

**Boulder City Council
STUDY SESSION
Televised**

**Tuesday
October 13, 2015**

**6-8 PM
Development-Related Impact Fees
and Excise Tax Update**

**8-9 PM
Update on Boulder Junction**

**Council Chambers
Municipal Building
1777 Broadway**

Submit Comments to City Council
Email: council@bouldercolorado.gov

or

Attention: Alisa Lewis, City Clerk
PO Box 791, Boulder, CO 80306
Fax: 303-441-4478



**Study Session
MEMORANDUM**

TO: Members of City Council

FROM: Jane S. Brautigam, City Manager
Maureen Rait, Executive Director of Public Works
David Driskell, Executive Director of Planning, Housing and Sustainability
Michael Calderazzo, Fire Chief
David Gelderloos, Administrative Battalion Chief
Molly Winter, Director of Community Vitality
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DATE: October 13, 2015

SUBJECT: Update on Boulder Junction

I. PURPOSE

The purpose of this study session is to:

1. Update City Council and solicit feedback on the implementation of the Transit Village Area Plan (TVAP) to date;
2. Provide council with preliminary analysis of location options for Fire Station #3;
3. Solicit feedback on possible next steps for the city-owned site at 30th and Pearl streets;
and
4. Provide council with an update on general fund finances related to Boulder Junction development.

Since adoption of the Transit Village Area Plan (TVAP) in 2007, the city, RTD and private developers have begun implementing the vision outlined for the Transit Village Area, which is now referred to as Boulder Junction. Significant investment has been made in public improvements, several development projects have been constructed, and more are approved, under construction or in the planning stages. As a result of these investments, there has been

progress toward the vision articulated in the plan. A [study session in July 2012](#) provided council with a comprehensive update on that progress. The purpose of this study session is to share new developments since July 2012 and to provide information and analysis which will frame key 2016 decisions within Boulder Junction.

II. QUESTIONS FOR COUNCIL

1. Does council have questions or feedback regarding the current status of the TVAP's implementation?
2. Does council have questions or feedback regarding preliminary analysis related to the relocation of Fire Station #3?
3. Does council have questions about the next steps proposed for the city-owned site at 30th and Pearl streets?

III. BACKGROUND

In 2000, the city initiated a planning effort for a transit-oriented development (TOD – For more information on the definition and components of the TOD, see *Attachment A*.) in east Boulder as an extension of the 28th Street corridor planning project. The 11.2-acre site at the northeast corner of 30th and Pearl streets (then owned by Pollard Friendly Motors) was identified through a site selection process as the preferred location for a TOD. The site was acquired by the city in October 2004 and named “Boulder Transit Village.”

Transit Village Area Plan

The TVAP was adopted in September 2007 after a planning effort that began shortly after the acquisition of the Pollard Motor property in 2004. The plan outlines a set of goals and objectives for achieving a broad vision established for the 160-acre Transit Village Area. The vision for the Transit Village Area as articulated in the plan includes the following:

1. A lively and engaging place with a diversity of uses, including employment, retail, arts and entertainment, with housing that serves a diversity of ages, incomes and ethnicities;
2. A place that is not overly planned, with a “charming chaos” that exhibits a variety of building sizes, styles and densities where not everything looks the same;
3. A place with both citywide and neighborhood-scale public spaces;
4. A place that attracts and engages a broad spectrum of the community, not just people who live and work here or come to access the transit in the area; and
5. A place that emphasizes and provides for alternative energy, sustainability, walking, biking and possible car-free areas, e.g., an “eco-village.”

The TVAP Implementation Plan describes the process and timeline for various regulatory changes, funding mechanisms and programs to implement the TVAP. A phased approach to implementation is outlined in the plan as follows:

- Phase I will occur in the first 10 to 15 years in the area between 30th Street and the railroad tracks; and



Figure 1 Phase I Implementation

- Phase II (below) will generally occur thereafter and focus on the areas east of the tracks and west of 30th Street.



Figure 2 Phase II Implementation

The TVAP has been amended twice since adoption in 2007. Amendments in 2010 included the addition of storm water guidelines, design guidelines for the Junction Place Bridge over Goose Creek and the Public Arts Master Plan. Amendments in 2012 included a connections plan and modifications to the street sections for Junction Place and Pearl Parkway.

