

**Boulder City Council  
STUDY SESSION**

**Tuesday  
August 13, 2013**

**5-6 PM  
Draft Historic Preservation Plan**

**6- 7 PM  
Draft 2014-2019  
Capital Improvements Program (CIP)**

**7-8 PM  
Regional Transportation Issues**

**8-9 PM  
Transportation Master Plan Update**

**Council Chambers  
Municipal Building  
1777 Broadway**

Submit Written Comments to City Council  
ATTN: Alisa Lewis, City Clerk  
1777 Broadway, 2<sup>nd</sup> Floor  
P.O. Box 791  
Boulder, CO 80306  
or Fax to 303-441-4478  
or E-mail: [council@bouldercolorado.gov](mailto:council@bouldercolorado.gov)



## MEMORANDUM

**TO:** Members of City Council

**FROM:** Jane S. Brautigam, City Manager  
Paul J. Fetherston, Deputy City Manager  
David Driskell, Executive Director of Community Planning and Sustainability  
Susan Richstone, Deputy Director of Community Planning and Sustainability  
Lesli Ellis, Comprehensive Planning Manager  
James Hewat, Senior Historic Preservation Planner  
Marcy Cameron, Historic Preservation Planner

**DATE:** August 13, 2013

**SUBJECT:** City Council Discussion of the Draft Historic Preservation Plan

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### I. PURPOSE

The purpose of this City Council discussion item is to solicit feedback on the Draft Historic Preservation Plan (**Attachment A**) before it is brought to City Council for acceptance in the fall of 2013. On Feb. 12, 2013, City Council provided feedback on the current program assessment and identified key issues, goals and objectives in a joint Study Session with the Landmarks Board.

The vision set out in the draft plan is for the City of Boulder to continue to be a leader in historic preservation by proactively identifying historic resources and creating a shared community vision for the preservation of sites and areas that are significant to Boulder's past. The plan establishes five goals to guide the program:

- Ensure the Protection of Boulder's Significant Historic, Architectural, and Environmental Resources
- Actively Engage the Community in Historic Preservation Efforts
- Make Review Processes Clear, Predictable, and Objective
- Continue leadership in Historic Preservation and environmental sustainability
- Encourage Preservation of Historic Resources

The prioritized recommendations are organized into three themes:

- Historic Resource Protection,
- Community Engagement and Collaboration, and
- Program Operation.

The prioritization takes into account currently available resources and reflects the philosophy that the current program should be strengthened before expanding the program through new initiatives. The draft plan has been shaped by considerable input from members of the public, historic preservation organizations, and the Landmarks Board.

## **II. DISCUSSION QUESTION**

1. Does the City Council have feedback on the Draft Historic Preservation Plan?

## **III. BACKGROUND**

In 2012, the City of Boulder was awarded a Certified Local Government (CLG) grant to develop a Historic Preservation Plan. Although Boulder has a robust preservation program and a long history of protecting historically important buildings and districts, there is not a specific plan in place to provide an overall vision and policy direction for the long-term future of the Historic Preservation Program. The goal of the plan is to establish a long-term vision for historic preservation in Boulder and to identify and prioritize specific strategies for achieving the identified goals and objectives of the plan.

## **IV. OVERVIEW OF DRAFT PLAN**

The draft plan is divided into three sections:

- an overview of the plan's development,
- an assessment of the current program, and
- prioritized strategies to guide the program into the future.

### **Section 1 - A Sense of Place**

The first section outlines the purpose of the plan and includes an overview of the plan's development and a brief history of historic preservation efforts in Boulder. Community input has been critical in formulating the plan. Its implementation will require continued engagement with property owners, local organizations, and community groups.

### **Section 2- Historic Preservation Program- Designation and Analysis**

The second section analyzes the current Historic Preservation program, and organized the program areas into three themes. Historic Resource Protection includes program areas related to regulations, guidelines and incentives for designated buildings. Program Operation includes program areas related to on-going staff duties, including internal coordination, enforcement and disaster preparedness. Community Engagement and Collaboration analyzes the program's

outreach initiatives and honorary Structures of Merit program. The program analysis provides a foundation for the prioritized Recommendations in the third section of the plan.

### **Section 3 - A Sense of Purpose**

The third section identifies five goals and related objectives to guide the city's Historic Preservation program, followed by a list of Recommendations and Prioritization Chart. The recommendation section identifies actionable items to achieve the identified Goals and Objectives. The Prioritization Chart (p.37) prioritizes the Recommendations into Near-Term (1-5 years) and Long-Term (5-10) timeframes and identifies the related objective and responsible parties.

#### Key Near-Term Action Items

##### **Historic Resource Protection**

- Develop a plan to prioritize historic resource protection;
- Develop additional historic context reports;
- Promote, as demonstration projects, city-owned building which incorporate historic preservation and sustainability;
- Foster greater awareness of postwar architecture.

##### **Community Engagement and Collaboration**

- Establish neighborhood liaisons;
- Share stories of Boulder's historic places;
- Honor property owners for the careful stewardship of historic properties;
- Improve the Historic Preservation website.

##### **Program Operation**

- Establish follow-up processes for Landmark Alteration Certificates;
- Revise applications and forms;
- Explore ways to make design review more consistent and predictable;
- Develop a disaster response plan for the historic preservation program.

The Historic Preservation Plan will be used to help guide upcoming annual work plans for the Historic Preservation program. Each year, it is recommended that a report and presentation be prepared to gauge the progress of the Historic Preservation Recommendations and help prioritize initiatives for the next year.

## **V. PUBLIC AND BOARD INPUT**

The development of the plan has included a program assessment, a comparison to other historic preservation programs, a customer survey of applicants, public and Landmarks Board meetings, internal and external stakeholder group meetings, input from Historic Boulder, Inc., a joint City Council and Landmarks Board Study Session, a Planning Board meeting, and a forum hosted by PLAN-Boulder County. The stakeholder group met three times and included representatives from designated and potential historic districts, realtor and business associations, and local historic preservation organizations.

### **Current Program Assessment**

Development of the plan included a program assessment of the current program that was reviewed by the City Council of Feb. 12, 2013. This document has been revised per the City Council's comments and is available through the city's Community Planning & Sustainability Department.

### **Comparison with Other Communities**

A chart was developed that compares Boulder's historic preservation program to other programs around the state and across the country in terms of review processes, architectural survey, incentives, and other program areas. It is available online at:

<https://bouldercolorado.gov/links/fetch/10766>

### **City Council, Landmarks Board, Stakeholder Group and Public Input**

Considerable input from the public, stakeholder group, Landmarks Board, Planning Board and City Council has informed the plan. A series of meetings have been held to gather feedback on specific components of the plan. A summary of feedback to date is available online at:

<https://bouldercolorado.gov/links/fetch/16681>

### **Input to Date**

#### Current Program Assessment, Key Issues

- Dec. 2012 Customer Survey
- Jan. 16, 2013 Public and Landmarks Board Meeting
- Feb. 12, 2013 Joint City Council and Landmarks Board Study Session
- Feb. 19, 2013 Stakeholder Meeting hosted by staff and Historic Boulder, Inc.
- Apr. 4, 2013 Planning Board Meeting

#### Goals and Objectives

- Apr. 23, 2013 Stakeholder Meeting hosted by staff and Historic Boulder, Inc.
- April 26, 2013 Staff and Landmarks Board members participated in a PLAN-Boulder County forum on the development of a Historic Preservation Plan.
- May 1, 2013 Public and Landmarks Board Meeting

#### Themes and Recommendations

- June 5, 2013 Public and Landmarks Board Meeting
- June 11, 2013 Stakeholder Meeting hosted by staff and Historic Boulder, Inc.

#### Draft Historic Preservation Plan

- July 18, 2013 Public and Landmarks Board Meeting

### **Landmarks Board Feedback on the Draft Historic Preservation Plan**

The Landmarks Board reviewed the Draft Historic Preservation Plan at its July 18, 2013 meeting. Key points include:

- Overall, the draft plan is very comprehensive and reflective of community feedback;

- Add as objective: “Cultivate and maintain relationships with already landmarked districts and landmarks;”
- Clarify how the plan will be used;
- Move “Explore designation of eligible smaller buildings” to Near-Term time frame;
- Move “Develop a disaster response plan...” to Near-Term time frame;
- Add reference to Greenpoints program in objective to align city policies;
- Remove recommendation to “Promote Compatible Design Solutions Suited to Postwar Homes.” Item should be further vetted prior to inclusion in a long-term plan.

## **VI. NEXT STEPS**

The Historic Preservation Plan will be submitted to History Colorado for review at the end of August as required by the CLG grant. In September, the Landmarks Board will review the plan prior to its consideration for acceptance by City Council.

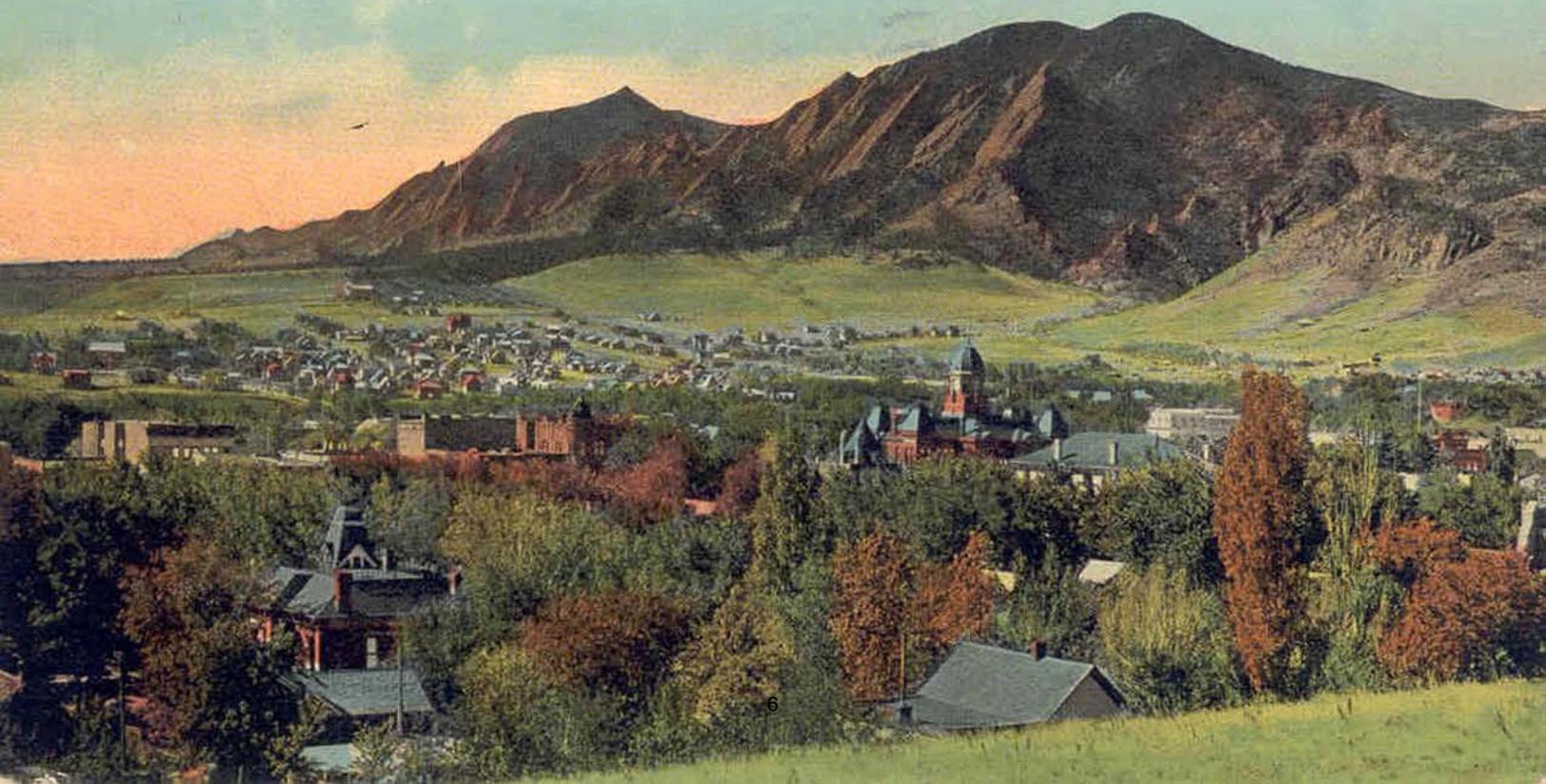
## **ATTACHMENTS:**

- A: Draft Historic Preservation Plan

# **A Sense of Place, A Sense of Purpose:**

A Plan for the City of Boulder's Historic Preservation Program

AUGUST 13, 2013 DRAFT





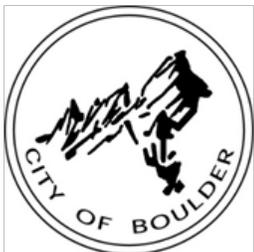
# **A Sense of Place, A Sense of Purpose:** A Plan for the City of Boulder's Historic Preservation Program - 2013 -

City of Boulder  
Community Planning &  
Sustainability Department

Certified Local Government  
Project #CO-12-017

Mary Therese Anstey  
HistoryMatters, LLC

July 2013



## Acknowledgements

This document benefitted from insight and contributions from a number of individuals:

### City of Boulder Landmarks Board

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Kurt Nordback  
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### Boulder City Council Members

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Suzy Ageton  
KC Becker  
Macon Cowles  
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Lisa Morzel  
Tim Plass  
Ken Wilson

### Historic Preservation Plan Stakeholder Group

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Jancy Campbell, Historic Boulder, Inc.  
Susan Connelly, Colorado Chautauqua Association  
Crystal Gray, Whittier neighborhood representative  
Tom Hay, Board of Area Realtors  
Jyotsna Raj, University Hill representative  
Valerie Yates, Mapleton Hill representative  
Larry Kaptein, Floral Park representative

The citizens of Boulder, especially those who participated in the various public meetings.

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### Carnegie Branch Library for Local History

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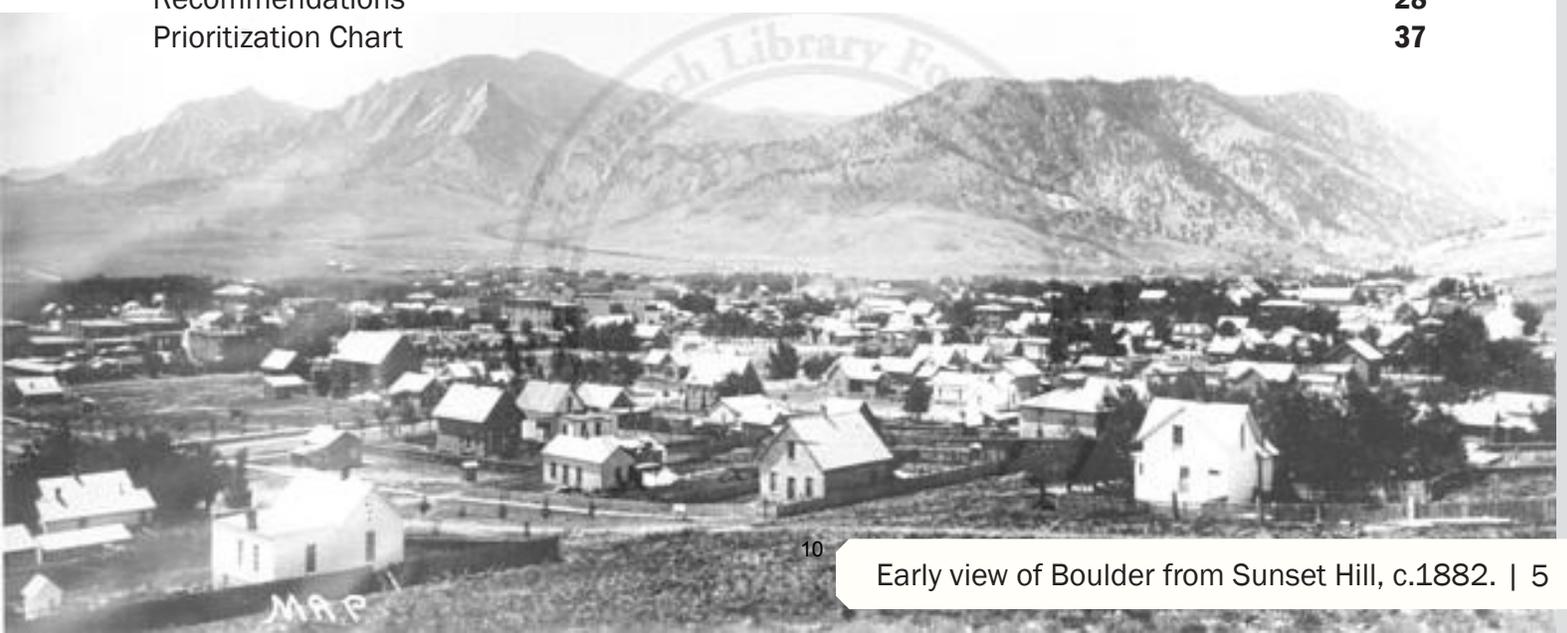
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*In addition, funds for this project were provided in part by the History Colorado, State Historical Fund*

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## EXECUTIVE SUMMARY

In 2012, the City of Boulder was awarded a Certified Local Government (CLG) grant to develop a Historic Preservation Plan. The purpose of the plan is to establish an enduring vision for the city's Historic Preservation program, to set near and long-term priorities for the program, and to identify proactive and innovative strategies for achieving the identified goals and objectives in the plan.

The vision set out in the plan is for the City of Boulder to continue to be a leader in historic preservation by proactively identifying historic resources and creating a shared community vision for the preservation of sites and areas that are significant to Boulder's past. The plan establishes five goals to guide the program:

- Ensure the Protection of Boulder's Significant Historic, Architectural, and Environmental Resources
- Actively Engage the Community in Historic Preservation Efforts
- Make Review Processes Clear, Predictable, and Objective
- Continue Leadership in Historic Preservation and Environmental Sustainability
- Encourage Preservation of Historic Resources

The recommendations are organized into three themes: Historic Resource Protection, Community Engagement and Collaboration, and Program Operation. The recommendations are prioritized to ensure that existing historic preservation activities are addressed before expanding the program through new initiatives.

Key Near-Term Action Items include:

### **Historic Resource Protection**

- Develop a plan to prioritize historic resource protection;
- Develop additional historic context reports;
- Promote, as demonstration projects, city-owned buildings that incorporate historic preservation and sustainability;
- Foster greater awareness of postwar architecture.

### **Community Engagement and Collaboration**

- Establish neighborhood liaisons;
- Share stories of Boulder's historic places;
- Honor property owners for the careful stewardship of historic properties;
- Improve the Historic Preservation website.

### **Program Operation**

- Establish follow-up processes for Landmark Alteration Certificates;
- Revise applications and forms;
- Explore ways to make design review more consistent and predictable;
- Develop a disaster response plan for the Historic Preservation program.

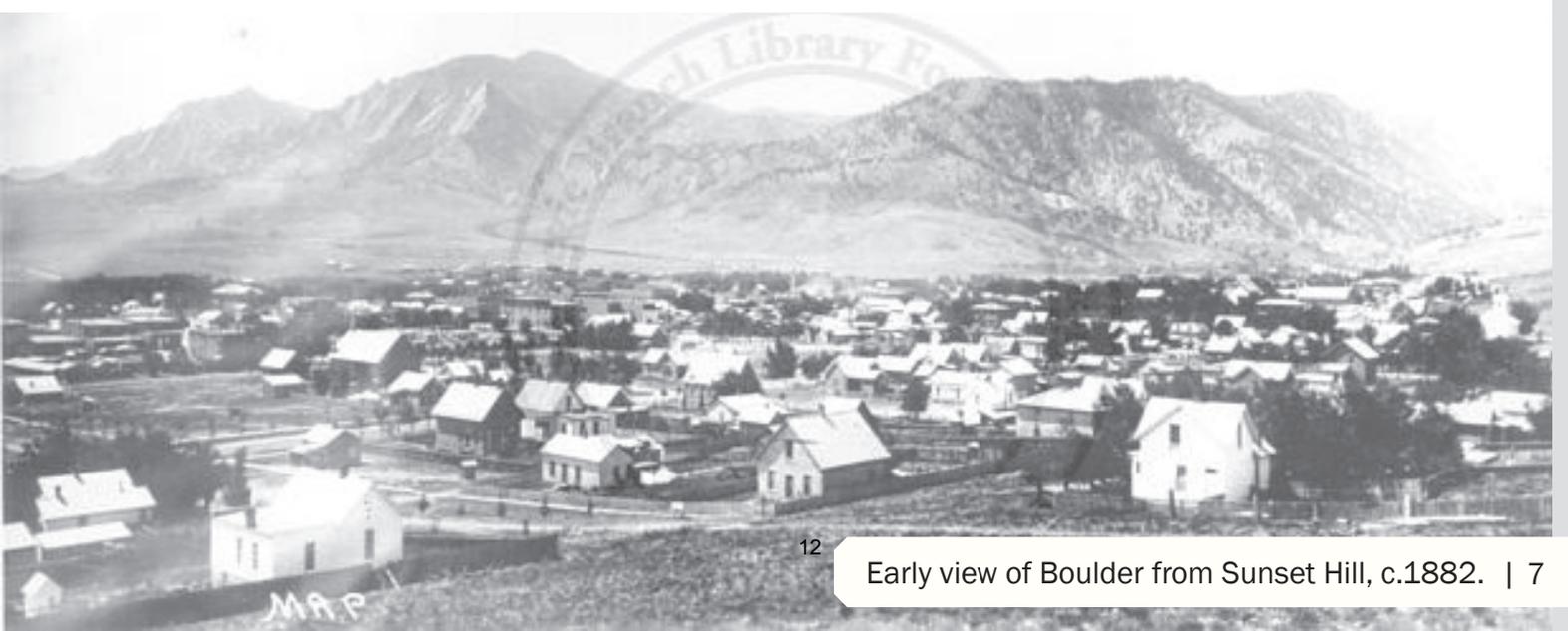
The plan will be used to help guide upcoming annual work plans for the Historic Preservation program. Each year, it is recommended that a report and presentation be prepared to gauge the progress of the recommendations and help prioritize initiatives for the next year.

### **Public and Board Input**

The plan has been shaped by considerable input from members of the public, a stakeholder group, various city departments, City Council and the Landmarks Board. The development of the plan included a program assessment, a comparison to other historic preservation programs, a customer survey of applicants, public and Landmarks Board meetings, internal and external stakeholder group meetings, input from Historic Boulder, Inc., a joint City Council and Landmarks Board Study Session, a Planning Board meeting, and a forum hosted by PLAN-Boulder County. The stakeholder group met three times and included representatives from designated and potential historic districts, realtor and business associations, and local historic preservation organizations.

The implementation of the plan will require strong partnerships between the city, Landmarks Board, property owners, community members, historic preservation organizations, real estate groups and neighborhood associations.

# A SENSE OF PLACE: DEVELOPMENT OF A HISTORIC PRESERVATION PLAN



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## DEVELOPMENT OF THE HISTORIC PRESERVATION PLAN

In 2012, the City of Boulder received grant funding to develop a plan to establish a long-term vision for the city's Historic Preservation program, proactively set priorities for future activities, and identify innovative strategies for achieving the identified goals and objectives. Over the course of its nearly forty years, Boulder's Historic Preservation program has accomplished much and today is often cited as a model example of historic preservation at the local government level. Its successes are the result of innovative thinking in a community that places great value on the character of its city. While few would dispute the importance of preserving Boulder's irreplaceable historic and architectural resources, establishment of a comprehensive plan to guide these efforts will ensure historic preservation efforts remain relevant and dynamic.

Few communities with established historic preservation programs have adopted plans. This may be due to the perception that preservation is largely reactive in nature, responding to threats only at the last moment. In reality, current historic preservation practice is often woven into many facets of a city government's activities and plans. This is the case in Boulder.

The Historic Preservation Plan builds on past successes by identifying what roles historic preservation will play in shaping Boulder's urban form and character and how it will contribute to the city's goals towards environmental and economic sustainability. The plan also aspires to bring vision to the diverse initiatives, programs, needs, opportunities, goals, and principles of the City of Boulder's historic preservation activities in the twenty-first century. On a practical level it is intended to establish implementable work program priorities that will assist in streamlining the city's historic preservation processes.

Adoption of a historic preservation plan for the city and county is recommended in the Boulder Valley Comprehensive Plan as a way to integrate historic preservation issues into broader goals and policies in the Boulder Valley. This plan is more limited in scope, applying only to the City of Boulder's historic preservation activities, but may be useful in

developing a broader historic plan for the Boulder Valley.

The plan briefly describes and analyzes fourteen program areas, establishes goals and priorities for the program, and includes recommendations and a plan for implementing those recommendations under three themes: Historic Resource Protection, Community Engagement and Collaboration, and Program Operations. It provides concrete strategies for implementation with near and long-term outcomes to refine and improve the city's Historic Preservation program over the next 10 years.

### COMMUNITY INPUT

The planning effort reflects considerable public input from a broad range of stakeholders, some with direct interest in historic preservation, and others not. It recognizes the value of community engagement in undertaking an honest assessment of Boulder's Historic Preservation program and developing strategies for the future that will benefit the community as a whole. Groups engaged through the plan development process include the Boulder Area Realtors Association (BARA), the Boulder County historic preservation program, the Boulder History Museum, the Colorado Chautauqua Association, the Downtown Business Owners, Inc. (DBI), the Carnegie Library for Public History, Colorado History, the Floral Park Neighbors, Historic Boulder, Inc., the Mapleton Hill Neighborhood Association, PLAN-Boulder County, the city's Planning and Development stakeholder group, and the Whittier Neighborhood Association. The plan also integrates the six goals for local historic preservation as outlined in "The Power of Heritage and Place: The Statewide Plan for Historic Preservation in Colorado (2013).



## A SENSE OF PLACE

Boulder possesses remarkable environmental, cultural, and historic wealth and an unmistakable sense of place. Archaeological finds indicate that humans have lived in, what now comprises, Boulder's city limits for at least 10,000 years. The Southern Arapaho people also recognized Boulder Valley's appeal, establishing a village near Haystack Mountain. Over the centuries, Utes, Cheyennes, Comanches, and Sioux are known to have visited and camped in the area.

When permanent settlement first took place by European descendents in the 1850s, Boulder was part of the Nebraska Territory. On February 28, 1861, the Territory of Colorado was created by the U.S. Congress, after which time the town grew quickly into a supply base for miners in the mountains searching for gold and silver. Early Boulder was a rough-hewn place providing miners with needed equipment, agricultural products, housing, transport services, as well as gambling and drinking establishments.

The city's first residential areas were located in what is now downtown and in some parts of the Goss-Grove, Whittier and Mapleton Hill neighborhoods. In 1860, Boulder citizens began lobbying to have the University of Colorado located there, and in 1874, the small community was granted the location, secured a donated 44.9 acre site and raised \$15,000 to match a similar grant by the state legislature. By 1900, growth of the university led to the development of parts of the University Hill neighborhood.

By 1905, the economy was faltering and Boulder looked to tourism and health seekers to boost its fortunes; however, it had no first class lodgings to

attract summer visitors and group meetings. By 1906, a subscription drive had raised money to construct of a large hotel in the center of town. The hotel's first event was a reception for Boulder citizens on December 30, 1908, and the Hotel Boulderado opened to guests on January 1, 1909. Tourism continued to dominate the Boulder economy for the next 40 years. Each summer shopkeepers, transport firms, and lodging managers eagerly awaited the influx of Chautauqua residents, primarily from Texas, and other visitors.

### EARLY PLANNING AND PRESERVATION EFFORTS

Efforts to protect Boulder's setting and natural resources represent some of the first conservation efforts within the community. A voter-approved ballot measure in the late 1890s allowed the city to purchase 40 acres of land to establish the Colorado Chautauqua, marking the community's commitment to preserving and celebrating Boulder's natural beauty. Boulder citizens continued to play a strong role in determining the town's future growth. In 1903, the Boulder City Improvement Association was established to develop park lands and encourage desirable city improvements. This body had similar goals to Boulder's Park Board, which actively acquired lands along Boulder Creek and other areas surrounding the city for park use. In 1908, the Improvement Association commissioned nationally-recognized landscape architect Frederick Law Olmsted, Jr. to suggest ways to improve Boulder's physical environment. Olmsted advised the city to promote itself as a residential community to ensure its stability, and to distance polluting industries from central Boulder. Olmsted's report established a guide for growth in Boulder. In 1926, the city hired



Denver planning consultant Saco R. DeBoer to formulate a zoning ordinance. Adopted in 1928, this ordinance established seven zoning districts and made Boulder one of the first western cities to have such land use guidance.

### **MID-CENTURY HISTORIC PRESERVATION EFFORTS**

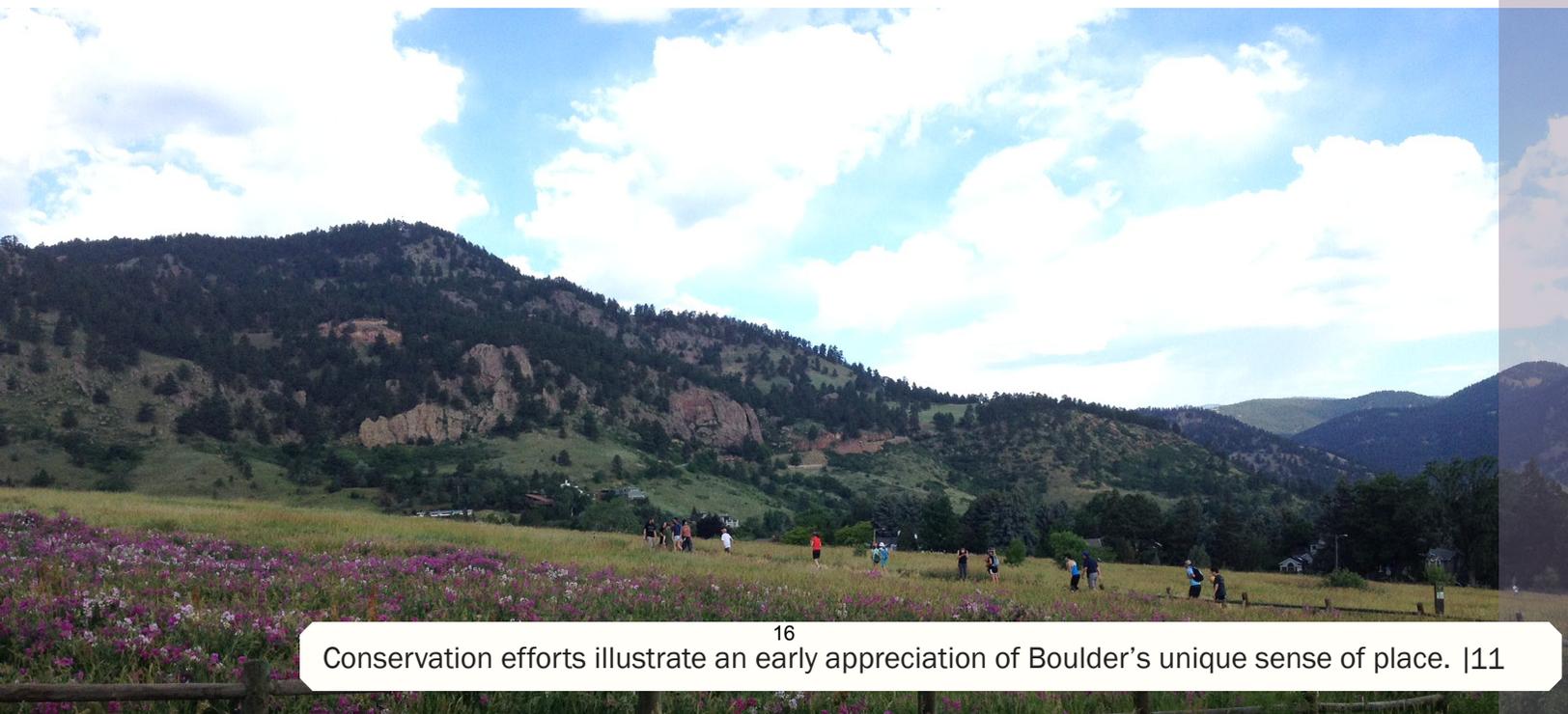
Like so many other communities across the western United States, Boulder experienced tremendous post-World War II population growth. A rising population, along with a national mood that emphasized the “new” after years of Depression-era and wartime deprivation, was perceived as a threat to both the natural setting and many older buildings. As a result, historic preservation and conservation efforts re-emerged from a combination of concerns about the effects of dramatic growth and a desire to protect the city’s distinct sense of place. In 1959, after a successful grassroots campaign, Boulder voters approved an amendment to the city charter, which introduced a “blue line” restricting water service at higher elevations as a way to preserve the views toward and character of nearby mountain areas. In 1967, Boulder was the first city in the United States to vote for an open space tax, and as a result, over 45,000 acres of parks and open space surround the city. In 1971, Boulder citizens again supported an effort to protect Boulder’s character. Construction of the nine-story Colorado Building at 14th and Walnut streets encouraged voters to pass a law restricting the height of new buildings to fifty-five feet.

### **HISTORIC PRESERVATION ORDINANCE**

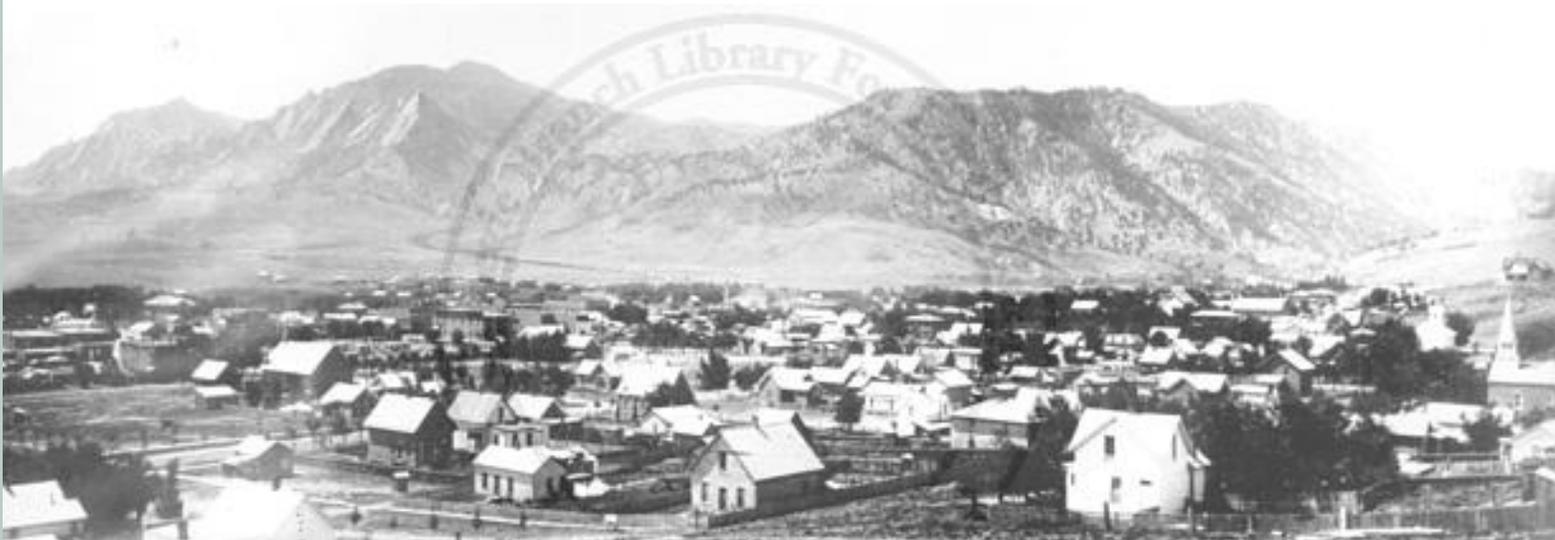
Responding to the loss of several important historic buildings in the 1960s and early 1970s, Historic Boulder, Inc. drafted a historic preservation ordinance, which City Council unanimously adopted in 1974. It established a recognized municipal process to preserve and protect the historic, architectural, and environmental assets that contribute to Boulder’s unique sense of place.

### **THE HISTORIC PRESERVATION PROGRAM TODAY**

During its nearly 40 year history, the city’s Historic Preservation program has grown, evolved, and matured. Today Boulder boasts a well-established and dynamic program that is cited as a model in Colorado and nationwide. The local historic preservation ethic in the city is complex and focused on preserving vital aspects of the community’s character that improve the urban quality of life by promoting distinct, lively, and sustainable neighborhoods. From the outset, the Historic Preservation Ordinance has sought to balance private property rights with the public interest of resource protection, and this fundamental principle continues to guide the city’s Historic Preservation program. While this balance is not always easy to achieve (and sometimes results in controversy), historic preservation efforts in Boulder have resulted in the designation of many significant buildings and neighborhoods, enhancing the community’s character for citizens today and generations to come.



# HISTORIC PRESERVATION PROGRAM DESCRIPTION AND ANALYSIS



12 | Early view of Boulder from Sunset Hill, c.1882.

## OVERVIEW

The City of Boulder's Historic Preservation program was established in 1974, following a citizen-driven effort to recognize and protect buildings and sites important to Boulder's history. The program began with the designation of five individual landmarks, and in 1978, Floral Park was designated as the city's first historic district. Over the next 40 years, the program has grown to include 162 individual landmarks and 10 historic districts, for a total of over 1,300 designated properties.

### CERTIFIED LOCAL GOVERNMENT PROGRAM (CLG)

The City of Boulder has been a Certified Local Government (CLG) since 1985. The purpose of the program certification is to encourage and expand local involvement in preservation issues and establish strong local preservation programs. Certified programs are eligible for grants from a designated fund, and landmarks within the CLG jurisdiction are eligible for a 20 percent State Historic Preservation Income Tax Credit.

The National Historic Preservation Act of 1966 established State Historic Preservation Offices, funded by the Secretary of the Interior through the National Park Service. History Colorado's Office of Archaeology and Historic Preservation administers the state program, including state and federal grants, review and maintenance of survey records, and nomination of properties to the State and National Registers of Historic Places. In 1980, the state-federal partnership was expanded to local governments.

A Certified Local Government must establish a historic preservation ordinance, an adequate and qualified Historic Preservation Commission (Landmarks Board), a system for survey and inventory of historic properties, and encourage public participation in historic preservation programs.

Boulder has been successful in securing grant funds nearly every year since it was certified, which have funded survey and historic context projects, staff and board member training, and public outreach efforts. CLG evaluations occur every four years and provide third-party analysis of the program to ensure compliance with the CLG requirements.

### OVERVIEW OF PROGRAM AREAS

The Historic Preservation Ordinance outlines the key functions of the Historic Preservation program, including designation of individual landmarks and historic districts, recognition of properties as Structures of Merit, ruling on Landmark Alteration Certificates, enforcement of historic preservation violations, and granting permits for demolition of buildings over 50 years old.

In addition to these key functions, the program includes public outreach efforts and functions related to the operation of the program within the Comprehensive Planning and Sustainability Department and the city organization.

The descriptions and analyses are organized into three themes: **Historic Resource Protection, Program Operation, and Community Engagement and Collaboration.**



## BOULDER'S HISTORIC PRESERVATION ORDINANCE

Boulder's Historic Preservation Ordinance is the foundation for Boulder's Historic Preservation program. It outlines the intent, processes and standards by which preservation activities are undertaken by the city and continues to guide the program. Its stated purpose is to:

*Promote the public health, safety and welfare by protecting, enhancing, and perpetuating buildings, sites, and areas of the city reminiscent of past eras, events, and persons important in local, state, or national history or providing significant examples of architectural styles of the past... to develop and maintain appropriate settings and environments for such buildings, sites, and areas to enhance property values, stabilize neighborhoods, promote tourist trade and interest, and foster knowledge of the city's living heritage.*

The intention is not to “preserve every old building in the city, but instead...draw a reasonable balance between private property rights and the public interest...” At its adoption, the ordinance established:

- The procedure for designation of individual landmarks and historic districts,
- The process for the review of alterations to or demolition of designated buildings,
- The Landmarks Historic Preservation Advisory Board (now known as the Landmarks Board), and
- The enforcement penalties to be levied if alteration or demolition decisions are violated.

### ANALYSIS

Boulder's ordinance has served the city well over the past 39 years, establishing a solid framework for the Historic Preservation program. Both adopted rules and ordinance revisions have allowed the program to change and adapt as needed. The most significant change occurred in 1994 and established a review process for the demolition and relocation review for non-designated buildings over 50 years old. In comparison with historic preservation ordinances in other like communities, Boulder's ordinance is comprehensive, with a clear purpose and articulated roles of the Board, staff, and various review processes.

However, recent feedback from the public, the Landmarks Board, and staff indicate the demolition section of the ordinance is unclear and the process often results in an unintended outcome. Revisions to this section of the ordinance, providing for more flexibility in its application, might be appropriate. Likewise, the Landmarks Design Review Committee (LDRC) process might be better articulated to clarify the subcommittee's role and increase overall consistency.



## LANDMARKS BOARD

Boulder's original historic preservation ordinance established the Landmarks Preservation Advisory Board, a body assigned designation and review responsibilities for the City of Boulder's Historic Preservation program. Renamed the Landmarks Board in 2007, the five City Council-appointed members, two of whom are design professionals, serve five year terms and include at least two representatives from the architecture or urban planning professions. The Board fulfills four major roles and has the authority to make rules and regulations to interpret the ordinance. The Board also includes a single non-voting member from the Planning Board who attends meetings and comments on historic preservation issues that may have larger planning implications. Members of the Landmarks Board and staff attend conferences, forums, and workshops annually to increase current knowledge that will assist in designation, design review, and review of non-designated buildings older than 50 years. As Boulder property values and development pressures continue to rise, the Board is increasingly faced with more complex issues that require weighing sometimes competing community interests when making decisions regarding designation, design review, and demolitions.

