

# Transit Village Area Plan Implementation Plan



September 2007

The Implementation Plan for the Transit Village Area Plan describes the process and timeline for various regulatory changes, funding mechanisms and programs to implement the Transit Village Area Plan (TVAP). The city will monitor plan implementation through the preparation of reports to the Planning Board and City Council every two to three years as part of each mid-term and five-year update to the Boulder Valley Comprehensive Plan (BVCP). Appropriate components of the Implementation Action Plans will be incorporated into the BVCP Action Plan.

## **Chapter Overview**

Section 1: Regulatory Changes describes the land use, zoning and other code changes that will be made (or considered), in order to guide development toward the plan vision.

Section 2: Public Improvements Funding and Phasing addresses the general approach for funding and phasing public improvements for the area (described in TVAP Chapter 6: Facilities and Services), including key public improvements in the first phase of development.

Section 3: Transportation Demand Management Implementation outlines the next steps for putting in place the Transportation Demand Management (TDM) Program (described in TVAP Chapter 5).

Section 4: Sustainability Goals Implementation outlines measures the city will pursue to further advance the social, environmental and economic sustainability goals of the plan.

## **Phasing**

A phased approach will be taken for the following components of implementation: the city's funding of key public improvements, the regulatory aspects of the plan involving land use and zoning changes, TDM and transportation connections.

- Phase 1 will occur in the first 10 to 15 years in the area between 30<sup>th</sup> Street and the railroad tracks; and
- Phase 2 will generally occur thereafter and focus on the areas east of the tracks and west of 30<sup>th</sup> Street.

A market absorption analysis shows that projected development between 30<sup>th</sup> Street and the railroad tracks can be absorbed into the Boulder market over the next 10 to 15 years (*Market Absorption*, EPS, June 2007). Focusing initial development in Phase 1 will ensure more cost-efficient provision of public facilities and services and will also help create the vision for the area.

## **Section 1: Regulatory Changes**

Regulatory changes to implement the plan include:

- Changes to the BVCP land use designation descriptions, the BVCP land use map, the land use code and the zoning map. The general direction for these changes is outlined in the table on page 3.

In terms of timing, the city will initiate a process for making BVCP land use map changes and rezoning after completion of the following:

- The mechanisms for funding public improvements have been put in place; and

- Any necessary land use code changes have been completed.

The criteria for city initiation of Phase 2 land use and zoning changes are the following:

- Substantial redevelopment of Phase 1;
- Plan in place for providing public improvements to Phase 2; and
- Market support for Phase 2 land uses

The Transportation Connections plan will not be applied to Phase 2 properties until land use map and zoning changes are made.

Properties in Phase 2 that wish to redevelop sooner could do so under current zoning, or could request BVCP land use designation and zoning changes consistent with the adopted Area Plan if it can be demonstrated that:

- Adequate public facilities will be in place concurrent with redevelopment, including construction of transportation improvements shown on the Connections Plan that are necessary to serve the property and connect it to the arterial street network. An early action item for plan implementation will be development of a concurrency ordinance that would require adequate public facilities and services to be in place concurrent with redevelopment.

Planning Board and the City Council may also consider the market absorption of properties with similar uses in Phase 1 when considering BVCP land use map and zoning changes for Phase 2 properties.

- Modifications to the Development Standards to support the TDM program will include: modifying parking requirements to require unbundled parking and creating parking caps that will decrease over time; establishing vehicle trip generation allowances by zone; and possible required parking district participation.
- Modifications to the Design and Construction Standards for streetscapes as needed.
- Adoption of a concurrency ordinance that includes standards to ensure adequate public infrastructure consistent with the plan is in place prior to rezoning and/or development.

