the lowest retail vacancy rate in 2023 of 3.6 percent. In comparison, Louisville overall had a retail vacancy rate of 14.5 percent. Note that due to the smaller inventory of these subareas and data availability, vacancy rates in **Figure 22** below are more variable than at the regional/metro area level.

Figure 22. Retail Vacancy Rate by Retail Subarea, 2010-2023



Source: CoStar; Economic & Planning Systems

Local Capture of New Development

Development trends since 2010 contextualize Louisville's market position in the region. The capture of development in the city varies widely across asset classes and development types, as shown in **Table 20**:

- Louisville added nearly 147,000 square feet of office space over the 2010 to 2023 time period, which equates to nearly 11 percent of the US 36 Corridor new office space over this time and 8 percent of Boulder County new construction
- From 2010 to 2023, Louisville captured a higher share of the surrounding area industrial and Flex/R&D development.
    - During this period, Louisville captured 55.7 percent of the nearly 2.6 million square feet of industrial space constructed in the US 36 Corridor, and 97.9 percent of Boulder County total growth in industrial space (nearly 1.5 million square feet).
    - With Flex/R&D space, Louisville captured a similar amount of the US 36 Corridor growth – 51 percent of the corridor's newly-constructed 1.5 million square feet of space – and 61 percent of Boulder County's new development.
- Retail development had much lower capture rates. Between 2010 and 2023 Louisville added just 54,000 square feet of new retail, capturing 1.0 percent of the US-36 Corridor growth (5.6 million square feet) and 1.4 percent of Boulder County growth (4.0 million square feet).

Table 20. Louisville Capture of US 36 Corridor and Boulder County, 2010-2023

Description	2010-2023		
	New *Sq. Ft.*	Ann. # *Sq. Ft.*	Louisville Capture %
Office			
Louisville	146,692	11,284	
US-36 Corridor	1,378,210	106,016	10.6%
Boulder County	1,882,471	144,805	7.8%
Industrial			
Louisville	1,438,064	110,620	
US-36 Corridor	2,583,276	198,714	55.7%
Boulder County	1,469,650	113,050	97.9%
Flex/R&D			
Louisville	780,414	60,032	
US-36 Corridor	1,532,568	117,890	50.9%
Boulder County	1,273,513	97,963	61.3%
Retail			
Louisville	54,139	4,165	
US-36 Corridor	5,648,412	434,493	1.0%
Boulder County	4,016,676	308,975	1.3%

Source: CoStar; Economic & Planning Systems

Market Condition Key Findings

- Industrial development has been the primary driver of growth in Louisville since 2010. Over this time the city added 1.4 million square feet of new industrial space, accounting for nearly 98 percent of new industrial development in Boulder County.

- Flex/R&D space is also a significant driver of growth in Louisville. Since 2010 the city added 780,000 square feet of new Flex/R&D development, which represents 16.5 percent of the Denver Metro area growth (outpacing its share of inventory, which was 4.5 percent in 2023). Within the city, this space is concentrated in CTC and Centennial Valley Business Park, which together account for nearly 77 percent of the Flex/R&D inventory in the city.

- Regionally, office development since 2010 has been concentrated in Denver; outside of Denver, growth has primarily been focused in Douglas, Arapahoe, and Boulder counties. Louisville captured 7.8 percent of new office development in Boulder County (a total of 146,700 square feet of new space), and has lower rental rates than the Denver Metro area, the US-36 corridor, Boulder County, and the City of Boulder.

- Retail has been the slowest-growing sector in Louisville since 2010. Over that time the city added just under 55,000 square feet of new retail space – 7.5 percent of countywide retail growth. While retail rents have generally trended upwards since 2010, vacancy in the city is at 14.5 percent, and has been above 10 percent since 2017.