### ANALYSIS

Landmarks Board members are volunteers who devote considerable time carrying out the intent of the city's Historic Preservation Ordinance. The board frequently forms subcommittees to engage in special initiatives, including drafting design guidelines and public outreach efforts. Over the

years, these subcommittees have been effective in promoting historic preservation in the city and can be credited with a number of accomplishments, including establishment of the Structure of Merit program and the Historic Preservation and Environmental Sustainability Initiative. Public feedback indicates a desire to increase objectivity and consistency in the review of projects. To this end, staff and the Landmarks Board should engage in regular training to ensure decisions are consistent with the Secretary of the Interior's Standards for Historic Preservation and the Historic Preservation Ordinance.

#### Key Duties of the Landmarks Board, as specified in the Ordinance:

- Designating individual landmarks and historic districts,
- Recognizing properties for the Structure of Merit list,
- Ruling on Landmark Alteration Certificates,
- Review of permit applications for demolition of buildings over 50 years old.

#### Other Landmarks Board activities:

- Annual retreat to discuss past year and plan future initiatives.
- Certified Local Government training workshops, hosted by History Colorado
- Attendance at annual Saving Places conference
- Annual letter to City Council



## LANDMARK AND HISTORIC DISTRICT DESIGNATION

Boulder's Historic Preservation Ordinance authorizes the Landmarks Board to recommend to City Council the designation of sites and areas of historic, architectural, and/or environmental significance. Designation of important historic properties helps ensure their protection while providing financial and other incentives for rehabilitation. Property owners, historic preservation organizations, the Landmarks Board or City Council may start the designation process. Historic Preservation staff researches the significance of the site or area and prepares a summary report with a recommendation regarding designation for a Landmarks Board public hearing. The Landmarks Board makes a designation recommendation to the City Council, who decides whether the property or district should be landmarked. Once City Council approves a designation ordinance, a copy of the document is placed in the Boulder County real estate records, notifying future owners of the listed status of their building. Because the local landmark program is dynamic and because of the high level of protection it provides, there are relatively few properties in Boulder listed in the State or National Register of Historic Places.

### ANALYSIS

The rate of designations in Boulder, both individual landmarks and historic districts, has remained fairly stable over time. Designations of individual landmarks and historic districts have generally been reactive, and often due to a perceived threat. The majority of historic districts were designated in the 1980s and 1990s, with over half of those in the 1990s. Many designations of districts have occurred following historic survey. This proactive approach should be maintained by the program.

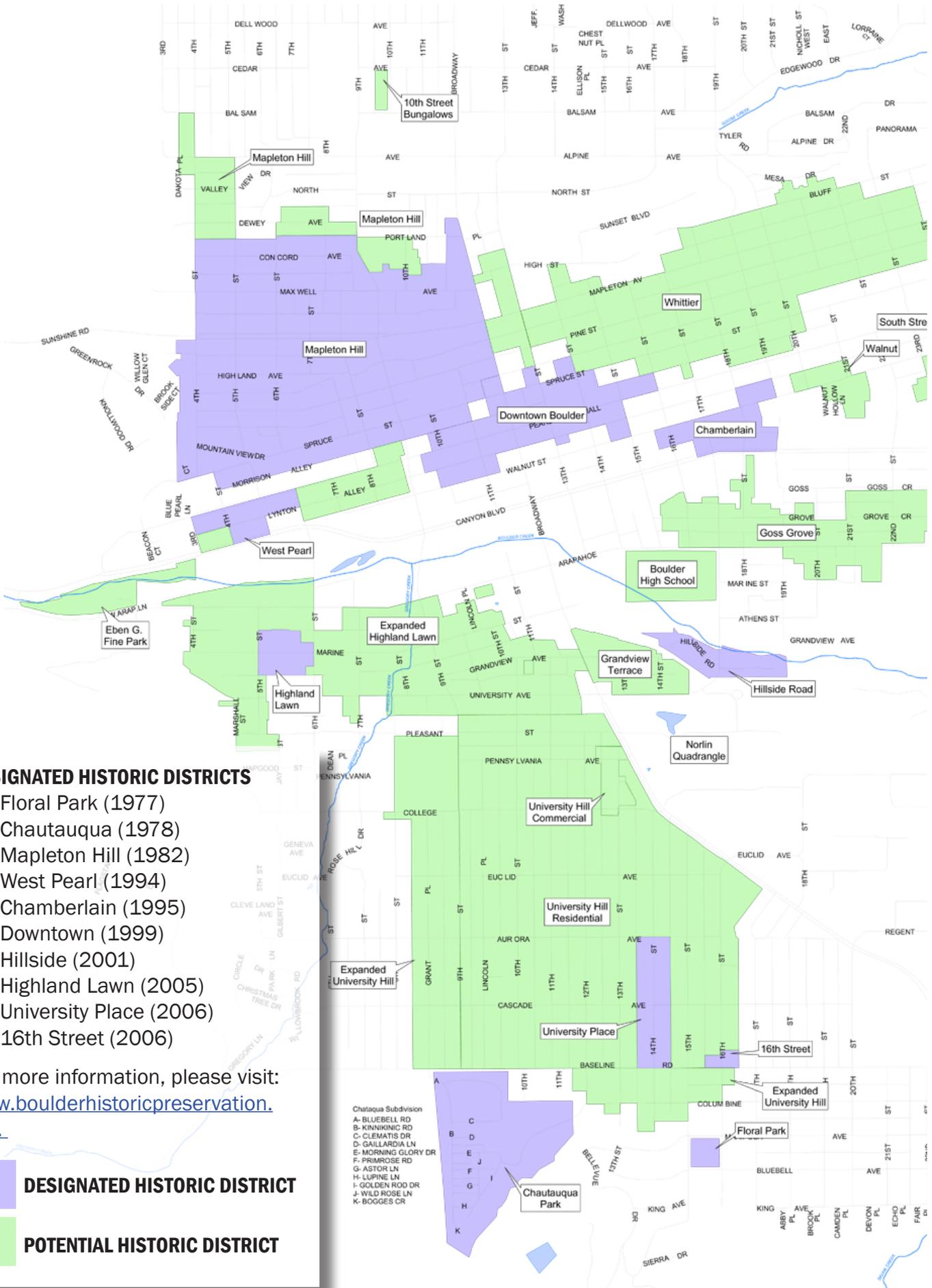
The majority of Boulder's landmarks and historic districts reflect the city's early history, as is typical of historic preservation programs which tend to focus, at least initially, on older and rarer resources. While broad landmark representation exists for most types and eras from the pre-World War II years, few buildings are designated from the post-World War II era.

There are many identified areas and buildings in the city that are not protected through designation. These include older areas that have been previously identified as potential historic districts (often representing vernacular buildings and resources associated with minority populations), and modern buildings constructed during the 1950s through the 1970s. Data on the most vulnerable and underrepresented resources needs to be updated and analysis made.

A 2007 ordinance revision allowed for a longer time period between historic district initiation and designation, which placed greater emphasis on property owner support and collaboration. Historic districts designated since 2004 represent smaller geographic areas than districts established prior to that time. The trend toward smaller districts reflects the complexities of listing larger areas but also makes the public outreach process more manageable. Public input indicates that the Historic Preservation program should better publicize information about the designated historic districts and ensure property owners are aware of the benefits and responsibilities of living in a historic district.



# DESIGNATED AND POTENTIAL HISTORIC DISTRICTS



CURRENT PROGRAM DESCRIPTION AND ANALYSIS

## DESIGN REVIEW

Change continually occurs in Boulder’s historic districts and to individually landmarked properties. The Design Review process, and the requirement of a Landmark Alteration Certificate for exterior alterations, is in place to ensure that changes are consistent with the Secretary of the Interior’s Standards for Rehabilitation by preserving key architectural features while addressing the needs of modern living. Through this process, staff reviews minor alterations, such as the construction of rear fences and roofing. The Landmarks Design Review Committee reviews applications for more significant changes, including front and side yard fences, window rehabilitation and replacement, and additions to designated buildings.

Composed of two rotating Landmarks Board members and one Historic Preservation staff member, the Landmarks Design Review Committee meets weekly and works collaboratively with property owners, architects and builders within the framework of the Secretary of the Interior’s Standards for Historic Preservation and relevant design guidelines. If the three members do not agree the proposal is consistent with the guidelines, the request is referred to the full Landmarks Board for review at a public hearing. If an applicant does not agree with the committee recommendation, he or she may also request a full board public hearing. Full Landmarks Board review is required for demolition or construction of a new building over 340 square feet on a landmarked property or in a designated historic district. The Landmarks Board’s decisions are forwarded to the City Council for review

and possible “call up” for their own consideration. Members of the Landmarks Board and staff attend conferences, forums, and workshops annually to assist in their design review activities.

### ANALYSIS

Design review is vitally important in maintaining the visual and material character of Boulder’s historically designated areas and properties. Landmarked sites, subject to design review over the years, represent some of the most dynamic areas and valuable properties in the city. Boulder’s Design Review process has evolved into an efficient, thorough, and collaborative means to appropriately manage change to the city’s historic fabric. The vast majority of the over 200 Landmark Alteration Certificates reviewed annually are approved or approved with modifications. As rising real estate values and land use pressures have continued to increase over the past decade, more ambitious proposals within historic districts are being seen. Such projects present ever increasing challenges in balancing the needs of private property rights with those of the public good.

Public feedback suggests there is sometimes confusion about the review process and a perceived lack of consistency regarding decisions. Such criticism of historic preservation design review is not unique to Boulder and underscores the challenges of reviewing changes to historic properties, where flexibility is required and “one size fits all” regulations do not work. Care needs to be taken in citing the specific design guideline provisions that inform review decisions; this approach illustrates to the public how such review decisions are both objective and predictable. Likewise, Historic Preservation staff should provide applicants with clear information about what to expect from the review process and share with property owners the rationale behind the design guidelines and how decisions are made. Effort should also be made to encourage the Landmarks Board members and staff to participate in regular design training sessions to ensure the highest level of historic preservation design review. Consideration might also be given to an independent evaluation of the design review process.



# HISTORIC DISTRICT DESIGN GUIDELINES

Boulder's historic district design guidelines are written to provide guidance for property owners undertaking exterior changes to designated individual landmarks or buildings within historic districts. They are based on the federal Secretary of the Interior's Standards for the Treatment of Historic Properties and assist staff and the Landmarks Board in evaluating alterations in a consistent, equitable, and predictable manner. The City of Boulder has a total of eight design guideline documents, including the General Design Guidelines and seven district-specific guidelines. In 2008, the city received a best practices award from the National Alliance of Historic Preservation Commissions for developing design guidelines that assist in achieving Boulder's sustainability goals in a manner consistent with the Secretary of the Interior's Standards.

Early design guidelines were prepared after historic district designation, but more recently, staff has worked collaboratively with property owners to develop appropriate design guidelines prior to designation. Using this approach, specific issues identified by residents can be integrated into the guidelines. This approach incorporates the proposed design guidelines into the pre-designation outreach process and has proven effective in cultivating critical public support for new historic districts. The guidelines are available on the city's Historic Preservation website and in printed form.

## ANALYSIS

Boulder's historic preservation design guidelines provide more specific guidance for design review than in other similar communities. However, it

is important that they are as understandable, accessible, and comprehensive as possible. The public and the Landmarks Board commented that people are often not aware of the guidelines and their rationale. Furthermore there were comments from the public and the Landmarks Board that difficulties arise when proposals are submitted for alterations not fully addressed in current guidelines, such as the use of alternative materials.

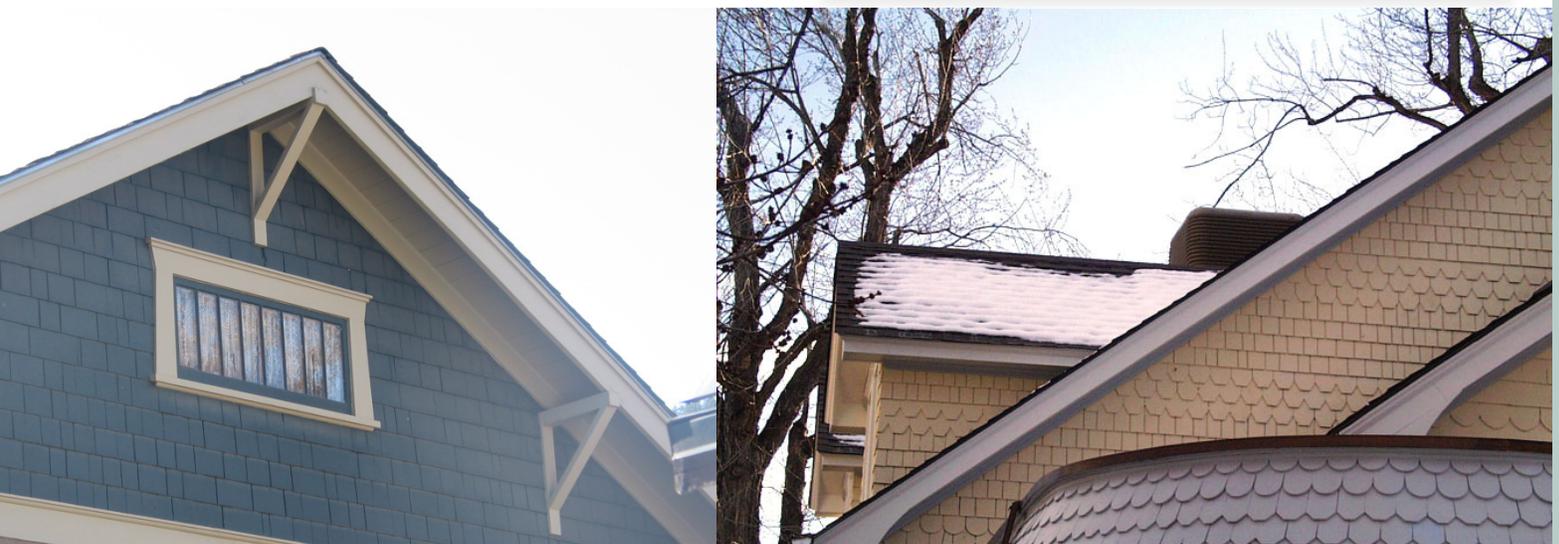
## GENERAL DESIGN GUIDELINES

- General Design Guidelines (2007)

## DISTRICT-SPECIFIC DESIGN GUIDELINES

- Mapleton Hill Design Guidelines (1985, Revised 1994)
- Chautauqua Design Guidelines (1989)
- Chamberlain Design Guidelines (1996)
- West Pearl Design Guidelines (1996)
- Downtown Design Guidelines (2002)
- Highland Lawn Design Guidelines (2005)
- University Place Design Guidelines (2006)

Guidelines are available online on the city's website: [www.boulderhistoricpreservation.net](http://www.boulderhistoricpreservation.net)



## DEMOLITION REVIEW

Intended to prevent the loss of buildings that may have historic or architectural significance and to provide the time necessary to consider alternatives to the demolition (including landmark designation), the Historic Preservation Ordinance outlines a review process for non-designated buildings over 50 years in age proposed for demolition. If a building is found to be potentially eligible for designation as an individual landmark, a Landmarks Board public hearing is scheduled. If the Board determines the property is not eligible for designation as an individual landmark, a building permit is issued. However, if the board finds there is “probable cause,” the building may be eligible for landmark designation, a 180-day stay of demolition is imposed. During the ‘stay’ period, the Board may take any action it deems necessary to preserve the property, including consulting with civic groups and citizens, recommending acquisition to preserve the building, moving the building, or recommending that the City Council landmark the property.

During this period, staff and the Board engage in discussions with the applicant to explore alternatives to demolition. Historic Boulder, Inc. has also played a key role in proposing alternatives to demolition. If it is determined there is not probable cause for landmarking, or no action is taken during the stay, a demolition permit is issued.

### ANALYSIS

While Boulder’s demolition ordinance has been effective in preventing the loss of historically significant properties, it is intended to be a “last resort” form of resource protection. None the less, it is one of the city’s main resource protection activities and more time is spent administering the demolition ordinance than is spent on proactive historic resource protection.

Strong housing demand and limited opportunities for new single family housing growth means land use pressures are likely to continue in Boulder and demolition reviews will likely remain a significant aspect of the City’s Historic Preservation program workload. Because the community does not have clear understanding of the demolition process or agreement on what the priorities and strategies are for protection of historic resources, this process is more reactive than it might otherwise be. While the

program generally has historic information on nearly all buildings over 50 years of age, this information is dated and does not include a clear determination of local significance (typically, only state or national register eligibility is highlighted). For this reason staff must research each building and make a recommended determination for local landmark designation, and everyone must react to the information and the recommendation in a very short timeframe. To make the demolition review process more predictable and efficient, priority should be given to updating historic survey information, developing historic contexts and identifying historic resource types most in need of protection (see Survey and Historic Context Section).

For purposes of the Historic Preservation Ordinance, “demolition” is defined more narrowly than it is elsewhere in the city code. The definition was revised in the early 2000s in reaction to the de-facto demolition of significant resources that, for example, kept one wall standing as a way to avoid review by the Historic Preservation program. Nevertheless, it can trigger a demolition review for non-historic features (e.g., demolition of a 1980s addition) or other alterations that may not have a significant impact of the historic building. Steps have been taken to revise the definition of demolition (for instance establishing a minimum width of a street facing wall to be considered a demolition and to not include additions less than fifty years in age to a house older than fifty years in the wall and roof calculation). It would be beneficial to continue studying these cases and refine the definition in the code to address unintended consequences of a narrow definition of demolition.

Another challenging aspect of the demolition review process is that when the Landmarks Board reviews an application where the “demolition,” does not involve demolition of a building (i.e. removal of 55% of the roof), the board may review only whether the subject building is potentially eligible as an individual landmark and does not have the authority to assess the relative impact of the “demolition” on the potential historic building. Continued consideration should be given to revising the ordinance to allow for the level of demolition to be taken into consideration or the possibility that such a change could be made through adoption of an administrative regulation.

## HISTORIC PRESERVATION INCENTIVES

Boulder currently administers 14 different incentives to encourage the stewardship of landmarked buildings and properties located in designated historic districts. Incentives, such as the State Tax Credit and the City Sales Tax Waiver, convey a direct financial benefit. Other available incentives allow for relief from land use regulations or honor owners of historic properties. The most utilized incentive is the State Tax Credit. As a Certified Local Government, Boulder reviews these applications in-house, usually as part of the Landmark Alteration Certificate process. Between 2003 and 2009, a total of 39 State Tax Credit applications, the second highest number of any municipality in Colorado, were approved. The practice of providing free plaques to all owners of individual landmarks is also very popular.

### ANALYSIS

Boulder has been creative in developing incentives to encourage historic preservation. While specialized tax revenues for historic preservation projects currently are not available in the city as they are in Louisville, Boulder's zoning incentives are more expansive than those available in most other Colorado communities. Public input revealed that many owners of historic properties are not aware of available incentives. Enhanced promotion of existing incentives would be beneficial, and the city should explore additional financial incentives.

### AVAILABLE INCENTIVES FOR LANDMARKED PROPERTIES

- Eligibility for a 20% Federal Tax Credit for income-producing properties listed on the National Register of Historic Places.
- Eligibility for a 10% Colorado State Income Tax for individually landmarked properties and those located within a historic district.
- City sales tax waiver on construction materials when applying for a building permit if at least 30% of the value of materials will be used for the building's exterior.
- Eligibility for grants through the State Historical Fund. Projects must have a public benefit to be eligible for a grant.
- Potential exemptions or variances from select building code and zoning standards, including floodplain, height, solar and residential growth management requirements.
- Newly-designated landmarks are honored with a bronze plaque presented at a public ceremony.
- Staff assistance for applicants for development review, Landmark Alteration Certificate, and building permit processes.



## INTERNAL COORDINATION

The city's Historic Preservation program intersects with many other city departments, reflecting the institutional value of historic preservation. This arrangement also illustrates the complex relationship of historic preservation with other city goals, such as housing economic vitality, transportation, and environmental sustainability. In addition, the Community Planning & Sustainability Department and Historic Preservation collaborates with Development Review, Land Use, and the Local Environmental Action divisions. For example, alteration permits pertaining to disability access are evaluated on a case-by-case basis in an effort to provide maximum accessibility with minimum impact to the historic structure. Historic Preservation is regularly involved with updates to the Boulder Valley Comprehensive Plan and its preservation/conservation policies.

### ANALYSIS

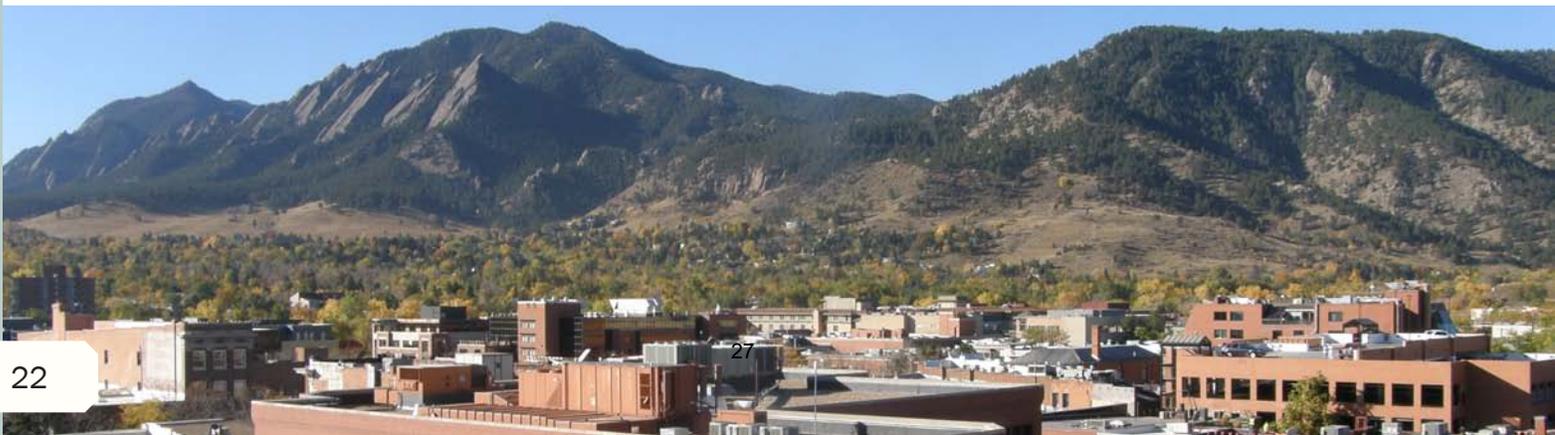
Feedback from the internal coordination group indicated that coordination between city departments and the Historic Preservation program has improved markedly over the last few years. In particular, coordination through the discretionary review process takes place from the pre-application stage. However, there was also acknowledgment of a need for continued engagement with the community and continued communication among city staff. In particular, increased coordination with Housing, Transportation, Parks and Recreation, Open Space and Mountain Parks, and Facilities Management should occur. The internal group suggested better information and more internal training and coordination on the historic preservation Design Review Process, the Landmarks Design Review Committee, and how Landmarks Alteration Certificate decisions work.

## ENFORCEMENT

The Historic Preservation Ordinance outlines the enforcement policies and penalties for historic preservation violations, including work completed without a Landmark Alteration Certificate (LAC) and the unauthorized demolition of buildings over 50 years old. Demolition violations are rare; most violations involve work completed without an LAC. Many enforcement cases are initiated by notification from neighborhood residents to Historic Preservation staff of a potential violation. If warranted, a stop work order is issued. Except in the cases of unauthorized demolition and relocation, property owners have thirty days to resolve the violation with Historic Preservation staff. The city may issue a summons if there is no attempt to resolve the situation or work on correcting the problem ceases. In the instance of an unlawful demolition or relocation of a historic building, the city issues both a notice of violation and a summons. The maximum penalty in Boulder for demolishing a historic building without the proper review and permit is a fine of not more than \$5,000 per violation, incarceration for not more than ninety days, or both a fine and jail time.

### ANALYSIS

Staff generally uses an educational rather than punitive approach to reduce violations and the need for enforcement. Staff makes every effort to provide as much relevant information as possible to historic building owners. Details about the Landmark Alteration Certificate and demolition review processes are posted on the city's website, provided over the phone and in person, and also appear in specialized brochures and publications. Staff also cooperates with other city employees to enhance the enforcement program. While this approach is relatively effective, public feedback indicates frustration in neighbor-initiated enforcement reports and a desire for a process to ensure compliance



with Landmark Alteration Certificates. Enforcement practices could be strengthened through the establishment of a historic preservation training program for inspectors.

## SURVEY AND HISTORIC CONTEXTS

Historic and architectural surveys and historic contexts are the foundation for understanding and preserving a community's cultural and historic resources. Surveys inform a community what historic resources it has and why they may be important. In 1977, Boulder implemented a survey program and since then a total of 16 survey projects have been completed, resulting in the documentation of nearly all of the city's historic buildings built prior to the 1960s.

Historic context reports determine the importance of particular properties for their association with key historic events or patterns, important people, and architecture or building types. From 1988 to 1998, the city utilized grants to develop a historic context program. This initiative created 14 documents on a wide variety of historic, architectural, and cultural topics, including immigrant groups, transportation and the postwar era in Boulder. These documents are available on the city's website and are utilized by staff in the development of walking tours and landmark and demolition memorandums.

### ANALYSIS

Boulder is recognized as having one of the most comprehensive historic building survey records in the state. Yet, it is important to realize survey is never truly complete, with recent past resources and other under-represented resources requiring documentation, as well as previously documented buildings needing resurvey to reflect current conditions. Work is necessary to maintain current

records of the aging building stock to remain effective, responsive, and proactive. Much of Boulder's survey information and contexts is 30 years old and out of date. Identifying areas of the city in need of survey/resurvey should occur. Likewise, priority should be given to developing a city-wide context to identify subsequent historic context topics.

## HISTORIC AND PREHISTORIC ARCHAEOLOGY

Currently, the city does not have established procedures for how to address archaeological resources encountered during construction or excavation. The city has 122 records for surveyed historic and prehistoric archaeological resources within city limits, and recent archaeological finds indicate that humans have resided in the area for at least 10,000 years. The Boyd Smelter currently is the only landmarked archaeological site in Boulder. The city does not have a staff archaeologist and the Landmarks Board is not required to appoint a member with archaeological expertise.

### ANALYSIS

The Boulder Valley Comprehensive Plan calls for identifying, designating, and protecting archaeological resources such as open ditches, street and alleyscapes, railroad rights of way, and designed landscapes. Despite the identification of these archeological resources within city limits, the city does not have its own archaeological program, relying primarily on State and Federal protections. Protocol should be developed for individual landmarking of archaeological sites and their protection. Consideration should also be given to providing training to staff and the Landmarks Board on archaeology and, over the long term, developing a full archaeology program.



## DISASTER PREPAREDNESS

Boulder has the highest risk for flash flooding in Colorado, and the risk of wildfire is very high in the area. Such disasters have the potential of causing catastrophic damage, including to the city's historic and cultural resources. The Historic Preservation program is involved in a county-led effort to prepare a disaster management plan. However, the city currently does not have a plan focused on historic preservation that addresses post-disaster mobilization to assure historic buildings are not lost to hasty and possibly needless demolition and that property owners have the appropriate level of support and advice.

### ANALYSIS

The city is fortunate to have thorough and relatively current survey forms that document many buildings constructed prior to 1960. The city also scanned all survey records to ensure this information is electronically backed up. Such records can be essential for restoring the appearance and character-defining features of individual landmarks, buildings within historic districts, and other important sites in a post-disaster period. Plans for the utilization of this information in the event of a disaster should be a prime component of a disaster plan. Additionally, a protocol for the review of historic buildings damaged or destroyed in the event of disaster should be established as part of a disaster plan.

## COMMUNITY ENGAGEMENT

Historic preservation efforts do not take place without strong community support and broad public engagement. In Boulder, engagement and outreach occur mostly through the designation, design review, and demolition processes. Other ongoing outreach activities include events for Historic Preservation Month, presentations to community groups, and informational packets sent to new owners of properties within Boulder historic districts. The program utilizes its website, brochures, videos, and historic district signage to inform Boulder citizens about historic preservation. The relationship between the Historic Preservation program and Historic Boulder, Inc cannot be overstated, but important partnering also occurs with the Boulder History Museum, Colorado Preservation Inc., and History Colorado, particularly in community engagement efforts. Staff provides technical assistance to the public and regularly gives talks to neighborhood groups and organizations like the Boulder Area Realtors Association on local historic preservation issues. The Landmarks Board has recently reestablished a public outreach subcommittee dedicated to exploring ways to better engage the community about historic preservation issues.

### ANALYSIS

Customer service extends beyond program applicants to the much wider audience of the community that benefits from the sense historic preservation and its character, economy, and



other benefits. Public feedback indicates a need for more robust engagement and outreach efforts to tell the stories of Boulder's history while better explaining the benefits and responsibilities of historic preservation. Enhanced public engagement and collaboration should be a priority for the Historic Preservation program. Recognizing resource constraints, this should include revisions to the Historic Preservation website to make information more accessible, better promotion of the benefits of historic preservation and environmental sustainability, incentives, workshops to assist property owners, lecture series, and outreach efforts at events like the Farmers' Market.

## STRUCTURE OF MERIT

In 1987, the Landmarks Board established the Structure of Merit program to recognize properties possessing historic, architectural, or aesthetic merit. This recognition is an alternative to landmark designation. Buildings and sites listed on either the National Register of Historic Places or the Colorado State Register of Historic Properties are automatically added to the Structure of Merit program. This program is strictly honorary and not subject to design review. Currently, 64 properties are recognized as Structures of Merit.

### ANALYSIS

The Landmarks Board work plan has mentioned potential candidates for new listings, yet no new

entries have been added to the Structure of Merit program since 1997. This lapse is likely related to a general lack of community awareness. Recent Landmarks Board discussion indicates a high level of interest in reactivating this program and using it as a way to promote the stories associated with Boulder historic properties, to increase understanding of historic preservation, and to enhance owner pride. Reactivation of this program should include review of properties that might be eligible for recognition and more active promotion of this program as a public outreach tool.

### STRUCTURE OF MERIT - THEMATIC DESIGNATIONS INCLUDE:

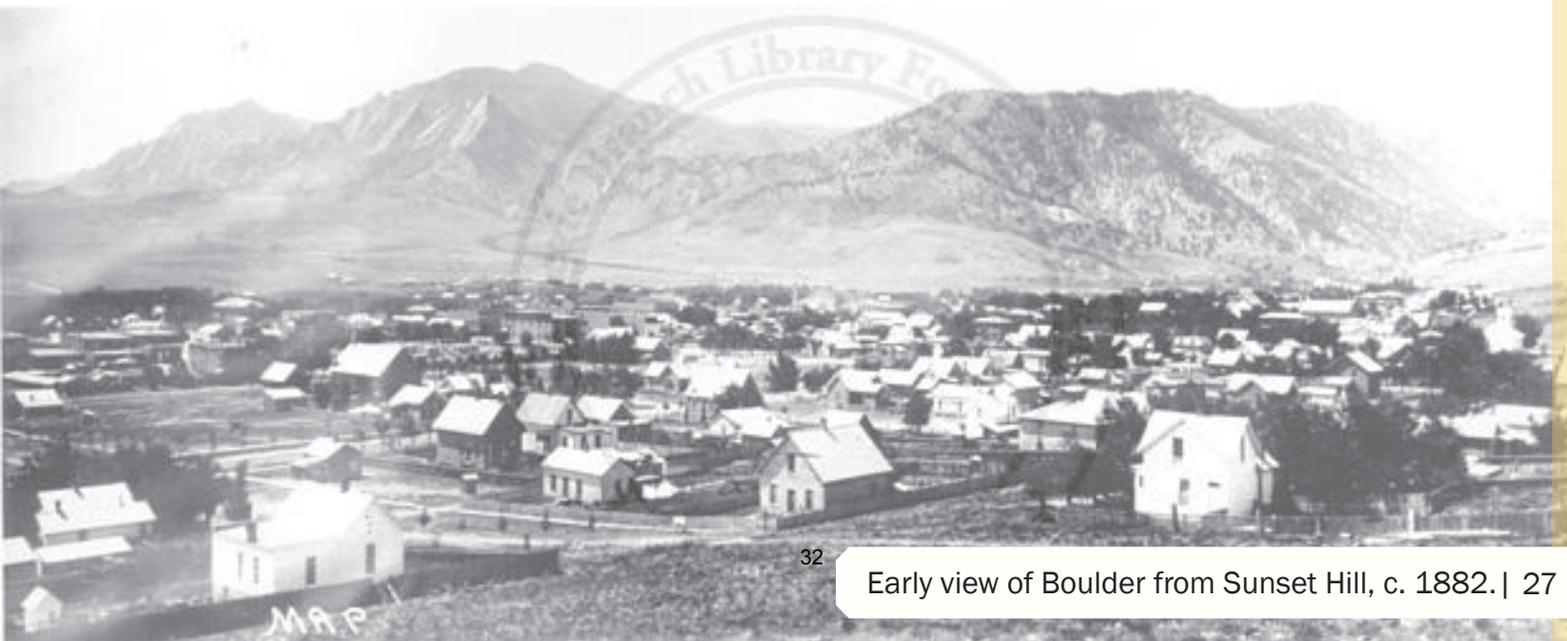
- 1987: 10 Goss-Grove houses
- 1987: 10 University Hill houses
- 1990: 15 Terrace-Style buildings
- 1990: 4 houses built by J. J. Bernard
- 1997: Buildings designed by Charles Haertling

Information of the Structures of Merit program is available on the city's website: [www.boulderhistoricpreservation.net](http://www.boulderhistoricpreservation.net)





## A SENSE OF PURPOSE



## A SENSE OF PURPOSE

The Historic Preservation Plan builds on past successes by identifying what roles historic preservation will play in shaping Boulder's urban form and character, in contributing to the city's goals towards environmental and economic sustainability while maintaining its high quality of life. The plan also aspires to bring vision to the diverse initiatives of the city's historic preservation activities in the twenty-first century. On a practical level it is intended to establish implementable work program priorities that will assist in streamlining the city's historic preservation processes.

The City of Boulder strives to be a leader in historic preservation by proactively identifying historic resources, creating a shared community vision for the preservation of sites and areas that are significant to Boulder's past, fostering a collaborative relationship among the Landmarks Board, staff and the community, ensuring clear and predictable review processes, continuing to promote the natural alignment between historic preservation and environmental sustainability, and encouraging the preservation of historic resources through incentives.

The public, stakeholder group, and Landmarks Board helped develop the goals and associated objectives. They establish the vision and more specific outcomes to guide the program and its intent to protect, enhance and perpetuate buildings and sites reminiscent of past eras. The program should balance proactive and reactive activities by improving current program operations, actively engaging the community and continuing to be on the forefront of integrating historic preservation and environmental sustainability.

## THEMES

Three themes emerged through the development of the Goals and Objectives and are used to help organize the Recommendations.

### Historic Resource Protection

Individual landmark and historic district designation, and the resulting design review process, are the primary means of protecting Boulder's historically, architecturally, and environmentally significant resources. Care should be taken to make the city's designation program representative of its overall development patterns, including properties representative of all classes and functions. To

this end, a shared community vision should be established that will identify the types of resources and areas that are important to Boulder's history and establish strategies for their protection. The inherent sustainability of historic preservation should be promoted and city policies should be integrated to ensure cohesion between programs. Currently designated resources should be celebrated for their continued contribution to Boulder's unique sense of place.

### Community Engagement and Collaboration

The program strives to foster collaborative relationships and actively engage the community in preservation efforts. Community support will be strengthened through the establishment of a shared community vision for historic preservation. The Landmarks Board and staff should work collaboratively with property owners, residents and organizations such as Historic Boulder, Inc. to advance historic preservation goals. Clear, accessible information should be provided regarding the design review, demolition review, and landmark designation processes to increase the transparency of the program. Engaging and accurate information on existing landmarked buildings and sites should be distributed to enhance community support for historic preservation. The Landmarks Board and staff should engage in an open dialogue with the community about historic preservation and be a resource for property owners in the stewardship of their historic places.

### Program Operation

Through the establishment of a shared community vision, the program can be proactive in its operation, dedicating more resources to landmark designation, support of existing landmarks and education initiatives. It is important to continually improve the current program to ensure it is responsive to changing circumstances, emerging issues, and community needs and desires. Having clear and current design guidelines that are consistent with the Secretary of the Interior's Standards is a critical aspect of a successful design review program. Ways to make the demolition review process clearer and more predictable should be a priority for Boulder's Historic Preservation program. As the program continues to develop, and after the existing program is improved, additional initiatives should be established.

## GOALS AND OBJECTIVES

### **ENSURE THE PROTECTION OF BOULDER'S SIGNIFICANT HISTORIC, ARCHITECTURAL, AND ENVIRONMENTAL RESOURCES**

- Create a shared community vision for the protection of resources and areas that are historically, architecturally and/or environmentally significant, and develop strategies for their protection consistent with local, state and federal historic preservation practices;
- Ensure the City of Boulder remains a leader in historic preservation through the careful stewardship of its own historic resources and encouragement of innovative and collaborative approaches to preservation;
- Ensure consistency of historic preservation goals with other city plans, policies and priorities and enhance internal coordination;
- Improve and increase community understanding of the inherent connection between historic preservation and environmental sustainability;
- Establish a clear process for the protection and management of historic resources in the event of natural disaster;
- Explore innovative and alternative strategies to recognize and protect important resources from the recent past.

### **ACTIVELY ENGAGE THE COMMUNITY IN HISTORIC PRESERVATION EFFORTS**

- Encourage collaboration and open dialogue among the community, Landmarks Board, other boards, City Council, city staff and historic preservation organizations to advance historic preservation goals and enhance community support;
- Interpret Boulder's historic, architectural, and environmental resources for residents and visitors;
- Celebrate, promote, and raise awareness about historic preservation successes in Boulder;
- Establish on-going outreach initiatives that engage the community and promote the benefits of historic preservation;
- Cultivate and maintain collaborative relationships with owners of properties that are individually landmarked and/or located within a historic district.

### **MAKE REVIEW PROCESSES CLEAR, PREDICTABLE, AND OBJECTIVE**

- Provide excellent customer service;
- Provide training opportunities for board and staff to ensure fair, objective, and consistent decision-making;
- Provide clear, accurate and easily-accessible information to the public;
- Ensure regulations and design guidelines are current, relevant, and effective in balancing the protection of historic buildings with other community priorities and policies;
- Protect historic resources through effective, consistent and transparent review and enforcement policies and practices;
- Recognize and communicate that historic designation allows for change that is sensitive to the character of the building, landmark, or district.

### **CONTINUE LEADERSHIP IN HISTORIC PRESERVATION AND ENVIRONMENTAL SUSTAINABILITY**

- Integrate historic preservation and environmental sustainability policies, such as the Greenpoints program and the Energy Code, to maintain shared community resources for future generations;
- Recognize innovative scholarship and projects that successfully balance historic preservation and environmental sustainability;
- Continue to address common energy efficiency issues as technology evolves, to address window rehabilitation and replacement, solar panel installation, and the use of alternative materials.

### **ENCOURAGE PRESERVATION OF HISTORIC RESOURCES**

- Better publicize and promote existing incentives, such as eligibility for tax credits and relief from building and zoning codes;
- Explore creative and innovative initiatives to encourage historic preservation, improve public perception and defray the cost of rehabilitation and restoration projects;
- Improve public perception of Historic Preservation program through enhanced communication, meaningful collaboration, and involvement between the city and the community at large;
- Recognize and honor property owners for exemplary stewardship of historic buildings.

## RECOMMENDATIONS

The recommendations identify the actions needed to achieve the Goals and Objectives. It is not possible to accomplish all actions with current resources or in the near term. Therefore, a prioritized chart is provided at the end of the section. Some actions may require additional resources, such as specialized consultants or supplemental funding. Those best suited to funding from grants are marked with a diamond (◊). Staff and the Landmarks Board should consider how best to prioritize these, developing a multi-year grants plan that specifies projects, request amounts, and best funding source based upon project objectives. The city should continue to apply to History Colorado's State Historical Fund and Certified Local Government programs, though other grant funding sources should be explored.

This plan should be used to help guide upcoming annual work plans for the program. For instance, at the annual board retreat, the Landmarks Board and staff should undertake a detailed discussion of progress, with staff preparing a report of plan-related accomplishments and the board recommending initiatives for the next year. The report and work plan should be posted on the city's website and presented at the May Landmarks Board meeting, during Historic Preservation Month.

The implementation of this plan will require strong partnerships among the city, Landmarks Board, community members, historic preservation organizations, real estate groups and neighborhood associations.



## 1. HISTORIC RESOURCE PROTECTION

The purpose of the Boulder's Historic Preservation program is the identification, evaluation and protection of Boulder's significant historic resources. To this end, it is important for the city's Historic Preservation program to reflect the diversity and development patterns of the city and establish a shared community vision for resource protection. The following four action steps cite ways for Boulder to evaluate its currently designated resources and identify significant sites and areas that are underrepresented and most in need of protection.

### 1.1 Develop a Plan to Identify and Prioritize Historic Resource Protection

An inventory of currently designated resources should be undertaken to assess what types of properties and areas are protected, and which are under-represented. This information can be used in the development of a shared community vision and plan for significant historic resource protection through community outreach initiatives.