## General Direction for Land Use and Zoning Changes

Proposed Land Use			Potential BVCP Land Use Designation	Potential Zoning District	Notes
Prototype	Uses	FAR <sup>1</sup> or DU/Acre		Zone <sup>2</sup>	
Mixed-Use 1 (MU-1)	Office, retail, residential	1.0 FAR	Mixed-Use Business	BMS (Business-Main Street)	.33 FAR residential is required to reach 1.0 FAR.
Mixed-Use 2 (MU-2)	Office, retail, residential	1.5 - 2.0 FAR	Mixed-Use Business	BMS for CAGID/UHGID, or new zone (Business-Main Street)	Include minimum residential component, density bonus for affordable housing, parking caps, unbundled parking, trip generation allowances.
Mixed-Use Industrial 1 (MUI-1)	Industrial, residential	0.8 - 1.3 FAR	Mixed-Use Industrial	New zone, or IMS with amendments (Industrial-Mixed Services)	Include minimum non-residential requirements. Allow uses in the environmental field. Include 0.5 FAR bonus or other incentives for green buildings.
Mixed-Use Industrial 2 (MUI-2)	Industrial, office, residential	1.5 - 2.0 FAR	Mixed-Use Industrial	New zone	At time of Phase 2 implementation. Consider green building density bonus.
Office-Industrial (OI)	Office, Industrial	0.7 - 1.0 FAR	Light or Performance Industrial, or new land use designation	Create overlay for IG (Industrial General), or new zone	At time of Phase 2 implementation. Allow higher-intensity than IG and more office flexibility. Consider green building density bonus.
High-Density Residential 1 (HDR-1)	Residential – urban townhomes, condos, up to street	15 - 24 du/acre	High-Density Residential	RH5 (Residential-High 5), or new zone	Develop district that is designed for urban townhouses and similar housing types.
High-Density Residential-2 (HDR-2)	Residential	25 - 50 du/acre	High-Density Residential, or new higher-density designation	RH-3 with possible amendments (Residential-High 3)	RH-3 was implemented in 2004. Several projects have been approved, and a few have been built. Evaluate and possibly modify. Include density bonus for affordable housing, parking caps, unbundled parking, trip generation allowances.

<sup>1</sup> Floor Area Ratio (FAR) is the ratio of the floor area of a building to the area of the lot on which the building is located. For more information, see FAR sidebar on page 18 of area plan.

<sup>2</sup> Zone refers to the current zoning district that may be applied (possibly with amendments) to the proposed land use area.

## Action Plan for Regulatory Changes

Next Steps	Responsibility	Timeframe
Amend / create zone districts for MU-2, MUI-1, HDR-1; BVCP land use designation descriptions, and other code changes (Boulder Revised Code and Design and Construction Standards) as needed.	Planning	4 <sup>th</sup> Q 2007 - 3 <sup>rd</sup> Q 2008
Adopt concurrency ordinance.	Planning, City Attorney's Office	4 <sup>th</sup> Q 2007 - 3 <sup>rd</sup> Q 2008
Adopt BVCP land use map changes and rezone Phase 1 properties.	Planning	3 <sup>rd</sup> - 4 <sup>th</sup> Q 2008
Evaluate RH-3 zone district and amend as needed (HDR-2).	Planning	3 <sup>rd</sup> - 4 <sup>th</sup> Q 2008
Evaluate plan implementation, including timing of Phase 2 land use, zoning and code changes for MUI-2 and OI.	Planning	2013
Conduct periodic evaluation of green building density bonus implementation.	Planning & Development Services	Every BVCP 5-year update or whenever changes occur to city code for commercial green building standards

## **Section 2: Public Improvements Funding and Phasing**

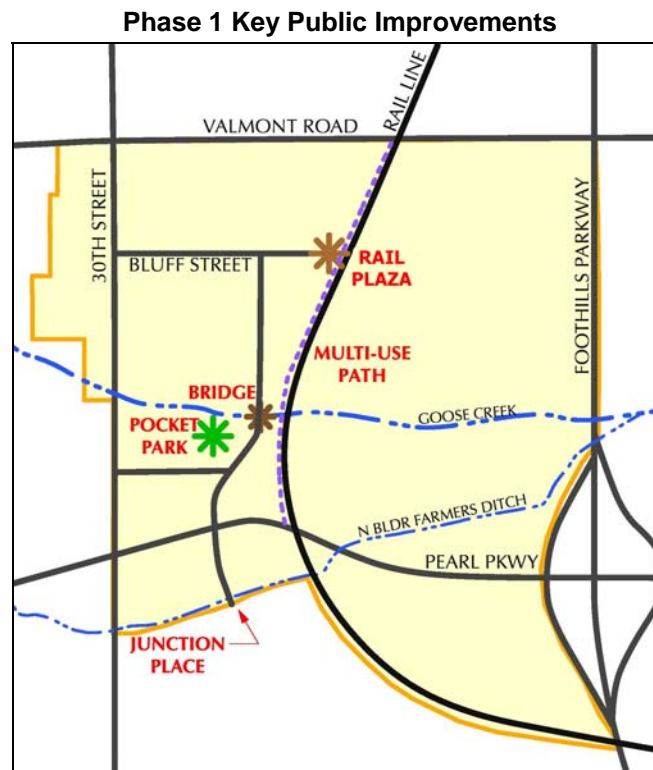
### **Principles for Implementation**

The following principles have guided the implementation plan for public improvement funding and phasing:

1. Put infrastructure funding tools/mechanisms in place prior to rezoning;
2. Identify mechanisms and incentives to fairly distribute public improvement benefits and burdens among all area property owners;
3. Existing standards, fees and exactions should generally cover the costs of necessary infrastructure and its on-going maintenance. To the extent they do not, identify additional mechanisms to close the gap, for example, improvement districts, concurrency standards, impact fees or regulations;
4. Identify funding and phasing strategies for key connections and improvements that may be needed ahead of development;
5. Identify funding strategies to finance TDM programs;
6. Develop a realistic implementation plan, including techniques for public/private partnerships;
7. Any public improvement to be funded by the city should benefit the city as a whole or implement the vision and goals for the area; and
8. Improvements that benefit the property owner should be paid for by the private sector.

### **Phase 1 Key Public Improvements**

Key public improvements for Phase 1 have been identified that will set the urban design character for the area and help implement the plan goals. They are shown below:



### Funding of Infrastructure

The city will fund a portion of the key public improvements for Phase 1. Focusing the city funding of the infrastructure between 30<sup>th</sup> Street and the railroad tracks initially (in the first 10 to 15 years) will foster a more efficient and cost effective development pattern. Phase 2 is anticipated to be developed after 10 to 15 years based on the estimated amount of development that can be absorbed in the Boulder market. City funding of key public improvements in the Phase 2 area would occur after the improvements in Phase 1 are completed.

The funding for extending Bluff Street west of 30th Street is included in Phase 2. However, a financial feasibility analysis will be conducted to determine whether funding can be identified for it in Phase 1. The analysis will evaluate alignment options, the total costs associated with each alignment, options for city/ property owner cost-sharing and funding, including a possible local improvement district, and the timing of the city's share of funding. Approval of the final alignment will be contingent upon a demonstration that any disproportionately impacted property owners will be fully compensated. If appropriate, the entire property located at 30th and Bluff streets will be purchased through the funding mechanisms identified in the analysis.

### **Costs and Phasing of Key Public Improvements in Phase 1 & 2**

The following table lists the estimated costs of the key public improvements that provide public benefit for Phase 1 and 2, primarily parks and transportation improvements, and the preliminary cost allocation. In addition to the key public improvements listed below, there are a number of local roads shown on the Transportation Connections Plan that will be the responsibility of private development to construct as part of redevelopment. (The estimates were developed in the fall of 2006, based on planning level information only, not engineering information, and are shown in fall of 2006 dollars.)

**Estimated Costs of Key Public Improvements and Preliminary Cost Allocation  
(In Millions)**

<b>PUBLIC IMPROVEMENT</b>	<b>TOTAL COST</b>	<b>CITY SHARE</b>	<b>PROPERTY OWNER SHARE</b>	<b>FASTRACKS OR TIP<sup>3</sup></b>
<b>Phase 1</b>				
Junction Place <sup>4</sup>	2.75	1.75	1.0	0
Bridge over Goose Creek	1.75	1.5	.25	0
Traffic signals	.7	.5	.2	0
Pocket Park & Rail Plaza <sup>5</sup>	1.6	1.6	0	0
Ped/Bike/ Multi-Use Paths	1.2	0	.10	1.1
Land for Historic Depot	.35	.35	0	0
Area-wide stormwater improvements	1.4	0	1.4	0
<b>Subtotal Phase 1</b>	<b>9.75</b>	<b>5.7</b>	<b>2.95</b>	<b>1.1</b>
<b>Phase 2</b>				
Upgrades to Old Pearl St.	.8	.6	.2	0
Bluff St. west of 30 <sup>th</sup> St. <sup>6</sup>	2.2	?	?	0
Traffic signal Pearl & Frontier	.2	.2	0	0
Bridges- over Goose Creek and ditch (east of tracks)	2.0	1.5	.5	0
Wilderness extension to Goose Creek	.4	.3	.1	0
Frontier extension to Goose Creek	.4	.3	.1	0
Ped/ bike/multi-use paths	4.3	0	0	4.3
Area-wide stormwater improvements	1.0	0	1.0	0
<b>Subtotal Phase 2 Improvements</b>	<b>11.3</b>	<b>2.9 + ? for Bluff St.</b>	<b>1.9 + ? for Bluff St.</b>	<b>4.3</b>
<b>Total</b>	<b>21.05</b>	<b>8.6 + ? for Bluff St.</b>	<b>4.85 + ? for Bluff St.</b>	<b>5.4</b>