City-owned Site at 30th and Pearl streets

In 2004, the city purchased eight acres on the west portion of the Pollard Motor site for mixed-use development, and RTD purchased 3.2 acres on the east portion for a transit facility. As part of the purchase agreement, Pollard Motor retained a lease to occupy the western 5.5 acres of the site through 2016. The site was acquired for \$9.5 million and funded through the following sources:

1. \$2.5 million in funding from RTD;
2. \$2.1 million in Community Housing Assistance Program (CHAP) funds;
3. \$2.4 million borrowed through a Fannie Mae line of credit established with council approval and repaid with the city's local affordable housing funds; and
4. \$2.5 million financed by Pollard (terms: 6.5 percent interest with monthly payments)

The city's goals when it purchased its portion of the site were to:

- advance Boulder's long-range vision for a TOD that maximizes public investment in multimodal transportation, infrastructure improvements and affordable housing;
- create a mixed-use development with predominantly residential uses and some supporting commercial uses as determined by a future market study;
- create a range of housing types;
- create a substantial amount (up to 50 percent) of permanently affordable housing, with the remaining 50 percent of the housing sold or rented at market rates; and
- create a mix of ownership and rental housing at a range of 220 to 300 units.

The city's affordable housing investment in the site, following repayment of the Fannie Mae line of credit and seller financing from Pollard Motor, totals more than \$6 million to date. Investment in the property was seen as a way to facilitate a mixed-use, mixed-income TOD while making significant progress towards the city goal of 10 percent permanently affordable housing within the community. The 10-percent goal was initially adopted in 1997 as a policy in the Boulder Valley Comprehensive Plan and became a central component of Boulder's Affordable Housing Strategy in 2000 and was reaffirmed in the 2011 Affordable Housing Task Force Report. The goal, which translates to approximately 4,500 permanently affordable housing units, has served as the basis for most of the city's affordable housing efforts since 2000. To date, the city and its partners have succeeded in achieving 4/5 of that goal citywide (the city passed the 8 percent mark in 2015).

Chapter 3 of the TVAP, titled "Urban Design," envisions that the city-owned site will be used to create a new transit-oriented, mixed-use neighborhood that is predominantly residential, with some retail and office space. Located in the Pearl Street Center District of the planning area, it is envisioned as a high-intensity mix of housing and associated commercial uses, capitalizing on its central location and the regional bus facility. Up to half of the residential units on the city-owned site are envisioned as permanently affordable housing for low- to moderate-income, primarily workforce, households and/or targeted to hard-to-serve populations that would greatly benefit from proximity to transit, such as people with disabilities.

Since 2005, the build-out estimates for the city-owned site have been reduced from 5.5 developable acres to 4.3 developable acres due to a number of factors including the location of a ¾-acre pocket park, realignment of Junction Place, 30th Street and Pearl Parkway redesign, siting of the historic depot building and other public improvements around the site. Accordingly, housing estimates for potential residential apartments or condos, assuming ground floor retail/commercial along Pearl and 30th streets, have been reduced.

The city has leased 4.3 acres of the 5.45-acre property to Pollard Friendly Motor Company through Oct. 30, 2016. The original lease ran through Oct. 30, 2014, but Pollard exercised an option in the lease to extend to 2016 and also to purchase a portion of the city's Municipal Service Center as a site to relocate its business. Pollard is currently working to secure the necessary permits for construction at its new location.

At a July 2012 study session, council discussed the future of the site. It was decided at that time to delay any firm decisions until the first phase of TVAP implementation had progressed further and the real estate market had recovered more fully from the recession.

The Boulder Junction Area since TVAP Adoption

Since the TVAP was adopted in 2007, a number of factors have changed (in particular in economic and market conditions), implementation activities have begun, some modifications to the plan have been approved, and significant public and private investments have been made or are in progress. In addition, several changes to the city-owned site at 30th and Pearl streets have occurred, impacting the lease area for Pollard Motors and reducing the developable size of the site.