Survey records should be maintained and updated to ensure information is current and accurate. The program should encourage the designation of significant resources and areas found eligible for listing. The map of potential historic districts should be reassessed, as many of the identified areas have experienced significant change since the potential historic district boundaries were established. Recent historic district designations have encompassed smaller geographic areas and have resulted in an increased percentage of neighborhood support, cohesiveness of the district's resources, and a high concentration of contributing buildings within the district. Possible methods to encourage designations should include continuing the practice of mailing letters to owners of eligible properties, hosting informational sessions within eligible historic districts, and fostering a network of owners of landmark properties.

### 1.2 Develop Additional Historic Context Reports

The 14 existing documents, developed through the historic context project, should continue to be utilized and additional historic context reports should be developed and made available electronically (◊). A broad historic context of the development of Boulder

should be undertaken to help identify significant themes of the city's history. This broad context report should inform subsequent, thematic-based studies. Other possible topics for new historic contexts include Boulder's Hispanic community, its agricultural past, the community's significant relationship with the University of Colorado, the city's vernacular buildings, and the architectural commissions of Charles Haertling. These may be developed through partnership with a graduate program or by hiring consultants. The documents may be utilized to assess the eligibility of thematic districts. All historic context reports should be easily accessible and posted on the Historic Preservation website.

### 1.3 Explore Ways to Preserve Smaller Buildings that are Eligible for Landmark Designation

Many of Boulder's working-, and middle-class houses and those associated with Boulder's early history are modest in both size and architectural detailing. Nationwide, the average square footage of single family houses has grown in recent decades. The desire for larger houses makes smaller buildings to vulnerable additions that overwhelm the historic character of the building. To maintain the character of small, vernacular buildings in Boulder, the city should explore strategies to preserve significant examples of this building type. Possible action steps include forming a working group to focus on this issue, studying how other similar communities have dealt with threats to smaller buildings and vernacular architecture, promoting specialized design solutions (such as excavation to add more square footage) to make small buildings more suitable for contemporary use (◇), and establishing a funding source to preserve small buildings (◇).

### 1.4 Ensure Continued Integration of Local, State and Federal Policies

The Landmarks Board has adopted the Secretary of the Interior's Standards for the Treatment of Historic Properties as the basis for guidance in the review Landmark Alteration Certificate review and the National Register Criteria for the Evaluation of Historic Properties for determining eligibility of landmark designation. Boulder's adopted design guidelines are consistent with these standards and evaluation for landmark designation is

generally based upon the National Register's criteria. While developing a community vision has been identified as a critical component to ensure historic preservation remains relevant in Boulder, it is important that such a vision is consistent with national historic preservation standards, whether for historic designation, design review, demolition, or tax credit review. Likewise, the City of Boulder is committed to universal access to people with disabilities and life safety consideration through the building code. To this end, the Historic Preservation program should continue to explore innovative ways to make sure that all designated historic properties meet the Americans with Disabilities Act and provide a high level of life safety without compromising important historic character defining features.

### 1.5 Publicize Existing Incentives

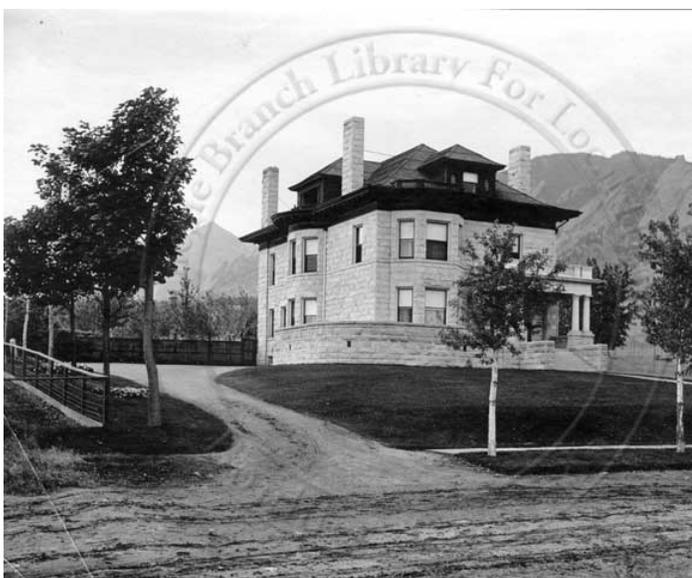
Public feedback indicates many owners of historic properties are not aware of the available historic preservation incentives for which they may be eligible. The city should publicize these existing incentives more broadly to increase usage and to benefit historic buildings. Suggested action steps include posting information prominently on the Historic Preservation website, and developing and distributing a specialized brochure about existing incentives (◇).



### 1.6 Initiate New Incentives

Non-monetary incentives recognize building owners for their community contributions and reward stewardship. New honorary incentives might include recognizing responsible owners of historic buildings with City Council proclamations or providing owners with framed historic images of their property. Such items could be distributed at existing award ceremonies held during Historic Preservation Month in May, on the anniversary of designation, or at a special time of the year devoted to honoring owners of landmark properties and buildings within Boulder historic districts.

Financial incentives assist property owners to make appropriate alterations or changes to their historic buildings. Possible options for new historic preservation incentives in Boulder include low- or no-interest loans, increases to existing fee waivers, or specialized funding for both maintaining small and accessory buildings and making historic properties more energy efficient. Introducing new financial incentives will require a great deal of planning. Key steps in that planning process should include discussing desirable funding options with owners of historic properties, exploring how other communities manage and finance historic preservation incentives (i.e., in Louisville, proceeds from a specialized tax may be used to restore or rehabilitate resources within the downtown historic district); securing both initial and long-range funding sources (◊); launching a small pilot incentive program; and adapting the pilot program (based upon results and public feedback) to assure it is both effective and self-supporting.



### 1.7 Designate Eligible City-Owned Buildings and Lead by Example

Boulder aspires to lead by example, modeling excellent stewardship for city-owned historic buildings. Additionally, city-owned buildings can be used to effectively illustrate successful integration of historic preservation and environmental sustainability. Many of the actions below aim to achieve goals included in the Boulder Valley Comprehensive Plan.

The city's willingness to actively participate in its own Historic Preservation program will instill a sense of unity with owners of landmark properties and buildings within historic districts. Key actions include continuing to maintain the Facilities Asset Management list of city-owned buildings 50 years or older, assuring the survey (or resurvey) of city-owned properties (◊) to determine eligibility for landmark designation, discussing the importance of designation at City Staff Working Group meetings, and designating eligible buildings.

Model stewardship of city buildings would illustrate how to successfully integrate historic preservation and environmental sustainability, and demonstrate the use of materials and techniques appropriate for older buildings. Key actions include choosing city-owned buildings for energy upgrades; documenting technologies and materials and comparing pre- and post-project energy efficiency; and hosting open houses, either actual or virtual, to share results.

### 1.8 Increase Coordination between the City and County Regarding Landmark Designation

The BVCP fosters collaboration on wide range of preservation issues not just in the city, but throughout Boulder County. Consistent with the BVCP, the city and county should coordinate to designate significant publicly-owned buildings outside of Boulder's municipal limits that reflect the region's significant history and architecture. For example, county-owned commissions attributed to prominent Boulder architect Charles Haertling should be designated. Key actions for achieving such coordinated designations might include developing a list of eligible county-owned resources, assuring the survey (or resurvey) of such properties (◊), and discussing the importance of designation at meetings of the existing Boulder County Heritage Roundtable.

### 1.9 Explore Establishment of an Archaeological Program

The BVCP recommends development of an archaeology program for the city. Historic Preservation staff and Landmarks Board should consult with local archaeologists to determine how to integrate it into the existing Historic Preservation program. It seems most feasible to model a new archaeology program after provisions within the existing Historic Preservation ordinance, detailing procedures for identification, designation, and protection of both prehistoric and historic archaeological resources and specifying how the Landmark Alteration Certificate process will apply for archaeological remains. The composition of the Landmarks Board could also be changed to include a non-voting member with archaeological expertise. The second step should be to modify the ordinance as necessary and raise awareness of a new archaeology program (◇).

### 1.10 Foster Greater Awareness of Postwar Architecture

Boulder, like many cities in the western United States, flourished in the postwar period. Organizations such as the National Center for Atmospheric Research, Ball Aerospace and the National Institute of Standards and Technology attracted thousands of people to Boulder, greatly impacting the built environment. Given the importance of this period's history and the high proportion of extant buildings constructed after 1945, addressing postwar resources is crucial if Boulder's Historic Preservation program is to reflect the community's overall development patterns.

Public feedback revealed a generally low-level of awareness of postwar resources. Yet, in many communities, a growing number of artists, empty nesters, and first-time homebuyers have found houses from this era affordable and adaptable. Actions for increased knowledge about postwar housing in Boulder include showcasing articles from national publications; preparing stories about Boulder's postwar development, houses, and current neighborhoods for editors of local and national media; and working with neighborhood associations to host tours of "recent past" properties.

### 1.11 Explore Creation of Conservation Districts

Given the sheer size of postwar neighborhoods and the city's recent efforts to promote smaller, more manageably sized historic districts, investigating the use of conservation areas to protect the scale, house size, and setback within postwar neighborhoods may be appropriate. Action steps include studying how other communities have integrated conservation areas into existing historic preservation programs, developing a working group to discuss the desirability and implications of conservation areas, revising the ordinance to include suitable language for conservation area designation, and working with neighbors to designate eligible postwar neighborhoods or subdivisions as conservation areas. Pattern books, such as those developed in Arvada, may be an appropriate tool to illustrate design solutions that adapt common housing types to meet contemporary desires while maintaining a cohesive neighborhood scale.

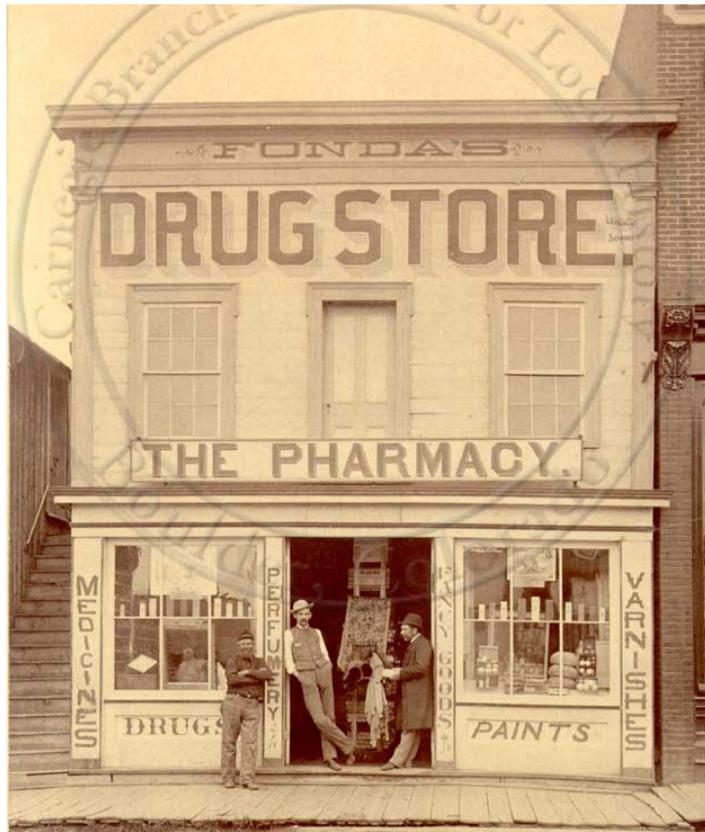


## 2. COMMUNITY ENGAGEMENT AND COLLABORATION

The plan suggests responsibility for actions to a wide variety of individuals and groups. Participation in the action steps provides an opportunity to continue the discussions among the community, Landmarks Board, City staff, and historic preservation organizations initiated as part of the public input process for the Historic Preservation Plan.

### 2.1 Strengthen Partnerships with Historic Preservation Organizations

The partnership between the city and Historic Boulder, Inc. has been beneficial in raising awareness of historic preservation, fostering community engagement, and designating significant resources. Key action steps include the nonprofit continuing to initiate and facilitate designations, coordinating with Historic Preservation staff and the Landmarks Board to identify significant resources and develop educational offerings, and advocating for historic preservation. In addition, the Landmarks Board and Historic Boulder Board should consider holding regular joint retreats to discuss other ways to offer mutual support for historic preservation initiatives in Boulder.



34 | Fonda's Drugstore, 1218 Pearl Street, 1880.

### 2.2 Collaborate with Owners of Existing Landmarks and Properties in Designated Historic Districts; Establish Neighborhood Liaisons

Historic property ownership involves both benefits and responsibilities. This situation is not unique to Boulder, with historic buildings everywhere offering the opportunity for individuals to possess a tangible link to history but also requiring higher levels of investment for compatible materials and specialized trades people or design professionals. Given this situation, it is important both to support owners of historic buildings and provide incentives to offset the higher costs associated with alterations and maintenance.

Owners of existing landmark properties and buildings within Boulder's historic districts are important preservation partners, and support of these individuals is critical. Fostering an open dialogue about the benefits and responsibilities of landmark designation, collaborating on streamlining the design review process, and implementing improvements to the program to promote collaboration would be most useful. Events such as window rehabilitation workshops would provide hands-on opportunities for property owners to learn from professional trades people how to best maintain and repair historic windows. This initiative may be a strong candidate for grant funding (◇).

### 2.3 Foster Greater Understanding of Historic Preservation

Public feedback indicated some individuals have developed ideas about how the Historic Preservation staff and Landmarks Board operate based upon second-hand accounts rather than personal experience. These anecdotes can negatively impact the program's reputation and efforts to distribute accurate information and foster a collaborative relationship among the Landmarks Board, staff and residents should be undertaken.

Action steps include recruiting volunteers willing to act as neighborhood liaisons; developing a neighborhood liaison training course (◇) featuring thorough background information about the designation, Landmark Alteration Certificate, and demolition processes and available historic preservation incentives; meeting routinely with neighborhood liaisons and residents to engage

in an open dialogue about common issues and concerns within historic districts; and distributing clear and accurate information about the Historic Preservation program.

#### 2.4 Share Stories of Boulder's History

Historic preservation, at its most engaging, is about stories. These accounts help identify the past and value of the city's history. Key recommendations for sharing the stories of Boulder's historic places include erecting more interpretive signage (◇) throughout the city, presenting "then and now" slideshows, encouraging local media to focus on the stories of Boulder's historic sites, developing mobile apps (◇) (like Denver Story Trek) which provide access to personal recollections and allow for the collections of new site-specific memories, and utilizing more oral history accounts in nominations for landmark and historic district designation. Current and future historic context reports should be used as a basis for this information.

The city should launch a "Preservation Roadshow" initiative (◇) with a focus on outreach to the Boulder community to encompass a wide variety of offerings at historic sites and in historic neighborhoods throughout Boulder. Key action steps include sponsoring "open house" events with neighborhood associations within historic districts, offering how-to workshops for increasing energy efficiency in historic properties, creating brochures that illustrate examples of alterations adhering to design guidelines, staffing a booth at the Farmers' Market to promote historic preservation, and hosting tours highlighting projects that made effective use of historic preservation incentives. Planning for the "Preservation Roadshow" needs to consider logistics, funding, volunteer recruitment, promotion, curriculum, potential instructors, and effectiveness assessment

#### 2.5 Revitalize the Structure of Merit Program

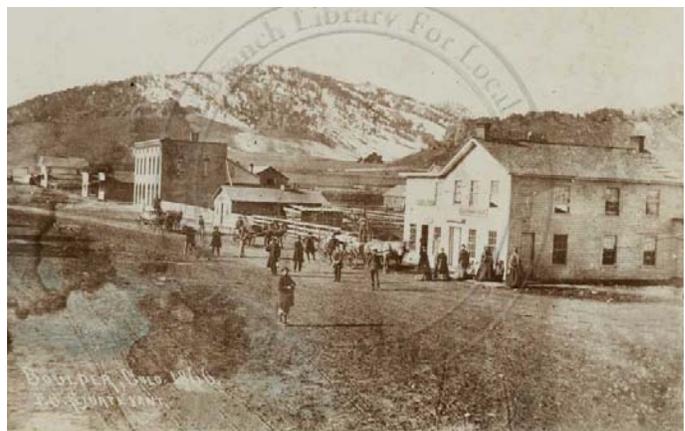
The Structure of Merit program is an effective way to promote historic preservation, increase the inventory of recognized buildings that can be highlighted in the local media, and expand public outreach and education efforts. Key actions in revitalizing this program include developing promotional materials to increase public awareness

of its existence, compiling an updated list of eligible buildings and sites for listing, refining the process for selection, and launching a publicity campaign to increase awareness about the historic and architectural significance of both existing and new listings. The Landmarks Board should consider creating a Structure of Merit subcommittee to oversee the reinitiated program.

#### 2.6 Improve the City's Historic Preservation Website

Clear, accurate, and easily-accessible information is crucial for the public to participate more fully in the city's Historic Preservation program.

The existing Historic Preservation program website is adequate, but should be improved in terms of content, format, and ease of navigation. The review processes should be clearly outlined to reduce confusion. Design guidelines for each of the historic districts should be prominently featured and easily accessible. Possible additions to the website include: an annual "State of Historic Preservation" report, citing relevant statistics, highlighting program successes, and soliciting public input on future initiatives; links to useful information available from preservation partners (National Park Service, National Alliance of Preservation Commissions, Historic Boulder, Inc. and others); and details about existing historic preservation incentives, including eligibility and requirements. The website should also include a single link offering access to all relevant sustainability and historic preservation information available online and a section devoted to tracking progress on this plan. Finally, the website should be used as a tool to engage the community and provide information on currently designated resources for community members and visitors alike. Materials focused



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toward kids and teens would help encourage families to tour designated historic districts and learn about Boulder's history through the built environment. Key actions include adding new content and establishing a schedule for assessment and routine updates.

### **2.7 Distribute Historic District Design Guidelines**

Public feedback indicated a need for greater publicity regarding the existence and importance of the city's historic district design guidelines, particularly to realtors and potential homebuyers. Key actions for distributing the design guidelines include updating and maintaining links of district-specific design guidelines on the city's website, developing and maintaining a list of individuals (architects, contractors, realtors, owners of landmarked properties and buildings in historic districts) who should be familiar with them, emailing links to the guidelines, and informing these same individuals when the guidelines are revised or changed.

### **2.8 Publicize Current Scholarship**

Historic buildings are inherently "green" through the retention of existing materials, which additionally enhances the community's sense of place and represents responsible stewardship for increasingly finite resources. It is important to Boulder's cultural and environmental legacy to preserve historic resources.

There is a general lack of understanding regarding historic window rehabilitation vs. window replacement and energy efficiency. The City of Boulder's Historic Preservation and Environmental Sustainability Integration Project (2006) and the Center for Resource Conservation's Effects of Energy Efficiency Treatments on Historic Windows (2011), both accessible through the city's historic preservation website, offer scientific evidence about which window treatments are most effective, a major issue for owners of historic properties. These studies should be more widely publicized, and similar studies to evaluate metal casement window treatments should be undertaken. The city should also pursue opportunities to conduct similar studies (◇) regarding the use of solar power, wind power, other energy efficiency advances, and new materials in historic buildings. Key actions include posting the windows study and providing links to other research projects

on the Historic Preservation website, delivering educational sessions based upon the window study results, and applying for grants to complete additional studies.

### **2.9 Recognize Projects that Successfully Integrate Historic Preservation and Sustainability**

Honoring projects that combine historic preservation and environmental sustainability is a way to bring greater exposure to such efforts and offer examples for other property owners to emulate. Key actions include bestowing a new award (possibly given as part of the Historic Preservation Month ceremony) to property owners, architects, contractors, and other professionals involved with a successful project; developing a specialized plaque initiative to mark building projects that have balanced historic preservation and energy efficiency; and creating a mobile app (◇) to highlight these same projects.

### **2.10 Engage the Community in Historic Preservation Activities**

Boulder's mature Historic Preservation program has enjoyed numerous successes over its history. It is crucial to the program to celebrate, promote, and raise awareness about historic preservation successes in Boulder.

An informed public is more likely to engage in the Historic Preservation program. Key action steps for providing more information about historic preservation in Boulder include making an annual presentation to City Council highlighting preservation activities and successes, improving the Historic Preservation website, holding more community events and educational sessions, and providing stories about historic preservation to the local media.

### **2.11 Honor Property Owners for Careful Stewardship of Historic Properties**

The owners of landmark properties and buildings within historic districts have the honor and responsibility of safeguarding historic structures. It is crucial to recognize the important role these owners play for historic preservation in the city by honoring them for exemplary stewardship of historic buildings. Key actions include recognizing successfully completed projects, perhaps with a ribbon cutting, yard sign, or congratulatory letter.

### 3. PROGRAM OPERATION IMPROVEMENTS

Historic Preservation staff and the Landmarks Board strive to make objective and consistent decisions regarding designation, design review, and demolition permits. Specialized training and continuing education can enhance skill levels and offer increased knowledge about the range of techniques currently employed in the historic preservation field.

#### 3.1 Enhance Training Opportunities for Staff and the Landmarks Board

Training for Landmarks Board members is important to ensure continuity, consistency, and capacity. New board members need a detailed orientation and all members require ongoing opportunities that provide core knowledge, institutional background, and practical skills regarding operations and relevant historic preservation issues. Historic Preservation staff training should also emphasize time management, stress reduction, networking, and problem solving. Key action steps include improving current in-house training, encouraging Board members and staff to take advantage of available CLG-sponsored workshops, and seeking appropriate training based upon staff and Board assessment of needs and competence.

#### 3.2 Analyze Existing Historic District Design Guidelines

Design guidelines offer advice on how to allow changes to historic properties and areas while still protecting sense of place. The Landmarks Board needs current and relevant guidelines to provide effective protection of Boulder's landmarks and historic districts.

Guidelines must be complete, current and clear to facilitate consistent design review decisions. Public feedback also indicated a need for more examples of how design guidelines should be implemented and increasing the understanding of the relationship between Boulder's guidelines and the Secretary of Interior's Standards, which provide a philosophic framework for all of the city's guidelines. Key actions include instituting a schedule for review and revision of existing documents, maintaining a list of new topics to be addressed during scheduled updates, creating a standard template to make content and format

of guidelines consistent, crafting a handbook with case studies illustrating the appropriate application of frequently-referenced design guideline provisions to assist both the Landmarks Board and property owners, and promoting the Secretary's Standards.

#### 3.3 Collaborate on Design Guidelines for New Historic Districts

Design guidelines for new historic districts (◇) should continue to be developed collaboratively, with participation from both Historic Preservation staff and district residents. Key actions include identifying the character-defining features of the historic district and the appropriate design approaches for retaining them, recruiting members for the design guideline committee, preparing guidelines, and offering opportunities for community input.

#### 3.4 Establish Follow-Up Processes for Landmark Alteration Certificates

Review of Landmark Alteration Certificates (LAC) represents a large portion of the Historic Preservation staff and Landmarks Board workload. To ensure compliance, the city should follow-up with property owners to assure projects are



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completed in accordance with LAC approval. Other communities require certified contractors to work on historic properties and levy fines for non-compliance on property owners and design professionals. Public input indicated some support for similar enforcement in Boulder.

Key actions for improving overall compliance include providing additional enforcement training to city inspectors (focusing on appropriate preservation treatments, applicable design guidelines, and issues associated with the design review process in Boulder) and coordinating with contractors and building professionals to discuss ways to increase understanding of the responsibilities of working on landmark properties or buildings within historic districts.

### **3.5 Explore Ways to Make Design Review More Consistent and Predictable**

Effective, consistent, and transparent design review processes, enforcement policies, and historic preservation practices are necessary to make the city's program predictable and user friendly. Issues of consistency occasionally arise due to the rotating nature of the Landmarks Design Review Committee and the unique conditions of each site.

Design review is one of the most important and time-consuming duties for the Historic Preservation staff and Landmarks Board. An efficient design review process is necessary to allow the program to engage in more outreach activities. The staff and board should discuss options for increasing the administrative (staff) review of minor alterations to lessen time spent on less significant projects. To ensure consistency throughout a project's review, staff should continue the practice of taking detailed notes at each meeting as a record for subsequent meetings. LDRC members should ensure that their decisions are based upon adopted design guidelines and established national historic preservation practices. Since historic properties are nearly always unique, decisions may differ from project to project. However, staff and board members should be aware of past rulings to ensure that ongoing decisions are made with as much relevant information as possible. For instance, a study undertaken of approved fences in the Mapleton Hill Historic District has been very

useful in making decisions. Such a study showing appropriate and inappropriate additions to historic buildings and examples of new construction in historic districts would assist the public, staff, and the Landmarks Board in the future.

### **3.6 Analyze Effectiveness of the Existing Demolition Ordinance**

Since 1994, the demolition ordinance has resulted in the preservation of historic resources in Boulder. There is an opportunity to analyze the overall effectiveness of this provision and consider further efforts to better protect eligible buildings 50 years or older. Key action steps include continuing to gather statistics on demolition reviews (i.e., numbers of applications, approvals, and locations) to better understand overall development patterns; analyzing past difficult demolition reviews and developing options to address key issues; clarifying the demolition process for Boulder residents to increase understanding that it applies to all non-designated buildings 50 years or older; developing a framework for demolition review decision-making based upon identification of significant and threatened resource types; and considering revisions to the ordinance language to define demolition in a way which allows the Landmarks Board more flexibility in demolition reviews. The proactive identification of significant historic resources (1.1) through ongoing survey and historic context development will also assist in making the demolition review process more consistent and predictable.

### **3.7 Revise Applications and Forms**

Recent public input indicated that many individuals and members of the Landmarks Board believe existing historic preservation applications should be simplified to reduce confusion. Key actions for streamlining forms include simplifying formats, clarifying directions, and making greater use of checklists and flowcharts to enhance understanding of review processes.

### **3.8 Develop a Disaster Response Plan for the Historic Preservation Program**

The City of Boulder is at high risk for both wildfire and flash floods. For that reason, it is crucial to consider how best to deal with historic resources in the wake of these or other types of natural and human-made disasters.

The city should have a disaster plan specifically for historic resources (◇). The plan should include pre-disaster mitigation steps, identify post-disaster mitigation efforts, such as accurate survey forms and feature a process for recruiting historic preservation professionals from outside the city who can assist in the post-disaster period, appropriate collaboration procedures with other city departments, and the possibility of fast-track design review. Referring to existing disaster plans for similar communities or municipalities also facing the threat of fires and floods is recommended. Key action steps include writing a grant application to cover the cost associated with development of a disaster plan for Boulder's historic resources.

### 3.9 Coordinate Existing Environmental Sustainability and Historic Preservation Programs

The inherent alignment between historic preservation and environmental sustainability should be better expressed in the city's policies and practices between historic preservation and environmental sustainability.

Various city departments, local boards, and other groups are active in shaping policies for both historic preservation and environmental sustainability. The Greenpoints program and city energy codes represent the two areas of greatest overlap. Key action steps to ensure integration between the city's sustainability and historic preservation goals include promoting the reuse of historic buildings city-wide, reviewing the Greenpoints program and energy code to ensure adequate recognition of the impact of retaining an existing building, discussing increased integration of future policies at city working group meetings, and publishing and distributing scholarship on the topics from beyond Boulder.

### 3.10 Continue to Address Energy Efficiency Concerns as Technology Evolves

Key actions include continuing to encourage window rehabilitation to benefit historic character and conserve scarce natural resources, utilizing lessons learned from demonstration projects at city-owned historic buildings and other projects citywide, investigating new technologies and posting findings of such studies to the Historic Preservation website.

### 3.11 Pursue Collaborative Approaches to Integrate Historic Preservation with Other City Operations

Lack of consistency among city policies is particularly frustrating to applicants and can be counterproductive to historic preservation. Enhanced internal coordination is crucial for making historic preservation practices user friendly.

Internal coordination should continue with discussions focusing on how best to integrate city policies related to historic preservation and environmental sustainability, universal accessibility, and building code regulations. Key action steps include scheduling regular meetings to improve communication and brainstorm methods for enhancing internal coordination to benefit historic preservation goals and objectives and developing a series of checklists of historic preservation-related policies and goals for other city departments to consult when considering any policy or ordinance revisions.



## PRIORITIZATION CHART

Recognizing that the work plan will be determined annually through direction from City Council and the availability of current resources, the chart below prioritizes key recommendations that should be undertaken in the next five years. Public input influenced the suggested recommendations and timeframes for implementation of the Historic Preservation Plan. Participants in the public meetings agreed the city should strengthen and improve its existing program before expanding into new initiatives. Near-Term refers to items of the highest priority that should be undertaken in the next five years, and Long-Term refers to items that should be subsequently addressed, in the 5-15 year range. “On-Going” recommendations are those that are currently implemented and should be continued and strengthened.

The prioritization of the recommendations reflects a scope of work that can be met within current resources. If the city is able to broaden its resources, through grants or additional funding, it could address priority objectives more quickly.

## AMENDING THE PLAN

Boulder’s Historic Preservation Plan is a living document and will be updated on a periodic basis to respond to achieved goals, changing circumstances and community needs. Changes to the plan fall into three categories:

- 1. Changes that may be considered at any time**
  - 2. Changes that may be considered at the Board’s annual retreat/annual report to the City Council**
  - 3. Major changes that may only be considered at the five-year update**
- 
- 1. Changes Considered at Any Time**  
Changes to Near-Term recommendations that do not require policy change
  - 2. Changes at Board’s Annual Retreat/Annual Retreat to the City Council**  
Changes to Near- or Long-term recommendations that may require policy analysis/change and have significant work program implications
  - 3. Major Changes at the Five-Year Update**  
Changes that may have significant community, policy, and work program implications

1. HISTORIC RESOURCE PROTECTION			
Objectives	Recommendations	Time Frame	Responsible Parties
Create a shared community vision for the protection of resources and areas that are historically, architecturally and/or environmentally significant and representative of Boulder's past, and develop strategies for their protection, consistent with local, state and federal historic preservation practices	.1 Develop a plan to identify and prioritize historic resource protection (◊)	Near	Historic Preservation staff, Landmarks Board, consultants
	.2 Develop additional historic context reports (◊)	Near	Historic Preservation staff, Landmarks Board, consultants
	.3 Explore ways to protect smaller buildings that are eligible for landmark designation	Near	Historic Preservation staff, Landmarks Board, design professionals, building owners
	.4 Ensure continued integration of local, state and federal policies	On-Going/Near	Historic Preservation staff, Landmarks Board
Encourage historic preservation and defray the cost of rehabilitation and restoration projects	.5 Publicize existing incentives	On-Going/Near	Historic Preservation staff, Landmarks Board, Historic Boulder, Inc.
	.6 Initiate new incentives	Long	Historic Preservation staff, Landmarks Board
Ensure the City of Boulder remains a leader in historic preservation through the careful stewardship of its own historic resources and encouragement of innovative and collaborative approaches to historic preservation	.7 Designate eligible city-owned buildings and lead by example	On-Going/Long	Historic Preservation staff, Landmarks Board, other city staff
	.8 Increase landmark designation coordination between city and county	On-Going/Near	Historic Preservation staff, other city staff, county staff, Preservation Roundtable members
	.9 Explore establishment of an archaeological program (◊)	Long	Historic Preservation staff, Landmarks Board, local archaeologists
Explore alternative strategies to recognize and protect important resources from the recent past	.10 Foster greater awareness of postwar architecture	Near	Historic Preservation staff, Landmarks Board, neighborhood associations
	.11 Explore creation of conservation districts	Long	Historic Preservation staff, Landmarks Board, Planning Board, City Council, neighborhood associations, property owners

(◊) Symbol indicates recommendations that would likely require additional resources.

<b>2. COMMUNITY ENGAGEMENT AND COLLABORATION</b>			
<b>Objectives</b>	<b>Recommendations</b>	<b>Time Frame</b>	<b>Responsible Parties</b>
Encourage open dialogue among the community, Landmarks Board, City staff, and Historic Preservation organizations to advance historic preservation goals and enhance community support	.1 Strengthen partnerships with historic preservation organizations	On-Going/ Near	Historic Preservation staff, Landmarks Board, Historic Boulder, Inc., community members
	.2 Collaborate with owners of existing landmarks and properties in designated historic districts; Establish neighborhood liaisons	On-Going/ Near	Historic Preservation staff, Landmarks Board, representatives of historic districts
Improve public perception of historic preservation program through enhanced communication, meaningful collaboration, and involvement between the City and the community-at-large.	.3 Foster greater understanding of historic preservation	Near	Historic Preservation staff, Landmarks Board, Historic Boulder, Inc.
Interpret Boulder's historic, architectural, and environmental resources to positively raise the profile of historic preservation and create an enhanced sense of place	.4 Share stories of Boulder's historic places (◇)	Near	Historic Preservation staff, Landmarks Board, consultants
	.5 Revitalize the Structures of Merit program	On-Going/ Near	Landmarks Board
Provide clear, accurate, and easily-accessible information to the public	.6 Improve the Historic Preservation website	On-Going/ Near	Historic Preservation staff, Landmarks Board
	.7 Distribute historic district design guidelines	On-Going/ Near	Historic Preservation staff, Landmarks Board
Improve and increase community understanding of the inherent connection between historic preservation and environmental sustainability	.8 Publicize current scholarship	Near	Historic Preservation staff, Landmarks Board
	.9 Recognize projects that successfully integrate historic preservation and sustainability	Near	Historic Preservation staff, Landmarks Board
Celebrate, promote, and raise awareness about historic preservation successes in Boulder	.10 Engage the community in historic preservation activities	On-Going/ Near	Historic Preservation staff; Landmarks Board; Historic Boulder, Inc.
	.11 Honor property owners for careful stewardship of historic properties	Near	Historic Preservation staff, Landmarks Board, City Council

(◇) Symbol indicates recommendations that would likely require additional resources.

3. PROGRAM OPERATION			
Objectives	Recommendations	Time Frame	Responsible Parties
Provide training opportunities to ensure fair, objective, and consistent decision-making	.1 Enhance training opportunities for staff and the Landmarks Board	On-Going/ Near	Historic Preservation staff, Landmarks Board, neighborhood liaisons, specialized trainers/consultants
Ensure regulations and design guidelines are current, relevant, and provide effective protection of historic buildings	.2 Analyze existing historic district design guidelines	On-Going/ Long	Historic Preservation staff, Landmarks Board, property owners in historic districts
	.3 Collaborate on design guidelines in new historic districts (◇)	On-Going/ Near	Historic Preservation staff, Landmarks Board, property owners in historic districts
Pursue effective, consistent and transparent design review processes, enforcement policies, and historic preservation practices	.4 Establish follow-up processes for Landmark Alteration Certificates	Near	Historic Preservation staff, Landmarks Board, neighborhood liaisons
	.5 Explore ways to make design review more consistent and predictable	On-Going/ Near	Historic Preservation staff, Landmarks Board
	.6 Analyze effectiveness of the existing demolition ordinance	On-Going/ Near	Historic Preservation staff, Landmarks Board
	.7 Revise applications and forms	Near	Historic Preservation staff, Landmarks Board
Establish a clear process for the protection and management of historic resources in the event of natural disaster	.8 Develop a disaster response plan for the historic preservation program (◇)	Near	Historic Preservation staff, Landmarks Board, consultants
Integrate historic preservation and environmental sustainability policies to maintain shared community resources for future generations	.9 Coordinate existing sustainability and historic preservation programs	On-Going/ Near	Historic Preservation staff, Landmarks Board
	.10 Continue to address common energy efficiency concerns as technology evolves	On-Going/ Long	Historic Preservation staff, Landmarks Board
Align historic preservation goals with other city plans and policies and enhance internal coordination	.11 Pursue collaborative approaches to integrate historic preservation with other city operations	On-Going/ Near	Historic Preservation staff, other city staff

(◇) Symbol indicates recommendations that would likely require additional resources.



**CITY OF BOULDER  
STUDY SESSION**

**TO:** Members of City Council

**FROM:** Jane S. Brautigam, City Manager  
Paul J. Fetherston, Deputy City Manager  
Bob Eiche, Chief Financial Officer  
David Driskell, Executive Director of Community Planning and Sustainability  
Susan Richstone, Deputy Director of Community Planning and Sustainability  
Peggy Bunzli, Budget Manager  
Chris Meschuk, Comprehensive Planning  
Joe Castro, Facilities and Asset Management  
Jeff Dillon, Parks & Recreation  
Bob Harberg, Public Works / Utilities  
Dave Hayes, Police  
Tim Head, Public Works / Airport  
Don Ingle, Information Technology  
Annie Noble, Public Works / Utilities & Greenways  
Mike Orosel, Open Space and Mountain Parks  
Stephany Westhusin, Public Works / Transportation  
Molly Winter, DUHMD  
Frank Young, Fire

**DATE:** August 13, 2013

**SUBJECT:** City Council Study Session  
Review of the Draft 2014-2019 Capital Improvement Program (CIP)

**I. PURPOSE**

The purpose of this item is to present the Draft 2014-2019 Capital Improvement Program (CIP) to the City Council. The study session provides Council with an opportunity to ask questions and comment on recommended capital projects in the Draft 2014-2019 CIP prior to the City Manager's submission of the 2014 Recommended Budget to the City Council at the end of August.

**II. BACKGROUND**

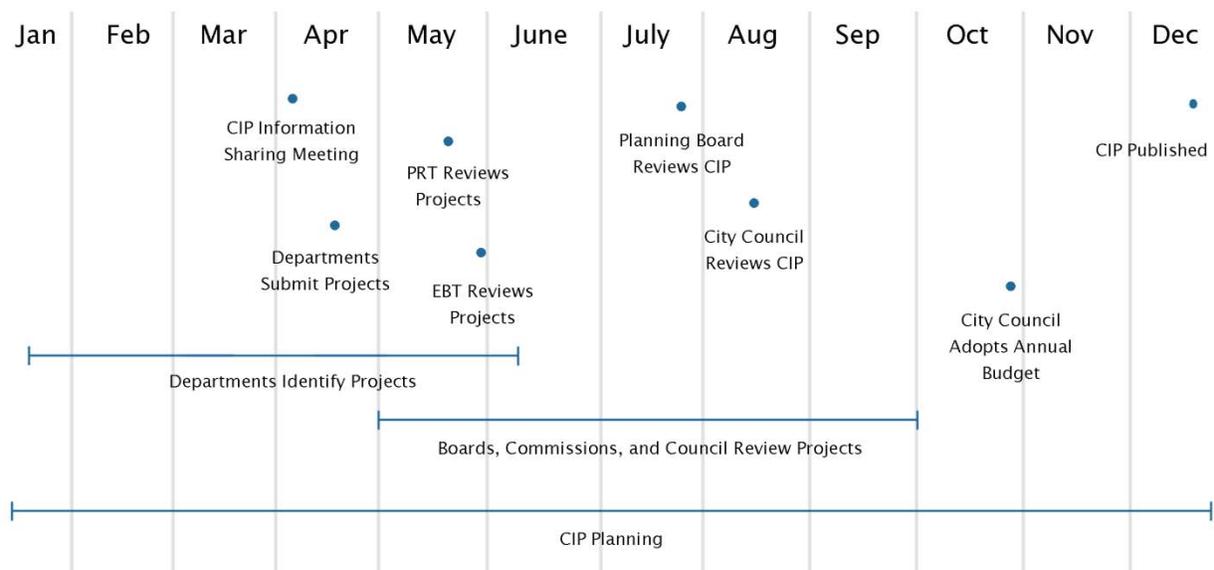
The City of Boulder's Capital Improvement Program (CIP) is a six-year plan for maintaining and

enhancing the city’s public infrastructure by correcting current facility deficiencies and constructing new service delivery infrastructure. The CIP provides a forecast of funds available for capital projects and identifies all planned capital improvement projects and their estimated costs over the six-year period. The Draft 2014-2019 Capital Improvement Program is available at the following link: [https://www-static.bouldercolorado.gov/docs/5A\\_CIP\\_Document-1-201307191548.pdf](https://www-static.bouldercolorado.gov/docs/5A_CIP_Document-1-201307191548.pdf).

The CIP document contains planned project funding summaries organized by department, project type, and fund; detail sheets for every project and program included in the plan; maps illustrating the location of projects throughout the city; and narratives describing the rationale behind project prioritization. The document is organized into five main parts: an introduction, funding summaries, special project highlight, department projects, and appendices.

Projects are selected for inclusion in the CIP through a process that involves matching available resources with the identified needs and priorities of the community. **Figure 1** diagrams the annual CIP process. To create a citywide understanding of which projects are chosen for inclusion in the CIP, and to ensure individual department priorities for CIP funding are aligned with city goals, the City developed nine CIP Guiding Principles to shape capital planning decisions made throughout the CIP process. These principles can be found on page 2 of the Draft 2014-2019 CIP and are included as **Attachment A** to this memo. Every project in the Draft 2014-2019 CIP addresses at least one of these principles, and many projects address all of them.

**Figure 1, Annual CIP Process**



The 2014-2019 CIP has three major themes derived from the CIP Guiding Principles: Maintaining Existing Assets, Coordination and Partnership, and Leveraging Funds.

*Maintaining Existing Assets*

One of the CIP Guiding Principles states that projects should sustain or improve maintenance of existing assets before investing in new assets. Maintaining or improving existing assets maximizes the return the city gets on an investment. A total of 59 percent (\$142 million) of the 6-year CIP is allocated to repair, rehabilitation, or enhancements of existing facilities. Highlights include: rehabilitation of

water and pipelines, park irrigation replacements, maintenance of city buildings and recreation centers, and upgrades at the Betasso Water Treatment Facility

### *Coordination and Partnership*

Another CIP Guiding Principle states that projects should be coordinated across departments within and across funds. This coordination allows for savings in project costs and minimizes the period during which areas of the city are disrupted by capital project work. In short, better coordination produces a completed project at an earlier date and with lower overall cost. The Draft 2014-2019 CIP has several examples of projects that are benefitting from coordination and partnership. An example is the coordination of projects in the Boulder Civic Area surrounding the Main Library with the Library, Parks & Recreation, Facilities and Asset management, and Community Planning & Sustainability.