<sup>3</sup> This category includes RTD FasTracks and the Transportation Improvement Program (TIP), which includes federal funds allocated through DRCOG. Pedestrian, bicycle, and transit access are eligible to be funded under the DRCOG's TIP criteria. In addition, there may be some costs attributed to FasTracks, such as multi-use paths between the bus and the train.

<sup>4</sup> Based on the draft Connections Plan, Junction Place from Bluff to Valmont is shown as a local road and would not include public enhancements. To add the enhancements to this segment would add approximately \$.5 million.

<sup>5</sup> This assumes half of the actual land value; the property owner would be compensated for the other half through credit for minimum open space requirements, density bonuses, and/or through Parks DETs collected in Phase 2.

<sup>6</sup> A feasibility study will determine the cost estimates for the extension of Bluff Street west of 30<sup>th</sup> Street, possible funding sources, and the possibility of a local improvement district to help cover some of the costs.



## Estimated Revenues and Funding Approach for the City’s Share of Key Public Improvements

The development-related taxes to be collected in the Transit Village area, including development excise taxes (DETs) and construction use taxes, have been estimated below. Although there would be some DETs collected without an adopted area plan, most of the revenues listed below are based on new residential development in the area which would not occur without the adoption of the Transit Village Area Plan. Only the construction use tax (general fund, transportation, and parks only) and Transportation and Parks DETs collected in the area are being considered for reimbursement for public improvements in the area and these are shown in bold below.

### Development-Related Taxes

Estimated Development-Related Taxes	Phase 1	Buildout
Development Excise Tax (DET)		
Police	160,000-300,000	\$400,000-650,000
Library	\$175,000-290,000	\$370,000-630,000
Fire	\$150,000-280,000	\$360,000-580,000
Human Services	\$ 59,000-115,000	\$150,000-235,000
Municipal Space	\$180,000-340,000	450,000-700,000
<b>Parks</b>	<b>\$815,000-1,330,000</b>	<b>\$1,700,000-2,900,000</b>
Recreation	\$200,000-330,000	\$425,000-730,000
<b>Transportation</b>	<b>1,300,000-2,000,000</b>	<b>\$3,300,000-5,250,000</b>
Housing (HET)	285,000-580,000	\$750,000-1,170,000
<b>Construction Use Tax – including general fund and transportation</b>	<b>\$700,000-1,800,000</b>	<b>\$2,700,000-4,000,000</b>
<b>Total</b>	<b>\$4,024,000 – 7,365,000</b>	<b>\$10,605,000 - 16,845,000</b>

Other funding sources include the city’s Capital Improvement Program and DRCOG’s Transportation Improvement Program.

#### *Transportation Capital Improvement Program (CIP)*

Enhancements to the Transit Village transportation network identified as city-funded will provide access to the FasTracks bus rapid transit (BRT) and commuter rail facilities. There is a funding gap between the cost of the city attributed transportation improvements and the TET and transportation-related construction use tax revenues anticipated from the area. Starting in 2010, the Transportation CIP includes approximately \$900,000 annually for FasTracks Local Optimization (FLO) projects city-wide. One version of the cash flow analysis, bridges this funding gap with a portion of the FLO funding.

#### *Transportation Improvement Program (TIP)*

The DRCOG TIP is a competitive process that allocates federal transportation funds. Transit Village area pedestrian and bicyclist improvements are currently eligible for TIP funding. TIP funding requires a minimum 20% city/local match.

The city will use the flexible portion of the General Fund Reserves (above 10 percent) to front-end the city’s share of the key public improvement costs in conjunction with corresponding private development. Costs to be incurred after five years will be programmed in the future at the discretion of the City Council. The reserves will be paid back over time by revenues generated from Phase 1 development, including Transportation and Parks DET (Development Excise Tax), construction use tax, the Transportation CIP (Capital Improvements Program) and Federal TIP (Transportation Improvements Program) funding.