Regulatory Changes

Regulatory changes that have been implemented in the Boulder Junction area since TVAP adoption include:

1. BVCP Land Use Map changes for all of Phase I;
2. adoption of new zoning districts and subsequent rezoning including specific “concurrency” criteria to allow rezoning;
3. adoption of new trip generation requirements to mitigate the impacts of traffic;
4. adoption of revised street sections for Junction Place and Pearl Parkway;
5. creation of two general improvement districts; and,
6. modifications to the MU-4 zoning district which, among other things, allowed commercial kitchens and eliminated limitations on non-residential floor area.

See *Attachment B* for details of Boulder Junction regulatory changes.

Public Improvements

Significant public improvements have been completed or are proposed for construction in the near future. The Capital Improvement Bond approved by the voters in November 2011 has supported a number of the key transportation connections in the area. Completed improvements include:

- the relocation of the historic Boulder Jaycees Depot;
- transportation upgrades along 30th Street including new bike lanes;
- a multi-use accessible path connection between 30th Street and the Goose Creek Greenway;
- mid-block pedestrian crossings;
- construction of the new Junction Place street;
- new public plaza that surrounds the depot and transitions into the recently constructed Junction Place;
- new Goose Creek bridge that connects the redeveloped areas to the northern area of Boulder Junction;
- transformation of Pearl Parkway into a pedestrian and bike friendly, multi-way boulevard;
- new traffic signals; and,
- additional multi-use paths.

A future pocket park along the south side of Goose Creek is expected to enter the design phase in 2016. A bike shelter has also been proposed to be included in the pocket park ([See Heads Up from Aug. 3, 2015](#)).

See *Attachment C* for details and a map of completed public improvements.

Financing of Public Improvements

The TVAP implementation plan identified nearly \$10 million in Phase 1 key public improvements that needed to be constructed in the area, including Junction Pl., the Junction Pl. Bridge over Goose Creek, new traffic signals, Boulder Junction Park, stormwater improvements, and multi-use path improvements. The implementation plan quantified the city’s share in the

Phase 1 public improvements at nearly 60 percent of the total cost, with the share attributable to private development at 30 percent (the remaining 10 percent was projected to be paid by FasTracks or TIP funding). In addition, new public improvements were added to the plan in 2012, including the Pearl Parkway multi-way boulevard and the Boulder Slough Bridge and path connections.

An adopted principle for TVAP implementation was that “Any public improvement to be funded by the city should benefit the city as a whole or implement the vision for the area.” Given the significant funding needs, a one-time policy decision was made to use excise taxes and construction use tax collected within the area to pay for the key public improvements which would benefit the city as a whole and implement the vision for the area. The fact that the excise and construction use taxes would not materialize until later years created a timing issue for the improvements which needed to be built in the short term. At the time, the CIP was funded at a level lower than today’s and the general fund was therefore identified as the best source of funds for the improvements. A plan was put in place for general fund reserves to be loaned as a solution to the timing issue. Future construction use tax, as a general fund revenue, was looked to as the logical mechanism for repayment to the general fund.

However, the 2011 passage of the Capital Improvement Bond and the award of federal transportation grant funds made the general fund loan unnecessary at that time. Instead, the bond funding and the grant funding addressed the timing issue and the loan from the general fund never occurred. Because the loan never occurred, there was no need for construction use tax to be returned to the general fund.

Due to the public improvements still required to fully implement the plan, the excise and construction use taxes from development in the area have been collected and will be spent on future public improvements within Boulder Junction.

Private Development

Following adoption of TVAP, and subsequent city-initiated rezoning (that required property owners to agree to participation in the parking and access districts in order to be eligible for rezoning), the city began receiving applications for private development in the area. Approved and/or completed development projects include the following:

1. Solana (3100 Pearl St.): 319 apartment units along with two retail uses and a fitness facility on the ground floor, with building frontages facing the new street of Junction Place and the recently completed Pearl Parkway. This project is completed.
2. Depot Square (3151 Pearl St.): Nearly completed, this mixed-use development includes an RTD below-grade bus transit facility (opened in August 2015), a 150-room Hyatt Hotel (opened in May 2015) and a four-story parking structure that is “wrapped” on three sides by 71 apartments that are being rented to qualifying residents as permanently affordable units. Also nearing completion is the restoration of the historic Boulder Jaycees Depot building in Depot Square that will house a new restaurant.
3. Nickel Flats: A 17-unit attached residential condominium building immediately north of Goose Creek on the west side of Junction Place. This project is expected to be completed in the fall of 2015.