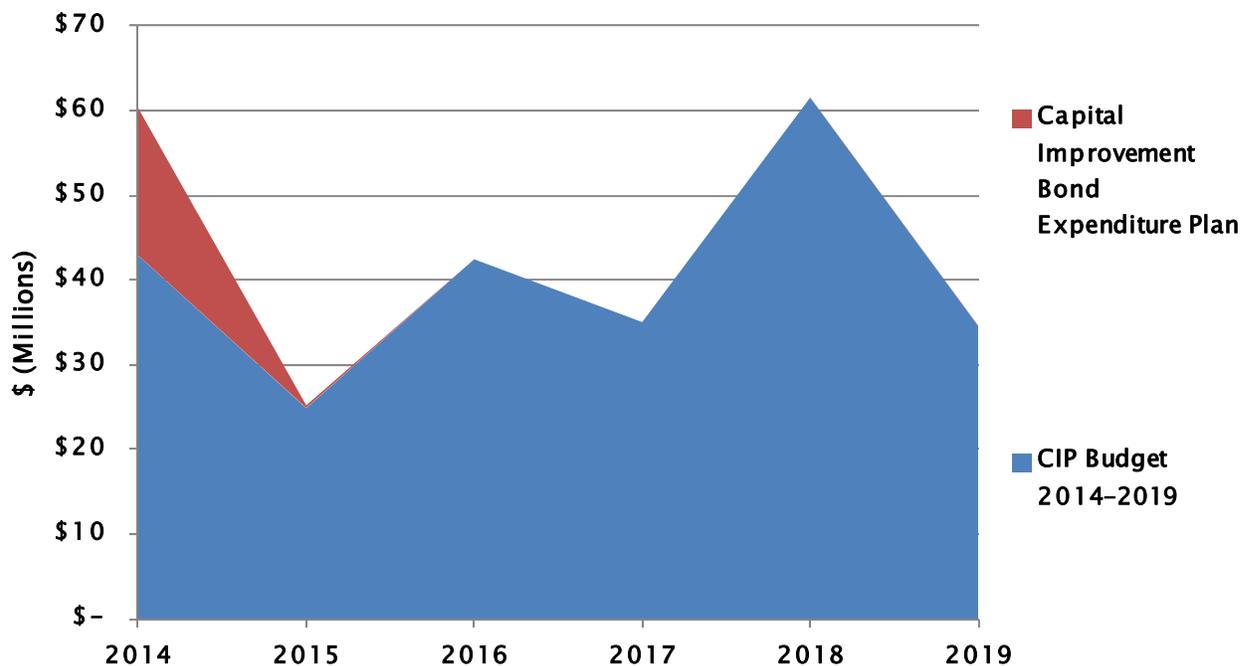
### *Leveraging Funds*

The CIP Guiding Principles also call for projects to leverage external funds when possible. Leveraging external funds strengthens the city's return on investment by infusing more cash into projects. The Draft 2014-2019 CIP continues to utilize leveraged funds, with \$14.5 million in external funding for projects in the 6-year period. The largest source is the Transportation Improvement Program (TIP) funding, which accounts for \$7.37 million.

## **III. FINANCIAL SUMMARY**

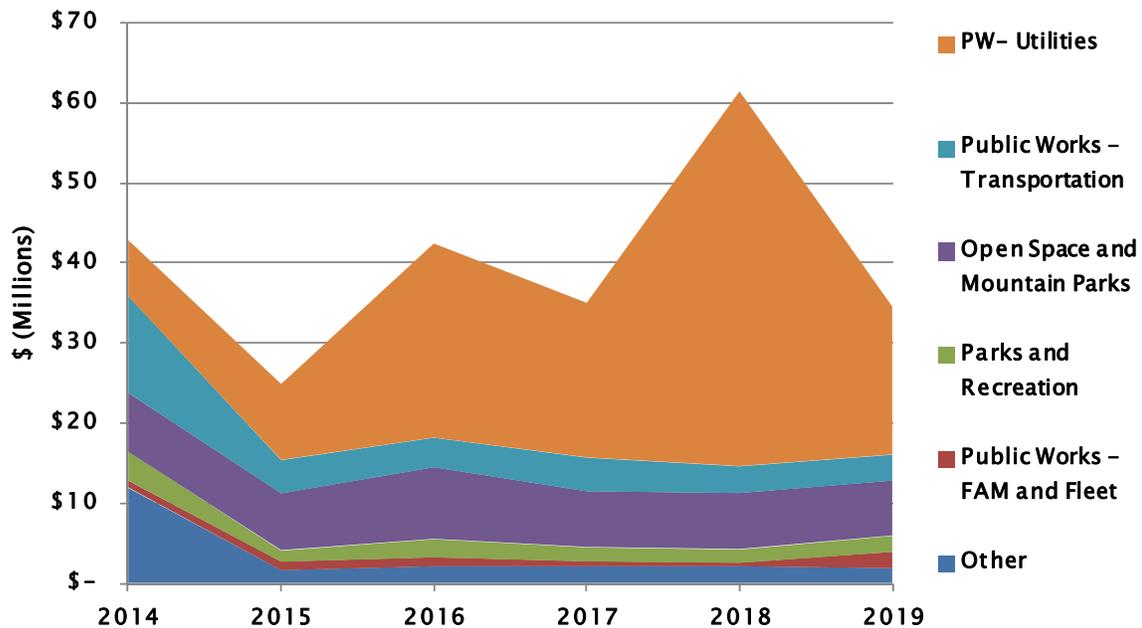
The Draft 2014-2019 CIP includes total funding of \$239.4 million for 136 projects. When Capital Improvement Bond funding is included, the six-year total is \$259.09 million. Before Capital Improvement Bond funds are added, 57 projects are recommended for funding in 2014, for a one year total of \$42.4 million. **Figure 2** shows the impact that the voter-approve bond measure has on the proposed CIP budget for 2014-2019.

**Figure 2, Total CIP Funding by Year**



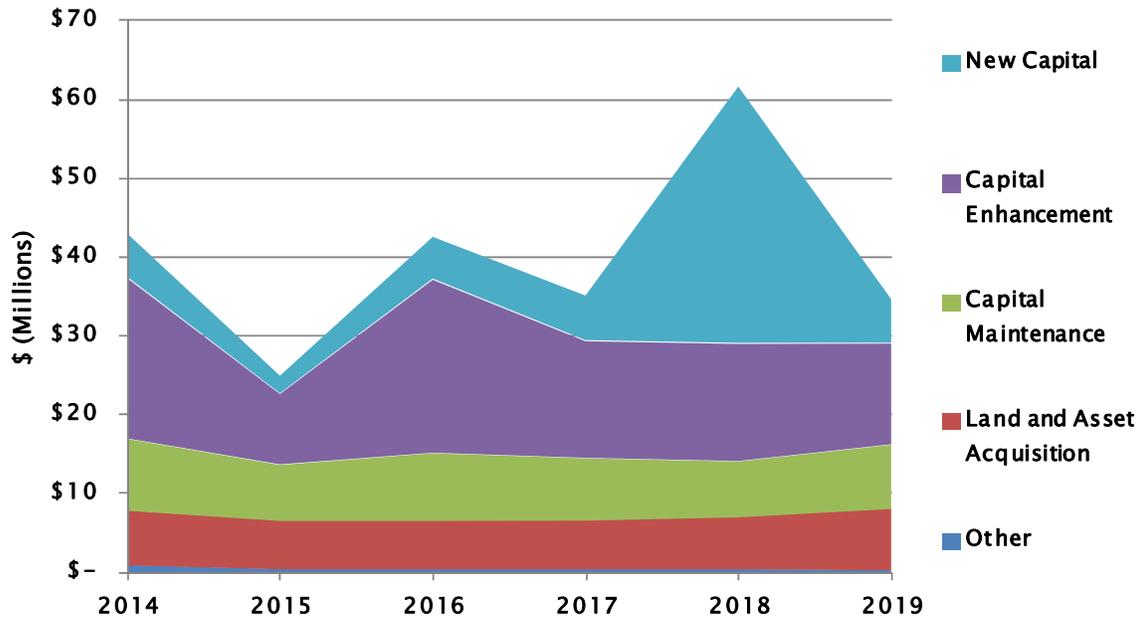
For 2014 through 2019, 14 departments, divisions or programs have projects funded in the CIP. The amount of money per department varies year to year depending on the type and cost of projects recommended for funding in that year and the amount of external funding received. Many departments have dedicated revenue sources that keep CIP funding relatively constant. For example, both Open Space & Mountain Parks and Parks & Recreation have dedicated revenue sources, and their CIP funding remains relatively level through 2019. **Figure 3** displays the share of total 2014-2019 CIP funding by each department.

**Figure 3, Funding by Department**



As stated above, a total of 59 percent (\$142 million) of the 6-year CIP is allocated to repair, rehabilitation, or enhancements of existing facilities. Of the remaining CIP, 23 percent (\$56.7 million) is allocated to new construction, such as Boulder Junction improvements, the Baseline Underpass – Broadway to 28<sup>th</sup> Street, and the NCWCD Conveyance – Carter Lake Pipeline projects. 17 percent (\$40.1 million) is for land and asset acquisition, such as Open Space acquisitions, mineral and water rights, and pre-flood property acquisitions. Less than 1 percent (\$0.6 million) is allocated for planning studies, such as the Aquatic Facility Plan or the Transportation Master Plan update. **Figure 4** shows the distribution of CIP funds by project type.

**Figure 4, Funding by Project Type**



#### IV. CHANGES FOR THIS YEAR

For the 2014 CIP process, the following significant changes have been implemented to assist Council in its review and decision making role:

- 1) Refined project categories and criteria that help organize CIP projects and priorities (project types and criteria can be found on page 10 of the Draft 2014-2019 CIP and are included as **Attachment B** to this memo);
- 2) Revised Unfunded Projects section to include the top five unfunded priorities for each department;
- 3) Combined projects with multiple funding sources into one project sheet, with funding sources indicated on the capital project sheet.

#### V. BOARD AND COMMISSION COMMENT

Departmental advisory boards have reviewed the draft CIP related to their respective departments, and the recommendations are below. In addition, the Planning Board reviewed the full draft CIP according to their role defined in the Charter and Boulder Revised Code, and its recommendation is also included below.

##### *Greenways Advisory Committee*

On June 13, 2013 the Greenways Advisory Committee voted (6-0) to “recommend the 2014-2019 Greenways Capital Improvements Program to the City’s Planning Board and to the City Council.”

##### *Open Space Board of Trustees*

On July 11, 2013 the Open Space Board of Trustees voted (5-0) to “approve, and recommend that the Planning Board approve an appropriation of \$7,010,000 in 2014 from the Open Space Fund CIP as outlined in this memorandum and related attachments; and recommend that \$343,000 be appropriated from the city’s Lottery Fund CIP in 2014.”

### *Parks and Recreation Advisory Board*

On March 18, 2013 the Parks & Recreation Advisory Board voted (6-0) to approve “2014 recommended expenditures from the Permanent Parks and Recreation Fund – fund 230 and to approve the recommended 2014 to 2019 Parks and Recreation Department Capital Improvement Program (CIP).”

### *Transportation Advisory Board*

On June 10, 2013 the Transportation Advisory Board voted (4-0) to “recommend the 2014-2019 Transportation Fund and Transportation Development Fund Capital Improvement Programs as presented.”

### *Water Resources Advisory Board*

On June 17, 2013 the Water Resources Advisory Board voted (3-2) to “recommend approval of the 2014-2019 CIP for the Water, Wastewater, and Flood/Stormwater Utilities including proposed rate adjustments to support 2014 revenue increases of 4% in the water utility, 5% in the wastewater utility, and 3% in the stormwater and flood control utility.” Board Member Clancy voted against the motion because Wastewater issues (arsenic and nutrients) need to be better addressed in the shorter term, and Board member Squillace voted no and stated that though there are benefits to the Carter Lake pipeline, there is not yet sufficient information to assure that the benefits outweigh the substantial costs.

### *Planning Board*

The Planning Board reviewed the draft CIP on July 25, 2013, pursuant to Charter Section 78. Planning Board’s role in reviewing the CIP is to:

- 1) Evaluate CIP projects in the context of the long-term, "big picture" policies of the Boulder Valley Comprehensive Plan (BVCP);
- 2) Make recommendations on the scope, priorities, and scheduling of CIP projects;
- 3) Make recommendations on resolving policy issues raised by the proposed location and design of CIP projects; and
- 4) Make recommendations on the CIP projects that should undergo a Community and Environmental Assessment Process (CEAP) review.

The draft July 25, 2013 Planning Board action minutes on the Draft 2014-2019 CIP are included in **Attachment C**. On a motion by **J. Putnum**, seconded by **S. Weaver**, the Planning Board voted (4-0, with **B. Bowen**, **L. May** and **A. Brockett** absent) to recommend to City Council the Draft 2014-2019 Capital Improvement Program, including the list of CIP projects to undergo a Community and Environmental Assessment Process, as outlined in the staff memorandum dated July 25, 2013.

The board discussed that, in order to truly integrate the city’s climate commitment and consistency with the BVCP policies, summary information on energy and greenhouse gas emissions savings through capital projects should be added to the CIP, with a more detailed analysis on reductions and savings to be included in project information sheets in the future.

## **ATTACHMENTS**

**Attachment A:** CIP Guiding Principles excerpted from page 2 of the Draft 2014-2019 CIP

**Attachment B:** CIP Definition and Criteria excerpted from page 10 of the Draft 2014-2019 CIP

**Attachment C:** Draft July 25, 2013 Planning Board action minutes and resolution on the Draft 2014-2019 CIP.

## **ATTACHMENT A CIP Guiding Principles**

The City of Boulder develops a Capital Improvement Program (CIP) that addresses the ongoing major business needs and maintenance and repair of city assets as well as enhancements and expansion called for in the Boulder Valley Comprehensive Plan. The CIP is a strategic document that assures that the municipal organization maintains a strong bond rating, implements community values, and has fiscal integrity. The city prioritizes its investments both across and within funds based on the following guiding principles:

- 1. Capital Improvement Programs should be consistent with and implement Council-accepted master plans and strategic plans.**
- 2. Capital Improvements should achieve Community Sustainability Goals:**
  - Environmental – sustainable materials, construction practices, renewable resources, etc.
  - Social – enhancements that improve accessibility to city services and resources provided to the community
  - Economic – effective and efficient use of public funds across the community.
- 3. As potential capital investments are identified, the city must demonstrate in the CIP process that there are sufficient funds to operate and maintain the project or program.**
- 4. Capital Improvement Programs should provide enough capacity and flexibility in our long-term planning to be able to respond to emerging, unanticipated needs.**
- 5. Capital Improvement Programs should maintain and enhance the supporting city-wide “business systems”, such as information and finance systems, for the city over the long term.**
- 6. Capital Improvement Programs should sustain or improve maintenance of existing assets before investing in new assets.**
- 7. Capital improvements should:**
  - Meet legal mandates from federal, state, or city levels
  - Maintain or improve public safety and security
  - Leverage external investments
  - Promote community partnerships
  - Reduce operating costs and improve efficiency.
- 8. Capital programming should maximize efficiency of investments demonstrated by measurable cost/benefit analyses and coordination of projects across departments within and across funds.**
- 9. The Capital Improvement Program should provide sufficient reserves to allow for a sound fiscal foundation with benefits that include:**
  - A strong bond rating
  - The ability to address emergencies and natural disasters.

## ATTACHMENT B CIP Definition and Criteria

### **Capital Improvement Program Projects**

“CIP projects are any major projects requiring the expenditure of public funds (over and above operation expenditures) for the purchase, construction, or replacement of the physical assets of the community. This broad definition includes those projects that are bondable, technology infrastructure, new or expanded physical facilities as well as the land necessary for the project.”

### ***Criteria for New Capital Project:***

- Projects resulting in the construction or acquisition of a new asset.
- Construction resulting in additional square footage of an existing asset.
- Projects have a discrete start and end date.
- Projects are location specific.
- Projects are typically over \$50,000 in total project cost, but do not have to be.
- Projects result in a durable, long lasting asset, with a useful life of at least 15 years.

### ***Criteria for Capital Enhancement:***

- Construction resulting in the expansion or significant improvement of an existing facility or asset.
- Projects have a discrete start and end date.
- Projects are location specific.
- Projects are typically over \$50,000 in total project cost, but do not have to be. Information Technology projects are typically over \$25,000 in total project cost.
- Projects result in a durable, long lasting asset, with a useful life of at least 15 years. Information Technology projects may be as short as 5 years.

### ***Criteria for Capital Maintenance:***

- Projects result in the repair, replacement, or renovation of an existing asset.
- Projects may or may not have a discrete start and end date.
- Projects are location specific or programs that cover a geographic area.
- Projects are typically over \$50,000 in total project cost. Information Technology projects are typically over \$25,000 in total project cost.
- Projects result in a durable, lasting physical asset, with a useful life of at least 5 years. Information Technology projects may be as short as 3 years.

### ***Criteria for Land & Asset Acquisition:***

- Project or program results in the acquisition of real property, such as land, mineral or water rights, or permanent easements.
- Projects may have discrete start and end dates, or may be programmatic.
- Projects or programs may be location specific or city-wide.
- Projects or programs typically include acquisitions totaling over \$50,000.

### ***Criteria for Capital Planning Studies:***

- Project results in the development of a study or plan which is intended to identify, plan, or prepare for the construction or acquisition of capital assets or capital program.
- Projects have discrete start and end date.
- Projects are typically for studies that are over \$50,000 in total cost.

**5. PUBLIC HEARING ITEMS**

**A. Public hearing and consideration of a recommendation to City Council on the proposed 2014-2019 Capital Improvement Program (CIP).**

**Staff Presentation:**

**C. Meschuk** and **P. Bunzli** presented to the board.

**Board Questions:**

**J. Dillon, S. Westhusin, B. Harberg, J. Castro, M. Orosel, F. Young** and **M. Beckner** answered questions from the board.

**Public Hearing:**

No one from the public spoke

**Board Comments:**

**C. Gray** would like to acknowledge and include energy savings in the CIP. She would also like the city to more aggressively pursue GOCO funding.

**S. Weaver** recommended including a table with a list of projects having something to do with energy, to reinforce integration between the CIP process and BVCP and Climate Commitment. He did not think this was necessary this year but should be considered in future CIP planning. He thought the CIP was well written and easy to understand.

**J. Putnam** thought that the format, level of information and consistency were very strong. Some of the utilities water projects were a bit difficult to understand and could be made more user friendly by adding a larger map to show the water projects west of Boulder. He also recommended tracking carbon reduction data in future CIPs.

**Motion:**

On a motion by **J. Putnam**, seconded by **S. Weaver**, the Planning Board voted 4-0 (**A. Brockett, B. Bowen** and **L. May** absent) to recommend to City Council the 2014 Capital Improvement Program, including the list of CIP projects to undergo a Community and Environmental Assessment Processes as outlined in the staff memorandum dated July 25, 2013.

The board would like to integrate and assure consistency between the city's Climate Commitment and BVCP policies. They recommended that future CIP documents include summary information on energy and greenhouse gas emissions savings through capital projects as well as project information sheets outlining a more detailed analysis on reductions and savings.



## STUDY SESSION MEMORANDUM

**TO:** Members of City Council

**FROM:** Matthew Appelbaum, Mayor  
Tracy Winfree, Director of Public Works for Transportation  
Carl Castillo, Policy Advisor

**DATE:** August 1, 2013

**SUBJECT:** Study Session – August 13, 2013  
Update and Request for Feedback on Regional Transportation  
Matters

### I. PURPOSE

City of Boulder representatives have been involved in a variety of discussions over the past months relating to the following transportation topics:

1. A possible 2014 statewide ballot measure to fund transportation needs;
2. New funding available from the Colorado Department of Transportation's *Responsible Acceleration of Maintenance and Partnerships* (RAMP) program, and;
3. Implementation options for FasTracks in the Northwest Denver Region.

Boulder has been and expects to continue to be involved in these discussions with a variety of regional entities, including:

1. The Denver Regional Council of Governments (DRCOG);
2. The Metro Mayors Caucus (MMC) and its transportation-related committees:
  - a. The Metropolitan Transportation District (MTD) composed of members from the MMC and the MACC (Metro Area County Commissioners);
  - b. MPACT64 composed of members from the Metro Mayors Caucus, Progressive 15, Action 22, and Club 20, thus representing all 64 Colorado counties, plus more recently many additional business, environmental, and governmental groups, and;
  - c. The FasTracks Task Force (FTTF), composed of members from the MMC.
3. The U.S. 36 Mayors and Commissioners Coalition (US36 MCC);
4. The Northwest Area Mobility Study (NAMS);
5. Colorado Municipal League (CML);

6. The Colorado Department of Transportation (CDOT) and its affiliate, the High Performance Transportation Enterprise (HPTE - focuses on innovative means of financing projects);
7. The Regional Transportation District (RTD);
8. Neighboring local governments, and;
9. The city's state legislative delegation.

The purpose of this study session item is to provide council with a high level update on these discussions and to seek feedback and support on the positions (described in Section IV, below) that the city has or plans to communicate as it participates in these discussions.

**II. QUESTIONS FOR COUNCIL:**

1. Are there any questions about the discussions taking place?
2. Are there any comments or concerns about the positions the city has or plans to communicate as it participates in these discussions?

**III. BACKGROUND**

1. **2014 Transportation Ballot Measure**

The Metro Mayors Caucus has been involved in discussions about a possible statewide measure to raise funds for Colorado transportation needs. The projected annual funding gap to meet the state's transportation needs is described in the below chart.

Annual Funding Gap			
After RAMP/TRANS Bond Debt Retirement			
Annual Funding			
		RAMP	TRANS
		Retirement	
Transportation Category	Annual Gap*	2013-2017	2018-2022
Maintain the System	\$157	\$150	\$167
Rural Road Safety/Reliability	\$100	\$0	\$0
Congestion Relief/Mobility	\$500	\$150	\$0
Inter-Regional Transit	\$15	\$0	\$0
TOTAL	\$772	\$300	\$167
*TBD Colorado		Deficit	Deficit
All \$ in millions		\$432	\$605

While plans are subject to change, certain parameters are beginning to receive agreement. A statewide measure would be placed on the 2014 ballot, presumably as a citizen initiative. It would take the form of an additional .7 percent state sales tax connected with a 15-year sunset date. It is estimated this would yield \$600 million per year. Two-thirds of this new revenue would go to roadway projects and one-third would go to transit projects across the state.

Transit funds would be distributed by population to the region’s respective transit providers. Accordingly, in the case of the Denver region, RTD would receive about 60 percent of the transit funds, approximately \$120 million per year. Where other transit agencies exist they would also receive proportional funding, and CDOT would retain a portion of transit funds for intercity bus service.

The road funds would be allocated so that CDOT would receive 60 percent of the revenue (which would equal about \$250 million per year), and local governments would receive 40 percent of the road revenue (55% to counties, 45% to municipalities). It is important to note that localities could spend their shares as they determine, with revenues not limited to roadway projects. The distribution formula for how funds would be allocated among individual local governments has not yet been determined.

The resulting allocation of the .7 percent sales tax is described in the below chart, along with the allocation of alternative taxes that were earlier considered.

Option	Description	10 YR AVG	CDOT Annual	CITY/CTY Annual	TRANSIT Annual
Gas Tax	10¢ not indexed	\$264	\$158	\$106	NA
	15¢ not indexed	\$396	\$238	\$158	NA
	10¢ indexed	\$386	\$232	\$154	NA
	15¢ indexed	\$538	\$323	\$215	NA
Apply Sales Tax to Gas*	2.9% @ \$3/gallon	\$215	\$129	\$86	NA
	2.9% @ \$4/gallon	\$286	\$172	\$114	NA
General Statewide Sales Tax*	.5¢	\$432	\$173	\$115	\$144
	.7¢	\$605	\$242	\$161	\$202
	1¢	\$864	\$347	\$232	\$285

\* State sales tax does not currently include a local share, allocation reflects possible 60/40 split

\*\*State Sales tax does not currently include a local share, allocation reflects proposed 1/3 off the top for transit with 60/40 split on remainder

The ballot issue would clearly list the highway projects that would be funded by CDOT. The current assumption is that there would be two lists: an “A” list of projects whose completion would be “certain,” and a “B” list of projects that might be built if revenues allow. CDOT is compiling an initial project list in collaboration with regional transportation districts across the state. Local governments might also provide projects lists that would be constructed with the local share-back, but those would not be specified in the ballot issue.

There are a few groups that have been guiding this effort and which have become the de facto decision makers to date. MPACT64, is taking the overall lead in decisions about the statewide funding measure, including how much to raise through taxes, the taxing mechanism and the categories and regions it would get divvied up into.

The MTD was originally created to focus on the possible creation of a special taxing district to fund Denver regional transportation needs. While a district is no longer being actively pursued, the MTD continues to meet with a new focus on identifying what regional road projects would be funded by new statewide transportation funding. On July 17<sup>th</sup>, the MTD developed an initial list of potential projects that could be used for the purpose of polling the public, expected to begin in August. Projects that made it on that list of interest to the city include: US 36 Corridor; Boulder Diagonal Highway multi modal and safety; bidirectional managed lanes (Denver Union Station to US36), SH93 (which

needs further definition and which necessarily may conflict with Jefferson Parkway initiatives), and the NAMS study recommendations.

A third group, the MCC's FasTracks Task Force, was originally created to focus on a possible second FasTracks vote and to provide oversight over implementation of the existing FasTracks commitments. The FTTF has been repurposed to focus on identifying how the transit funds from a statewide transportation tax would be used in the Denver region.

Finally, CML has played a role in attempting to influence the amount of the proposed sales tax, and in representing the broader interests of cities and towns across Colorado.

## **FasTracks Implementation for Northwest Region**

RTD has two outstanding FasTracks commitments to fulfill for the northwest part of the region: the multimodal improvements for U.S. 36, and the completion of the Northwest Rail from Denver to Longmont. Concerning the former, while implementation issues are still being worked out, the basic road capital improvements for the corridor are already under contract, partially under construction and expected to be completed by the end of 2015. Construction of the Northwest Rail, in contrast, is nowhere near completion. Absent a new source of funding, RTD does not expect to have funding available for the \$1.1 billion project until 2042 at the very earliest. Efforts to address this major challenge have involved exploring possibilities for rail segmentation/phasing as well as interim and complementary mobility options involving arterial bus rapid transit (BRT). To date, there is no consensus on whether arterial BRT could be considered a possible replacement for rail. The US36 MCC and the NAMS have been the primary venues for these discussions.

### ***a. Current Implementation of the US 36 BRT***

Currently under construction or funded are one managed lane in each direction from Table Mesa Park-n-Ride to Pecos. These lanes will prioritize BRT first, HOV second and make any remaining capacity available at varying rates to drivers of single occupancy vehicles. BRT local service will be able to use highway shoulders during the peak hours.

This project involves reconstruction of aging infrastructure (the original highway was completed in 1952) and a bikeway the length of the corridor. Phase 1 of the project (Pecos to 88<sup>th</sup> Street) is under construction and scheduled for a Dec. 2014 completion. Construction for Phase 2 of the project (88<sup>th</sup> Street to Table Mesa) is expected to begin before the end of 2013 with a scheduled completion date of Dec. 2015. Opening Day for BRT is planned for January 1, 2016.

Outstanding issues include assuring branding unique to the US 36 BRT service, to which RTD has recently agreed. Perhaps the most important remaining decision for US 36 BRT is vehicle selection. RTD had assumed that its regular over-the-road coach would be used for BRT. The US 36 MCC is working with RTD to select a vehicle that creates a new transit product for BRT – one that has the functions of “rapid” transit – easy boarding and alighting (low floor), board and alight multiple doors, easy and fast access for bicyclists, high-speed for highway application and comfortable seating for longer trips. Incorporating travel demand management (TDM) strategies is also important. TDM was a part of the adopted Record of Decision in the environmental clearance of the project. Staff and elected officials continue to work to assure a meaningful investment in TDM which will support Eco Pass expansion, carpooling and vanpooling, marketing and other efforts that make the most of the multi-modal capital investment

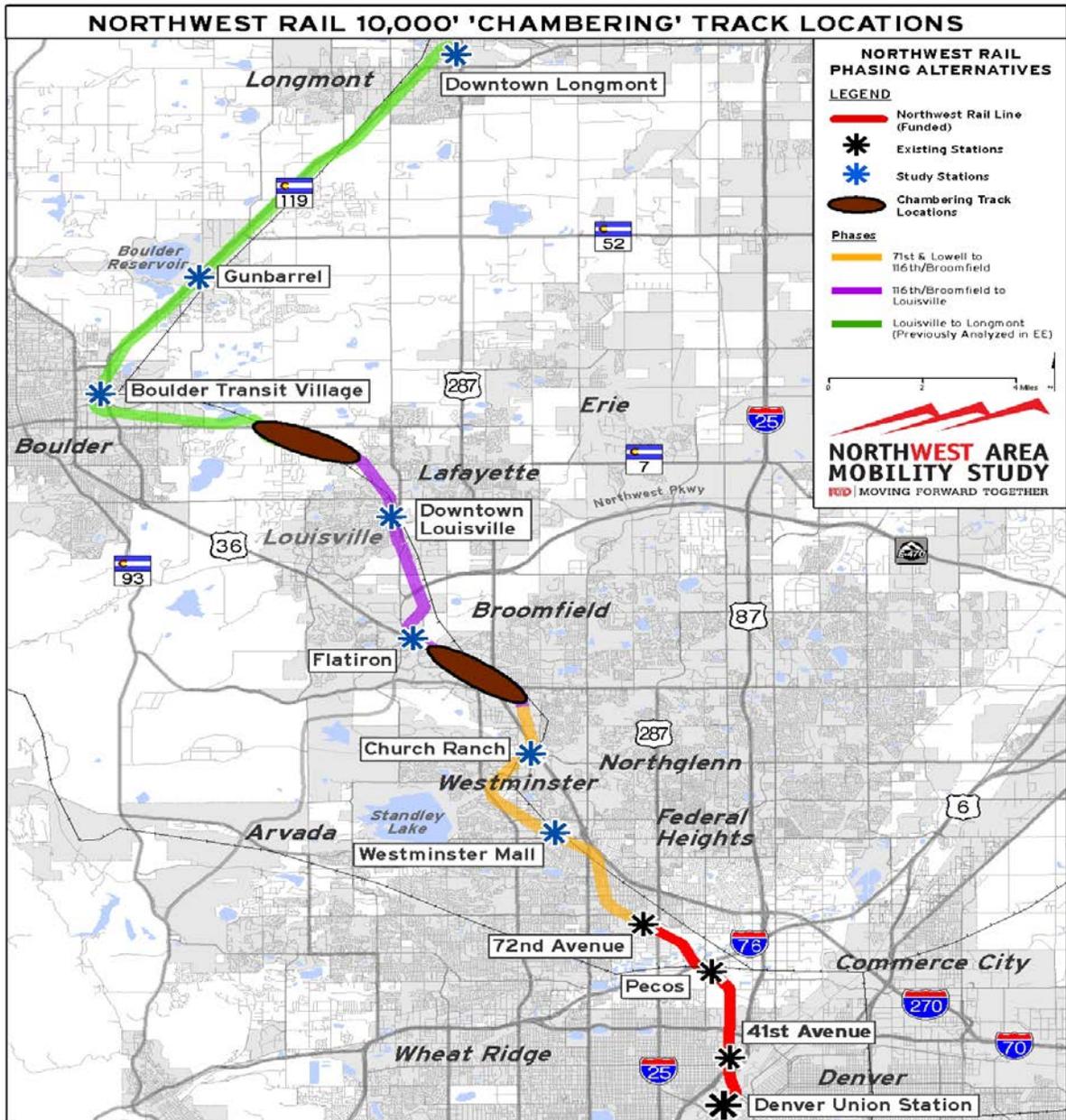
### ***b. Rail Segmenting Options***

Given the current lack of funding to build the entire Northwest Rail line until at least 2042, the NAMS is looking at the feasibility of segmenting rail to provide incremental service - building up to a logical/feasible endpoint station. The starting point is 71<sup>st</sup> Avenue and Lowell (as part of the Eagle P3 project constructing the East/Airport

Corridor, Gold Line to Arvada, the NW Rail is being constructed to 71st Avenue and Lowell in Westminster).

A constraint identified in segmenting the rail is a requirement by BNSF for 10,000' of siding (chambering) to accommodate freight trains when commuter rail needs to use the shared track. BNSF wants the storage track to be west of any station end point. With this new information, the NAMS has found that the logical phasing from an engineering perspective would be from: 71st and Lowell to Broomfield 116th station in Original Broomfield; Broomfield/116th to Louisville; Louisville to Longmont.

The map below illustrates these proposed segments along with the chambering track locations.



It is important to note that chambering is not easily accommodated to facilitate a rail segment ending at the Boulder Junction/Transit Village Station at 30th and Pearl. The NAMS project team is exploring other possible chambering options to determine if the Boulder Junction/Transit Village could serve as an end-of-line station for phased construction, although the feasibility of these options is not certain.

The recommended operations for trains running on the Northwest Rail are 30 minutes peak, 1 hour off-peak. It appears there is an engineering constraint that dictates that frequencies cannot be any better than every 30 minutes.

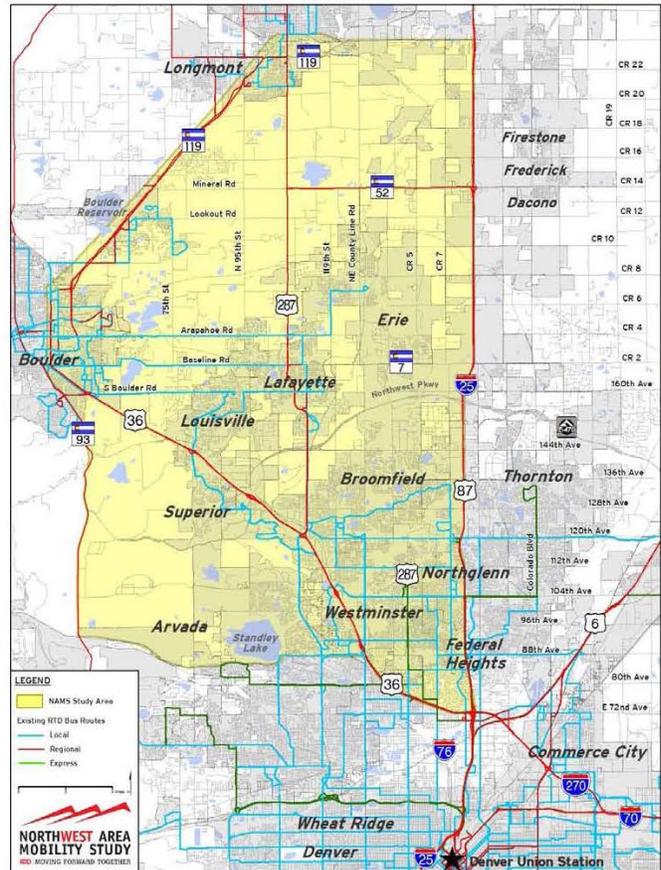
The NAMS plans to reach consensus on phasing options by the end of July to test through the DRCOG model and to develop concept-level cost estimates. Costs for construction by segment and ridership should be available in September 2013.

**c. Arterial BRT Network**

The NAMS is seeking to determine the best candidate-corridors for bus rapid transit service improvements. The study is also considering other bus-based service improvements that, while not BRT, would still create regional connectivity and improved mobility. One question being asked: what is the greatest bang for the buck to improve mobility in the NW area? The following map depicts existing routes in the northwest area.

**Existing RTD Routes in NW area**

- 120
- 112
- 104
- 92
- JUMP
- 225
- DASH
- 228
- STMP
- L/LX/LNX /LSX
- 76
- 51
- 31
- SKIP
- BOUND
- BOLT/J
- 206
- 128



As shown, 23 routes are part of the existing network. However, not every bus can become arterial BRT. Candidate corridors with the most interest from jurisdictions are SH 119 between Boulder and Longmont, SH 287 from Longmont to US 36, SH 7 Erie to Boulder, and possibly SH 42 through Louisville.

The NAMS is to finalize candidate BRT routes and an overall bus network, then make modeling and definition/cost of BRT infrastructure (e.g. shoulder running, dedicated lane, queue jumps, "stations") available by September.

**d. *North Metro Rail to Longmont***

A FasTracks North Metro Rail Line from Denver Union Station to 162nd/SH 7, parallel to I-25 on the east side, is planned. RTD has funding to complete the rail to 72nd by 2018, and has advertised an RFP to complete the entire project. The NAMS is looking at options to extend this commuter rail line all the way to Longmont (within/proximate to the I-25 on the west side). This extension would require a vote since it was not in the FasTracks plan. Alternatively, it would require use of some other funding.

**e. *North I-25 Reverse Commute***

The NAMS is also reviewing options to address current travel pattern needs for people traveling both directions on North I-25 and US 36. The existing reversible lane ends at Pecos where the new bidirectional US 36 Express Lanes will begin. The NAMS is looking at options including interim bus-on-shoulders solution and longer-term options such as widening existing North I-25 HOT lane to accommodate three lanes (reversible middle lanes), keeping existing reversible lanes and adding one buffer separated lane on each side of barrier, widening existing reversible to four lanes (two southbound/two northbound), and using alternate routes (Pecos/I-70).

The outcome of this task would be used to begin advocating for the interim solution and asking for more detailed design work, cost development and future funding requests for the longer term solutions.

**2. RAMP Funding**

Under the leadership of Don Hunt, CDOT's Executive Director, a new budgeting approach at CDOT is freeing existing dollars to be invested in the next three to four years. Initial funding statewide in 2014 is \$300 million with future years to be determined by the Transportation Commission. CDOT has established a process by which local governments and state planning regions could submit project applications for this funding. Projects require a minimum 20% local match and must be completed by the end of 2017. It is unclear how much RAMP money will go toward local projects with regional benefit and how much will be devoted to larger statewide projects such as I-25, I-70, C-470, etc.

The project selection process was developed, opened and closed quickly over the last several months. After an initial CDOT screening process the city submitted four projects for possible funding:

**a. Intersection safety improvements at Highway 36 and Violet**

- b. Extension of the Diagonal reconstruction project east of 30<sup>th</sup> Street
- c. Replacement of deteriorating, non-ADA-compliant pedestrian bridges over Foothills Parkway
- d. Transit capital improvements along east Arapahoe

CDOT and HPTTE will evaluate and rank projects and the CDOT Commission will make the final project selections by mid-September.

**IV. PRESUMED CITY POSITIONS** – Subject to council feedback and support, tacit or otherwise, the city anticipates advocating for the following positions:

**1. 2014 Transportation Measure**

**a. Lower Proposed Amount of New State Sales Tax**

A new statewide .07 sales tax would decrease the remaining availability for cities to increase their local sales taxes for their own local needs. Boulder shares this concern and has advocated for decreasing the amount of the sales tax and perhaps offsetting it with another new state tax, such as an increased tax on diesel fuel used by truckers. While other jurisdictions are also concerned about the tax rate, it has been very difficult to find replacement sources of revenue once increases to the gas tax were taken off the table due to dismal polling results. Even a diesel fuel tax on trucks, while generally supported for equity purposes, seems unlikely to raise enough to reduce the sales tax rate.

**b. Find Alternative to HUTF Formula to Distribute New Local Funds for Municipalities**

As mentioned above, the formula for distributing the local government share of new transportation funds has not been determined. The typical formula for distribution is the one used by the Highway Users Trust Fund (HUTF). However, that calculation rewards governments that have more cars and lane miles. Boulder began some time ago to argue that it should instead be distributed through another method, one that perhaps takes population into greater account. This gained support with the MMC members and is now part of the working proposal. In addition, Boulder more recently argued that the county/city split of 55%/45% was not appropriate for sales taxes; this too has gained support.

While the Denver metro area seems to support these new approaches, the rest of the state much prefers the HUTF formula. Further, the non-metro area would like the initial split between Denver metro and everyone else to use the HUTF formula, which greatly benefits the non-metro area. The Denver area accounts for less than 60% of sales taxes and will receive less than 40% of the statewide revenues shared back to localities using this approach.

As a result, the current working proposal has a somewhat complicated distribution formula. The statewide share-back will use the HUTF formula to determine Denver metro's share. Outside of the metro area, HUTF will be used to further share the revenues. Within Denver metro, counties and cities will split the regional revenue 50/50, and then the cities will use population to divide up the city pot. Under this formula,

Boulder would receive less than \$2 million per year. While not perfect – since sales taxes are the revenue source one could reasonably argue for the distribution formula to be based on total mobility – this would represent a significant improvement over the usual HUTF formula. The below chart reflects how the local funds would be allocated among certain cities in the metro area.

City	HUTF 2013 Est. CML	Pop/Sales Tax .7 (67/33)	Projected % increase
Arvada	3,783,027.00	2,091,353.00	55%
Bennett	66,127.00	45,761.00	69%
Boulder	2,392,406.00	1,932,200.00	81%
Bow Mar	32,411.00	17,034.00	53%
Broomfield	1,765,502.00	1,113,046.00	63%
Cherry Hills Village	239,512.00	118,267.00	49%
Denver	24,103,912.00	12,060,192.00	50%
Edgewater	104,582.00	101,175.00	97%
Lakewood	4,648,226.00	2,805,272.00	60%
Thornton	3,299,568.00	2,366,677.00	72%

**c. Support NAMS Recommendation as Best Investment for Northwest Region**

The city anticipates supporting the NAMS recommendation of the best investment for the northwest region and to advocate for funding to support that recommendation. Timing is a challenge since the overall study will not be completed until the first quarter of 2014. However, the consulting team is working toward a September interim report that could provide sufficient information to allow the US36 MCC members to try to reach consensus, and also to better inform the FTTF process. Boulder has been ensuring that BRT on US36 and other potential corridors is fully considered, and that ridership and costs per ride are evaluated. Further, while Boulder is withholding judgment until more data is available, the city would not support any rail solution that was not fully funded to reach Boulder.