4. OPPORTUNITY AREAS

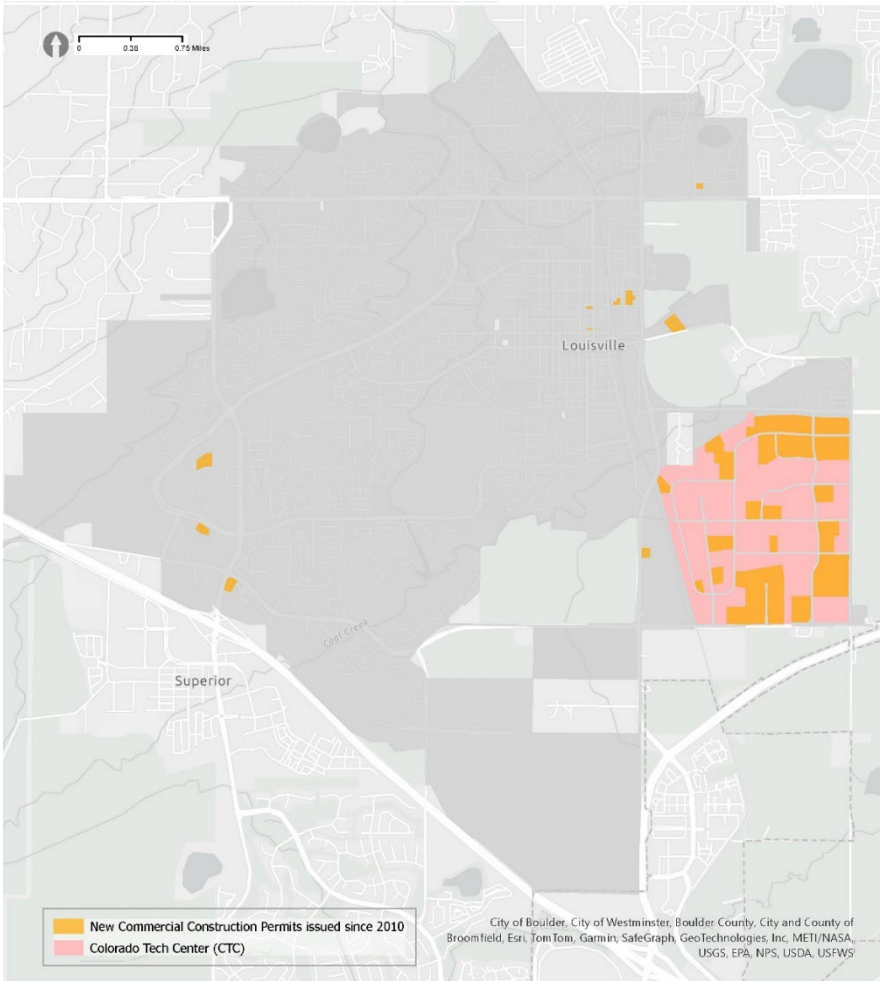
This chapter outlines opportunity areas in Louisville, which could be further studied and considered as part of the Comprehensive Plan process. There are three main categories of opportunity area:

- **Employment** opportunity areas, for potential office, industrial, and flex/R&D growth.
- **Residential** opportunity areas, for potential housing growth.
- **Corridor and node** opportunity areas, for potential focused retail and mixed-use opportunities.