4. Boulder Commons: A Site Review for 100,000 square feet of office and retail space, east of Nickel Flats and across Junction Place, was recently approved by the Planning Board. Construction documents for the project are currently under review.
5. S’PARK: A planned development within the northern portion of Boulder Junction to create a new mixed-use, mixed-income neighborhood comprised of seven distinct areas which, in total, will contain 168 market-rate housing units, 77 permanently affordable housing units and more than 150,000 square feet of commercial and office space. A Site Review was approved by the Planning Board on Sept. 3, 2015 and is subject to City Council call-up in October. As a part of this Site Review, changes to the TVAP Connection Plan were also proposed. On Oct. 6, council will consider a motion to approve changes to the Connection Plan as approved by Planning Board.
6. Reve, a proposed mixed-use development on four separate parcels at the southeast corner of 30th and Pearl Streets, is proposed to contain 244 housing units and more than 130,000 square feet of commercial and office space. As proposed, 126 of the housing units and approximately 20,000 square feet of the commercial and office space would fall within the TVAP area. A Site Review application is currently being reviewed for this project and it is expected to be presented to Planning Board in late 2015 or early 2016. The developers are currently considering their options for meeting Inclusionary Housing regulations.

See *Attachment C* for details and a map of completed development projects.

Form Based Code Pilot

As part of the [Design Excellence Initiative](#), the city is [piloting a Form Based Code \(FBC\)](#) in Boulder Junction. The city will test FBC as an approach to address design quality and development review issues recently articulated through community, board and council conversations. It is anticipated that council will consider first reading of an ordinance before the end of 2015.

Access and Travel Demand Management

To realize the goals of the TVAP plan and create a transit-oriented development, two general improvement taxing districts were created in 2010: a parking district and a travel demand management (TDM) district. They were named the Boulder Junction Access General Improvement District-Parking (BJAD-P) and Boulder Junction Access General Improvement District-TDM (BJAD-TDM). They are based on the successful downtown parking district and implemented in conjunction with zoning regulations for parking maximums for residential uses to reduce single-occupant vehicle trips and promote transit and other alternative modes of transportation. The TDM district provides funding for EcoPasses and car and bike share programs. The parking district provides mechanisms to create parking that is shared, unbundled, managed, and paid.

Payment in lieu of taxes (PILOT) fees paid by developers for the first two years after issuance of the certificate of occupancy and the property taxes on residential and commercial properties are used by the TDM District to purchase EcoPasses and to provide discounted Boulder B-Cycle memberships and free carshare memberships for all residents and employees of Boulder

Junction. To date, one commercial property and two residential properties are paying into the district, and 355 Eco Passes have been issued.

The development at Depot Square presented the opportunity to construct a shared parking garage between BJAD-P and the other Depot Square uses including the hotel, the Depot, RTD and the housing units. In order to ensure the parking principles that create a TOD will be met, a Parking Management Agreement (PMA) was created by the parking owners and users. The PMA allows for owners to place unused parking spaces into a pool that will be managed by the BJAD Parking District.

The Depot Square parking garage is now shared between five different users through a condominium association, called the Depot Square Owners Association (DSOA). BJAD has 100 spaces to manage with the goal of supporting the access needs of all users within the district. Details on the operation of the garage are currently being finalized. In addition, DSOA will consider the installation of electric vehicle charging stations at its next meeting.

BJAD - Parking Development and Financing

As part of the Depot Square public-private partnership, BJAD-P entered into a lease/purchase agreement with Pedersen Development for the district's condominium unit interest of 100 spaces in the parking structure. The lease/purchase price is \$2,606,633 with a repayment term of seven years without interest. The annual payments for the lease/purchase are approximately \$372,000, with the first payment due in 2015 and the last payment due in 2021.