**d. New Capacity Projects Must be Managed Lanes**

MTD’s current list of potential projects includes managed, general purpose and auxiliary lanes for North I-25. The city opposes the inclusion of any new capacity projects that are not managed lanes.

**2. The Northwest Rail**

**a. Funding**

It is estimated that completion of the Northwest Rail would cost RTD \$1.1 billion or more, an amount that RTD currently says would not be available until 2042 at the earliest. One option to secure this funding earlier is to dedicate the bulk, if not all, of the Denver region’s share of any transit funds for the first ten years from a new statewide transportation sales tax. While the region is unlikely to support this allocation, it could support a large percentage (\$800 million to \$900 million) to be spent on the region’s one

rail line that currently has no funding allocated toward it. The city will determine how to best advocate for this funding after ridership information, expected by September from the NAMS, becomes available.

**b. Rail Segmentation**

Boulder has and will continue to advocate that not serving a high ridership area such as Boulder would make no sense and that engineering solutions need to be developed with BNSF to have a segment that includes Boulder, especially if Longmont is served by North Metro Rail.

**3. RAMP Funding**

Boulder will logically support its RAMP applications. Furthermore, it will oppose RAMP funding for projects that are inconsistent with DRCOG's Regional Transportation Plan (RTP). In that regard, it is important to note that the Jefferson Parkway project has had three project applications submitted for this public funding. This despite the fact that the Jefferson Parkway was added to the RTP based on the commitment that it would be funded privately and would not seek public funding that could go to other regional and local transportation projects. In keeping with the commitments made in the intergovernmental agreement between it, Boulder County and Jefferson County (the "IGA"), the city will remain neutral on construction of the Jefferson Parkway. It will not, however, remain neutral on proposals to use RAMP funding to connect the Jefferson Parkway to the Northwest Parkway or to C-470 via SH93. Moreover, consistent with the terms of the IGA, it will also oppose any state or federal funds (including loans) being directed for the construction of the Jefferson Parkway.

**V. CONCLUSION / NEXT STEPS**

With council's support, the city's representatives will continue to participate in the above regional transportation discussions and to advocate for the described positions. Council's representatives to these efforts will also periodically continue to update council and seek additional feedback as necessary.

## MEMORANDUM

**TO:** Members of City Council

**FROM:** Jane S. Brautigam, City Manager  
Paul J. Fetherston, Deputy City Manager  
Maureen Rait, Executive Director of Public Works  
Joanna Crean, Public Works Project Coordinator  
Tracy Winfree, Director of Public Works for Transportation  
David Driskell, Executive Director, Community Planning + Sustainability  
Susan Richstone, Deputy Director, Community Planning + Sustainability  
Lesli Ellis, Comprehensive Planning Manager  
Michael Gardner-Sweeney, Transportation Planning/ Operations Coordinator  
Kathleen Bracke, GO Boulder Manager  
Randall Rutsch, Senior Transportation Planner  
Chris Hagelin, Senior Transportation Planner  
Cris Jones, Transportation Planner  
Micki Kaplan, Senior Transportation Planner  
Marni Ratzel, Senior Transportation Planner

**DATE:** August 13, 2013

**SUBJECT:** **Study Session on the TMP Update progress with an emphasis on the Complete Streets Focus Area, including the Draft *Transit State of the System Report*, Boulder County Eco Pass study and Bicycle Pedestrian Innovations**

### I. EXECUTIVE SUMMARY

The City of Boulder's Transportation Master Plan (TMP) was created in 1989 and has been updated four times over the last 20 plus years. It is a mature plan reflecting more than 20 years of consistent policy direction and progress. The TMP has evolved through the application of available technology, new information and data, and the desire for the TMP to be a "living document" that dynamically reflects the needs and issues affecting the community. The 2012-13 TMP update builds on a strong foundation of success through policy refinement, using a collaborative approach and addressing the current and future transportation needs of the community while integrating with the city's broader community and sustainability planning efforts.

The TMP is set within the broader context of the Boulder Valley Comprehensive Plan (BVCP), with the resulting transportation system expected to support the sustainability and quality of life goals set by the community. It also has a key role to play in helping to achieve the community's Climate Commitment goals as determined by Council at the July 30, 2013 study session on climate action efforts. As part of evaluating these relationships, the TMP update process began with the Policy Refinement phase in 2012 and included a comprehensive assessment of progress

since 2002 relative to the existing six TMP objectives and each of the four TMP focus areas established in 2003. This phase included the development of the [2012 Transportation Report on Progress](#), a public phone survey and employee survey, consultation with the Transportation Advisory Board (TAB), an expert panel and cross-departmental interviews. These efforts and in particular the public phone survey showed strong public support for the policy direction of the TMP and particularly for enhancing the Eco Pass program and transit and bicycle systems. Based on the compiled information, Council directed that the city's transportation policy continues to produce positive results and has strong community support. Yet the TMP can benefit from refinements and City Council approved the update work program in September 2012 including the following direction:

- Maintain the existing four TMP Focus Areas:
  - Funding
  - Complete Streets, including transit planning as well as bicycle and pedestrian innovations
  - Transportation Demand Management
  - Regional Travel;
- Add a fifth Focus Area of “Integrate with Sustainability Initiatives.” This integrates TMP Update activities with the city's Sustainability Framework development, Civic Area plan, Climate Commitment, Sustainable Streets and Centers, Access and Parking Management Strategies, Comprehensive Housing Strategies and other city-wide planning initiatives.
- Add three new measurable objectives of *Safety, Neighborhood Accessibility, and Vehicle Miles Traveled (VMT) Per Capita*.

This study session is intended to describe the on-going TMP Update work efforts and provide progress reports in each of the TMP Focus Areas. The community listening and learning phase has produced themes in each work area providing a strong foundation for moving forward with the TMP update. Highlights of the Focus Area work efforts to-date include:

- ***Complete Streets*** Transit system planning as well as bicycle and pedestrian innovations are major emphasis areas in this update. With a bicycle system that is substantially complete and recognized as one of the best in the country, the bike innovations effort is focused on identifying the barriers that keep the estimated 60 percent of “interested but concerned” cyclists from using the system. A “living laboratory” approach includes bike and pedestrian audits with community members to identify potential barriers and opportunities and the pilot installation of innovative treatments that will be evaluated for their role in encouraging greater use. The bicycle and walking innovations being tested are included in **Attachment A**. As the other emphasis area, the transit planning process includes an extensive community engagement phase using a variety of new outreach and social media tools as well as traditional methods. Themes derived from this outreach and the technical analysis of the existing transit system are contained in the draft *State of the System Report*. These themes and the identified issues and opportunities will form the basis for transit system scenario development in the next phase of work. The Executive summary of this report is included in **Attachment B**.

- **Regional Travel-** With the construction of US 36 multimodal improvements scheduled to be completed in Jan. 2016, the city continues to work with regional partners on fully implementing true Bus Rapid Transit (BRT) on US 36 and to promote regional high quality transit service through the RTD Northwest Area Mobility Study. This study is looking at both the potential for arterial BRT service and the phasing of rail service in the northwest area that could be supported by FasTracks. In addition, staff is working with Boulder County on outreach to other surrounding communities and to reach in-commuters as part of the city’s TMP update process.
- **TDM-** The city is partnering with Boulder County on a Community-Wide Eco Pass Feasibility study. The purpose of the study is to evaluate the cost, induced transit demand and funding strategies for different implementation scenarios that would provide Eco Passes to residents, employees and university students of Boulder County. In addition, GO Boulder staff is partnering with Parking Services to develop the Access Management and Parking Strategies (AMPS) project. Several interdepartmental workshops have helped define the draft guiding principles and areas of focus for this project, which were reviewed by City Council at its Apr. 30, 2013 study session.
- **Funding-** The funding challenge remains a central focus of the TMP update. The investment programs of the TMP will be refined and integrated with the results of the Complete Streets planning and TDM efforts to develop investment programs consistent with the city’s Sustainability Framework and Priority Based Budgeting.
- **Integrate with Sustainability Initiatives-** An integrated management structure for the TMP update and other planning efforts has been established along with a number of joint working teams. This integration is shown in the TMP update organizational structure in **Attachment C** and in the Transportation and Land Use - Sustainability Projects integration matrix contained in **Attachment D**. The Cool Planning workshop by Smart Growth America provided a unique forum for inter-department creative collaboration and the results of the workshop are being used in multiple city planning efforts.

## II. QUESTIONS FOR COUNCIL

1. Does council have any questions on the information and work efforts to-date presented in each of the TMP Focus Areas?
2. Does council have any questions on the identified themes and next steps for the Complete Streets Focus Areas, including:
  - a. Transit planning, including Draft *Transit State of the System Report*?
  - b. Community-wide Eco Pass study findings to-date?
  - c. Bicycle and pedestrian innovations being tested through the “living laboratory”?

### III. BACKGROUND

#### *Transportation Master Plan (TMP)*

The TMP is set within the broader context of the Boulder Valley Comprehensive Plan (BVCP), with transportation supporting the sustainability and quality of life goals set by the community. The Transportation Master Plan (TMP) was first adopted in 1989 as the city's long-range blueprint for travel and mobility throughout Boulder. The original plan contained the objective of achieving a 15 percent mode shift away from the Single-Occupancy Vehicle (SOV) and set the city on the direction of increasing travel options. The plan called for funding improvements to all the modes and established a spending plan and a metrics program to assess progress. Subsequent plans established a more complete set of goals and objectives, developed modal plans for a complete multimodal system, established funding priorities and focus areas, and prioritized individual projects into a series of investment programs ranging from “Current Funding” to the “Vision Plan.”

As a result of the evaluation from the 2012 Transportation Report on Progress, the public phone transportation survey, employee survey, cross departmental interviews, TAB and the expert panel input, staff recommended that the city’s transportation policy continues to produce positive results and has strong community support but could benefit from refinement. The Policy Review phase results were presented to council in August and September 2012. City Council agreed with these results and directed that the work program be guided by the following:

- Maintain the existing four TMP Focus Areas with the following emphasis-
  - *Complete Streets*, (formerly Multimodal Corridors): Rename, address transit system planning, explore bike and pedestrian innovations;
  - *Regional Travel*: continue the existing approach with a focus on US 36, the Northwest Area Mobility Study and other regional connections;
  - *Transportation Demand Management (TDM)*: explore community-wide Eco Pass and develop TDM packages for development review;
  - *Funding*: diversify transportation funding options and explore opportunities for additional funding to support on-going basic operations and maintenance needs as well as capital funding to achieve TMP goals.
- Add “Integrate with Sustainability Initiatives” as a new, fifth Focus Area. For example, this includes integrating TMP Update activities with the city’s Sustainability Framework development, Civic Area Plan, Climate Commitment, Sustainable Streets and Centers, Access Management and Parking Strategies, Comprehensive Housing Strategies and other city-wide planning initiatives.
- Add three new measurable objectives of *Safety, Neighborhood Accessibility, and Vehicle Miles Traveled (VMT) Per Capita*.

## IV. ISSUES

This section describes progress on the TMP update in each of the five Focus Areas, the relationship of the TMP focus areas with the Sustainability Framework and the integration of the TMP efforts with other city-wide planning initiatives.

### *The TMP Update:*

#### Structure and Process

The TMP update process is integrated within the citywide organization through the project management structure shown in **Attachment C**. This structure includes intradepartmental teams to ensure on-going collaboration with other land use and transportation related planning efforts. This intradepartmental approach has been instrumental in establishing the TMP update project time line as shown in **Attachment E**. The timeline for the TMP update is coordinated with the other city-wide planning initiatives and includes joint opportunities for community outreach and presentations with Boards and City Council

Staff is providing monthly updates to TAB and will provide periodic updates to City Council through a number of scheduled study sessions. Final approval of the TMP update is planned for the second quarter of 2014.

#### Community Outreach Efforts

Engaging city boards, the Boulder community and agency partners is a challenge and opportunity in achieving the goals of the TMP update as well as related planning initiatives. Throughout 2013, staff and the TMP consulting team have developed a detailed schedule with key milestones for the public outreach process. Components of the public outreach process include community events, meetings with key stakeholders, online surveys, focus groups, web/social media, and the more traditional approaches of open houses and meetings with boards and City Council. An initial public open house was held on Mar. 4, 2013 in conjunction with the Smart Growth America *Cool Planning* workshop. A second open house with an emphasis on Bicycle and Pedestrian Innovations was held on May 15, 2013 and a third is planned for Sept. 2013.

In addition to the standard outreach practices of open houses, web materials, and print media, this update is utilizing a wide range of social media tools. These include Twitter, Facebook, Tumblr, and email blasts. These are used to announce events and encourage participation on TMP update web page, the Community Feedback Panel, the Inspire Boulder site, the [Design Your Transit System](#) Web tool, and a variety of Bike Audits, Walk Audits, Focus Groups, and Storefront Workshops for all TMP update focus areas. One aspect of the success of these efforts can be seen from the number of community members participating in these efforts. A brief summary of this participation is provided in the following table.

#### **Social Outreach Tools and Participation**

Outreach Tool	Participation	TMP Aspects
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Inspire Boulder	10,000 visitors with 1349 active participants	23 topics posted with an average of 100 interactions per topic
Design Your Transit System Tool	More than 1,000 responses to tool and survey	Of respondents, 50% were in 25-44 age group. 27% live outside of Boulder
Community Feedback Panel	More than 400 community members signed up to participate	Members recruited from other outreach activities and provide basic demographic for the analysis of responses
Tweets, Tumblr and other digital outreach posts	More than 1,200 Tweets , 164 Tumblr post, and monthly Facebook posts	These social media tools are used to announce events and encourage participation on other TMP outreach efforts

Community outreach has also included meetings with community stakeholders and regular meetings with both a transit Technical Advisory Committee (TAC) and a Bike/Walk Steering Committee. The TMP update community outreach events also provide the opportunity to share information regarding the other integrated planning initiatives underway in 2013.

A more comprehensive summary of the TMP community outreach is provided in **Attachment F** which provides detailed information on each of the community outreach efforts and highlights the results and key findings from the community input.

On-going and current information regarding the city’s TMP update is available at [www.BoulderTMP.net](http://www.BoulderTMP.net), including the boards used for the open houses and upcoming opportunities to participate in TMP outreach events.

***TMP Focus Area Progress***

Planning work is underway in all TMP focus areas; a brief summary of the work and progress to-date is provided for each focus area below:

***Complete Streets***

The Complete Streets Focus Area strives to accommodate all modes of transportation by including pedestrians, bikes, busses and cars as facilities are planned, designed and constructed. This focus area aims to develop the complete modal systems needed to accommodate increased travel while moving a greater percentage of that travel away from single occupant vehicles (SOVs) by enhancing options for biking, walking, and transit.

***Bicycle and Pedestrian Innovations***

Based on guidance provided by the TAB and City Council, “Bicycle and Pedestrian Innovations” are the first emphasis area within the Complete Streets focus area. This area is

looking at fine-tuning the existing system through targeted enhancements to encourage use by a broad range of cyclists and pedestrians including all ages and abilities. Staff has also developed a 'Living Laboratory' approach to introduce and demonstrate a Boulder Walks program supporting pedestrian-scale environments that invite walking and to demonstrate innovative bike treatments to improve safety, and attract "interested but concerned" cyclists. These "interested but concerned cyclists" are people who like to ride a bike but don't ride regularly as they feel uncomfortable or less confident riding in the roadway with automobile traffic and are estimated to be as much as 60 percent of the Boulder community,

The Bike and Pedestrian Innovations work to date has focused on establishing baseline conditions, conducting community outreach to understand mode choice decisions and identifying what tools and treatments are missing from the city's walking and biking systems. The focus of this effort is to engage women, older adults and families with children, recognizing that a system that works for these populations will work for everyone. Equipped with this knowledge and through collaboration with the public, a Walk and Bike Action Plan will be developed to prioritize policies, projects and programs that will be fully integrated as part of the overall TMP Update.

Staff is also working with a Bike-Walk Steering Committee that includes representatives from local agencies, non-profits, and community organizations to provide input throughout the Bike and Pedestrian Innovations planning process. The purpose of the steering committee is to:

- share information and ideas;
- encourage community members to get engaged;
- provide input on the demonstration projects;
- help create programs to encourage increased trips on foot and bike; and,
- guide recommendations to include in the Bike and Walk Action Plan.

The two major programs of the Bicycle and Pedestrian Innovations effort are described in more detail below.

#### Boulder Walks Program

The Boulder Walks program is a new initiative being launched in summer 2013 to encourage walking, build awareness of what contributes to a walkable community, identify needed pedestrian safety improvements and identify connections to transit and key destinations. The Transportation Division is working with the Community Planning and Sustainability Department to integrate the program with the Sustainable Streets and Centers project and to utilize a new neighborhood access GIS tool (*aka* 15-minute or accessible and connected neighborhoods) to explore these connections.

Community walk audits are scheduled throughout the summer and fall to assess neighborhood and corridor walkability, the connectivity to destinations and the comfort of the surrounding environment from a pedestrian perspective. These audits include city staff and local community members allowing participants to become acquainted with

historic landmarks and other points of interest along the corridor as well as with how land use and streetscape design can support best practices for a walkable community. As part of the audits, community members are asked to document their observations and findings through photos, videos and field notes to help guide policies and practices for improving walking conditions throughout Boulder. Another deliverable of the program will be to develop neighborhood-based walking maps highlighting points of interest and encouraging exploration of these neighborhoods.

#### Bicycle Innovations “Living Lab” Projects

A primary objective of the living laboratory is to introduce and test new types of bike facilities with the community. The locations chosen to demonstrate these new bike facilities are places where treatments can be implemented this year and next and that offer a real world environment for community members to experience them. Once they are installed, community members will be encouraged to interact with them, provide their input on these experiences and suggest refinements and other locations for these treatments in the community.

Installation of the following bike innovation treatments are planned this summer and fall:

- Cycle Track (Baseline Road between 30th Street and Foothills Parkway);
- Buffered Bike Lane (University west of Broadway).
- Back-in-Angle parking (University east of Broadway);
- Advisory Bike Lane (Harvard Lane south of Dartmouth);
- Bike Boulevard (13<sup>th</sup> Street between Balsam and North Boulder Rec. Center);
- Bike Box (Folsom Street at southbound Canyon Boulevard);
- Green bikelanes in various high conflict zones including Colorado Avenue at Regent Drive; and,
- Update Bike Parking code requirements for new development to link with land use type and include short-term and long-term bike parking facilities (citywide).

There are several innovations under consideration that require additional study to explore community and board interest, including:

- On-street bike facility (Spruce Street between 15<sup>th</sup> and Folsom)
- Glow paint used in bike paths(Boulder Creek path at 29<sup>th</sup> Street, Bear Creek path at Martin Drive ;
- Slow zones to help cyclists feel safer in exposed areas;
- Development of an Electric Assist Bike Demonstration Pilot Project for multi-use paths; and,
- Revisioning 30th Street Corridor (between Baseline and Arapahoe).

It is anticipated that most or all of these future innovations may be advanced as part of the living laboratory concept in late 2013 or early 2014. A more complete description of all the proposed demonstration projects is included as **Attachment A**.

While an initial assessment of the demonstration projects installed this year will be conducted to help guide next steps in developing the Bike and Walk Action Plan, the living laboratory is likely to continue for 12 to 18 months. Staff anticipates that Federal Highway Administration (FHWA) authorization is required to experiment with advisory bike lane innovation(s). The timing as well as the evaluation criteria for this treatment depends on FHWA review and approval.

Performance monitoring of the bike innovation demonstration projects will include several qualitative and quantitative measurements including:

- Bike and walk audits, focus groups and a feedback panel to offer community interaction and public input before, during and after treatments are installed;
- Transportation data collected and analyzed to provide a before/after comparison of modal traffic volume, vehicle speeds and collision experience;
- Field observations to track driver and bicyclist behavior; and,
- A bicycle network analysis will be conducted to evaluate before/after level of "traffic stress" and define whether treatments reduce the stress level for bicyclists.

*Bicycle and Pedestrian Planning Emerging Key Issues and Themes:*

While staff continues gathering input and data as part of the TMP update, some key issues and themes relative to the walking and biking element have emerged:

- **It's all about promoting public health** – Look holistically at bike and walk mode share goals, including public health, land use and recreation. Make health a central message. It speaks to how to motivate people to choose biking and walking. Collaborate with community partners including Boulder County Public Health, CU-Boulder, Boulder Valley School District and the City Parks & Recreation Department.
- **Focus on the regional system and network** – With a resident population of about 100,000 persons and a daytime population of about 150,000, a significant percentage of travel trips is generated daily by in-commuters to Boulder. The TMP Update needs to work with regional partners and adjacent communities to collectively promote travel choices, identify and develop regional trail connections, and engage commuters who don't live in Boulder.
- **Land use and transportation relationship** – Boulder's land use and parking policies are key factors influencing the motivation for people to choose to bike and walk more. These areas must be integrated with the TMP goals to support changes in travel behavior.
- **Better north-south corridors** – In response to a question posted in the Inspire Boulder website, community members identified a need for better north-south bike corridors both on-street and off-street.

*Transit Planning*

The second area of emphasis within the Complete Streets Focus Area is transit planning. The city has made remarkable progress in our transit system since 1990 with a 300 percent ridership increase. However, over the past ten years transportation revenue has been stagnant, local transit service in Boulder has declined due to RTD service cuts, and some RTD FasTracks improvements in Boulder have been significantly delayed. The funding strategy used for establishing new transit service in the past is also no longer viable. Due to these factors, the city has not been able to implement a new local Community Transit Network (CTN) route since 2003 and is unable to keep pace with community transportation, TMP mode shift and sustainability goals.

In addition, areas of Boulder are experiencing a transition from suburban land use patterns to new opportunities for mixed use Transit Oriented Development (TOD), including new infill/redevelopment projects that need to be served with high quality transit. Key new developments include the projected opening of the Boulder Junction transit center in 2015, the Boulder Community Hospital expansion on east Arapahoe Avenue and on-going CU East Campus developments. The TMP Update, including the transit planning element, needs to address these multimodal transportation and land use challenges and opportunities.

Staff has been working with the TMP consultant team Nelson\Nygaard and the Transit Technical Advisory Committee (TAC) to implement community outreach strategies and facilitate technical data collection and analysis regarding the transit planning element of the TMP Update. While the work to generate a renewed vision for transit is in the early phases, the end product will be a strategic action plan for wise investment in transit over time, fully integrated with the overall TMP Update and other city plans and initiatives and informed by community sustainability and emission reduction goals.

To date, the initial transit planning work has occurred in two areas. The first is community “listening and learning” phase which has included a variety of robust community outreach efforts and innovative tools that will help to develop the renewed community vision for transit. A “[Design Your Transit System](http://bouldertransitdesign.com)” Web tool was launched to the community in May and is available at <http://bouldertransitdesign.com>. City Council is encouraged to participate in the interactive tool and survey. The tool allows users to prioritize transit service, fares, connections, amenities etc and was a focus for the “listening and learning” phase of community outreach in May and June. The Public Outreach Summary included in **Attachment F**, contains more information on outreach efforts to date including emerging key themes and issues from the community.

The second area of transit planning is the technical data collection, analysis, and evaluation of the existing local and regional transit system. This work effort is compiled into a draft *Transit State of the System Report*. The draft *State of the System Report* documents the existing conditions of the local and regional transit system and provides statistics and trends associated with the performance of the system. The report will help lay the groundwork to develop the renewed transit vision with the city’s early action

items and longer term transit strategies. Key findings from the report on our transit system include the following:

- The Community Transit Network (CTN) model for local transit service delivery works. CTN routes (HOP, SKIP BOUND, STAMPEDE, DASH, etc) are the most cost effective and productive bus routes of the Boulder transit system. These services are a highly-valued element of Boulder’s transportation system and are considered as “best practices in transit” at the national level.
- The HOP is the most cost effective local route in the system, followed by the SKIP and the BOUND. The B is the most cost effective regional route.
- Boulder riders pay a higher proportion of transit operating costs than riders in peer cities. Farebox revenues pay for 43% of the total cost of transit operation in the Boulder area, higher than the peer average of 30%
- The city of Boulder is doing more with less. Despite a 9% decline in RTD transit service hours on the Boulder local routes, ridership in 2012 has trended upwards.
- The City’s Transportation Demand Management programs work. Areas with paid parking districts such as the Downtown and the University have higher transit ridership than other areas of the city. Surveys show that people with an Eco Pass are 4 to 7 times more likely to ride transit.

Despite these successes in our transit system, the city is not on course to meet the TMP mode share goals and needs to accelerate the rate of mode shift which includes getting more trips on transit.

The *Transit State of the System report* helps set the stage for increasing transit ridership by diagnosing key issues and opportunity areas for the community to explore to develop a renewed vision for transit. This vision needs to respond to changing needs; capitalize on unique local opportunities, identify necessary revenue; develop supportive land use, housing, climate, and place-making initiatives; create better regional partnerships; and stay true to Boulder’s strong local values. **Attachment B** contains the draft Executive Summary of the *Transit State of the System Report* and Web links to the full report.

While the outreach and data collection phase of the TMP update will continue through the fall of 2013, some key issues and themes have already emerged regarding transit planning, including the following.

*Transit Planning Emerging Key Issues and Themes:*

- **Need for regional partnerships to address in-commute** – Success in reducing Single Occupant Vehicle (SOV) travel among “in-commuters” will require an assertive stance from Boulder and Boulder County, strong partnerships, new fare tools, better partnerships with RTD, and new funding sources to grow service offerings.

- **Enhance CTN services** – Boulder has the correct formula for designing and operating CTN service, though we are challenged by limited and decreasing operating resources. Route performance enhancements along arterial roadways and giving priority for transit and transit service expansion along key local and regional corridors is important to advancing the CTN.
- **Parking management is key** – Community-wide parking management strategies and expanded parking districts will help the city meet TMP mode split goals and reduce the increasing impacts of in-commuter travel. East Boulder is an area where the city should use parking strategies to facilitate a transformation to compact, multi-modal mixed use centers and neighborhoods.
- **Bus rapid transit (BRT) service** – The introduction of “fully-featured” US36 BRT service will be an opportunity to generate momentum for extending the BRT/transit lane enhancements into the city (e.g. on Broadway) and along other important regional corridors.
- **Climate commitment drives TMP outcomes** – TMP outcomes need to align with the developing Climate Commitment goal to reach an 80 percent reduction in emissions by 2050. The Climate Commitment process is being integrated with the TMP Update process to help shape transportation goals and land use policy.
- **Land use and transportation connection** – Providing cost effective, fast, efficient transit for regional commuters is part of the solution; however, working to ensure that more existing and future workers can live and work in compact, walkable neighborhoods and mixed use districts is an equally essential outcome. This theme is particularly relevant to the concurrent work efforts on a Comprehensive Housing Strategy, Sustainable Streets and Centers and the Neighborhood Access analysis.
- **New and sustainable funding** – The need for new funding for transit and other multimodal transportation system improvements, as well as basic operations and maintenance needs, in Boulder and for the regional system is highly supported; however, there are varying opinions on the best funding mechanisms. There was also agreement that RTD needs to invest heavily in Boulder County in the coming years to compensate for the local tax dollars paid into FasTracks.
- **Plan for changing demographics** – Boulder needs to deliver a “golden menu” of options to meet the demands of a community that is growing older while recognizing a younger generation of people that are becoming less inclined to rely on automobiles.
- **Improved passenger information** – Online trip planner; maps and schedules at bus stops; and real-time arrival information are needed to meet passenger expectations.
- **Improved transit service** – Regional service comments have been focused on new connections, improved frequency and service span while local service comments have focused more on service span and less on frequency. There are many requests for new local connections to reduce the need for transfers.
- **Improve transit access to schools** – Peak hour commute trips to schools make-up a significant amount of VMT and congestion in school areas and add to VMT in Boulder. Yellow buses provide a basic level of service for students that live within a particular service area and most schools in Boulder are served by RTD local services.

Many students, however, have schedules that are incompatible with existing scheduled services or they live too far from established transit access. Open enrollment at Boulder Valley School District (BVSD) poses a particularly daunting challenge as parents are choosing to drive farther to ensure their children have access to desired educational opportunities.

#### Other Complete Streets Efforts

While the emphasis areas in this Focus Area are Bicycle and Pedestrian Innovations and Transit Planning, work is also occurring in a number of other areas under this Focus Area. Two of these are highlighted below.

##### *CU East Campus Connections Project*

As an area of significant change, the CU East Campus Connections planning work is coordinating bicycle and pedestrian connections between the University of Colorado (CU) and the surrounding community and identifying and prioritizing key projects for potential funding opportunities. This work is a partnership with the city and CU, with a joint staff team conducting several workshops to identify and prioritize potential multimodal connections to/from the CU East Campus area. A joint public open house was held on March 13, 2013 to present draft connections along with a number of proposed CU projects on the East Campus. The bulk of the planning effort has been completed and the proposed connections and planning studies will be integrated into the city's TMP facility changes. This project will also assist CU as future development occurs within the East Campus area. Staffs from the city and university have identified a draft list of facilities and studies for additional work. Next steps include developing a list of those connections and projects that will require initial design to support funding applications.

The closely related East Arapahoe and Sustainable Streets and Centers planning projects will incorporate the work from the CU East Campus Connections project and will further explore connections and potential land use changes in this area. The scope of the East Arapahoe project is still being defined while the first phase of the Sustainable Streets and Centers project is in the data collection phase to assess the transportation and land use characteristics along sections of Colorado and Arapahoe avenues and 30<sup>th</sup> Street as pilot corridors.

##### *TMP Capital Improvement Programs*

As part of the update process, the projects in the capital improvement programs of the TMP will be reviewed, refined and re-prioritized to reflect adjustments/updates to existing projects, identification of projects for potential removal and potentially adding new projects. The Broadway/Euclid Improvement project is a past example of a project emerging from the 2008 TMP update. Staff is working on the process and evaluation criteria and will be presenting CIP refinement information at future TAB and City Council meetings. This work will inform updates to the TMP investment program and funding analysis.

## Regional Travel

Regional Travel was identified as a Focus Area of the 2003 TMP with increases in in-commuting employees to the city and the large amount of residential development occurring in the I-25 corridor. With the anticipated Jan. 2016 completion of construction on US 36, the city continues to work with community and regional partners to fully implement true bus rapid transit (BRT) service as well as the regional bikeway on US 36. The Colorado Department of Transportation recently announced a public-private partnership to complete the high occupancy toll (HOT) lanes to Boulder that will support BRT service on US 36 with construction scheduled for completion by January 2016. With the physical facility defined, staff and our US 36 partner communities have been working with RTD to assure high quality BRT service on the corridor. After much discussion, RTD recently agreed to a unique brand for the service. And after initially assuming that it would use existing buses, RTD is now working with the US 36 Mayors and Commissioners Coalition (MCC) to select a true BRT vehicle for the corridor. As part of our regional outreach efforts, staff presented the TMP Update process and transit innovations to the monthly US 36 Commuting Solutions meeting in May. And we have met with the transportation staff from Boulder County to discuss the update and solicit their participation in reaching out to the other Boulder County communities.

The RTD Northwest Area Mobility Study (NAMS) is intended to resolve an approach to Northwest Rail challenges and expand transit/multimodal travel options on regional corridors. This study is investigating incremental expansion of rail service in the northwest corridor along with potential arterial BRT expansion and bus based service improvements in the northwest area and potentially serving Longmont via the North Metro line. Travel corridors of most interest are SH 119 between Boulder and Longmont, SH 287 from Longmont to US 36, SH 7 from Erie to Boulder and possibly SH 42 thru Louisville. The NAMS had its first advisory committee meeting on May 23, 2013. City staff is on the Technical Advisory Committee for the study and are active participants in that process while Mayor Appelbaum is serving on the Policy Advisory Committee. City staff is also working closely with Boulder County and Boulder Valley School District to understand regional travel patterns and to reach in-commuting employees and students in the TMP update process. This work will continue to focus on the in-commute trip as well as the first and final mile and mid-day travel options.

A relatively new effort related to in-commuting employees is the Comprehensive Housing Strategy that was the subject of a study session with City Council on May 15, 2013. Based on council direction at the study session, staff is conducting initial housing market research and refining the project work program, including opportunities to coordinate potential strategies to address the regional commute and related issues. The combined costs of housing and transportation are 45 percent of the average household budget and are largely interchangeable. The travel options available in Boulder and the development of more complete neighborhoods offer the opportunity to reduce household transportation costs and contribute to housing affordability. Transportation staff is participating on the working group for this project.

## Transportation Demand Management (TDM)

The TDM Focus Area was added as part of the 2003 TMP. The TMP's TDM Focus Area for this update includes the major activities described below:

### *Community-Wide Eco Pass*

City staff is coordinating with Boulder County staff to evaluate the concept of a Community-Wide Eco-Pass. This feasibility study is being coordinated with the TMP update transit planning work as well as integrated into the ongoing transportation funding analysis. The strategic objectives of a Community-Wide Eco Pass program would be to reduce Vehicle Miles Traveled (VMT) per capita, reduce Greenhouse Gas (GHG) emissions by mobile sources, increase transit ridership, improve access to transit and provide a financially sustainable transit pass program in partnership with the County and RTD. At this point, the study is focused on technical analysis and strategies for implementation:

- Technical Analysis
  - Developed three scenarios
    - All residents, employees and university students (353,000 passes)
    - Residents only (299,000 passes)
    - Employees only (163,000 passes)
  - Developed an induced demand/cost model with input from RTD
  - Working with RTD to develop a reasonable cost estimate based on:
    - replacement of existing revenues (from current Eco Passes, other passes and cash fares); and,
    - predict the induced ridership and associated marginal costs for providing additional transit service.
- Implementation Analysis
  - A draft integration strategy is under internal review for integrating the existing Eco Pass programs into a Countywide pass; and,
  - As feasibility and costs are developed it will be important to evaluate how potential new funding sources may combine with existing funding sources such as CU student fees, other public sector participants, and private and non-profit funders.

City and County staff will continue to work with RTD to refine the induced demand and cost models to assess the feasibility of a financially sustainable community-wide pass program. The feasibility study is expected to be completed before the end of 2013.

### *TDM Tool Kit*

Staff is renewing efforts in 3<sup>rd</sup> Quarter 2013 to develop updated TDM packages for new development projects completing site review in coordination with Planning and Development Services. This work will help codify many of the existing practices and well as respond to the increased expectations for travel behavior change resulting from the Climate Commitment and Parking and Access Management Policies and Strategies (AMPS) work.

### *Parking*

The Access Management and Parking Strategies (AMPS) project's draft purpose and scope were presented to the TAB, Planning Board, Downtown Management Commission, Boulder Junction Access District, and the University Hill Commercial Area Management Commission in February and March 2013. Transportation staff is working in collaboration with staff from Parking Services and Community Planning and Sustainability to advance this work effort. Progress to-date includes developing guiding principles and focus areas for the project. Similar to other project integration efforts, the TMP update will incorporate joint public outreach opportunities with the AMPS process to discuss potential district and community-wide access and parking management strategies.

### Funding

The Funding Focus Area has encompassed a significant amount of work since 2003, including the most recent task force process exploring a transportation maintenance fee. The funding shortfall for Transportation operations, maintenance and multimodal enhancements remains a significant challenge to achieving the goals and objectives of the TMP as well as community sustainability goals. The investment programs of the TMP will be refined as part of the update process. The transportation funding analysis has been integrated into the city's overall consideration of 2013 ballot items as well as the overall TMP update process. The results of the transportation funding community task force and community outreach was presented at a City Council Study Session on April 9, 2013. A study session summary was accepted by council on May 21, 2013. As requested, staff continues to support City Finance and City Attorney efforts on developing options for Council consideration.

### ***Integration with other Sustainability Initiatives***

This new focus area emphasizes collaboration and integration across city-wide sustainability initiatives in alignment with the city's Sustainability Framework. These efforts are reflected in monthly meetings of an interdepartmental executive team and staff participation in project management team meetings for the TMP Update as well as with scoping efforts for Climate Commitment, Sustainable Streets and Centers, the Civic Area project, Parking and Access Management Strategies, Comprehensive Housing Strategy, and East Arapahoe Corridor planning. Bi-weekly intradepartmental staff meetings are held to ensure on-going integration and collaboration across these city-wide planning initiatives. Examples of integration include:

1. The Smart Growth America "Cool Planning" events held in March, jointly hosted by Transportation and Community Planning and Sustainability;
2. An iterative process of establishing the mobile sources GHG emissions inventory methodology and reduction objectives for with the city's Climate Commitment effort. With the 80 percent reduction by 2050 objective favored by Council, the needed reductions in mobile source emissions from Climate Commitment will be integrated into the TMP update effort;
3. Coordinating the scope of work and consultant support for the TMP Update with the city's Sustainable Streets and Centers project, North Boulder Area Plan and AMPS;

4. Interdepartmental scoping and work teams for the Sustainable Streets and Centers and East Arapahoe planning efforts; and,
5. A joint Board workshop will be held on Aug. 16, 2013 including the Planning Board, Transportation Advisory Board, Environmental Advisory Board and Parking District Boards. This workshop focuses on the TMP, AMPS and Climate Commitment projects and will focus on the intersections of these efforts and actions needed for success. Staff will bring the results of this workshop to the study session.

The Cool Planning Workshop with Smart Growth America on March 5, 2013 was a unique opportunity for creative collaboration across city departments. This workshop brought together more than thirty city staff and community members to consider new and creative strategies to achieving our transportation and climate commitment goals. The workshop involved presentations on best practices from around the world and a number of group exercises to identify challenges and strategies relative to Boulder's goals. A report on the workshop and recommendations for action items will be available on the city website. This report documents the variety of cross-cutting ideas developed in the workshop that will inform the city's sustainability planning efforts. The city will need to report on progress in these areas to Smart Growth America in six months (Fall 2013) and again in one year (Spring 2014).

Transportation staff is involved with all of the identified Sustainability Initiatives and this involvement will reinforce the intersection among these efforts and the TMP update. Staff is also pursuing opportunities for coordinated public outreach events and updates to boards and City Council. A summary matrix illustrating areas of coordination and integration efforts is included in **Attachment D**.

#### ***TMP update and the Sustainability Framework***

Boulder's Sustainability Framework is intended to help staff and decision-makers recognize and consider how to advance multiple city goals and how changes in any one area can help strengthen, reinforce and/or impact the rest. The Sustainability Framework is a tool for departmental master planning and other program considerations to help ensure that plans align with and advance the goals and priorities of the City Council and community. Utilizing the framework in planning processes ensures consideration of strategies, impacts and opportunities in all areas. Moving in a more sustainable direction will require new thinking about how the city functions, provides services, operates, and invests in infrastructure. The Sustainability Framework helps the organization have a common language and understanding of community and organizational goals.

The Sustainability Framework has already been applied in two of the city's master plans, the Fire-Rescue Master Plan in 2012 and the Parks and Recreation Master Plan currently under review. Initial strategies for the relationship between the Sustainability Framework and TMP are shown in **Attachment G**. These will be more fully developed through the update process and in conjunction with the city's other planning efforts.

#### **V. COMMENTS FROM TAB**

The Transportation Advisory Board (TAB) will receive a briefing and consider the study session materials at its meeting on Aug. 12, 2013. Comments from the Board will be reported to City Council as part of the staff presentation at the study session.

## **VI. NEXT STEPS**

Staff will continue to move forward with the TMP update process in accordance with City Council direction and TAB guidance and under the integrated management structure established for the TMP and related city-wide planning efforts. Staff will continue community outreach, monthly working sessions with the TAB and the technical work to refine the TMP. Staff will return to council in early 2014 with these proposed refinements at the study sessions to be scheduled with council. The goal is to ensure that council remains informed and engaged with the TMP update and related sustainability planning efforts.

The public outreach related to the TMP update is also continuing on social media and a number of more traditional events have been scheduled. There will be a combined open house event in the later part of Sep that will present the TMP work along with other city planning efforts, including the Sustainability Framework, Civic Area plan, Climate Commitment, Sustainable Streets and Centers, Access Management and Parking Strategies, Comprehensive Housing Strategies and other city-wide planning initiatives. Staff also anticipates that TMP open house events may be held prior to a number of the TAB meetings in the Municipal Building lobby with the open house materials relating to the TAB agenda topics for that evening.

Other public outreach events will be occurring in the Bicycle and Pedestrian Innovations area as a number of bike and walk audits are scheduled through the fall. The bike innovations are being installed starting Aug. 2013 and will continue throughout Aug. and Sep. The City Council, Boards, and the community will receive information on these locations as they are rolled out and everyone is encouraged to ride and evaluate these treatments.

For the Community-Wide Eco Pass Study, the City and County team will be working with RTD and the consultants to amend the induced demand and cost model to estimate program costs of various scenarios, allocate costs for each city and town within Boulder County, develop short and long term implementation strategies, and calculate the potential travel and emissions benefits for each scenario. The team will also work with RTD on strategies for managing risks related to high demand for services, increased costs and impacts to existing Eco Pass programs.