Growth Areas

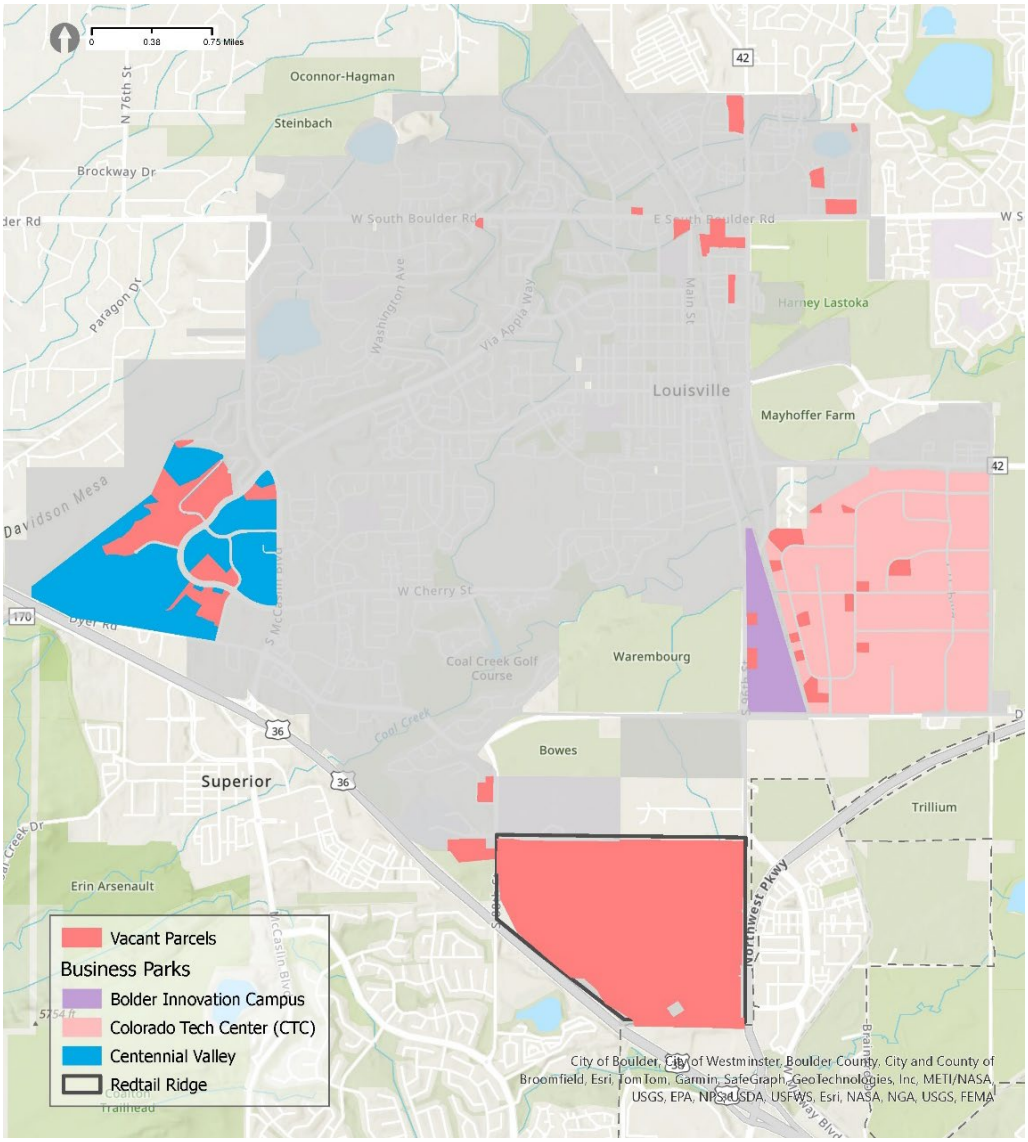
Most of Louisville's recent commercial construction is concentrated in and around the Colorado Tech Center. Since 2010, a total of 46 building permits have been issued for new commercial construction in Louisville, with a combined total estimated valuation of approximately $227 million. Out of these building permits, only 11 are for sites outside of the Colorado Tech Center (CTC), as shown in **Figure 23**.