**Action Plan for Public Improvements Funding and Phasing**

<b>Next Steps</b>	<b>Responsibility</b>	<b>Timeframe</b>
Put funding plan in place for Phase 1 key public improvements for both private and public sectors.	Finance, Planning, City Attorney’s Office, property owners	4 <sup>th</sup> Q 2007-2 <sup>nd</sup> Q 2008
Incorporate public improvements into city budget (CIP).	Planning, Finance, Public Works	3 <sup>rd</sup> Q 2008
Determine funding of public improvements in Phase 2.	Planning, Finance	2009
Develop utilities funding and phasing plan for stormwater system and water and sewer systems.	Utilities, Planning	4 <sup>th</sup> Q 2007-3 <sup>rd</sup> Q 2008
Conduct financial feasibility analysis for including the area west of 30 <sup>th</sup> Street and the extension of Bluff Street in Phase 1.	Transportation	4 <sup>th</sup> Q 2007-2 <sup>nd</sup> Q 2008
Develop a TVAP arts and aesthetics master plan.	Arts & Culture Program Planning	2007-2008
Evaluate the fiscal and logistical feasibility of undergrounding the North Boulder Transmission Line through the area.	Utilities Transportation	2010-2011

**Section 3. Transportation Demand Management (TDM) Implementation**

Implementation efforts related to the TDM program for the Transit Village area will focus on two primary areas:

1. A framework for managing parking in the Transit Village area;
2. The supporting requirements for TDM activities within the Transit Village area, including:
  - a. code changes related to trip generation allowances,
  - b. the unbundling of parking,
  - c. mandatory participation in a transportation management organization (TMO), and
  - d. establishment of the funding basis for supporting TDM efforts in the area.

This work will be completed with other code changes and prior to any rezoning of the area.

**Action Plan for Transportation Demand Management (TDM)**

Next Steps	Responsibility	Timeframe
<b>General</b>		
Refine the final objectives for the TDM program based on the target markets of employees, residents and customers.	Transportation	4 <sup>th</sup> Q 2007
Identify performance measures reflecting the objectives, required data inputs, and the data collection methodology and timing.	Transportation	4 <sup>th</sup> Q 2007 - 3 <sup>rd</sup> Q 2008
<b>Managing Parking</b>		
Phase 1 Parking Study- Prepare existing parking inventory and utilization study.	Transportation	Underway - 1 <sup>st</sup> Q 2008
Phase 1 Parking Study- Prepare parking demand projections and location-specific parking demand ratios by land use and zone.	Transportation	Underway - 1 <sup>st</sup> Q 2008
Phase 1 Parking Study- Analyze shared parking opportunities and recommended parking management practices.	Transportation	Underway - 1 <sup>st</sup> Q 2008
Define and implement the management structure for parking management, based on the city’s role, level of financial participation and the results from the above tasks. Options include a parking management association (PMA) or parking district operated by either the city, the property owners or both	Planning, Transportation	2 <sup>nd</sup> Q 2008 - 3 <sup>rd</sup> Q 2008
Define city and RTD roles in parking, based on city/RTD site and master plan, the parking study results and the Northwest Rail Environmental Assessment	Transportation, Housing, RTD	3 <sup>rd</sup> Q - 4 <sup>th</sup> Q 2008

Identify any area around the rail platform that would be included in the initial parking management area	Planning, Transportation	4 <sup>th</sup> Q 2008
Phase 2 Parking Study- Define the expected location and provision of the required parking, including any centralized parking structure(s).	Planning, Transportation	4 <sup>th</sup> Q 2008
Phase 2 Parking Study- Develop and adopt detailed financing and phasing plan for the parking district and/or PMA, based on final land use and development phasing.	Transportation, property owners	2 <sup>nd</sup> Q - 4 <sup>th</sup> Q 2008
Secure property interests in the location(s) identified for centralized parking, if necessary.	Real Estate Services	2009 on
Evaluate new technologies for parking and information management.	Transportation	2009 on
<b>Supporting Actions for TDM</b>		
Maintain and increase the activities of GO Boulder and a transportation management association to promote on-going TDM activities in the area.	Transportation, TMO	2008 on
Establish trip generation allowances by parcel to achieve the TDM objectives.	Planning, Transportation	1 <sup>st</sup> Q – 2 <sup>nd</sup> Q 2008
Change the city's code to require that parking in the area be unbundled in most cases.	Planning, Transportation	1 <sup>st</sup> Q – 3 <sup>rd</sup> Q 2008
Establish parking maximums for each phase by land use zone.	Planning, Transportation	1 <sup>st</sup> Q – 3 <sup>rd</sup> Q 2008
Establish the requirement that all new development join and support a transportation management organization.	Planning, Transportation	1 <sup>st</sup> Q – 3 <sup>rd</sup> Q 2008
Prepare a detailed TDM implementation plan to implement the proposed TDM programs and activities.	Transportation, TMO	4 <sup>th</sup> Q 2008
Develop and adopt the required financing needed for the TDM program based on final land use and development phasing.	Transportation, TMO	4 <sup>th</sup> Q 2008
Ramp up TDM activities in the area by development phase to provide the services identified in the TDM chapter.	Transportation, TMO	2009 on
Refine TDM monitoring and reporting program and its phasing.	Planning, Transportation	2009 on