For more information and updates regarding the Transportation Master Plan Update, please visit: [www.bouldertmp.net](http://www.bouldertmp.net)

## **V. ATTACHMENTS**

- A. Proposed Bike Demonstration Projects Planned for Installation and Additional Innovations Under Consideration for the Future

- B. Draft *Transit State of the System Report* – Executive Summary and Web links to Draft *State of the System Report* and Transit Route Profiles
- C. TMP Update Project Management Graphic
- D. Transportation and Land Use - Sustainability Projects Integration for 2013
- E. TMP Update Timeline
- F. Public Outreach Summary
- G. TMP Strategies and the Sustainability Framework

# Complete Streets Focus Area Bike and Pedestrian

## Where are we Today?

- 159 Centerline miles of bike facilities in comparison to 305 miles of road
- 95% of Boulder's arterial streets accommodate bicycles
- Platinum designated Bicycle friendly Community by League of American Bicyclists

## Where do we want to be?

- More than 15% bike mode share
- A Diamond designated Bicycle Friendly Community
- Recognized as a Walk Friendly Community

## Improving Boulder's Bike System; Making it more safe and complete

As part of the Complete Streets focus area of the TMP update, we'll launch an interactive living laboratory to:

- Engage neighborhoods, conduct walk audits and learn what makes a good pedestrian environment.
- Demonstrate new bike facilities and programs to see if they are right for boulder – potential innovations include cycle tracks, advisory bike lanes, trike bikes and skills workshops.
- Develop a Bike & Walk Action Plan and prioritize policies, projects and programs to implement over the next three to five years.

## Attracting the "Interested but Concerned" cyclist



"Interested but Concerned" cyclists are residents that like riding a bike, but are afraid to ride on the roadway with automobile traffic.

If we want to get to more than 15% bike mode share we need to get the "Interested but Concerned" cyclist out there riding for utilitarian purposes, like going to the grocery store, work, school, and daily errands.





# Complete Streets Demonstration Bike Innovations

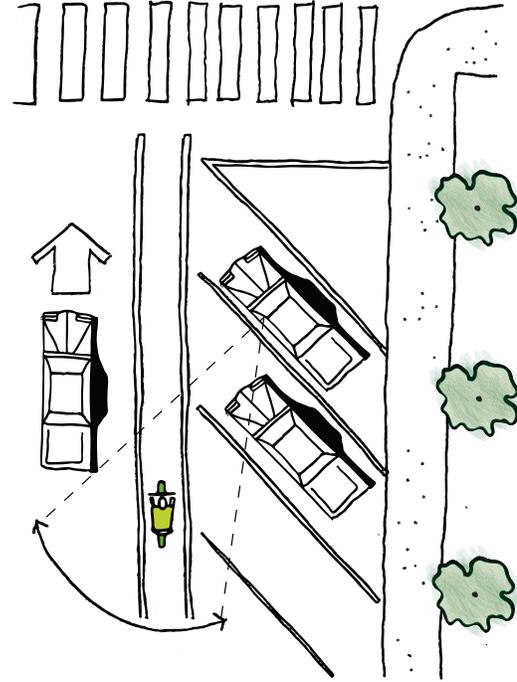
## Living Laboratory

As part of the TMP Update, we want to test new bike facilities and see if they are right for Boulder. Treatments will be installed this summer/fall to offer a real world 'living laboratory' for cyclists to test and report results to the city. Proposed demonstration projects include:

### Back-in-Angle Parking

**University Avenue (Broadway to 17th Street)  
Installation scheduled for August 2013**

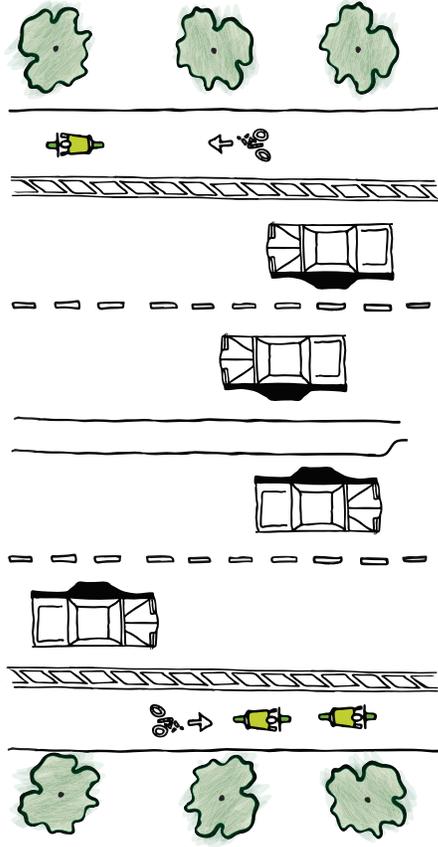
The Living Laboratory proposes to change angled parking to Back-in angled parking, in an effort to reduce the potential for conflict and documented collisions between cyclists and vehicles backing out blindly into the bike lane.



### Protected Cycle Track

**Baseline Rd. (30th -35th street)  
Installation scheduled for August 2013**

A cycle track is an on-street bicycle lane that is physically separated from pedestrian and vehicle traffic. These lanes allow for a more comfortable and protected ride adjacent to traffic.



Example of a physical buffer that can be used in addition to striping.

# Complete Streets Demonstration Bike Innovation

## Living Laboratory

As part of the TMP Update, we want to test new bike facilities and see if they are right for Boulder. Treatments will be installed this summer/fall to offer a real world 'living laboratory' for cyclists to test and report results to the city. Proposed demonstration projects include:

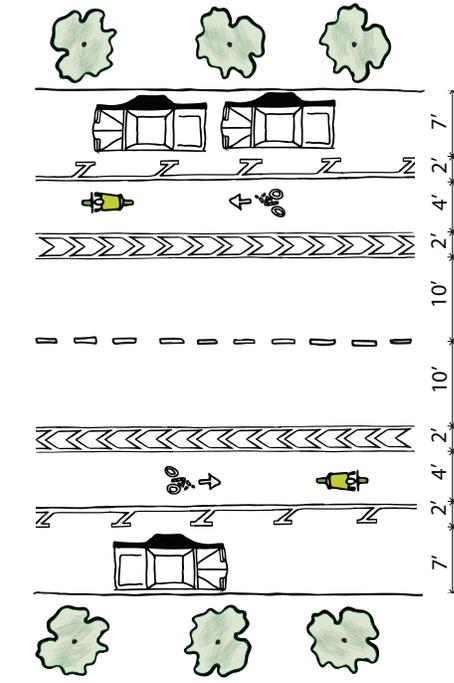
## Testing Two Types of Buffered Bike Lanes

### Spruce Street Corridor

This residential street between 15th Street and Folsom offers a good east/west connection that is often used by cyclists but currently lacks dedicated bicycle infrastructure. The City is considering ways to improve this corridor for cyclists. There is room within the roadway to install buffered on-street bike lanes. Buffered bike lanes provide a designated 'buffer' separating the bike lane from the adjacent auto travel lane and/or parking lane. Two different buffered bike lane treatments will be tested, as detailed below:

### Spruce Street (15th Street to 21st Street)

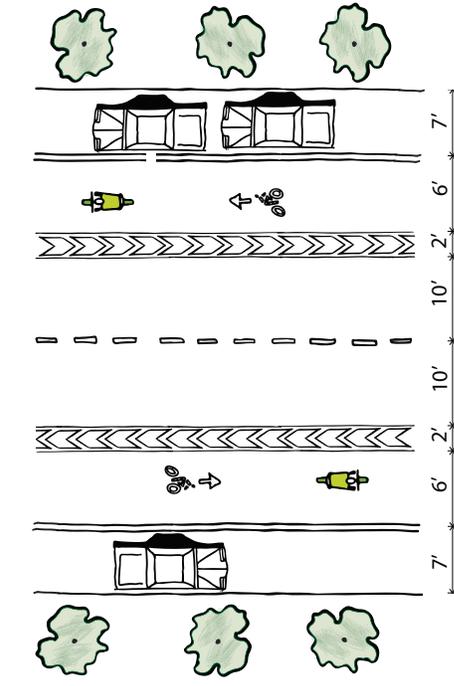
Installation scheduled for September 2013



We want to know how effective each buffered bike lane is in raising awareness and improving safety between cyclist and drivers in travel lanes or existing parked cars.

### Spruce Street (21st Street to Folsom)

Installation scheduled for September 2013



# Complete Streets Demonstration Bike Innovations

## Living Laboratory

As part of the TMP Update, we want to test new bike facilities and see if they are right for Boulder. Treatments will be installed this summer/fall to offer a real world 'living laboratory' for cyclists to test and report results to the city. Proposed demonstration projects include:

### Bike Boulevard

**13th Street (Balsam to north of Cedar Avenue)  
Installation scheduled for Fall 2013**

Bike Boulevards are generally designated along residential streets with low volumes of auto traffic and low speeds where bicyclists are given priority. By branding these streets as the best and lowest stress routes we can provide a safer and more relaxing place to ride while encouraging mode share. We will be testing the effectiveness of establishing and promoting a bike boulevard along with traffic control changes to better accommodate bicyclists, while not increasing vehicle traffic in the area.



Stop signs on 13th Street at the intersection of Cedar Avenue will be removed to better accommodate bicycle travel along 13th Street. The stop signs on Cedar Avenue at 13th Street will remain.

### Bike Box

**Folsom at Canyon (south bound)  
Installation scheduled for September 2013**

A Bike Box is a designated, marked area at a signalized intersection that places bicycles at the front of the queue. Bike boxes increase the visibility of bicyclists and allow them to enter/clear the intersection before motor vehicles.



### Bike Parking Regulations

A three part strategy to improve bike parking is in the works: Bike Corral Expansion, Bike Parking Subsidy for existing development, and Bike Parking Regulations Update for new development. The objective is to better accommodate future bike parking demand by introducing a more diverse set of tools to provide bike parking.



# Complete Streets Demonstration Bike Innovation

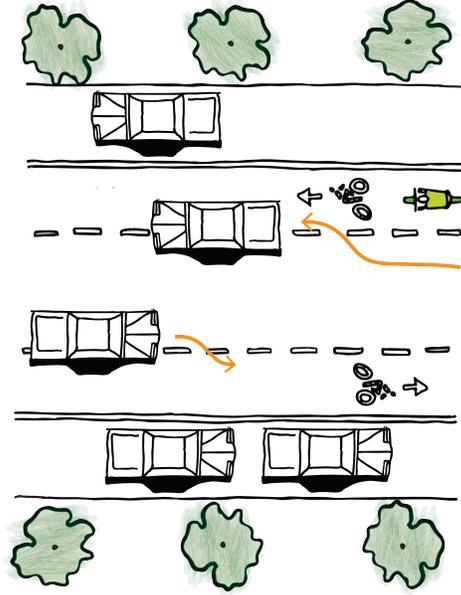
## Living Laboratory

As part of the TMP Update, we want to test new bike facilities and see if they are right for Boulder. Treatments will be installed this summer/fall to offer a real world 'living laboratory' for cyclists to test and report results to the city. Proposed demonstration projects include:

## Advisory Bike Lane

### Harvard Lane (south of Bates Street) Installation scheduled for Fall 2013

Used on low volume streets that are too narrow for traditional bike lanes, this variation of an on-street bike lane is marked with a solid white line on the right (next to the parked cars) and a dotted line on the left. This treatment prioritizes space for cyclists while still allowing drivers to encroach into the bike lane if needed to pass an oncoming vehicle.



Center vehicle lane space would be reduce to anywhere between 14' -18' wide.

## Electric-assist Bike Policy

The Boulder Revised Code (BRC) regulates the operation of electric-assisted bicycles in Boulder. Electric-assisted bicycles are currently permitted to operate on streets and in designated bicycle lanes, but are prohibited from operating on paths and sidewalks. City staff is developing a proposal for City Council consideration of a one-year pilot project to test the use of electric bicycles on off-street multi-use paths (this pilot will not include open space trails).

Changing an ordinance, even for a pilot program, requires council action. The Transportation Advisory Board will hold a public hearing on Sept. 9 and make a formal recommendation to City Council. Council will consider the pilot ordinance change at its on meeting on Oct. 1, 2013.



# Complete Streets Innovations For Future Consideration

The initiatives below require additional study or a public process to explore community and Board interest. Each are still under consideration and may be advanced as part of the living laboratory concept.

## Glow Paint for Multi-use Paths

Use photoluminescence paint that charges during the day and glows for up to 10 hours at night on multi-use paths to denote lanes and traffic markers at locations with limited site distance or other engineering constraints.

### Suggested Location:

Boulder Creek Path at 29th Street entrance to Scott Carpenter Park; Bear Creek Path at Martin Drive underpass west approach.

Slip resistance of products must be confirmed before demo installation.

## Revisoning 30th Street Corridor

A comprehensive study is required and a proposed priority of the CU East Campus Connection project (see Integration with TMP Focus Areas). Reconfiguring the roadway segment from Baseline to Arapahoe roads by converting the four-lane roadway into a three-lane roadway. This treatment would allow new space to be dedicated to bike, pedestrian and transit improvements as well as context sensitive and urban design enhancements.

## Slow Zones

Established in small, self-contained areas that consist primarily of local residential streets, Neighborhood Slow Zones reduce the speed limit to 20 mph and add mitigation measures to change driver behavior. Additional public process is necessary to revisit the City's traffic mitigation program policies and procedures. This could be prioritized in 2014 or beyond.

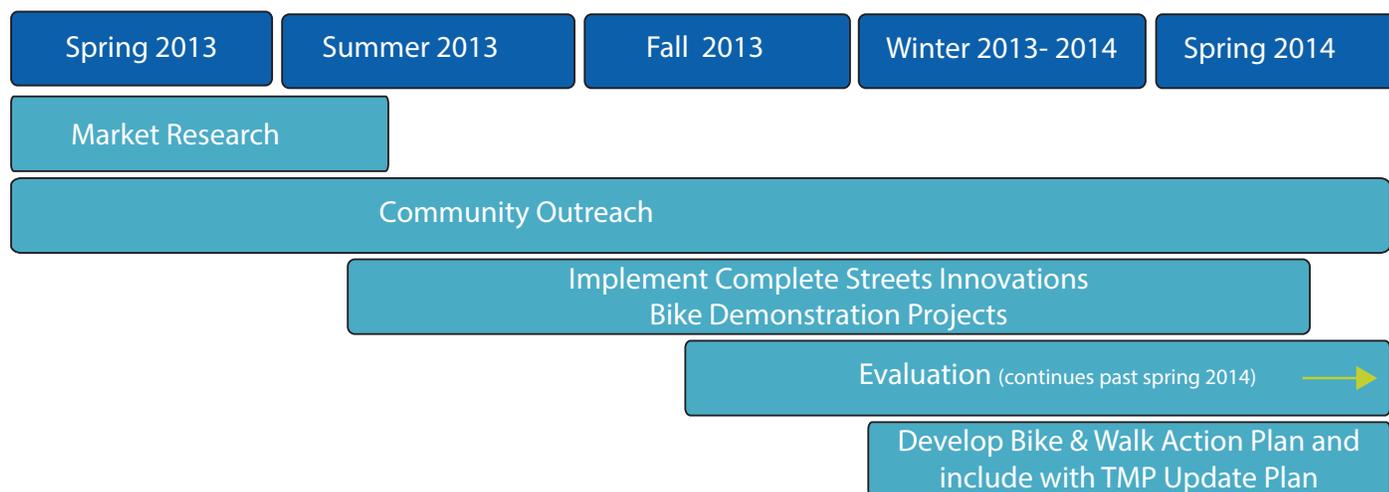
# Complete Streets Evaluation & Project Schedule

## Evaluation

Performance monitoring of the living laboratory bike innovation demonstration projects will include several qualitative and quantitative measurements:

- Bike and Walk Audits, Focus Groups and a Feedback Panel are forums that have been established to offer community interaction and public input before, during and after treatments are installed.
  - Transportation data will be collected and analyzed to provide a before/after comparison of modal traffic volume, vehicle speeds, and collision experience.
  - Field observations to track driver and bicyclist behavior also will be conducted.
  - Federal Highway Administration FHWA authorization is required to experiment with advisory Bike Lane innovation(s). Note: Evaluation criteria and Installation of this treatment depends on FHWA review and approval.
- A Low-stress bicycle network analysis will be conducted to evaluate before/after level of "traffic stress" and define whether treatments reduce stress level for bicyclists. High-stress streets are measured as those with high speed limits, limited or non-existent bike lanes and signage, and large distances to cross at intersections.

## Complete Streets Bike Innovations Project Schedule



### TMP Update Schedule

The schedule for the TMP Update is being adjusted to reflect the city process and work load associated with a potential ballot initiative for transportation funding in November 2013. Staff will continue to move forward with TMP Update process accordance with City Council and Transportation Advisory Board guidance, incorporating TAB comments and community input, throughout 2013 and into 2014.



# City Of Boulder Transportation Master Plan Update: Renewed Vision For Transit EXECUTIVE SUMMARY



## Draft State Of The System Report August 2013







**EXECUTIVE**

**SUMMARY**

## IN THIS CHAPTER

- Why transit, why now?
- What's included in the State of the System Report
- How is the community involved?
- What are the key findings?



# EXECUTIVE SUMMARY

## Why Transit, Why Now?

Boulder's first Transportation Master Plan (TMP) was adopted in 1989, setting a new course for a community that relies less on the single-occupant vehicle (SOV). Over time, this vision, built on specific policies and goals to reduce SOV travel and manage congestion and mobile source emissions, has been implemented through a strategic program of capital projects and programs designed to change the way Boulder residents, employees, and visitors travel. The result has been the evolution of a complete transportation system that provides safe and healthy travel choices for the community. The TMP remains a strong and validly policy foundation. Over the years, the city continues to make good progress in achieving TMP goals.

However, the city is not on course to meet City TMP transportation goals. Declining transportation revenue, decreased transit service hours, and a growing number of workers commuting<sup>1</sup> to Boulder have heightened the need for a renewed TMP. While Boulder has made remarkable progress encouraging residents to walk, bike and ride transit, there is still work to be done to meet the City's transportation goals:

- Continued progress toward no growth in long-term vehicle traffic
- Reduce single-occupant-vehicle travel to 25 percent of trips
- Continued reduction in mobile source emissions of air pollutants
- No more than 20 percent of roadways congested (at Level of Service [LOS] F)
- Expand fiscally viable transportation alternatives for all Boulder residents and employees, including the elderly and those with disabilities
- Increase transportation alternatives commensurate with the rate of employee growth
- Improve safety
- Enhance neighborhood accessibility
- Reduce vehicle miles traveled (VMT) per capita for residents and in-commuters

The City's work to achieve these transportation and sustainability goals is met with numerous challenges and opportunities. Key among those identified through outreach to the Boulder community and stakeholders are:

- **Changing Demographics:** People are living longer and the Baby Boomers want to age in place; Gen Xers and Millennials tend to want to live in connected urban environments, yet in Boulder the high cost of housing causes many to choose to live outside of the city. The TMP must address the transportation and

housing demands of these diverse generations and of Boulder's most vulnerable populations.

- **Emerging Technology and the New Live-Work City:** Technology such as smart phones and high speed mobile wireless internet are enabling people to work anywhere anytime at coffee shops and en route on transit. Providing a transit system that responds to the need for frequent travel (frequency), connectedness (on-board wi-fi), spontaneity (real-time information), and creativity and communication (bus and facility design) are improvements desired by Boulder's younger, working-age residents.
- **The Housing Challenge:** Boulder's high quality of life and natural beauty have affected housing prices. Some people who work or attend school in Boulder are living outside the city.

## Why a Renewed Vision for Transit?

- The City is not on course to meet City TMP mode share goals.
  - Transit ridership is stagnant.
  - Transportation revenue and funding for local transit service in Boulder is declining.
  - 80% of Boulder in-commuters drive alone to work; serving this market is essential.
  - Over the last decade, RTD has cut service hours in Boulder by 20,500 service hours – the equivalent of the DASH route.
  - Boulder continues to see redevelopment; this is anticipated to continue in areas east of 28th Street
- Designing transit service to meet the impending needs of east Boulder and improving access and connections to transit is essential to meet community sustainability, climate, and mode share goals.



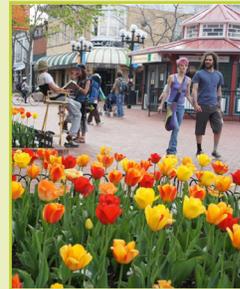
The HOP bus – the first Community Transit Network (CTN) route – is a community-focused bus with large windows, unique branding, and perimeter seating to encourage social interaction. A Renewed Vision for Transit will build upon the success of the CTN.

Image from the City of Boulder

<sup>1</sup> City of Boulder.

## The Importance of Place

In our attempts to quantify relationships between land use, transportation, and urban design we too often lose the simple message – it’s all about the places we create. Improved transportation infrastructure and service increase access to land, which in turn increases travel demand. Since some amount of infill may be desired and important to the economic health of the city and region, the TMP Update must focus on a finer-grained integration of land use with sustainable transport. This integration will help reduce per capita travel demand while improving access to jobs and services, supporting housing affordability, and advancing environmental goals.



- **Emissions:** With transportation contributing over 20% of Boulder’s greenhouse gas emissions, success in achieving the goals of the TMP are essential to keeping this contribution from growing. Given the large portion of vehicle fuel-related emissions, the TMP is intimately tied to broader sustainability initiatives, such as the Climate Commitment.
- **Declining Transportation Revenues and Purchasing Power:** Due to increasing costs, stagnating revenue, and decreased purchasing power, the City’s ability to operate, maintain, and improve the community’s transportation system is eroding. Since 2002, the City has seen a 40% decline in purchasing power, largely due to increasing costs of materials and labor.
- **Growing Public Health Concern:** Obesity and other sedentary-related diseases are plaguing generations – young and old. The research is clear: land use environments and roadway design impacts health. People who live in neighborhoods with a mixture of uses within comfortable walking distance are 7% less likely to be obese, lowering their relative risk of obesity by 35%.<sup>2</sup> On the other hand, every additional 30 minutes spent daily in a car correlates to a 3% greater chance of obesity.<sup>3</sup>

The Renewed Vision for Transit will focus on developing a complete transit system – a network of high-quality, frequent transit routes that connect local destinations and neighborhoods to regional destinations. More than just a service plan, the Renewed Vision for Transit will focus on transit supportive programs and policies, corridor planning, service design, and improved access and connections that make transit a first choice of travel for more Boulder residents, workers, and visitors.

The Renewed Vision for Transit will be integrated with the overall TMP Update, community sustainability goals, and the Climate Commitment. The final Renewed Vision for Transit report will provide a strategic action plan for wise investment in transit over time within financial constraints. Consistent with broader TMP goals and regional climate and sustainability objectives, the goal of the Renewed Vision for Transit is to:

- **Put the passenger first:** make transit easy and comfortable to use for people of all ages and all abilities
- **Make transit a convenient choice of travel:** focus on service quality by connecting local and regional destinations and improving bicycle and pedestrian access to transit
- **Use transit to build community:** improve access and connectivity to transit and build transit facilities to support central community gathering places

- **Improve transit service and ridership through regional partnerships:** work with neighboring jurisdictions to improve access to transit and increase regional transit ridership
- **Reduce the environmental impacts of travel:** use transit to support the Sustainability Framework and Climate Commitment goals



A renewed transit vision will help Boulder meet the Transportation Master Plan (TMP) mode share goal of 75% non-SOV travel by 2025.

Image from Nelson\Nygaard

## The Renewed Vision for Transit is just one element of the five TMP Update focus areas:

- **Complete Streets:** Renewed vision for transit and bicycle and pedestrian innovations
- **Regional Travel:** Regional corridors, including bus rapid transit on US 36
- **Funding:** Sustainable and local funding sources, including a Transportation Maintenance Fee
- **Transportation Demand Management:** Community-wide Eco Pass and parking policy
- **Integration with Sustainability Initiatives:** Integrate TMP outcomes with the Climate Commitment, economic vitality, Sustainable Streets and Centers, parking management, Parks Master Plan and Boulder Civic Area Plan

<sup>2</sup> “Driving, Walking, and Where You Live: Links to Obesity.” McCann Consulting. (accessed June 15, 2013).

<sup>3</sup> Ibid.

## What's Included in The State of The System Report?

The State of the System report communicates key transportation issues and trends, while also serving as a foundational report to guide the Renewed Vision for Transit. While this Executive Summary provides key findings from the report, the complete report includes the following chapters:<sup>4</sup>

- **Chapter 1 Renewed Vision for Transit** - an overview of the TMP Update and its focus on a Renewed Vision for Transit.
- **Chapter 2 Our Challenge, Our Chance** - a summary of community feedback and direction on the issues and driving forces that will shape Boulder's transit future.
- **Ch 3 Land Use and Travel Demand** - a brief summary of land use patterns in Boulder, an assessment of Boulder's transit-oriented land use patterns, and an overview of current and future travel demand.
- **Ch 4 Transit Service** - an overview of existing transit service providers, funding, and performance in Boulder.
- **Ch 5 Peer Review** - an assessment of transit performance in Boulder compared to a number of peer communities in the U.S.
- **Ch 6 Transit Innovations and Leading Practices** - an overview of leading transit innovations in the U.S. and internationally.
- **Appendix A Community Outreach Summary** - a detailed community outreach summary.<sup>5</sup>
- **Appendix B Detailed Route Profiles** - detailed route profiles for Boulder's existing local and regional routes.

4 The final version of the Executive Summary will have live links to each chapter.

5 The Community Outreach Summary includes outreach completed to date. The final version of the Outreach Summary will be completed at the end of the planning process.

## How is the Community Involved?

The Renewed Vision for Transit is guided by a robust community outreach process, including a Technical Advisory Committee, a Community Feedback Panel, online and social media tools, open houses, and storefront workshops.

- **Transit Technical Advisory Committee (TAC):** The TAC is comprised primarily of technical staff from local and regional policy, agency, and key community stakeholders, such as transportation staff from City of Boulder and Boulder County, Regional Transportation District, the Director of the Chamber of Commerce, University of Colorado representatives, and local Transportation Management Organizations (TMOs).
- **Stakeholder Interviews:** Interviews are being held with key stakeholders throughout Boulder County, including the University of Colorado, the Center for People with Disabilities, the Regional Transit District, among others.
- **Community Storefront Workshops:** Storefront workshops provide feedback on transit and other mobility issues, especially from transit users. The workshops are held in different geographic locations to ensure participation from a range of people, and on the principle that it is important to bring outreach opportunities to people as they go about their daily lives.
- **Design Your Transit System Online Tool and Questionnaire:** The project team developed a "Design Your Transit System" online decision-making simulation tool. This new outreach strategy walks participants through a series of visually oriented exercises to better understand which elements of system design are most likely to attract new riders and improve the quality of experience for existing and new users. View the online tool at [www.bouldertransitdesign.com](http://www.bouldertransitdesign.com).
- **Inspire Boulder:** Questions are posted to Inspire Boulder, the City's online community forum, to get feedback on key transit service issues and



The Design Your Transit System online tool allows the community to prioritize transit investments.

Image from Nelson\Nygaard

opportunities. Visit Inspire Boulder at [www.inspireboulder.com](http://www.inspireboulder.com).

- **Community Feedback Panel:** The Community Feedback Panel is a group of interested members of the public who have volunteered to be queried on TMP-related issues. Approximately 400 people have signed up for the Panel. The Panel is called upon throughout the process to provide input on the Design Your Transit System Tool and the long-term transit scenarios.
- **Transportation Advisory Board (TAB):** The TAB is the host of the Transportation Master Plan Update and has been engaged throughout the process with monthly updates.

Key findings from the community outreach process, in addition to the technical analysis of the State of the System Report, are summarized below.

## What are the Key Findings ?

### What's our challenge?

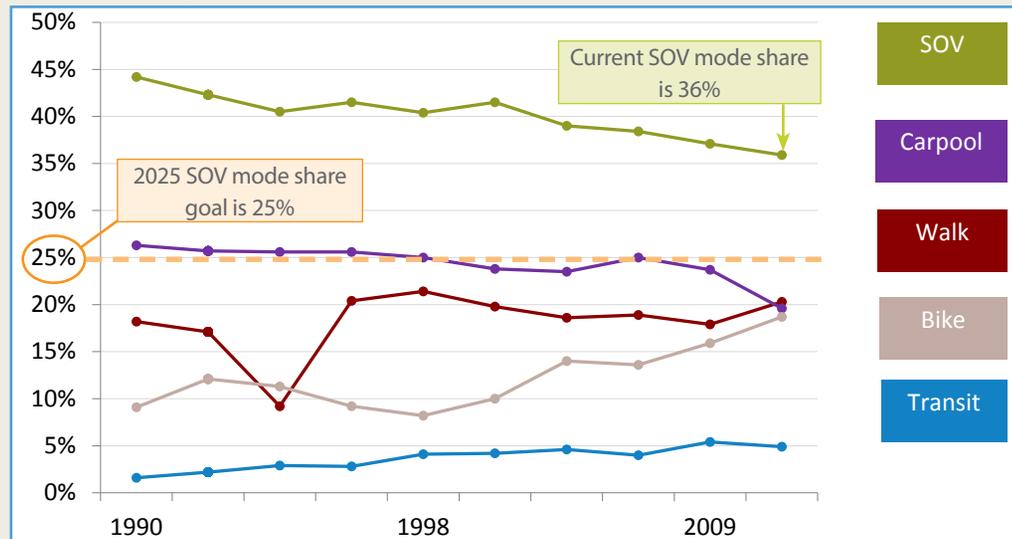
#### *The City has aggressive mode share goals...*

The 2008 TMP includes a goal of 25% single-occupancy vehicle (SOV) use by the year 2025 for all trips. As shown in Figure ES-1, Boulder is not on course to meet this goal. Since 1990, the SOV rate has declined from 44.2% to 35.9% in 2012 for all trips. Bicycle use has more than doubled during this time from 9.1% to 18.7% in 2012. While transit use has more than tripled in the 12-year period, growing from 1.6% in 1990 to 4.9% in 2012, transit has the lowest share of all modes and has stagnated in recent years. To meet the SOV goal by 2025, SOV trips between 2013 and 2025 would have to be reduced at an average rate of 2.5% per year.

Average daily weekday transit ridership peaked in Boulder in 2008 at 33,919 rides (local and regional routes) (Figure ES-2). Between 2008 and 2010, ridership declined, dropping to 30,428 total rides in 2010. Since 2010, bus ridership is driving back toward the City's 10-year high at 32,636 rides in 2012. One of the key outcomes of the renewed vision for transit will be to:

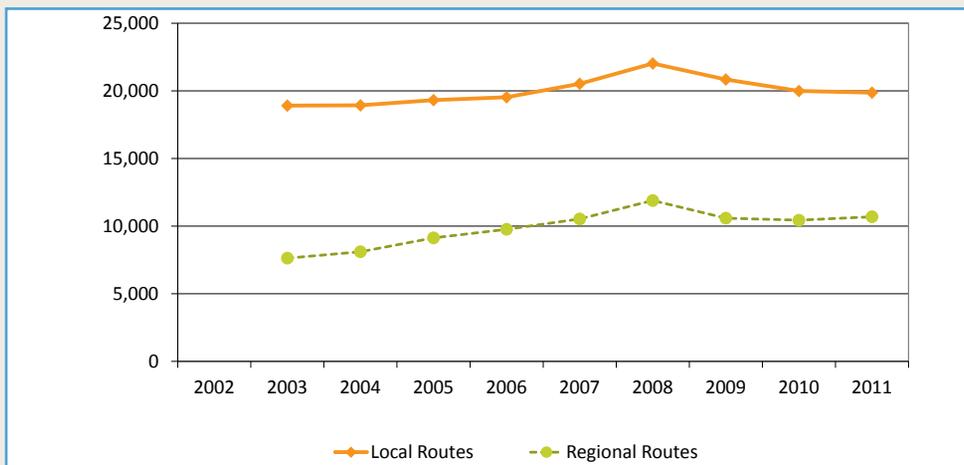
- Increase transit ridership for both local and regional trips (particularly commute trips)
- Continue to build a convenient, attractive and effective transit network that enhances the multimodal transportation system

Figure ES-1 City of Boulder Mode Split for All Trips, 1990 - 2012



Source: City of Boulder Modal Shift in the Boulder Valley, 1990 – 2012

Figure ES-2 City of Boulder Average Weekday Daily Transit Ridership, 2003 - 2012



Source: Data is from 2012 RTD Annual Ridership Data; HOP data was provided by the City of Boulder; Climb data was provided by Via; YL data was provided by Boulder County

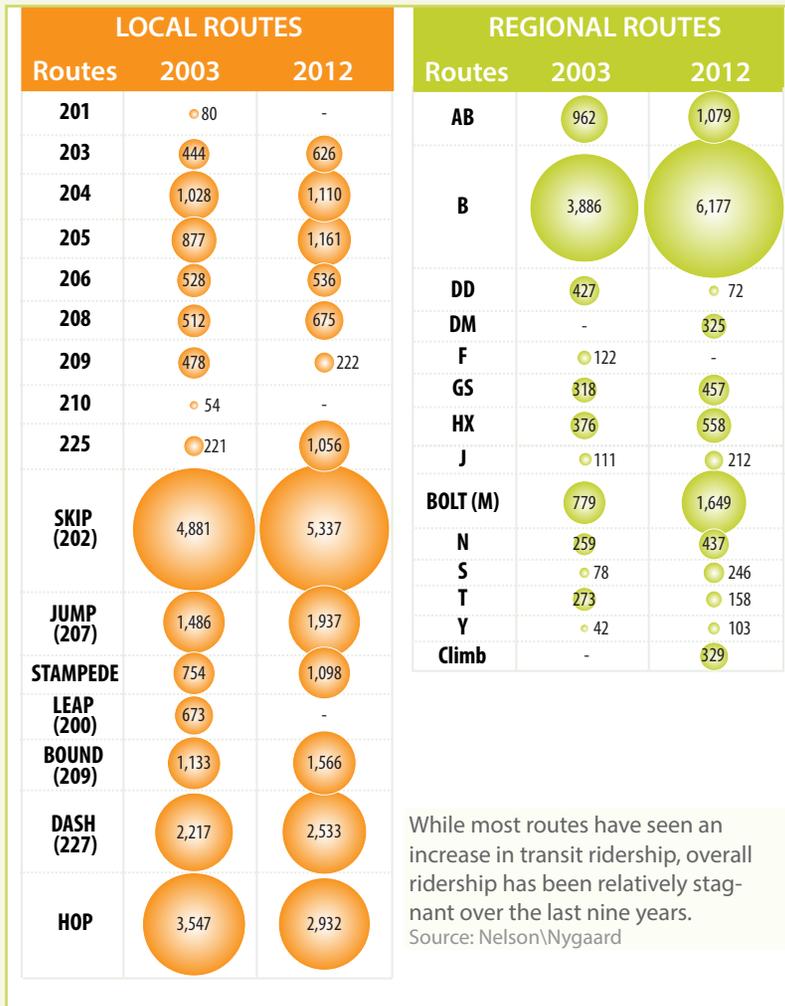
## What's working well?

### The CTN model works...

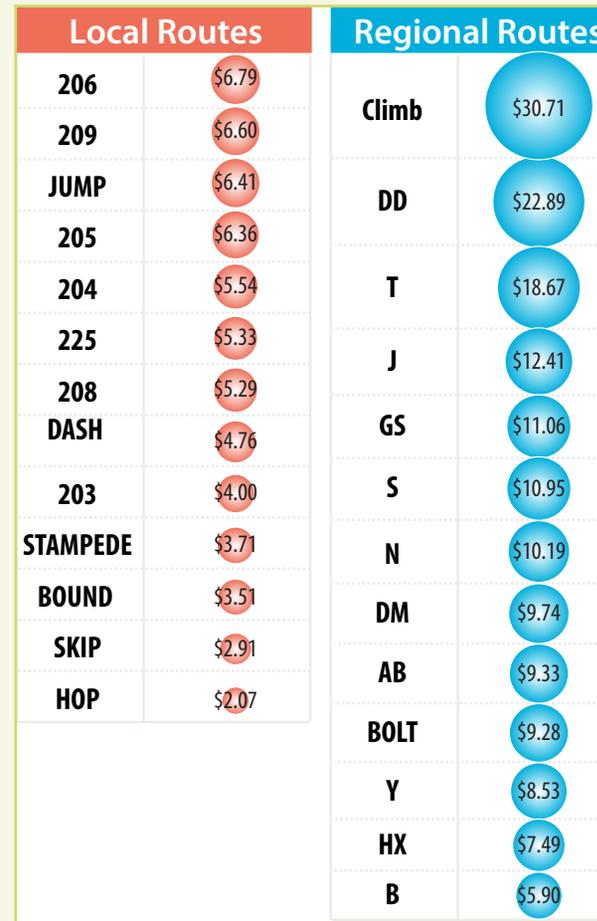
The Community Transit Network (CTN) routes, particularly those operating largely in Boulder, are both the most cost effective and productive routes in the transit system serving Boulder County. On Boulder local routes, ridership is highest on the SKIP, HOP, and DASH, while the B to Denver has the highest regional boardings (Figure ES-3).

The HOP is the most cost effective local route at only \$2.07 per passenger trip carried, followed by the SKIP and BOUND (Figure ES-4). The B is the most cost effective regional route at \$5.90. By comparison, the systemwide RTD local average cost per boarding is \$4.81; the systemwide RTD regional average is \$12.25.

**Figure ES-3 Average Weekday Ridership by Route, 2003 and 2012**



**Figure ES-4 Cost Effectiveness (Cost per Boarding) of Local and Regional Routes**



Cost per boarding is a common metric used to measure the efficiency of transit service. The local CTN routes (namely the HOP, BOUND, SKIP) provide the most cost-effective service (cost per boarding).  
Source: Nelson\Nygaard

Note: RTD systemwide average is \$4.43 per boarding .

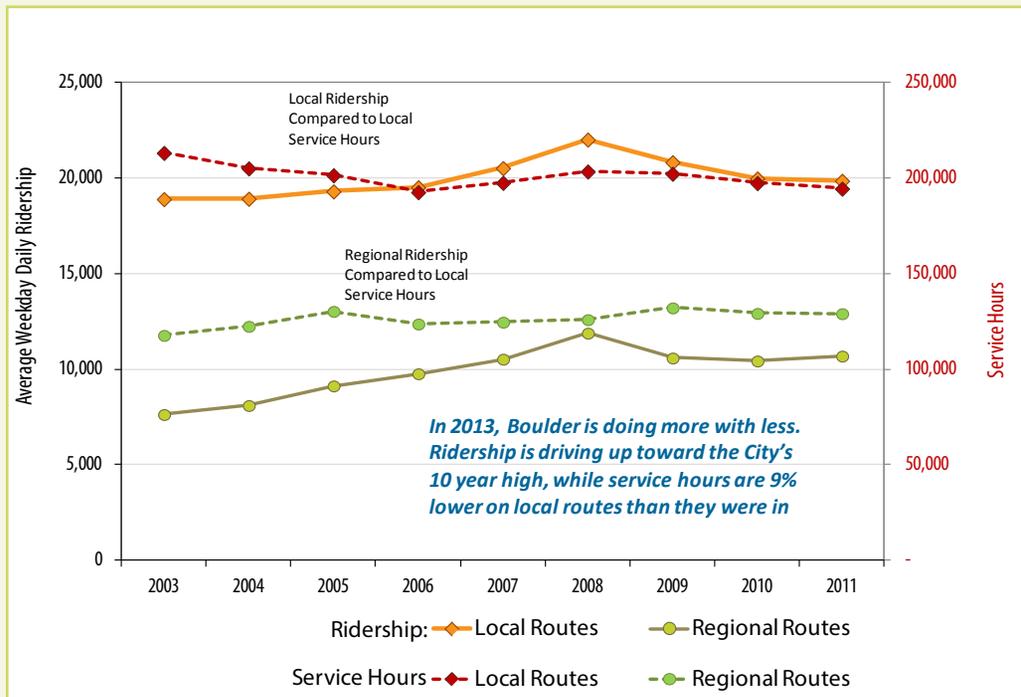
## What's working well?

### Boulder is doing more with less...

Although ridership has experienced a slight decline since 2008, the productivity of the transit system has improved. In 2012, Boulder is doing more with less. **Ridership is driving back toward a 10-year high, while service hours are 9% lower on local routes than they were in 2003.** While these trends indicate a more efficient transit system, in some cases, higher ridership with lower service hours results in very crowded buses.

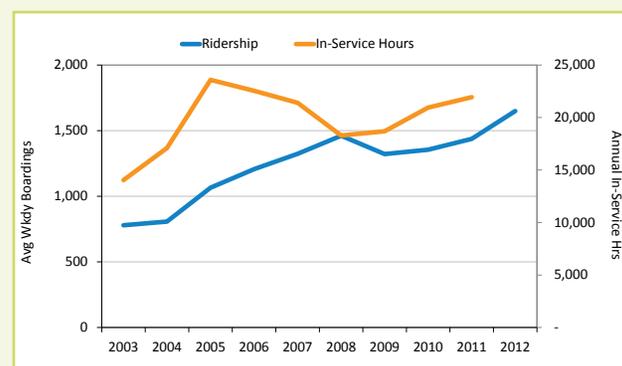
Some regional routes that only have Boulder and one other community as end points, such as the BOLT (Figure ES-6), have shown great resiliency to the recession and have a promising ridership projection.

**Figure ES-5 Average Weekday Ridership Compared to In-Service Hours, 2003 - 2012**



Source: Data is from 2012 RTD Annual Ridership Data; HOP data was provided by the City of Boulder; Climb data was provided by Via.

**Figure ES-6 Route BOLT Ridership History, 2003 - 2012**



The BOLT provides service between the Boulder Transit Center and Longmont. Regional routes that only have Boulder and one other community as end points have shown great resiliency to the recession and better ridership history than other regional routes.