Figure 23. Areas with New Commercial Construction Permits, 2010-2023



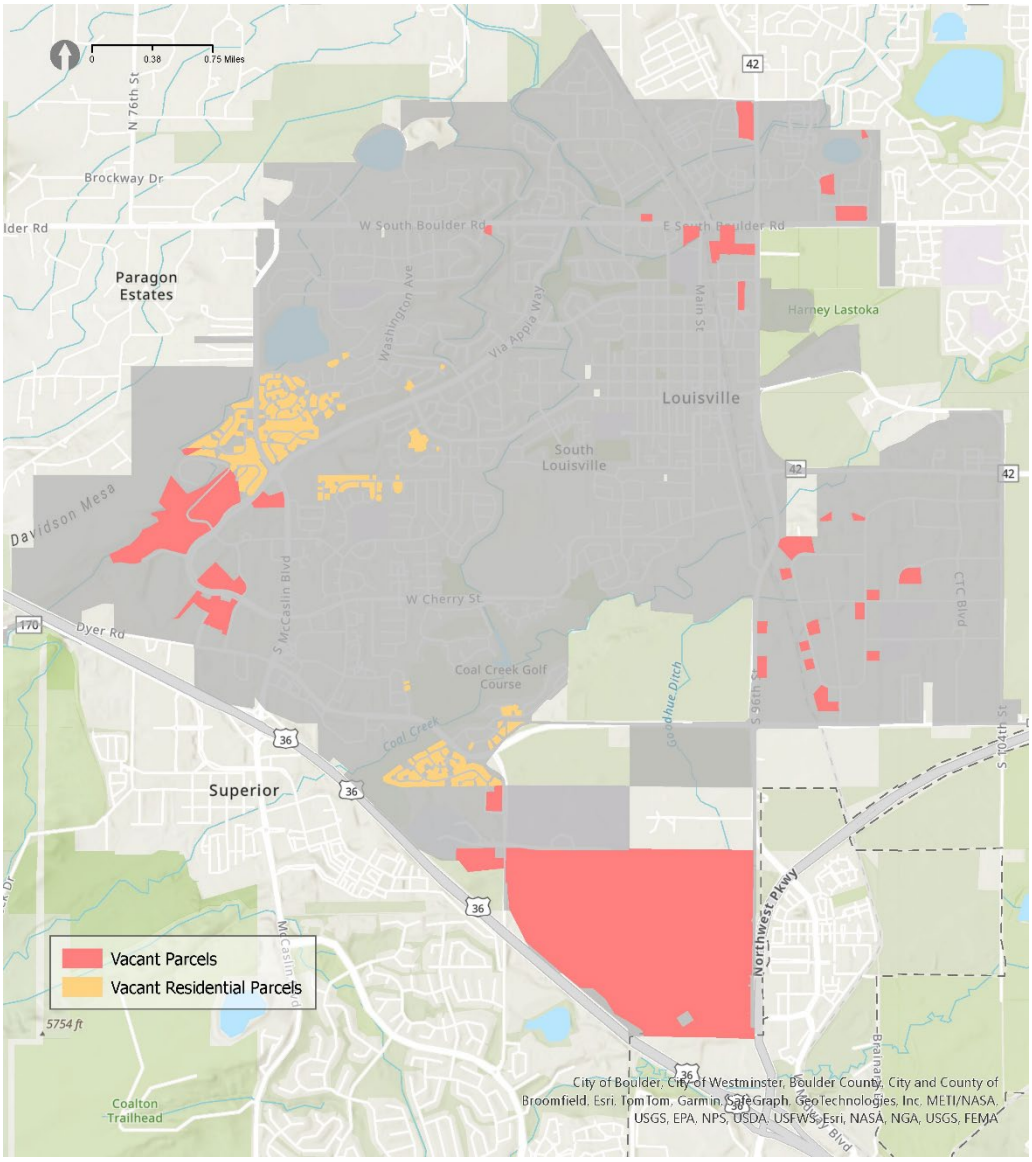
Most vacant sites in Louisville are within existing business parks and the proposed Redtail Ridge development site (**Figure 24**). Centennial Valley has approximately 93 acres of vacant land, most of which is planned for business and flex space; Colorado Tech Center is largely built out but has 34 acres of scattered unbuilt sites; and the 60-acre Bolder Innovation Park has 25 undeveloped acres. There are also a number of vacant retail commercial sites in the South Boulder Road corridor, as shown below.

Figure 24. Vacant Parcels and Business Parks



As shown in **Figure 25**, the largest vacant residential sites are the areas on north McCaslin and adjacent to Coal Creek Golf Course, impacted by the Marshall Fire. The majority of the homes in these areas are being rebuilt by the current property owners. There are, however, a number of lots where the property owner is not rebuilding and has or will be selling their lot.

Figure 25. Vacant Parcels



Opportunity Areas

Based on the analysis presented in this report and the growth areas outlined above, the following opportunity areas warrant additional exploration through the Comprehensive Plan process:

Residential

Land for new residential development is limited within the city, as shown previously. Outside of these greenfield sites, residential development will primarily need to take place through infill and redevelopment. Clear goals, based on the recently completed Housing Needs Assessment, will help identify unit and product mixes to focus on.

Employment

Employment growth – office, industrial, and flex/R&D – is likely to be the largest growth sector in Louisville. Recent trends and the strength of the Life Sciences industry in the city indicate that most growth will be in industrial and flex/R&D space. This is likely to be concentrated in existing employment nodes (CTC, Bolder Innovation Campus, and Centennial Valley), as well as in the Redtail Ridge development (if approved).

Corridors and Nodes

For multifamily and mixed-use retail development, the key corridors presenting the most significant opportunities are along McCaslin Boulevard and South Boulder Road. In both locations, there are vacant and outmoded retail stores and centers with potential for redevelopment.