#### **Section 4: Sustainability Goals Implementation**

The Land Use Plan, Connections Plan, and TDM components of the plan advance many of the city’s sustainability goals. This section outlines additional actions the city will take after plan adoption to work toward the community’s social, environmental and economic sustainability goals.

#### **Action Plan for Social Sustainability**

<b>Strategy</b>	<b>Responsibility</b>	<b>Timeframe</b>
<b>Affordable Housing</b>		
Incorporate density bonus for projects that exceed inclusionary zoning requirements in Mixed Use 2 and High-Density Residential 2 zones.	Housing, Planning	4 <sup>th</sup> Q 2007- 3 <sup>rd</sup> Q 2008
Develop up to 50 percent permanently affordable housing on city housing site.	Housing	2008-2016
<b>Locally- and Minority-Owned Businesses and Nonprofits</b>		
Consider expanding subsidy to support locally-owned and/or minority-owned businesses in area.	Housing and Human Services, Economic Vitality	On-going
Consider expanding Community Development Block Grant (CDBG) funding to non-profit organizations to develop facilities in the area.	Housing and Human Services	On-going
Look for opportunities to partner with developers to provide affordable space for businesses that provide unique community benefit.	Economic Vitality, Housing and Human Services	On-going
<b>Other</b>		
Investigate opportunities for public childcare and HeadStart as part of Early Care and Education Council Comprehensive System Plan.	Housing and Human Services	On-going
Design pocket park and rail plaza to be welcoming to a diverse population.	Parks	At time of design (2011-2015)
Investigate library services for area.	Library	2012

## Action Plan for Environmental Sustainability

Strategy	Responsibility	Timeframe
Incorporate a density bonus or other incentives for LEED (Leadership in Energy Efficient Design) Platinum certified (or some other high-level green standard) buildings in the Mixed-Use Industrial 1 zone district.	Planning, Environmental Affairs	4 <sup>th</sup> Q 2007 - 3 <sup>rd</sup> Q 2008
Consider green building density bonus for Office Industrial and Mixed Use Industrial 2 areas.	Planning, Environmental Affairs	2013
Promote and educate property owners and developers about the pilot LEED-Neighborhood Development (LEED-ND) certification program.	Environmental Affairs	On-going
Research/ identify incentives to create a green technology park.	Economic Vitality, Environmental Affairs, Planning	2007-2008
Research/ identify incentives for development projects to incorporate innovative stormwater drainage techniques, including green roofs.	Utilities, Planning	2007-2009
Investigate enhancement of the Goose Creek drainageway.	Utilities, Transportation, Housing, Parks	2007-2008 concurrent with master planning city/ RTD site
Develop a Transit Village Area environmental sustainability plan.	Environmental Affairs, Planning	4 <sup>th</sup> Q 2007 – 1 <sup>st</sup> Q 2008

### Action Plan for Economic Sustainability

<b>Strategy</b>	<b>Responsibility</b>	<b>Timeframe</b>
Consider potential alternative locations for the Depot as part of master planning city housing/ RTD site (which may require re-positioning the building).	Economic Vitality, Housing Transportation, Planning, Facilities/Asset Management, RTD, historic preservation community, property owner(s)	2007-2008 master planning city housing/RTD site
Explore alternatives for a vibrant use(s) for the Depot that will be compatible with building's historic integrity.	Economic Vitality, Planning, Facilities/Asset Management historic preservation community property owner(s)	2007-2008
Investigate feasibility of urban-format mid-box retail in area, with development community and retailers.	Economic Vitality	2007-2008 concurrent with master planning city housing/RTD site