Source: Nelson\Nygaard

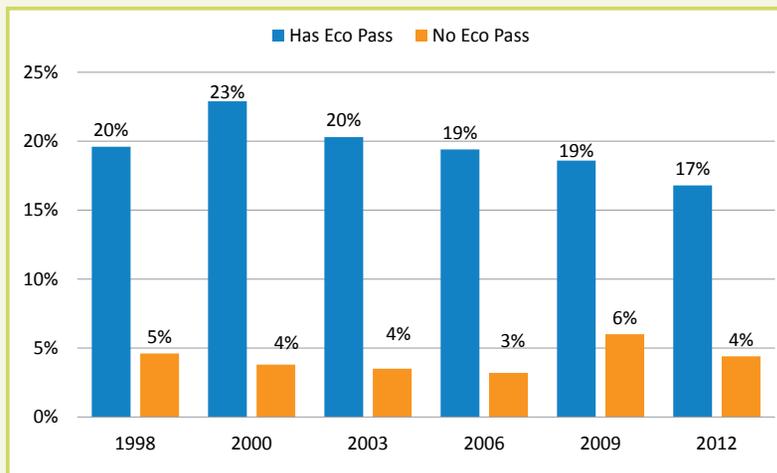
## What's working well?

### The City's transportation demand management programs work...

The City of Boulder has a long and successful history of managing parking and transportation in downtown Boulder, the University of Colorado, and surrounding neighborhoods. In 2012, \$773,750 in downtown parking revenue was used to fund Eco Passes for 6,190 downtown employees. **Surveys show that people with an Eco Pass are 4 to 7 times more likely to ride transit** (Figure ES-7). Areas with paid parking districts – downtown and the University – have also proven to have higher transit ridership than other areas of the city (due to paid parking, among other reasons) (Figure ES-8).

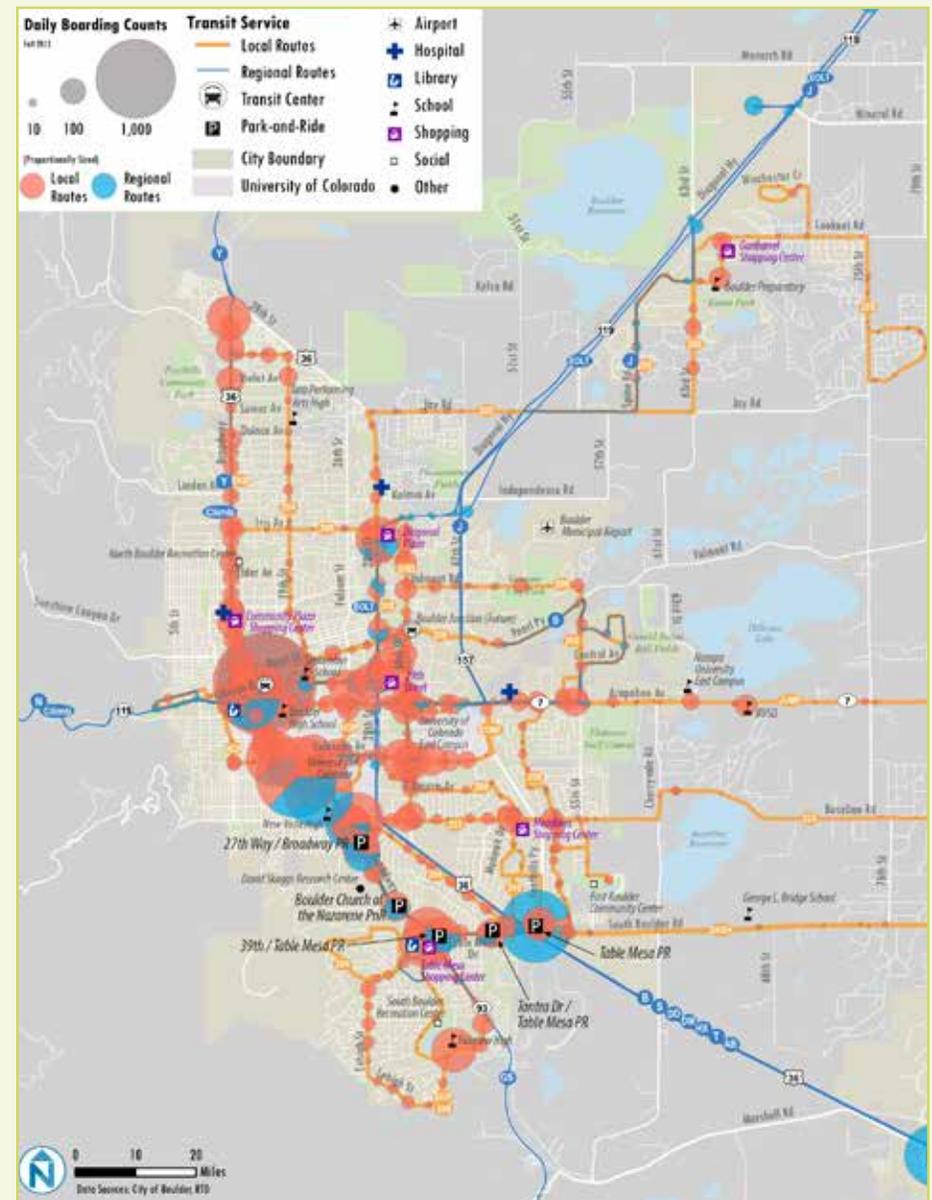
Community-wide parking management strategies and expanded parking districts will be examined to help the City meet TMP mode split goals and reduce single occupant commuting to new job centers in east Boulder. An expanded Eco Pass program is also being examined to meet mode split goals, particularly in areas of opportunity (e.g. east Boulder).

**Figure ES-7 Bus Ridership by Eco Pass Status: Percent of Respondents Who Made at Least One Trip per Week on the Bus, 1998-2012**



Source: City of Boulder Modal Shift in the Boulder Valley, 1990 – 2012

**Figure ES-8 Average Daily Ridership in Boulder and Boulder County**



## What are the barriers?

### The in-commute is growing...

High housing costs and limited availability of housing in Boulder combined with a strong and growing job base have increased the level of in-commuting in recent years. While still only a small percentage of overall travel in Boulder, the in-commute is growing. Approximately 59% of Boulder workers are estimated to travel in to Boulder for work. While Boulder has achieved a remarkably low SOV mode share for local travel (48.5% for commute trips), in-commute travel remains primarily SOV at nearly 80% (Figure ES-10). Between 2006 and 2012 the number of Boulder workers commuting from outside of Boulder increased by 7,444 commuters, or 13%. This trend is expected to increase (Figure ES-9).

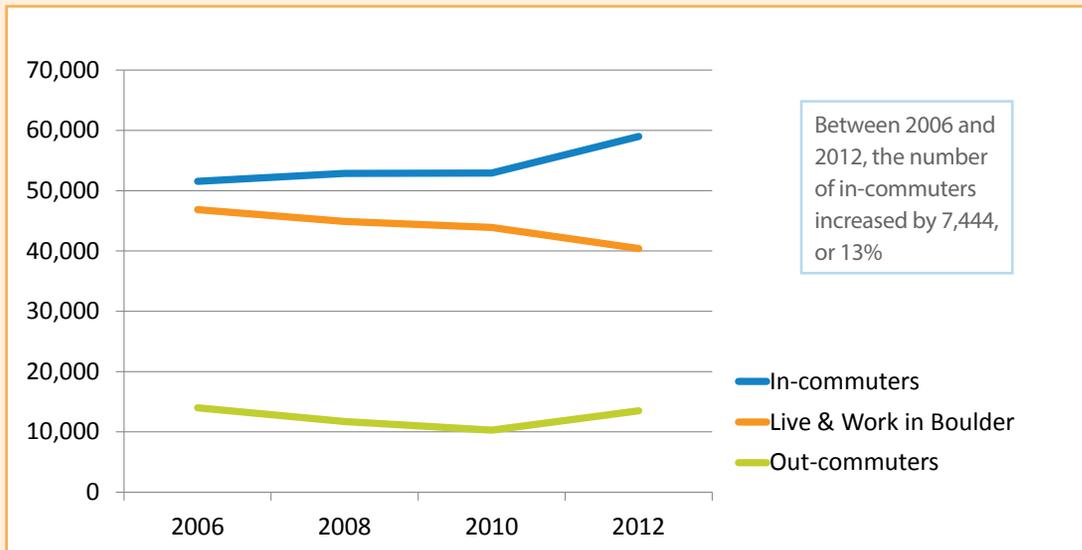
As Boulder adds more jobs, an increasing percentage of the population is expected to live in east Boulder County, Weld County, and along the US 36 Corridor. In addition to making sure that more existing and future workers have the housing options to live and work in Boulder, success in reducing SOV travel among "in-commuters" will require key partnerships between Boulder, Boulder County, RTD, CDOT, and neighboring communities (see the *Regional Partnerships are Key* section below).

Addressing the needs of long-distance commuters in the Boulder Valley will also be expensive compared to addressing local travel needs. The TMP Update will explore the most appropriate balance of investments in local and regional service enhancements.



Commuter traffic on US 36 is already an issue. With projected increases in population and employment along the US 36 corridor between Boulder and Denver, traffic volumes are projected to increase dramatically over the next two decades (see page ES-14 for more details).  
Image from Nelson\Nygaard

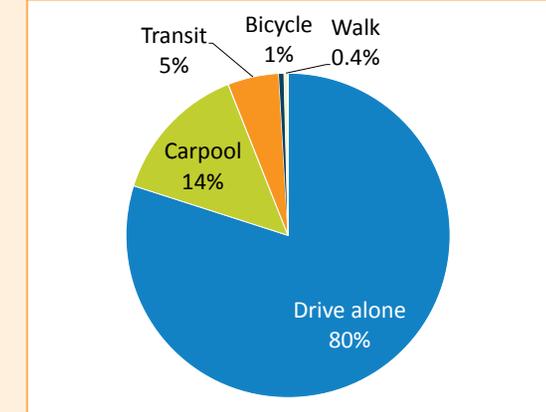
**Figure ES-9 Growth in Boulder In-Commute, 2006 - 2012**



Between 2006 and 2012, the percent of Boulder workers living outside of Boulder increased from 52% to 59% of total workers. It should be noted that this data includes commute trips only; it does not account for students traveling to school. Between 1993 and 2009, the percent of University of Colorado students living outside of Boulder also increased from 15% of undergraduates in 1993 to 41% in 2009 (not including students living on campus).

Source: City of Boulder

**Figure ES-10 Boulder In-Commute Mode Share**



Source: Census Transportation Planning Products (CTPP). 2006 – 2008 American Community Survey "Journey to Work," University of Colorado.

Note: In-commute data is not available for communities with fewer than 20,000 residents. For example, employees from the following communities in Boulder County traveling to Boulder for work were not counted: Jamestown, Louisville, Lyons, Nederland, Ward, Superior, and Erie.

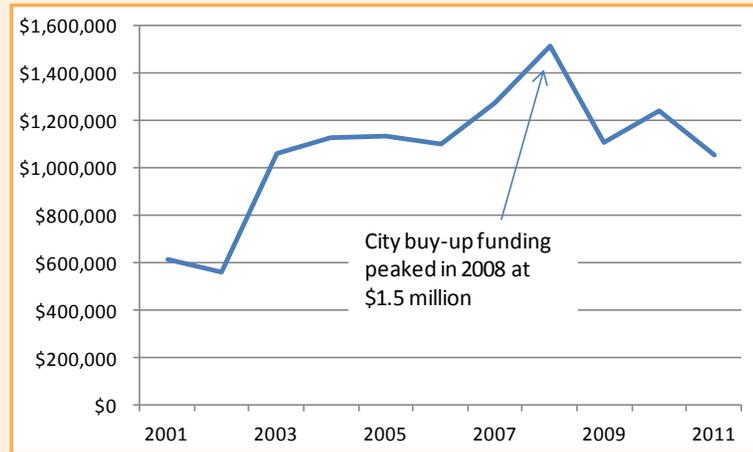
## What are the barriers?

### *Transportation revenue and purchase power are declining...*

Like many jurisdictions nationwide, Boulder is faced with the challenge of stagnant revenue, cost escalation, and decreasing purchase power to invest in its transportation system. The City has identified a 40% decline in purchase power since 2002 coupled with stagnant sales tax revenue that has resulted in a growing funding gap (Figure ES-13). In 2013, the City identified a total annual funding gap range of \$3.2 million to \$5.6 million for three key areas of transportation operations and maintenance: (1) pavement maintenance, (2) routine maintenance, and (3) transit/Eco Pass service support. Transit service and Eco Pass support are estimated to experience a funding gap of \$700,000 annually.

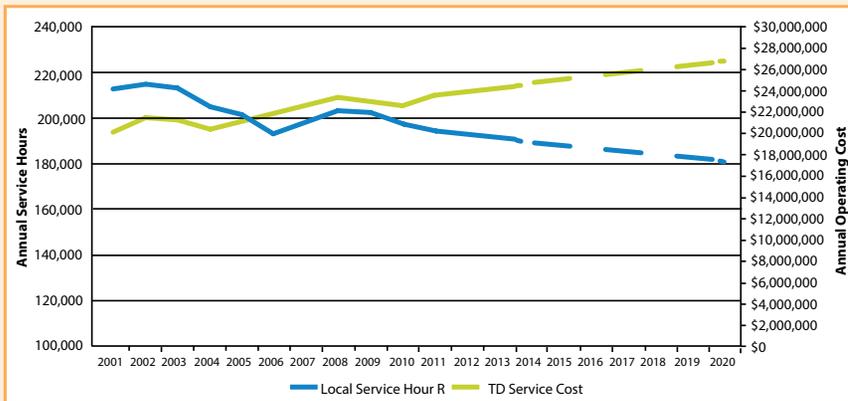
In addition to the City's funding gap, RTD has not provided 10-minute frequencies on all Community Transit Network (CTN) routes; its capacity to do so continues to diminish as RTD service costs increase (Figure ES-12). While the City has historically funded the HOP route (together with RTD and CU) and "buy-up" service on the JUMP and BOUND, its capacity to continue to buy-up service is also diminishing (Figure ES-11). City buy-ups in transit service peaked in 2008 at \$1.5 million; in 2011, the City's investment had declined to \$1.1 million. This decline is expected to continue given the funding gap noted above. To meet TMP mode split goals, increased and sustainable funding sources are needed.

Figure ES-11 City Transit Buy-Up History, 2001-2011



Source: City of Boulder

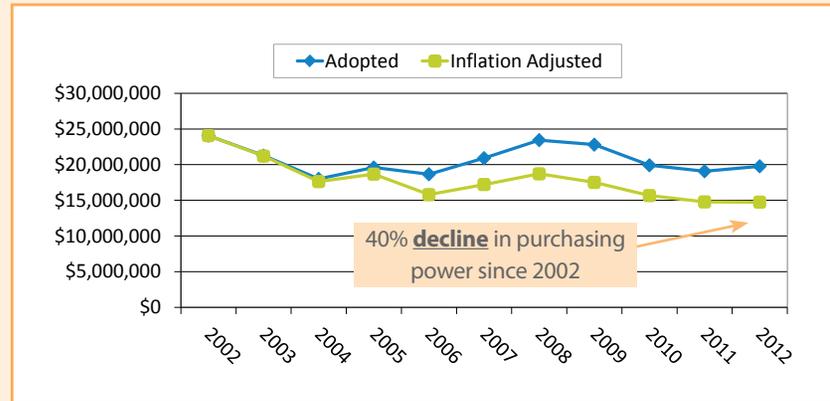
Figure ES-12 Projected RTD Service Costs vs. Hours (2001 – 2020)



RTD service hours are declining, while costs to maintain or increase service are increasing. This trend is expected to worsen.

Source: City of Boulder

Figure ES-13 City of Boulder Adopted Transportation Budget



The City of Boulder estimates a 39% decline in purchasing power from 2002 forward.

Source: City of Boulder

## What are the opportunities?

### Focus on areas of opportunity...

Given that west Boulder is largely built out, most planned development will occur in Boulder Junction, Boulder Community Hospital Foothills Campus, the University of Colorado East Campus, and in Gunbarrel. By 2035, population is estimated to increase by only 2,000 residents west of 28th Street while it is estimated to increase by more than 8,000 residents east of 28th Street. Similarly, only 1,000 dwelling units are anticipated west of 28th Street by 2035, while over 4,000 new units are anticipated to the east. Employment is also projected to increase more east of 28th Street (7,500 employees will be added west of 28th Street compared to 8,700 employees east of 28th Street).<sup>6</sup>

The TMP Update, is focused on these transitioning areas as primary opportunities to create great places that are walkable, sustainable, and economically vital. Focus will also be given to areas where transit investment can be maximized by supporting efficient land use.

The Renewed Vision for Transit will also explore opportunities to make cost effective transit enhancements to the entire existing system, including downtown, at the University of Colorado, and in other areas.

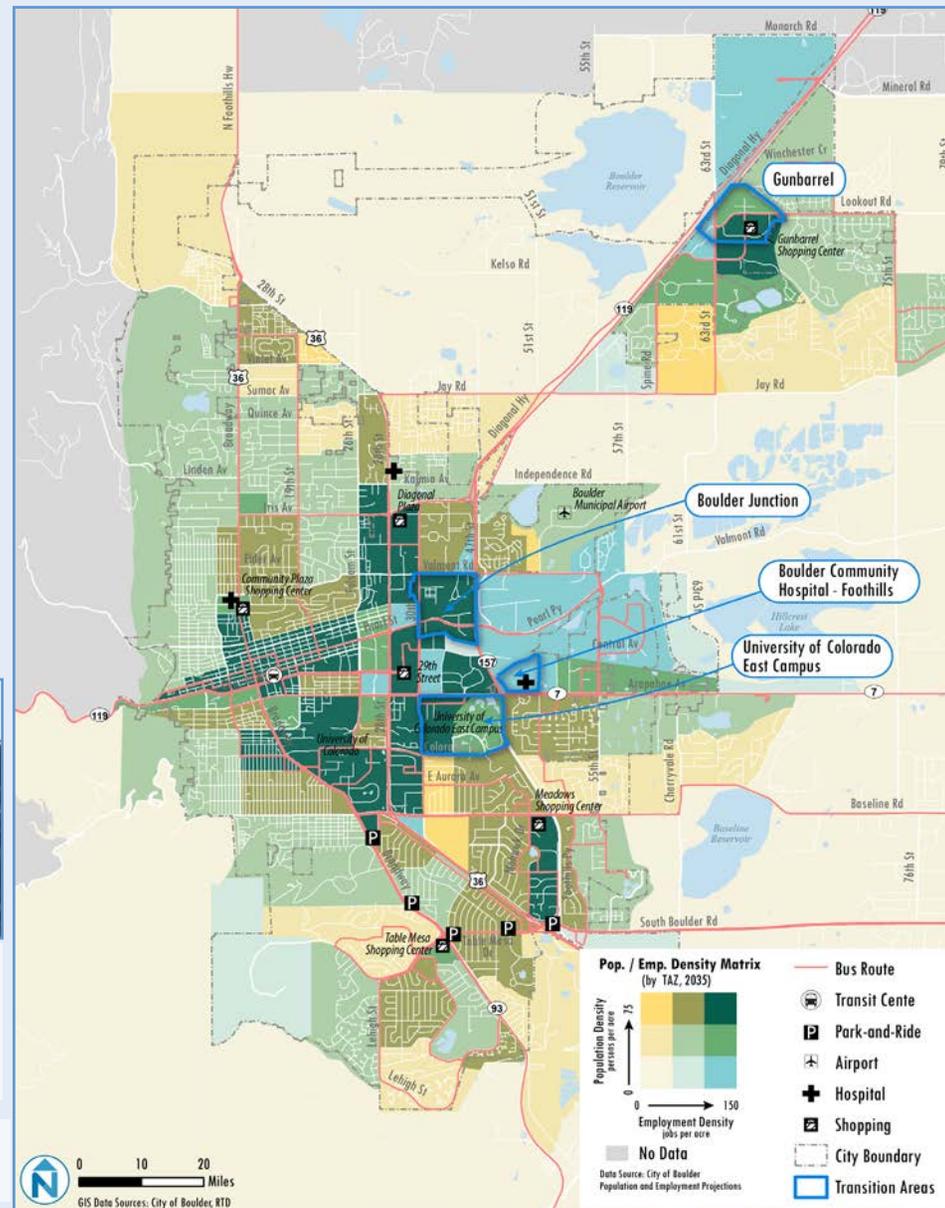


Image from Nelson\Nygaard

The Boulder Community Hospital is in the process of consolidating the majority of its inpatient acute care services at the Foothills campus on the corner of Foothills Parkway and Arapahoe Avenue. This new development will add a significant number of employee and visitor trips to the area.

Population and employment growth is expected to be concentrated around the University, in east Boulder, and in Gunbarrel.  
Source: Nelson\Nygaard

Figure ES-14 Future Land Use and Key Development Areas in 2035



6 City of Boulder Population and Employment Projections.

## What are the opportunities?

### *Boulder is a 'Tale of Two Cities'...*

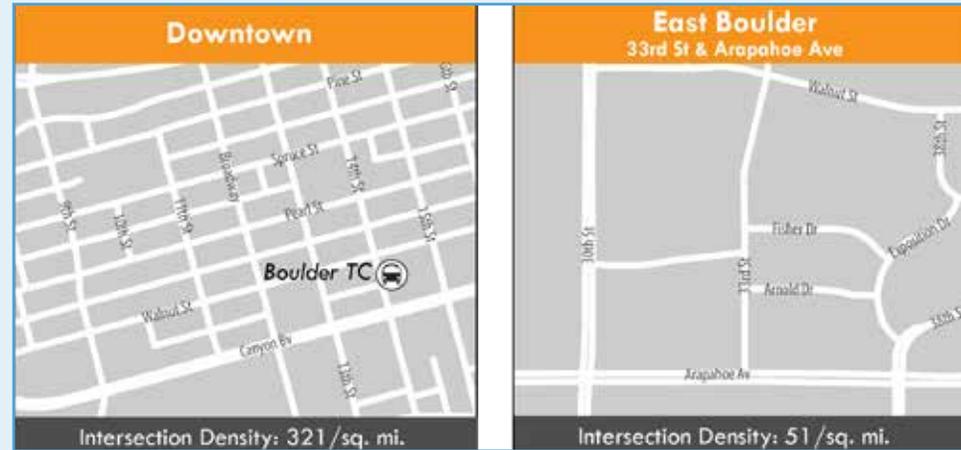
Boulder's evolution is often described as a "tale of two cities." The west side of Boulder developed in a more traditional highly connected grid and development pattern of smaller, walkable blocks. East Boulder is characterized more by its "super blocks," with an orientation towards the automobile, large blocks, and a less walkable grid development pattern.

For all modes to succeed in east Boulder, significant investments will be needed to develop an interconnected street network with bicycle and pedestrian access to key transit corridors, mix of land uses, and strong anchors with all-day transit demand. As shown in Figure ES-15, street connectivity is much lower in east Boulder. While downtown has a connected street system with high intersection density (number of intersections per square mile), blocks are long and scattered in east Boulder making walking, biking, and accessing transit more difficult.



On Arapahoe Avenue in east Boulder, the sidewalk ends abruptly in a commercial shopping area.  
Image from Nelson\Nygaard

Figure ES-15 Intersection Density in West vs. East Boulder



Intersection density is a good measure for street connectivity and walkability. In downtown, there are 321 intersections per square mile, whereas east Arapahoe between 30th Street and Foothills Parkway only has 51 intersections per square mile.

Image from Nelson\Nygaard



Pearl Street Mall in downtown Boulder provides a mixed-use walkable environment.  
Image from Flickr beautifulcataya

## What are the opportunities?

*Boulder Junction and east Boulder redevelopment will affect demand...*

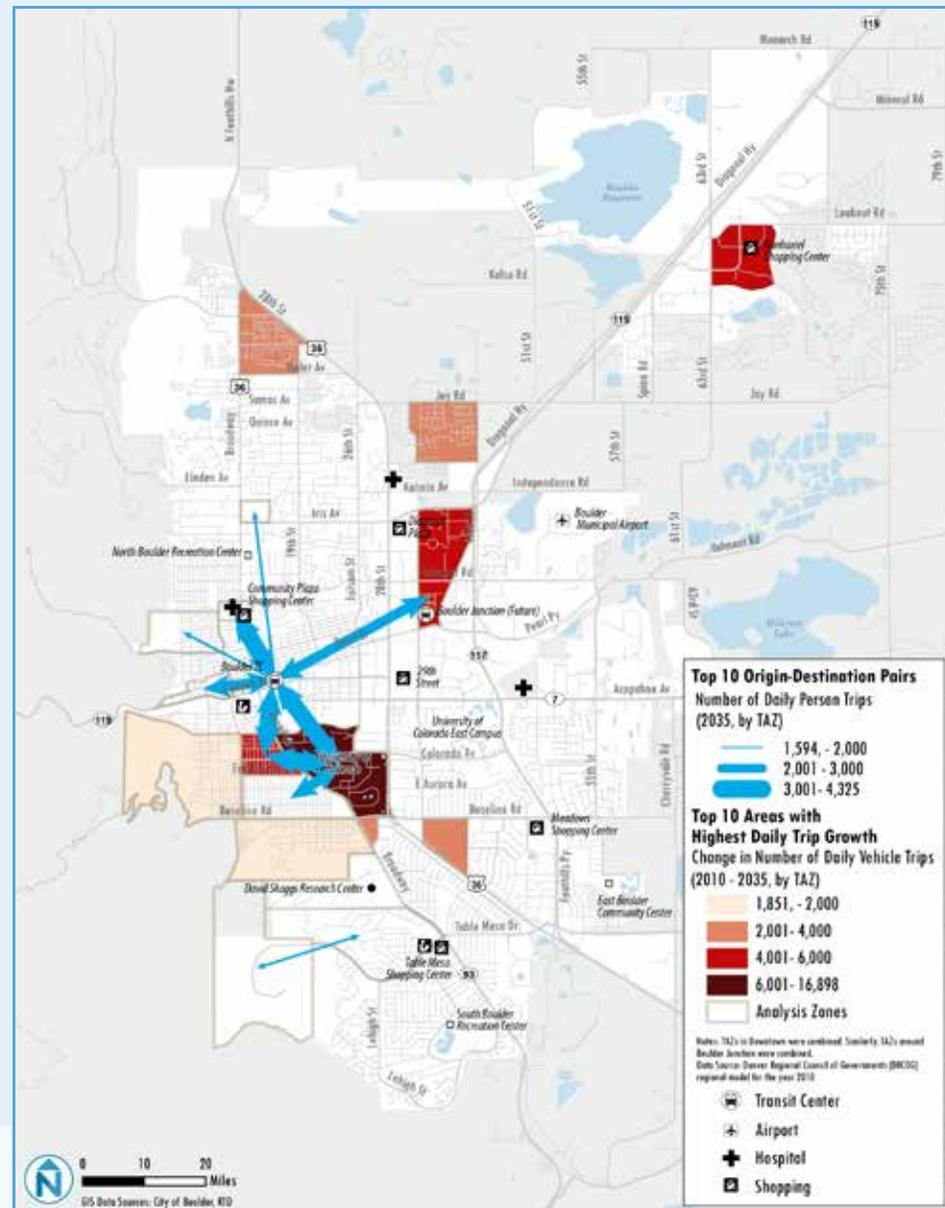
Boulder Junction will be a new complete neighborhood and destination in Boulder and provide important regional and local transit connections. A new regional transit center will be located underground on the site, allowing a broad pedestrian plaza to be developed. Figure ES-16 shows the top ten projected origin-destination pairs in the city. Trip projections from the regional model estimate that the connection between Boulder Junction and downtown and the University of Colorado and downtown will be significant. Many of these projected trips will move through Boulder Junction en route to other areas via regional transit transfers. As a regional hub and the end of the future US 36 bus rapid transit (BRT) line scheduled to open in 2016, Boulder Junction and additional development in east Boulder will create significant new demand for transit. These changes in demand will need to be considered when early action items for transit service changes are developed, and also incorporated into the Renewed Vision for Transit. Completing missing bicycle network connections will be key to connecting this area to the rest of the city.



Boulder Junction will be the new transit center.  
Image from Nelson\Nygaard

Trips between the University of Colorado and downtown are projected to be among the highest in the city in 2035.  
Source: Nelson\Nygaard

Figure ES-16 Top 10 Origin-Destination Pairs and Areas of Trip Growth, 2035



## What are the opportunities?

### *Changing demographics are shaping transit needs...*

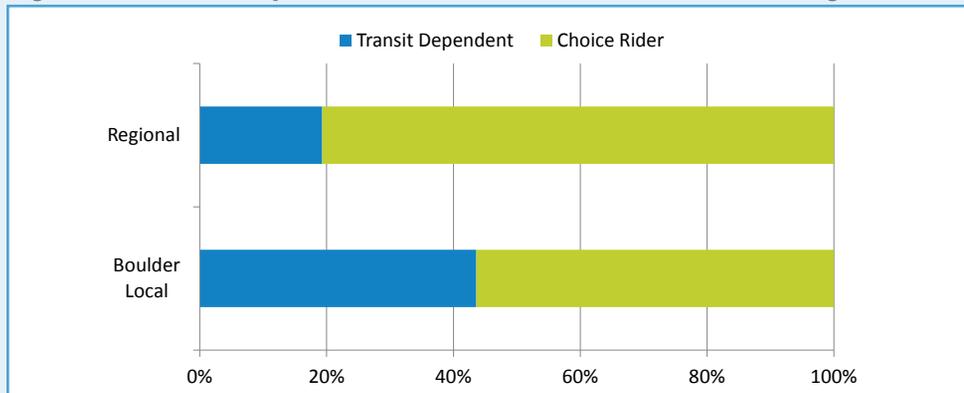
Three generations will be most influential in shaping Boulder’s future transit demand. These include Baby Boomers (born 1946-1964), Generation X (1961-1984), and Millennials (1977-2003). Together, these generations represent over three-quarters of Boulder’s total population.<sup>7</sup> There is also a continued need to design transit for people with disabilities who are living with significant mobility challenges and are unable to use fixed route transit. As Boulder develops its Renewed Vision for Transit, it will be critical to consider the following trends:

- Nationally, it is estimated that one out of five people aged 65 and older do not drive.<sup>8</sup> In Boulder, this translates to over 1,700 seniors who do not drive. Transitioning older adults to fixed route transit can reduce expensive paratransit costs.
- RTD estimates that over 40% of bus riders in Boulder are “transit dependent,” meaning they do not have access to a vehicle, have a disability or impairment that prevents vehicle operation, or do not possess a valid driver’s license (see Figure ES-17).<sup>9</sup>
- As the older population grows, the need for ADA paratransit service will also grow. Although there are disabled people of all ages who cannot use fixed route transit due to a disability, the largest concentration of ADA eligible people is in the 80 to 89 age group. The number of paratransit trips provided in Boulder in 2012 represents a 16% increase over 2011. According to the 2010 Census, the population of older adults and people with disabilities in Via’s service area is expected to grow 95% between 2010 and 2025, from 12,463 to 24,365.<sup>10</sup>



An older woman crosses Arapahoe Avenue in east Boulder in front of the Boulder Community Hospital Foothills Campus.  
Image from Nelson\Nygaard

**Figure ES-17 Transit Dependent Riders and Choice Riders for Local and Regional Riders**



Source: 2011 RTD Customer Satisfaction Survey



Via Mobility Services provides accessible transportation for seniors and people with disabilities residing in Boulder County.  
Image from Nelson\Nygaard

7 US Census 2010.  
8 Bailey, Linda. 2004. Aging Americans: stranded without options. Washington, DC: *Surface Transportation Policy Project*.  
9 RTD. 2011. RTD Customer Satisfaction Survey.  
10 Getting There Collaborative. 2005. Analysis of Colorado’s Human Service and Public Transportation Needs.

## What are the opportunities?

### *US 36 BRT is an opportunity to improve regional mobility...*

According to regional forecasts, the population along US 36 is expected to increase 28%, employment will expand 53%, and traffic volumes are projected to increase substantially over the next 15 years. Between 2010 and 2012, traffic along the corridor has increased 1.4%.<sup>11</sup>

As part of FasTracks – the region’s multi-billion dollar transit expansion plan – 18 miles of bus rapid transit (BRT) service will be launched between downtown Denver and Boulder Junction along US 36 to help respond to this growing population and the increasing numbers of employees commuting into Boulder for work.

As seen in numerous case study examples, new BRT service typically leads to significant ridership increases due to improved amenities and faster service. To be effective, US 36 BRT will need to provide efficient, reliable, and comfortable service for travelers. For the service to work well for those traveling to and from Boulder, local routes will need to be restructured to get people to and from BRT stations. The introduction of “fully-featured” BRT service on US 36 will also be an opportunity to generate momentum for extending BRT and transit lane enhancements into the city (e.g. on Broadway) and along other important regional corridors.

<sup>11</sup> US 36 Mobility Report.

Figure ES-17 US 36 BRT Corridor



US 36 BRT could generate momentum for extending BRT and transit lane enhancements within the city.  
Image from Nelson\Nygaard

## What are the opportunities?

### *Regional partnerships are key...*

Boulder County and the City of Boulder have aligned their transportation and land use goals. The recent Boulder County Transportation Master Plan directs the region to focus access and mobility policies on non-single occupancy vehicle (SOV) modes of travel, with transit being a backbone to creating sustainable land use and transportation patterns countywide. Neighboring communities like Fort Collins are leading the way in transit innovations with the implementation of a bus rapid transit system (BRT) – the first BRT system in the Front Range. The US 36 First and Final Mile Study sponsored by US 36 Commuting Solutions also highlights opportunities to integrate regional bikeways and trails, transit routes, and open space to address first and final mile connectivity.

Regional partnerships will be critical to address the growing regional in-commute issues as a top priority for the TMP Update. Success in reducing SOV travel for in-commute trips will require an active stance from Boulder, new fare tools, strong partnerships with RTD and others, and new funding sources to grow service offerings.

Setting a mode share target for in-commuters could be an important step for the Colorado Department of Transportation, the City of Boulder, and Boulder County, but will need to be set in concert with regional partners and a regional mode share goal.



Fort Collins will launch the Front Range's first BRT system in Spring 2014.  
Image from City of Fort Collins



Boulder County's Bus then Bike program is installing covered secure bike parking at key transit stops in Boulder County.  
Image from 303 cycling

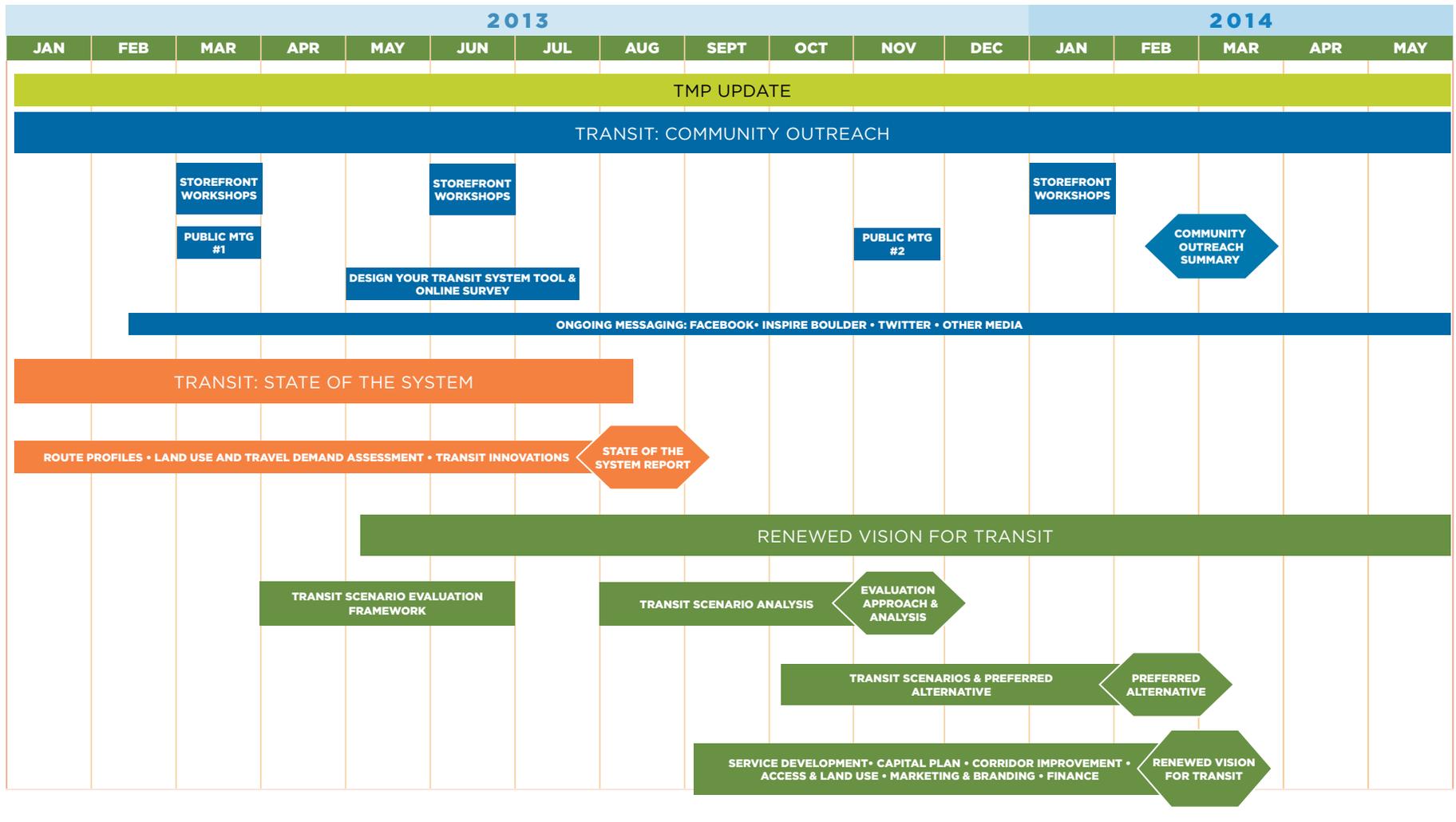


The Boulder County Transportation Master Plan prioritizes five key strategies to improve transportation in the region.  
Source: Boulder County Transportation Master Plan (2012)

## Renewed Vision For Transit Schedule

Based on the findings in the State of the System Report and feedback from the community, a Renewed Vision for Transit will be developed—a vision that responds to changing needs; capitalizes on unique local opportunities; supports housing, climate, and placemaking initiatives; strengthens regional partnerships; and stays true to Boulder’s strong local values.

Figure ES-18 Renewed Vision for Transit Schedule



## Web links to *Transit State of the System* report:

- Complete *Transit State of the System* report, 35 Mb pdf document:  
<http://bouldercolorado.gov/links/fetch/17454>
- Appendix B, *Route Profiles*, 31 Mb pdf document:  
<http://bouldercolorado.gov/links/fetch/17453>

**Attachment C – TMP Update Project Management Graphic**

Rev 3-13-13  
2012-13 TMP  
Project Mgmt

BVCP, PBB, Sustainability Framework, and Climate Commitment  
 Primary SF Strategy Area: Mobility      Climate Commitment Focus Area: Travel Wise  
 Related SF Strategy Areas: Natural Environment, Safety & Community Well-Being, Economic Vitality, Good Governance, Energy, Community Character

TMP Update - Executive Oversight Committee - Quarterly Meetings (Tracy Winfree/Mike Sweeney with PW, CP&S, and CMO)

Core Team:  
GO  
Boulder/Trans  
PW, CP&S

TMP Update Project Oversight, inc. overall scope, sched, budget; inter-dept, inter-agency, and community engagement coordination (Kathleen)  
 TMP Update Project Management, inc. TMP deliverables for all focus areas & objectives, implementation of public outreach, and doc prep (Randall)  
 Interdepartmental Core Project Team - Monthly Meetings, with additional sub-group "topic experts" meetings more frequently/as needed

Inter-dept  
teams for each  
topic area

Focus Areas - Existing & New

Focus Areas - Existing & New					Objectives Build on Report on Progress, SF & CC Performance Monitoring	Community Engagement
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**Green** =  
Emphasis/New  
**Purple** = Lead  
by Other Dept  
**Orange border**  
=  
Integration w/  
Multi-depts



Attachment D – Transportation and Land Use – Sustainability Projects Integration for 2013  
**Transportation and Land Use - Sustainability Projects Integration for 2013**

Revised – 07/5/13

Project	Description / Purpose	Timing: Phases, Current Status and Next Steps	Lead Staff	TMP							Comp Plan and				Parking		
				Funding	Complete Streets	CU East Campus	Regional Travel	TDM	Neighborhood Accessibility	Safety	VMT per capita	East Arapahoe Area Plan	Boulder's Climate Commitment	Sustainable Streets & Centers		Sustainability Indicators	Access Mgmt & Parking strategies
<b>TMP Update: Existing Focus</b> Areas: Funding, Complete Streets, Regional Travel, TDM, Integration with Sustainability Initiatives	See Attachment A. The TMP update will continue the city's multimodal transportation system that serves as a model for sustainable travel. It will carry forward the vision and funding direction for achieving it.	<b>Through mid 2014.</b> Comprehensive public outreach. Opportunities for collaboration with public outreach events and presentations.	TMP GO Boulder staff, plus CP&S staff	✓	✓	✓	✓	✓					●	○	○	○	○
<b>TMP Update: New Objectives and Integration:</b> Neighborhood Accessibility, Safety, VMT per capita	See Attachment A. The update will add the new focus areas related to coordination and integration with the city's Sustainability Framework and Priority-Based Budgeting approach and the three objectives listed to the left.	<b>Through mid 2014.</b> Neighborhood accessibility study ongoing. Periodic objectives and indicators meetings.	TMP GO Boulder staff, plus Sam A., Lesli E., Chris M., and Jean G.		●				✓	✓	✓			●	○		
<b>East Arapahoe Area Plan</b>	Initially, this project will address market pressures created by Boulder Community Hospital Foothills Campus for medical offices uses. Teams are jointly scoping for possible longer-term area planning effort by first identifying issues such as the BRT, economic uses, housing, corridor function, and other overlapping topics.	Initial land use analysis around hospital through Q2 2013. Longer term joint scoping to identify issues for East Arapahoe area.	Comp. Plan and Chris M & Micki K.		●	●	●	○	○			✓					
<b>Boulder's Climate Commitment</b>	This project builds on the previous CAP efforts. It will address long-term goal of carbon neutrality with six focus areas for greenhouse gas emissions reductions – one of which is "Travel Wise." The project will integrate emission reductions and objectives and lead to new tracking and reporting systems and communitywide GHG protocols.	Travel Wise overlap with the TMP VMT objective. "Cool Planning" workshop held. Coordinating approach to setting targets/ five-year goals. Consultants hired.	Brett K., Chris H., and Randall R.				○	○			●		✓				
<b>Sustainable Streets and Centers</b>	This project is intended to implement the community design/sustainable urban form policy section to the BVCP. It will be a tool to help shape urban form, improve quality of streets and centers and provide design guidance. First, a consultant will identify best practices and inventory strengths and weaknesses of Boulder's code and policies, built form and process. Second, the project will lead to identified and prioritized prototypes.	Jointly prepared scope of work for consultant work in early 2013. The SS&C study of prototypes may inform other projects.	Sam A., Marcy C., with GO Boulder team		●	○		○	○					✓			
<b>Sustainability Framework and Indicators</b>	The framework improves alignment of citywide initiatives and services and integration of sustainability principles throughout the organization. Related indicators will provide information on the state of, or change in, community systems.	Ongoing project, as part of master plans (Parks and Rec, and TMP).	Joanna C., Jean G.	●	●	●	●	●	●	●	●	○	○	○	○	✓	✓
<b>Access Management &amp; Parking Strategies</b>	Project will develop policies, strategies, and tools to evolve Boulder's access and parking management program to a state of the art system reflecting the city's sustainability goals.	Internal staff scoping workshop in January 2013. Work program item for 2013 and beyond.	Molly Winter & K.Bracke and others	●	●	●	●	●	●	●	●	○	○	○	○		✓
<b>Comprehensive Housing Strategy</b>	Scoping direction provided by council and initial market research underway.	Council study session was held on 5/14.	Eric A., Jeff Y., others	●	●	●	●	●	●	●	●	○	○	○	○		○

**Other Coordination/Integration:** Civic Area, Parks and Recreation Master Plan, North Boulder Area Plan, Economic Sustainability Strategy, capital projects **Key:** ✓ = the project ● = high level of integration ○ = some overlap





# 2013 Transportation Master Plan (TMP) Update

## Summary of Community Outreach

Revised: July 22, 2013

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## Attachment F – Public Outreach Summary

### *I. Transportation Master Plan Update Process*

Master plans for the City of Boulder are set within the broader context of the Boulder Valley Comprehensive Plan (BVCP), the city’s Sustainability Framework and Climate Commitment goals. The Transportation Master Plan (TMP) is expected to reflect and implement these broader community goals within the area of transportation. While the TMP is a mature plan reflecting 20 years of consistent policy direction and four previous updates, a variety of changing conditions and challenges necessitate this update and are driving the resulting work program.