Two specific nodes in the city are likely to present redevelopment opportunities. If AdventHealth Avista relocates from its current site to the Redtail Ridge development as proposed, the former hospital site will present a significant redevelopment opportunity. Additionally, the Cinnebarre Theater property has been purchased by the University of Colorado, Boulder, potentially for employee housing. There are also a number of vacant sites and land dedicated to parking around the McCaslin Park & Ride with the potential for infill development.

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MEMORANDUM

To:	City of Louisville: Rob Zuccaro, Jeff Hirt, Amelia Brackett Hogstad
From:	Design Workshop: Jessica Garrow, Alison Cotey, Christian Weber, Emily Burrowes
Date:	April 30, 2024
Project Name:	Louisville Comprehensive Plan
Project #:	7131
Subject:	Initial Comprehensive Plan Survey information

Community Survey Summary

As part of the initial engagement for the Comprehensive Plan update, a community survey was open for community participation from March 15 to April 15, 2024. Over the course of four weeks, 1,917 responses with a selection or comment to at least one question were collected. A total of 2,180 individuals began the survey, however some of these did not record a response to any questions. For the purposes of analysis, only responses that included at least one response are used – 1,917. The survey was advertised on EngageLouisville.com, postcard mailers were direct mailed to residents, and flyers with QR codes were posted around the city. The survey also included a Spanish translated option for participants to use.

This memo summarizes the initial information from the survey, with a more detailed analysis to be completed in the coming weeks. The survey included a series of questions about the vision and values of the community, followed by demographic questions to understand who participated. The Design Workshop team will complete cross-tabulations as part of the full survey analysis that will come later this month. This will provide additional information on how different demographic groups responded to different questions. Several questions allowed participants to provide open-ended comments. These are also being reviewed and will be completed in the full analysis.

In addition, a community open house and pop-up events were held on March 20 and 21 with over 200 attendees. Where a question was asked at the open house, the results are included in this summary.

Demographics

The following charts outline all responses to the demographic questions. This section includes information about the methodology for each demographic question, as well as the key understanding from the responses.

1. Indicate all that apply to you.

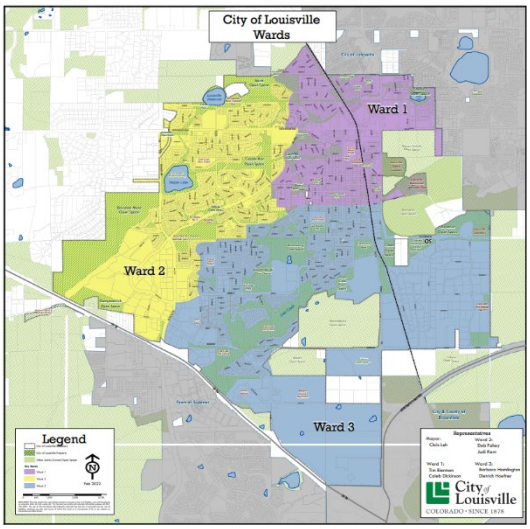
Indicate all that apply to you						
Answer Options	Open House Responses		Survey Responses		Total Responses	
	Count	%	Count	%	Count	%
I live in Louisville	76	31%	1,793	94%	1,869	86%
I work in Louisville	17	7%	483	25%	500	23%
I own a business in Louisville	8	3%	184	10%	192	9%
I own property in Louisville	72	29%	1,302	68%	1,374	63%
I shop and/or recreate in Louisville	74	30%	1,486	78%	1,560	72%
None of the above	0	0%	8	0%	8	0%
Total	**247**		**1,917**		**2,164**	

Methodology
This question was asked in the online survey as a multiple-choice question where respondents were able to select more than one response. The percentage indicates the percentage of respondents that selected each answer choice. During the Open House event, participants were given sticky dots to indicate their answers on the corresponding engagement board.

Key Understanding
The responses indicate that many respondents live and shop in Louisville. However, few work in Louisville. This is consistent with the commuter data, as 93.6% of local employees live outside of Louisville and 88.6% of Louisville residents work outside of the city.