New districts of this kind generate low property tax revenues in the early years before the property is developed. The BJAD-P will only have revenues from property taxes and parking fees from users of the parking structure. Therefore, it will not generate sufficient revenues to make the annual payment in the early years. To take advantage of the opportunity to acquire parking spaces for BJAD-P, the city entered into an agreement with BJAD-P to cover the shortfalls in the early years with general fund dollars. When the district generates sufficient revenues to make the annual payments, the city's general fund will be repaid.

The ability of the BJAD-P to make its lease/purchase payments and to repay the city's general fund will be based on the pace of development and the value of property within the district. If the district's revenues rise more quickly than anticipated and the district is better able to make its lease/purchase payments, the annual loan amounts from the general fund may decline. At the end of the seven year repayment period for the parking lease/purchase, staff will identify the amount owed by BJAD-P to the general fund and establish a repayment schedule.

The following table provides the projected loan amounts from the general fund to the parking district through 2019, the last year for which a shortfall is currently projected:

Year	Expected General Fund Loan to BJAD
2015 (Revised)	\$324,365
2016 (Recommended)	\$312,848
2017 (Projected)	\$238,461
2018 (Projected)	\$288,106
2019 (Projected)	\$9,405

IV. ANALYSIS

TVAP Vision and Goals

At the outset of the Transit Village Area planning process, the City Council and Planning Board adopted six goals for the area. The following is a discussion and analysis of accomplishments to date in achieving those goals.

Goal 1: *Create a well-used and well-loved, pedestrian-oriented place that includes a special character, a mix of retail and commercial uses, a significant amount of housing and engaging, convenient and safe pedestrian and bike connections.*

What's happening? The initial developments and new shared street designs are setting the tone for a pedestrian-oriented place with a distinctive character. A mix of uses is occurring with the addition of the hotel, Depot Square housing, the RTD bus terminal and the new plaza surrounding the Depot, creating a stronger public space and “heart” south of Goose Creek.

Goal 2: *Support diversity through land use and travel options that expand opportunities for employees and residents of differing incomes, ethnicities, ages and abilities by including a variety of housing types at a range of prices from market rate to affordable; services that support residents, adjacent neighbors and businesses; support for locally owned and minority-owned businesses in the area; public spaces to celebrate diverse ethnicity; space for nonprofit organizations; and affordable spaces for retail, office and service industrial uses.*

What's happening? Prior to the S’PARK proposal on the 10.9-acre former Sutherlands Lumber site, the majority of housing built in Boulder Junction has been rental housing in apartment buildings. Largely due to market conditions, this predominance of one- and two-bedroom rental apartments has raised some concerns. S’PARK proposes a richer mix of rental and ownership housing and a greater diversity of housing types and unit sizes, as well as commercial and retail uses. In addition, the public plaza surrounding the Historic Jaycees Depot and pocket park are more predominant as the central public spaces than envisioned in the original plan.

Goal 3: *Enhance economic vitality:* Increase economic activity for businesses, increase revenues for the city of Boulder, reduce transportation costs by including neighborhood-serving retail uses and regional retail uses that complement the large investment of the Twenty Ninth Street project, and provide convenient and safe connections to downtown and to Twenty Ninth Street. Provide additional office uses in locations close to the future transit facilities and new residential areas. To enhance economic vitality, the city should develop a realistic economic development plan that includes implementation techniques for public/private partnerships.

What's happening? Recently constructed and proposed residential projects are adding housing to support new and existing non-residential uses in the area. The partnership on the Depot Square site between a private developer, RTD, and the city led to a successful mixed use development plan that includes a hotel, restaurant/bar, and small retail spaces in addition to the bus station facility. Solana provides both residential units and neighborhood-serving

retail, and both S'PARK and Reve propose to deliver an even greater mix of uses (e.g. office and retail).

Goal 4: *Connect to the natural and built environment:* Create a place that reflects Boulder's commitment to environmental sustainability and "green" development, is integrated with the natural features in the area, and connects to the larger city fabric. Include innovative "green" energy-efficient site planning, architecture and urban design. Develop an overall storm water management plan for the area in lieu of property-by-property storm water detention. Provide connections to existing natural amenities such as the Goose Creek greenway, the Boulder Slough (ditch) and Boulder Creek, and take advantage of views and view sheds from key locations.