The TMP update process began with a Policy Review phase which was presented to City Council in the fall of 2012. Based on this assessment of progress and the issues identified, council provided direction for the planning work of the update. The TMP update work is organized into five Focus Areas to address the identified challenges:

- *Complete Streets*- Additional travel in Boulder needs to be accommodated in non single occupant vehicle (SOV) modes. Continue to build a transportation system for all modes with an emphasis on addressing the lack of progress in expanding the transit system and exploring bike and pedestrian innovations to increase use of these modes;
- *Regional Travel*- About half of Boulder employees commute in at a much higher SOV mode share than Boulder residents. Providing enhanced transit, van pool and car pool opportunities as well as regional bike connections are critical to reduce regional SOV travel;
- *Transportation Demand Management (TDM)* - Parking management and the Eco Pass are the foundation for shifting travel behavior where travel options exist. Exploring a community-wide Eco-Pass and parking management strategies as well as developing TDM packages for development review are needed to support mode shift toward the community’s goals;
- *Funding*- The transportation funding shortfall has been documented through the Transportation Maintenance Fee (TMF) analysis with the Transportation Advisory Board (TAB) and the community task force. Increased funding is essential to maintain the existing transportation system and for investments continuing progress toward community goals;
- *Integrate with Sustainability Initiatives*- Successfully reaching the community’s challenging goals across all areas of sustainability requires new, integrated planning approaches. Increasing the effectiveness and coordination of sustainability efforts across the city organization maximizes opportunities to achieve transportation, climate, land use, economic vitality, and other community goals.

The TMP update is progressing in each of these Focus Areas and while community outreach events or activities may emphasize a particular area, all the events and input received inform all of the Focus Areas and are integrated into the holistic TMP planning process.

## Attachment F – Public Outreach Summary

### II. Community Outreach Strategy

The goal of any planning process is to involve a broad cross section of the community in shaping a vision for a particular issue or area. A wide range of new tools and technologies exist in the area of social media to bring more of the update process to community members and allow a greater portion of them to participate. Recognizing this, a Communications Plan for the TMP update process was prepared including a number of innovative strategies. This plan is intended to coordinate, organize and guide communications for the entire update process. It recognizes the opportunities of social media to reach new audiences and a wider portion of the community. It also identifies strategies for integrating social media into more traditional outreach efforts. The plan identifies the key themes and messages to be used in communicating about the update. These messages are distilled into the following statement:

*The 2013 TMP update is a community planning effort to advance and innovate Boulder transportation to be more accessible and sustainable for generations to come. This master plan update integrates with the city's Sustainability Initiatives and Climate Commitment to create a better community and world.*

In addition to the standard outreach practices of open houses, Web materials and print media, this update is utilizing a comprehensive set of social media tools. These include Twitter, Facebook, Tumblr and email blasts. These are used to announce events and encourage participation on the TMP update Web page, the Community Feedback Panel, the Inspire Boulder site, the Design Your Transit site, and a variety of Bike Audits, Walk Audits, Focus Groups, and Storefront Workshops for all of the TMP update focus areas. Complementing the broad outreach, the planning process includes several advisory committees of stakeholders in a given focus area. The results of all these efforts will be integrated into a TMP Public Process report and will inform the resulting TMP update plan document.

### III. Community Outreach Efforts

#### Events

##### Open Houses

- The **TMP update Kick-off Open House** was held on March 4 at the Hotel Boulderado Conference Center in conjunction with the Smart Growth America Cool Planning Presentation and Workshop.
- A **CU East Campus Projects Open House** held on March 13 at the CU East Campus provided a second opportunity to introduce the public to the TMP Update effort.

These events were well attended with more than 140 participants. As the ‘launch’ of the public outreach component of the TMP update, the meetings provided an educational opportunity for the public to learn about the TMP update process, provide input, and volunteer to participate on a Community Feedback Panel. Information was presented on the five focus areas of the TMP.

- An open house meeting to present the **Complete Streets Bike Innovations demonstration projects** was hosted on May 9 from 5 to 6:30 p.m. in the Alfalfa's community room. The

## Attachment F – Public Outreach Summary

materials presented included information on the TMP Update as well as the proposed demonstration projects and future bike innovations for consideration. Approximately 50 community members attended and all of the feedback on the proposed innovations was positive. However, some community members expressed that the proposed innovations along University Avenue west of Broadway may not be the right solution for this test corridor. It was understood that these demonstration projects offer a real world environment for community members to interact with, provide input and envision where else they would like to see these treatments in our community. It was also understood that the locations chosen to demonstrate the new bike facilities are places where we can easily implement them this summer.

### Storefront Workshops

Storefront workshops are being conducted by the project team to gather feedback on transit and other mobility/transportation issues, especially from transit users as well as the other Focus Areas of the TMP update. A *Storefront Workshop* is a new interactive tool that allows community members to give *hands-on* input on how they would improve Boulder's transportation system.

- **Location and Participation:**

The project team has held a total of **five eleven storefront workshops** in different geographic locations to ensure participation from a range of people and on the principle that it was important to bring workshops to the community, instead of asking people to "come to us". The sites of the Storefront Workshops included the University of Colorado University Memorial Center (UMC), The Cup coffee shop on Pearl Street in downtown, the Boulder Community Foothills Hospital in East Boulder, University of Colorado Sustainable Transportation Fair, King Soopers in South Boulder, Bike from Work Day Event 29<sup>th</sup> Street Mall, Whole Foods on Pearl Street in East Boulder, the Farmers' Market in Central Boulder, OZO Coffee on east Arapahoe, Senior Service: Active Senior Ice Cream Social at the East Boulder Recreation Center, and the RTD BRT vehicle showing at the Municipal Building downtown.

The Store front Workshops have been successful in getting input from community members who might not be using the transit, bike, or pedestrian systems as well as current transit users and cyclist. **Over 500 people have participated in Storefront Workshops** thus far. Four more Storefront Workshops are scheduled for late July and August, and several more are being planned for the fall.

- **Workshop Format:**

In addition to providing information about the TMP update, the Storefront Workshops involve community members in a map based activity. Participants are asked how they would improve Boulder's Transportation System. If they have an idea about adding new transit service, improving frequency, improving the speed and reliability of the transit service, or improve bike and pedestrian connection, they are asked to pin with string where they would like to see those improvements. These options were differentiated using different color yarn. If they had a general suggestion or an improvement that is not associated with a route, they were asked to write it on a sticky note and stick it in the comment box or at the location.

## Attachment F – Public Outreach Summary

### Bike Audits and Focus Groups

A Bike Audit is a tool being used to evaluate the planned bike demonstration projects and identify potential facility improvements.

- **Participation:**  
In early May, three bike audit sessions were hosted with community members as part of a train the trainer series led by Nelson Nygaard, that taught staff how to conduct future Bike Audits. Each session included a presentation of bike facility best practices and innovative treatments and a bicycle ride to assess existing conditions and share experiences and observations. A round table open discussion format offered the opportunity to informally identify barriers and consider potential ideas to better accommodate Interested but Concerned cyclists. A total of 25 community members attended these sessions.
- **Location:**  
The bike ride route for these Bike Audits followed three corridors where demonstration projects are planned to be installed this summer: University Avenue, 13<sup>th</sup> Street and Spruce Street. Each bike audit group rode two of three corridors and provided feedback on the existing conditions, hot spot locations and the proposed demonstration treatment. Participants will be asked to ride the corridor again after installation to provide input on how the new treatment changed their experience and where they envision the treatment being used elsewhere in the City. Feedback from one participant included the following:

*“Thanks for doing the Bike Audit and Focus Groups sessions last week. Even in the rainy weather, it was an enjoyable ride, and I came away from the experience more aware of the infrastructure I ride daily... the guiding questions have helped my partner and me look at various routes and gauge her stress levels, along with possible improvements that would make them safer and more enjoyable.” – Robert Rowe*

Additional Bike Audits will be scheduled during the summer and fall along corridors throughout the city to help identify and prioritize improvements and new treatments for existing bike facilities and inform potential items of the Action Plan.

### Walk Audits and Focus Groups

Walk Audits are part of a new initiative called Boulder Walks, a program to encourage walking and build awareness of what contributes to a walkable community. A Walk Audit is new tool that is being used to assess the qualitative aspects of walking. Walk Audits aim to address the walkability of neighborhoods & corridors, the connectivity to destinations and the comfort of the surrounding environment from a pedestrian perspective.

- The first Walk Audits was hosted on June 25, during Walk & Bike Month. This introduction to Walk Audits explored the various walking environments along Pearl Street from Broadway to 30<sup>th</sup> Street, highlighting historic places and other points of interest along the way. During the Walk Audit Participants were presented with the opportunity to learn about the history of this area of the Boulder community, evaluate the present environment, and envision potential ways to enhance the future walking experience for people of all ages and stages of life. Participants were asked to document their observations through photos, videos and field notes to help guide policies and practices for improving walking conditions throughout Boulder.

## Attachment F – Public Outreach Summary

Four more Walk Audits are scheduled for late summer and early fall, with the intention of hosting one in all areas of Boulder. This tool will continue to be developed, refined and utilized throughout the TMP update.

### Key Findings and Emerging themes from Outreach Events:

#### Improve Regional Connections

Participants expressed the need for improved regional connection for both Transit and Biking. Some examples include:

- More express routes between Boulder and Denver
- Extended service hours between Boulder and Denver (Thurs –Sat)
- Increase frequency and service hours between Lafayette and Louisville
- Increase frequency and service hours between Boulder and Longmont
- Create new route to connect Boulder and Fort Collins
- Off Street Bike connections along US 36 to Lyons, Hwy 119 to Gunbarrel, Longmont, & Niwot, Hwy 93 to Golden, Baseline and South Boulder Rd. to Louisville and Lafayette

#### Improved Passenger Information

Participants generally discussed a need for improved access to information, both at the stations and on-line. Some examples include:

- Online trip planner
- Real-time arrival information
- Pay for fares online
- More maps and schedules at bus stops/stations
- Connection between HOP on-line schedule and RTD schedule
- Clearer stop announcements

#### Expand access to the ECO Pass

Participants generally requested more affordable bus fare or expand the ECO pass program to their neighborhood.

#### Improve Local Service

Participants who had ideas for improving local service were primarily focused on increasing speed and reliability, connecting underserved areas of town, and improving Transit Stations. Some examples include:

- Bus Only Lanes along Arapahoe, Broadway, and Colorado Ave.
- Add benches and trash cans at popular transit stops
- Expanded service hours to accommodate bar schedule in downtown Boulder
- Increase transit frequency only 28<sup>th</sup> street
- Direct connection between South Boulder and 29<sup>th</sup> street mall and Boulder Junction

## Attachment F – Public Outreach Summary

### Connect the Missing Links in Boulder’s Bike System

Bicyclists have echoed three main themes aside from emphasizing regional connections:

- Connect Bike Path under or over railroad crossing in NE boulder near Valmont
- North/South bike connection
- More separation between pedestrians and bicyclists

## Web-based Outreach

### Community Feedback Panel

The TMP update Community Feedback Panel is a new social outreach strategy for the TMP update and is comprised of a group of interested members of the public who have volunteered to be queried on TMP-related issues. Over 400 people have signed up for the Panel as of July. Feedback panel members have been recruited through various means, including:

- Go Boulder Website TMP outreach questionnaire
- Open Houses
- Cool Planning Sessions
- Storefront Workshops
- Transportation Maintenance Fee survey
- Emails and social media postings through 36 Community Solutions, Community Cycles, BVSD, and other partner organizations
- Outreach by other City of Boulder departments, including Senior Services and Parks and Recreation
- Tweets , Facebook and Tumblr posts
- Posters with QR codes for signing up for the CFP

By design, most of the inquiries submitted to the TMP Community Feedback Panel will be online. But, the Panel will also be used to recruit community members for focus groups and other in-person groups, especially where we need to reach a specific demographic group, like in-commuters and interested but concerned cyclists. Panel members complete a profile with information about themselves and their travel patterns so that outreach and queries to the Panel can reach specific target audiences. Inquiries will be planned throughout the year as the TMP work continues and evolves. The Panel has and will participate in the activities listed in the chart below. Additional inquiries will be planned for the fall/winter as the TMP work continues and evolves.

April	▪ Test “Design Your Transit System” tool and online questionnaire
May	▪ Recruit participants for Bike/Walk Audits and Discussion Groups
June	▪ Request feedback on what type of Bike Improvement they would like to see along Spruce Street
July	▪ Request information and photos on where people park their bikes and why
Late summer/Fall	▪ Provide comments on draft long-range transit scenarios and evaluation

## Attachment F – Public Outreach Summary

	framework as well <ul style="list-style-type: none"><li>▪ Provide feedback for evaluation of Living Laboratory demonstration projects</li><li>▪ Participate in transit-related focus groups</li></ul>
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### Inspire Boulder by Mindmixer

The InspireBoulder site is an electronic town hall offering a variety of ways to solicit community ideas, opinions and preferences within a moderated environment. There have been over 10,000 visitors to the inspire Boulder site and over 1,300 active participants of whom the average age is 42 years old.

Within the Transportation category on InspireBoulder there have been a total of 23 topics posted with an average of 100 interactions per topic. An initial set of Transportation Funding questions were posted on InspireBoulder as part of the community outreach leading up to the April 9 City Council Study Session on Transportation Funding and were presented to Council as part of these materials. A total of seven survey/idea submission questions have been posted regarding the Bicycle and Pedestrian element of the TMP. These survey questions/ idea submissions range from general questions about bike safety in Boulder to specific questions about site improvements. Aside from the initial survey titled “Riding the Bus in Boulder,” the Transit element of the TMP has been using InspireBoulder to advertise and direct people to the Design Your Transit System tool.

A schedule of topics across the TMP Focus Areas has been prepared for the next quarter with each Focus Area presenting new material on a weekly to bi-weekly basis. Staff will continue to utilize InspireBoulder and other social media outreach strategies to collect input from the public and gauge the level of support of various improvement strategies.

### Design Your Transit System Tool

The project team has developed a “Design Your Transit System” on-line decision-making simulation tool. This new outreach strategy is a web-based tool and walks participants through a series of visually oriented exercises to better understand which elements of system design are most likely to attract new riders and improve the quality of experience for existing users.

The simulation allows users to select from a number of categories, including: (1) transit service; (2) fares; (3) access and connections; (4) information; (5) other amenities. Each category includes a number of strategies. Users are able to select strategies they think will help them, their neighbor, and the community increase the number of transit riders in the area. Each strategy is tied to a dollar investment, thus informing people on the tradeoffs inherent in the process. Each strategy also shows a “benefits” gauge so that users can understand if the strategies they select affect the passenger experience, ridership, the environment, etc. The on-line tool is followed by a short survey to understand participant’s travel patterns and barriers to taking transit.

The on-line tool and survey was sent to the Community Feedback Panel to test the application at the end of April. The on-line tool went live to the community on May 1<sup>st</sup>. The tool is being promoted as follows:

- Mailed as an insert with the May utility bill.

## Attachment F – Public Outreach Summary

- Partnerships with Transportation Management Organizations and other community groups to get the word out about the on-line tool.
- Post to Twitter, Facebook, Tumbler, and Inspire Boulder.
- Include a write-up in the May issue of “YellowScene” magazine based out of Erie. This issue is focusing on transportation; the on-line tool will be mentioned in the context of the regional commute challenge.
- Paid advertising on the Daily Camera website
- Business cards with the web address and QR Code are being handed out at all Storefront Workshops, Transit Station, and popular destinations around town

The “Design Your Transit System” tool has had about 1,000 participants and will remain live though out the TMP update. A preliminary analysis of the results from the Design Your Transit System tool was completed early in July.

### Participants & Results:

Over the course of the two month, 945 people participated in the Design Your Transit System tool. Out of those 945 participants, 50% were in the 25-44 age group, 35% were in the 45-64 age groups, and 96% were Caucasian. The majority of the participants were Boulder residents with 27% of the participants lining outside of Boulder.

The top three priorities for participants were:

- Real Time Arrival
- Expanded ECO Pass
- Enhanced Regional Service

Not far behind Enhanced regional service were Increased Bike Capacity on Transit, Free On board WiFi, and Enhanced Local Service.

The bottom three priorities for participants were:

- Bike Center
- B-Cycle Expansion
- Increase Car Share Program

The results from the design your transit system tool will continue to be collected and a variety of cross tabulations will be used to analysis the findings.

### Key Findings and Emerging themes from Web-based outreach:

While the “listening” phase of transit outreach will continue for several more months, a number of consistent themes have emerged from the stakeholder and community outreach process to date including:

- Need for Regional Partnerships to Address In-Commute
- Enhance Community Transit Network (CTN) Services

## Attachment F – Public Outreach Summary

- Parking Management is Key
- Implement Bus Rapid Transit (BRT) Service
- Climate Commitment Drives TMP Outcomes
- Reinforce the Land Use and Transportation Connection
- Find New and Sustainable Funding
- Plan for Changing Demographics
- Improve Passenger Information
- Improve Transit Service
- Continue coordination with Boulder Valley School District and other local and regional partners.

Additional community input will allow these themes to evolve throughout the year. As outreach efforts associated with other focus areas of the TMP update begin to take shape, the key themes from the transit planning element will be merged into a compiled TMP update Summary of Community Outreach this fall. This document will continue to be updated and used to inform the development of a variety of scenarios and alternatives representing a renewed vision for Transit and help guide the TMP as a whole for generations to come.

### Transit Stakeholder Interviews

To date, the consulting team for the TMP update, Nelson\Nygaard, has conducted nine stakeholder interviews with key staff and officials from the City of Boulder, Boulder County, DRCOG, and other community organizations. The stakeholder interview process commenced at the community storefront workshops on March 12<sup>th</sup> and 13<sup>th</sup>, with additional interviews held by phone. Final in-person interviews will be scheduled for May 13-15. Interviews have been completed with the following stakeholders:

- Matthew Appelbaum, Mayor, Boulder City Council
- KC Becker, DRCOG Representative, Boulder City Council
- George Gerstle, Director of Transportation, Boulder County
- Elise Jones, Commissioner, Boulder County
- John Tayer, CEO, Boulder Chamber of Commerce
- Will Toor, Transportation Program Director, Southwest Energy Efficiency Project
- Tracy Winfree, Public Works Director, City of Boulder
- Frank Bruno, Vice President for Administration, Western Disposal
- Louise Vale, Vice Chancellor for Administration, University of Colorado

The stakeholder interviews were conducted in a conversational style. An interview guide was used, but questions were changed based on the flow of the conversation.

#### Key Findings and Emerging themes from the interview process:

- **Need for Regional Partnerships to Address In-Commute**

***Key message: The regional in-commute issue is a top priority for the TMP update.***

Stakeholders identified regional in-commute issues as a top priority for the TMP update. Success in reducing single-occupant vehicle (SOV) travel for these trips will require an assertive stance

## Attachment F – Public Outreach Summary

from Boulder, strong partnerships, new fare tools, better partnerships with RTD, and new funding sources to grow service offerings.

Many stressed that Boulder needed to be a leader, not just within its city limits, but in addressing county and regional transportation challenges. Stakeholders agreed that setting a mode share target for in-commuters could be an important step for Boulder. One stakeholder suggested that any mode share target for in-commuting should be developed with regional partners so as not to give the impression that Boulder is restricting access to the community.

Stakeholders emphasized the need for continued strong partnerships between Boulder County, Boulder, and neighboring communities to address these issues. Many felt that political alignment around transportation and land use futures was at an all time high. Perhaps more so than at any time, Boulder County and the cities within the county have aligned their transportation and land use goals. Several cited the recent Boulder County Transportation Master Plan, which directs the region to focus access and mobility policies on non-SOV modes of travel, with transit being a backbone to creating sustainable land use and transportation patterns countywide.

Several stakeholders highlighted the need for Boulder County to be a leader in these discussions.

- **Expand the Community Transit Network Service**

***Key message: Boulder has the correct formula for local service, but is challenged by limited and decreasing operating resources.***

Stakeholders noted a need to build from the success of the Community Transit Network (CTN) and expand CTN-level service to the areas slated for change in East Boulder such as Boulder Junction, Boulder Community Hospital Foothills Campus and the University of Colorado East Campus.

Even many years after Boulder initiated its first CTN route, stakeholders believe the basic design principles behind the CTN are solid and will continue to be the key to success. Key CTN elements or design principles that were stressed as integral to continued success include:

- Service levels so frequent no schedule is needed (every 10 minutes)
- Community scaled vehicles
- Branding to provide a unique look and feel for specific services
- Direct routing to make service more transparent, making riders more confident
- Programs that reduce the need for pay on entry (i.e., EcoPass)
- Transition from hub and spoke system to high frequency grid

Several stakeholder felt that more aggressive treatment of arterial street rights-of-way and intersections to give transit greater priority and to ensure higher levels of speed and reliability over the long-term were important next steps in advancing the CTN.

- **Parking Management is Key**

***Key message: Parking management must be a key focus of the TMP to meet mode split goals, particularly in areas of growth (e.g. East Boulder).***

Stakeholders expressed the need for Boulder to focus on parking management and expand its paid parking districts to meet TMP mode split goals and reduce the increasing impacts of in-

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commute travel. Several interviewed pointed to East Boulder as the area where the city would “make or break” its transportation and land use future. Since much of the planned job growth is due to occur in this area, an aggressive transformation from relatively auto-oriented suburban form today to compact, multimodal neighborhoods tomorrow will require elimination of minimum parking requirements and pricing of on- and off-street parking resources. In particular, stakeholders emphasized the need to do paid parking “right” at Boulder Junction given this will be the first paid district in East Boulder.

Stakeholders also noted the importance of increasing park-and-ride opportunities to encourage people to get out of their cars for at least part of the day.

- **Implement Bus Rapid Transit Service**

***Key message: “Getting BRT right” on US 36 is important.***

The introduction of new RTD bus rapid transit (BRT) service in the US 36 corridor (projected 2015) will require restructuring of the local transit system and expansion of service to ensure that the value of this service is optimized. Several stakeholders indicated that they would like to see the transit plan used to continue the momentum hoped to be gained from the US 36 BRT project, extending BRT/transit lane enhancements into the city (e.g. on Broadway) and on other important regional connections. Stakeholders were concerned that RTD would not implement a fully-featured BRT service along US 36 and that it will take consistent vigilance on the part of Boulder officials and the region to ensure high quality BRT is implemented along the corridor.

- **Climate Commitment Drives TMP Outcomes**

***Key message: TMP outcomes must be aligned with Climate Commitment to reach broader community goals.***

Stakeholders felt that TMP outcomes needed to align with clear climate targets. The City of Boulder’s Climate Commitment program has established long-term commitment to reach net-zero emissions as a City. Stakeholders stressed that transit would need to be elevated dramatically were the City to commit to a net-zero transportation system. What was less certain to stakeholders was how seriously the Climate Commitment would be taken in shaping transportation and land use policy and what level of political support exists for significant policy changes in this arena.

- **Reinforce the Land Use and Transportation Connection**

***Key message: Focusing on affordable housing and walking urban form in East Boulder is critical to meet long term mode share goals.***

While the land use and transportation challenges being forced by lack of affordable and middle-income housing in Boulder are widely recognized, stakeholders were concerned that they are not being addressed in a complete and comprehensive fashion. Stakeholders cited several groups and parties that they viewed as obstacles to needed revisions to the land use code. Again, stakeholders pointed to the critical importance of establishing land use, housing, and parking policy in East Boulder. While providing cost effective, fast, efficient transit for regional commuters was supported as a part of the solution, working to ensure that more future workers can live in compact, walkable East Boulder neighborhoods was cited as an even more critical outcome.

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- **Find New and Sustainable Funding**

**Key message: *Securing a sustainable funding mechanism for transit is critical.***

Stakeholders emphasized the need for new funding for transit in Boulder and for the regional route system that connects Boulder to the region. This sentiment was universal among stakeholders; however, there were varying opinions about the best funding mechanism. Some supported a sales tax in Boulder, while others favored the transportation maintenance fee (TMF), a few were interested in the idea of a transit utility fee, and several felt multiple new sources or current source increases were needed. All felt that RTD had an obligation to invest heavily in Boulder County in the coming years to acknowledge the local tax dollars paid into FasTracks. Some stakeholders noted that the long-term vision for transit in Boulder should explore options to localize Boulder service to improve flexibility.

- **Plan for Changing Demographics**

**Key message: *A growing elderly population and a shift in the travel preferences of the younger generation are key drivers.***

Stakeholders noted the need to plan transit based on a change in demographics. With the senior community increasing, smaller demand response vehicles may be needed to allow older adults to age in place and remain actively engaged in the community. Stakeholders cited the decreasing connection to auto-mobility playing out among the younger generations, stressing that transit will need to provide much better real time information, useful mobile phone apps, and enhanced web-based trip planning tools to stay relevant and increase market share. One stakeholder noted the desire for flexibility and options from younger travelers, suggesting Boulder needs to deliver a “golden menu” of options to meet its targets

### Transit Technical Advisory Committee (TAC)

The Transit Technical Advisory Committee (TAC) convened in January and is comprised primarily, but not exclusively, of “technical staff” from local and regional policy, agency, and key community stakeholders such as transportation staff from Boulder County, RTD, the Director of the Chamber of Commerce, CU representatives, and local Transportation Management Organizations (TMOs). The TAC is intended to be advisory and to provide input on the transit work and public outreach for the transit element of the TMP update. The TAC has been an effective and engaged group and will continue to meet monthly during the TMP update. The project team has met with the Transit Technical Advisory Committee (TAC) on three occasions. The first meeting was held on January 30<sup>th</sup> to kick-off the project. The second meeting was held on March 13<sup>th</sup> and focused on establishing a vision for transit in Boulder.

- On March 13<sup>th</sup>, the project team facilitated interactive exercises with the TAC to identify:

**Driving Forces:** What do they believe will affect the demand for transit and the ability to provide transit service over the next thirty years (see Figure 1)?

**Headlines:** What headlines would characterize the essence of those driving forces in Boulder, nationally, and internationally today, in 2020, and in 2035 (see Figure 2).

The TAC was first asked to document what driving forces they believed would influence the demand for transit and the capacity for transit to be delivered in the future. Figure 2 provides a list of the most common driving forces listed by TAC members.

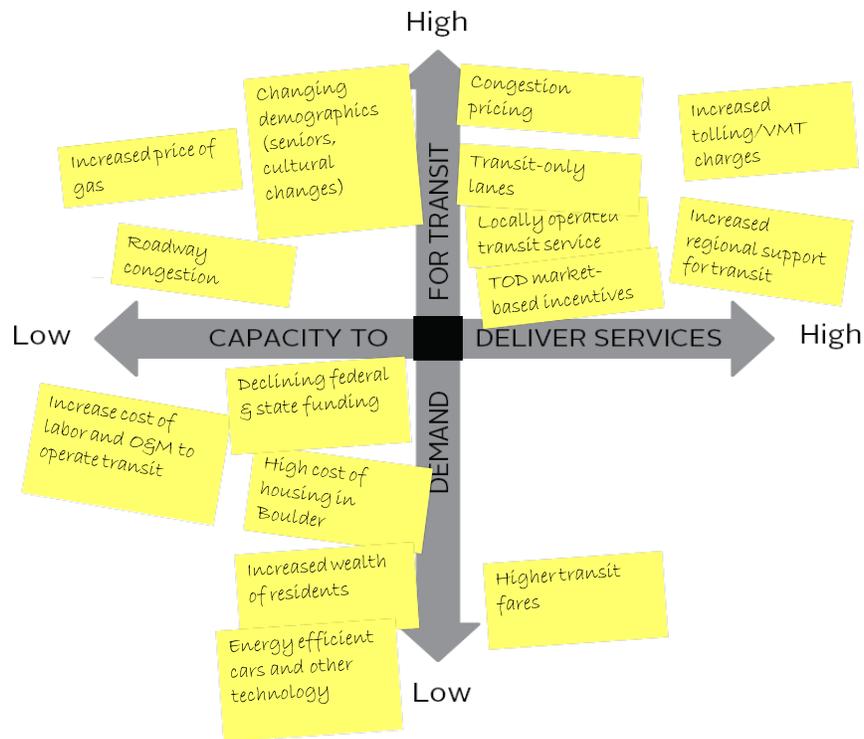
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Figure 1 Driving Forces Identified by the TAC

Increased gas prices	Increased transit operating and maintenance cost
Housing affordability	Lack of sustainable funding
Aging population	Climate change
Congestion	Increased demand for walkable communities

Generally, the group was optimistic that the demand for transit would increase. However, there was a split view as to whether the region would be able to support that demand with new service. Some felt that using innovative funding sources could make a difference while others believed that the region would struggle to keep pace with service demand. All felt that the funding challenge should be a key focus of the TMP update. Figure 3 provides an illustration of the “driving forces” table exercise conducted with the TAC.

Figure 2 Summary of Driving Forces



Next, TAC members were asked to create newspaper headlines that they thought best matched the driving forces exercise noted above. Examples of the headlines are provided in Figure 4 below.

Figure 3 Summary of Newspaper Headlines

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2013 Headlines	2020 Headlines	2035 Headlines
"State tax will complete FasTracks"	"US 36 BRT is national gold standard"	"Non-SOV mode split surpasses European peers"
"City of Boulder approves aggressive TMP"	"RTD sales tax revenues drop further as boomers retire and reduce spending"	"Who drives in Boulder?"
"RTD passes new transit tax" (2014)	"City residents vote to expand BRT and high frequency routes on high frequency corridors"	"Community Transit Network features all electric vehicles"
"New parking districts established for new neighborhood" (2015)	"SOV use in Boulder drops to 30%"	"Looking for folks to talk about what life was like owning a car"
"BRT system on the way!"	"Seniors on wait lists for self-driving cars"	"No gas left, all cars must get 70+ MPG"
	"Light rail comes to Boulder"	

On April 10<sup>th</sup>, the TAC met by phone for its third meeting to provide feedback on the "Design Your Transit System" on-line tool and questionnaire. The on-line tool received positive support from the TAC; suggestions were made to improve the instructions in the introduction of the on-line tool and provide further clarity on the descriptions of the individual strategies and benefits.

The TAC will continue to meet monthly throughout the TMP update process.

### Bike & Pedestrian Steering Committee

A Bike-Walk Steering Committee was established in February and includes representation from Senior Services, Youth and Family Services, Parks and Recreation, Downtown and University Hill Management District/Parking Services, and CP+S as well as local and regional partners such as Boulder County (BOCO), Boulder Valley School District (BVSD), University of Colorado, RTD, Colorado Department of Transportation, Community Cycles, Boulder Mountain Bike Alliance, Urban Land Institute, Boulder Transportation Connections, Boulder B-cycle, Bikes Belong and 36 Commuting Solutions.

The purpose of the steering committee is to share information and ideas, support community members to get engaged, provide input on the demonstration projects and programs to encourage increased trips on foot and bike, and guide recommendations to include in the Bike and walk Action Plan. A second meeting of the Committee was hosted in mid-May to discuss the planned and potential demonstration projects to advance this summer and beyond. Representatives from BVSD and BOCO Health shared trends and challenges facing their populations including raising obesity rates and open enrollment. The Bike-Walk Steering Committee will continue to meet and provide input throughout the TMP update planning process.

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### Emerging Themes

- **It's all about sustaining Public Health** – Look holistically at bike and walk mode share goals, with public health, land use, and recreation. Make health a central message. It speaks to how to motivate people to choose biking and walking. Develop a marketing plan to cross promote cycling, walking, fitness and overall health. Collaborate with community partners including Boulder County Public Health, CU-Boulder, BVSD and the City Parks & Recreation Department.
- **Focus on regional system and network** – With a resident population of 100,000 persons and a daytime population of 150,000, a significant percentage of travel trips is generated daily by in-commuters to Boulder. The TMP Update outreach needs to work with regional partners and adjacent communities to collectively promote travel choices and identify regional trail connections, and reach out to commuters who don't live and work in Boulder.
- **Land Use and Transportation relationship** – Boulder's parking and density policies are key factors influencing the motivation for people to choose to bike and walk more. These areas must be explored and integrated with the TMP goals to achieve modal goals.
- **Better north-south corridors** – In response to a survey posted in the Inspire Boulder website, community members identified a need for better north-south bike corridors both on-street and off-street.

## IV. Integration with other Sustainability Planning Efforts

Since the 2010 update of the BVCP, sustainability has been an overarching concern and organizing framework for city planning efforts. The TMP update is closely integrated with a number of other city sustainability planning efforts that both inform the TMP process and depend on transportation efforts to support their work. Periodic staff meetings and executive team discussions ensure that staff across multiple departments are informed about the activities in each area and are considering the connections and implications of each. These projects include:

Climate Commitment,  
Sustainable Streets and Centers,  
Civic Area Project  
Access Management and Parking Strategies,  
Comprehensive Housing Strategy  
Parks and Recreation Master Plan  
East Arapahoe and North Boulder sub-community plans

In addition to coordinating and integrating the staff planning efforts across these projects, the public outreach process for each looks for opportunities to highlight the integration and to provide information on the other efforts. Given the number of significant planning processes underway by the city, this coordination is important to avoid confusion and “process fatigue” in the community.

### V. TMP Community Outreach Next Steps

Work products from the TMP update Focus Areas are also scheduled on the Transportation Advisory Board and council calendars throughout the remainder of 2013. Each of these items will provide an update on work across the TMP areas with an emphasis on one or more of the Focus Areas. Each of these will be informed by and include material from the public outreach efforts. These efforts will continue to be coordinated and the results evaluated in bi-weekly communications staff meetings.

As part of the effort to integrate and coordinate efforts across the many sustainability planning efforts, planning is underway for a Joint Board workshop on August 19, 2013. This workshop is envisioned as a chance for the boards to directly discuss their perspectives regarding inter-related challenges and opportunities across multiple planning projects including the TMP update, Climate Commitment, and Access Management and Parking Strategies.

#### Reaching Specific Demographic Groups

The Community Outreach efforts thus far have done a good job in reaching out to all geographic areas of the community. New web-based tools and social media have also helped to reach a more diverse population. However, there are several demographic groups that we still need to hear more from. The groups and the outreach strategy for these groups are listed below:

- **Youth**  
We are working with Growing Up Boulder and BVSD to develop interactive exercises that allow for young people to give meaningful feedback about transportation in Boulder. Growing Up Boulder has invited GO Boulder to be the main guest at their steering committee meeting in early August. At the meeting we will discuss opportunities for GO Boulder to collaborate with youth organizations, after school programs, and other youth based recreation groups.
- **CU Students**  
While we have hosted two Storefront Workshops at the University and received valuable input, we have not seen as much student participation in other outreach efforts like the design your transit Tool or the Bike & Walk Audits. We are planning to do a big push to get more input from CU Students. Outreach Strategies include handing out Design Your Transit Tool Cards and connecting via social media.
- **Regional Partners and In-commuters**  
We are working closely with Boulder County to organize a regional transportation planning meeting, in addition to developing strategies to reach the in-commuting population.
- **Interested but Concerned Cyclist**  
The main focus for the Complete Streets Bike Innovation Outreach has been reaching out to the “interested but concerned” bicyclist. While we have heard from a good number of people, we are still working on connecting with mothers, women, and older adults. We are working with Cyclo-Femme

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Women's bike group, Venus de Miles Women's bike group, Senior Services, and ENCOR to reach out to these populations.

For more information regarding the TMP update process, including community outreach opportunities, please visit [www.BoulderTMP.net](http://www.BoulderTMP.net).

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## VI. Photos and Graphics

### Open Houses



### Storefront Workshops



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**Bike Audits & Walk Audits**



# Attachment F – Public Outreach Summary

## Design Your Transit System Tool



**How would you improve transit in Boulder?**

Boulder has a good transit system, but we want to make it great. This exercise allows you to select potential improvements that would help you to ride transit more often, or hop on the bus for the first time. Learn more about the City's Transportation Master Plan [here](#).

**Here's how to participate:**

1. Place your cursor over the pictures below to find out how the transit system could be improved in Boulder.
2. You have a budget of 25 dollars signs (\$) to spend. Mix and match potential improvements to see how the costs and benefits change by clicking the check boxes below.
3. Select the strategies that you feel are most important and stay within your budget.
4. When you've selected the strategies that best match your values (and virtual pocketbook!), click the blue "Proceed to next page" button
5. This exercise should take less than 10 minutes - thank you in advance for taking the time!

Start spending your \$ by checking the boxes below!

### BENEFITS

Zoom in using CTRL + or command +

		Ridership	Speed & Reliability	Passenger Experience	Multimodal Connections	Energy/Emissions	COSTS
<b>Transit Service</b>	<input checked="" type="checkbox"/> Enhanced Local Boulder Service	████████	████████	████████	████████	████████	\$\$\$\$\$\$\$
	<input checked="" type="checkbox"/> Enhanced Regional Service	████████	████████	████████	████████	████████	\$\$\$\$\$\$
	<input type="checkbox"/> Transit Priority Lanes	████████	████████	████████	████████	████████	\$\$\$
	<input type="checkbox"/> Express Service	████████	████████	████████	████████	████████	\$

		Ridership	Speed & Reliability	Passenger Experience	Multimodal Connections	Energy/Emissions	COSTS
<b>Fares</b>	<input type="checkbox"/> Free Local Service	████████	████████	████████	████████	████████	\$\$\$\$
	<input type="checkbox"/> Expanded ECO Pass	████████	████████	████████	████████	████████	\$\$\$
	<input type="checkbox"/> Advanced Fare Payment	████████	████████	████████	████████	████████	\$

**Your Overall Benefits**

Ridership

Speed & Reliability

Passenger Experience

Multimodal Connections

Energy/Emissions

**Your Total Costs**

13

Maximum is 25

Reset All Choices

Proceed to Next Page

## Sustainability Framework and TMP Strategies

Sustainability Framework	TMP Sustainability Strategies
<b>Natural Environment</b>	Minimize the footprint of the transportation system; reduce emissions of all pollutants; control storm water runoff
<b>Safety and Community Well-Being</b>	Prioritize safety in the operation and planning of the multimodal transportation system; support active living & community well-being
<b>Economic Vitality</b>	Provide choice and efficiency in travel; improve travel options for in-commuters; connect employment & retail centers with travel options
<b>Good Governance</b>	Maintain the existing and planned system to protect the investment; spend dollars efficiently and effectively; support opportunities for on-going community engagement and access to services
<b>Energy/Climate</b>	Reduce single occupant vehicle (SOV) trips; support matching the travel mode to the trip purpose; increase the use of alternative fuels; reduce greenhouse gas emissions
<b>Community Character</b>	Provide travel choice to all ages & abilities; minimize vehicle impacts on surrounding land use; increase neighborhood access & connectivity
<b>Accessible and Connected</b>	Complete the bike and pedestrian systems; expand the high frequency transit system; increase the number of Eco Pass holders; strengthen multi-modal connections and access to existing and potential new neighborhood centers