2. If you live in Louisville, where is your primary residence?

Answer Options	Survey Responses	
	Count	%
Council Ward 1	401	27%
Council Ward 2	531	36%
Council Ward 3	496	34%
I do not live in Louisville	47	3%
Total	**1,475**	**100%**



Methodology
This question was multiple choice (select one). This question was only included in the online survey. This question was optional, and there were 1,475 responses for this question while the survey received 1,917 responses, equating to a 76% response rate.

Key Understanding
Respondents were relatively evenly distributed across all three Council Wards, with the most coming from Council Ward 2. Council Ward 2 has the most housing units as well as the highest population of the three Council Wards. Very few respondents do not live in Louisville.

3. What is your age?

Answer Options	Open House Responses		Survey Responses		Total Responses	
	Count	%	Count	%	Count	%
Under 18	12	13%	10	1%	22	1%
18-29	5	5%	35	2%	40	3%
30-39	10	11%	171	12%	181	12%
40-49	13	14%	367	25%	380	24%
50-59	16	17%	315	21%	331	21%
60-69	22	24%	331	22%	353	23%
Over 70	14	15%	245	17%	259	17%
Total	**92**	**100%**	**1,474**	**100%**	**1,566**	**100%**

Methodology
This question was asked as a multiple-choice question within the online survey and received 1,474 responses of the total 1,917 responses, a 76% response rate. Participants used dots to indicate their age on a board at the Open House event.

Census Data: Louisville has a median age of 43.6. The most common age groups are ages 40 to 49 accounting for approximately 13% of the population, ages 50-59 accounting for approximately 15% of the population, and ages 60-69 accounting for approximately 15% of the population.

Key Understanding
The age of respondents has a bell curve trend with many respondents between the ages of 40 through 69. Although the age range is broad and shows participants from each category, future efforts should consider those under 18 as they make up approximately 21% of the population.

4. How long have you lived in Louisville?

How long have you lived in Louisville?						
Answer Options	Open House Responses		Survey Responses		Total Responses	
	Count	%	Count	%	Count	%
Under 1 Year	2	3%	34	2%	36	2%
1-3 Years	5	7%	128	9%	133	8%
3-5 Years	9	12%	133	9%	142	9%
5-10 Years	13	17%	231	15%	244	16%
10-20 Years	11	15%	361	24%	372	24%
20+ Years	34	45%	568	38%	602	38%
I do not live in Louisville	1	1%	38	3%	39	2%
Total	**75**	**100%**	**1,493**	**100%**	1,568	100%

Methodology
This question was asked as a multiple-choice question within the online survey and received 1,474 responses of the total 1,917 responses, a 77% response rate. Participants used dots to indicate how long they have lived in Louisville on a board at the Open House event.

Key Understanding
Most of the respondents have lived in Louisville for over 20 years (38%), followed by those who have lived in the town between 10 and 20 years (24%). Approximately 11% of respondents have lived in Louisville between 0 and 3 years. This depicts both a long, deep understanding of the city by long-time residents as well as a fresh perspective from newer residents.

5. Do you rent or own your home?

Answer Options	Survey Responses	
	Count	%
Rent	104	7%
Own	1,351	91%
Not Applicable	36	2%
Total	1,491	100%

Methodology
This question was asked as a multiple-choice question within the online survey. This question received 1,491 responses, which equates to a 77% response rate.

Census Data: As of 2020, 66.85% of housing units in Louisville were owner occupied while 33.15% were renter occupied.

Key Understanding
Most survey respondents own their home at 91%. It is likely that the 2% that responded with not applicable are under the age of 18 and still live at home. It is common that residents that own their home would be more likely to be involved in community engagement activities. However, targeted outreach to renters is ideal for future engagement opportunities.

6. What Race/Ethnicity do you identify with?

Answer Options	Survey Responses	
	Count	%
American Indian or Alaskan Native	1	0%
Asian or Pacific Islander	20	2%
Black or African American	2	0%
Hispanic/Latino/Spanish	25	2%
White/Caucasian	1,208	92%
Two or more races	32	2%
Other	23	2%
Total	1,311	100%

Methodology
This question was asked as a multiple-choice question within the online survey and received 1,311 responses of the total 1,917 responses, which equates to a 68% response rate. This question did not receive any responses from the Spanish version of the survey.

Census Data: As of 2020, 83.04% of the Louisville population is White, 8.22% is Hispanic, and 4.46% is Asian.

Key Understanding
The majority of respondents to the survey are White, accounting for 92% of survey responses. This is slightly higher than the 2020 Census report on the Louisville population. Future efforts should try to involve a diverse group of respondents as approximately 17% of the population is not White.

7. How has the Marshall Fire impacted you?

How has the Marshall Fire impacted you?						
Answer Options	Open House Responses		Survey Responses		Total Responses	
	Count	%	Count	%	Count	%
Directly, my home was lost	11	16%	164	11%	175	11%
Directly, my home was damaged	12	18%	312	21%	324	21%
Indirectly, my home was not lost or damaged, but it has affected me as a community member	34	50%	822	55%	856	55%
I have not been affected by the Marshall Fire or moved here after the fire	11	16%	130	9%	141	9%
Other	N/A	N/A	59	4%	59	4%
Total	68	100%	1,487	100%	1,555	100%

Methodology
This question was asked as a multiple-choice question within the online survey and received 1,487 responses of the total 1,917 responses, a 77% response rate. At the Open House event, participants used stickers to indicate their response on the prompted engagement board.

Key Understanding
Approximately 33% of respondents had their homes damaged or destroyed in the Marshall Fire, 476 community members. Approximately 55% of respondents were indirectly affected as a community member while only 9% were unaffected. These results indicate the community wide impact of the Marshall Fire on the City of Louisville. According to Economic & Planning Systems, Inc., 549 out of 8,668 residential properties in Louisville were lost because of the Marshall Fire. This equates to approximately 6.3% of the total housing stock. Approximately 32% of residents who lost their home participated in the engagement process in either the survey or open house.

Visioning Questions
The next set of questions related to the vision and values of the community. As seen in the responses below, most of the community supports the thirteen values identified in the current Comprehensive Plan. Additional detail about how different segments of the community answered these questions will be included in the full summary provided later this month.

1. **The City's current comprehensive plan, completed in 2013, includes the 14 community values listed below. How important are these values to you today?**

How important are these values to you?						
Answer Option	**Survey Responses**					
Community Values	**1**	**2**	**3**	**4**	**5**	**Total**
Safe Neighborhoods	0%	1%	6%	16%	77%	**100%**
Integrated Open Space and Trail Networks	1%	2%	9%	26%	61%	**100%**
A Healthy, Vibrant, and Sustainable Economy	0%	1%	9%	30%	60%	**100%**
Open, Efficient, and Fiscally Responsible Government	0%	1%	9%	29%	60%	**100%**
Our Livable Small Town Feel	1%	4%	12%	29%	54%	**100%**
Excellence in Education and Lifelong Learning	2%	4%	17%	29%	48%	**100%**
Sense of Community	0%	2%	13%	39%	45%	**100%**
Families and Individuals	2%	4%	20%	31%	43%	**100%**
Sustainable Economic and Environmental Practices	3%	6%	18%	30%	43%	**100%**
Ecological Diversity	4%	9%	26%	30%	30%	**100%**
Unique Commercial Areas and Distinctive Neighborhoods	3%	11%	25%	33%	27%	**100%**
A Balanced Transportation System	5%	11%	29%	29%	27%	**100%**
Civic Participation and Volunteerism	3%	10%	35%	36%	16%	**100%**
A Connection to the City's Heritage	6%	18%	36%	24%	16%	**100%**

Methodology
Participants were prompted to indicate the importance of each value on a scale of 1 to 5, 1 being not important at all and 5 being very important.

Key Understanding
Many of the values identified in the 2013 Comprehensive plan are still relevant to Louisville community members today. All values aside from "A connection to the City's heritage" received at least 50% of votes within the 4 to 5 range. Safe neighborhoods was identified as the most important by online survey participants, with 77% of votes being a 5 on the scale.

2. What is one word you would use to describe Louisville?

Methodology

This question was asked as a part of the online survey as an open response question. Participants were only allowed one word to describe the city of Louisville. The online survey received 1,562 responses, a 81% response rate. The top words are identified in the word cloud above.

Additional Questions

Additional questions in the survey focused on issues related to growth and development, transportation, parks, open space, and the natural environment. Information about these responses will be included in the full survey summary.