What's happening? Depot Square, Junction Place and Pearl Parkway are piloting the use of LED street lighting. The Depot Square development utilized sustainable development features such as permeable hardscape, a living wall and solar photovoltaic panels, and it is anticipated to be LEED certified. Guidelines for storm water low-impact development techniques were approved in August 2010. The developments north and south of Pearl Parkway include key connections to the Boulder Slough and the Goose Creek greenway.

Goal 5: *Maximize the community benefit of the transit investment:* Locate homes and employment to maximize access to local and regional bus service, future commuter rail and bus rapid transit, and to allow for a pedestrian-oriented lifestyle. Develop lively and engaging commuter rail and regional bus locations. Improve the balance of jobs and housing in the community through new mixed-use neighborhoods in areas close to multiple transit facilities. Develop and adopt managed parking strategies; reduced parking requirements in the hub; and transportation demand management strategies. Encourage multimodal access and mobility within the area and to the rest of Boulder.

What's happening? A managed parking strategy with improvement districts has been implemented, and new zoning districts have TDM requirements and parking maximums. The regional bus facility is complete, along with the hotel and a public plaza integrating the historic Boulder Jaycees Depot. Public infrastructure is being designed in a pedestrian-oriented scale, with key connections to the citywide multimodal system. The US 36 Bus Rapid Transit (BRT)/Managed Lanes and Bikeway project is largely complete from Pecos to Broomfield, and the Phase 2 US 36 project all the way to Boulder is anticipated for completion in early 2016. RTD is scheduled to begin the US 36 Flatiron Flyer BRT service in January 2016. Given the FasTracks fiscal realities, it is likely that the US 36 BRT/transit service and Depot Square station will be the primary regional transit connections to TVAP. The number of new jobs in the area is outpacing the creation of new housing units.

In the spring of 2015, the property where the Google campus will be located successfully petitioned into the BJAD-TDM district and will be added to the tax base and receive the benefits of the district TDM programs.

Goal 6: *Create a plan that will adapt to and be resilient for Boulder's long-term future:* the plan builds in flexibility, allowing for serendipity and changes in use over time and provides for increased density in targeted locations.

What's happening? The TVAP has been amended twice since adoption in 2007. In 2010, storm water guidelines, design guidelines for the Junction Place Bridge over Goose Creek and the Public Arts Master Plan were adopted. In 2012, the connections plan and street sections were modified for Junction Place and Pearl Parkway. The sanitary sewer infrastructure serving the site was upsized to accommodate increased development potential.

Housing

Housing development has progressed in Boulder Junction since TVAP adoption. The Depot Square and Solana (3100 Pearl) residential projects are complete, and additional projects are either approved or in the review process.

TVAP originally envisioned 1,400 to 2,400 new residential units. There are currently 490 units in the area with another 245 approved at the S’PARK development and an additional 126 proposed for the portion of the Reve development that falls in the TVAP area. No other residential projects are currently proposed within the TVAP area at this time.

TVAP also envisioned that the percentage of permanently affordable housing units would exceed 20 percent, or what would normally be required through Inclusionary Housing. The current percentage of permanently affordable units is 20 percent. If the S’PARK development is completed as approved, the percentage would increase. The Reve development is still considering options for meeting Inclusionary Housing requirements.

	TVAP Existing (includes Steelyards)	TVAP Existing + S’PARK (approved)
Unit Type		
-Affordable Rental	71	148
-Affordable Ownership	27	27
-Market Rental	319	440
-Market Ownership	73	120
Unit Total	490	735
% Perm. Affordable	20%	24%

Fire Station #3

Recent analysis by the Fire Rescue Department has led to the conclusion that Fire Station #3, located at the corner of 30th St. and Arapahoe Avenue, should be relocated for a number of reasons. First, Station #3 is not well positioned to meet minimum standards for response time in its coverage area. Second, it is a critical facility located in the 100-year floodplain and the high hazard flood zone and thus at risk during flood events. Third, it would require significant modifications in order to be brought up to modern professional standards for use by existing and future units, but it cannot be altered due to its location in the flood plain and other site constraints.

In order to achieve the standard four-minute travel time in the station’s coverage area that is required in the BVCP and to serve both existing and projected future needs, the station should be moved to a location generally within an area bounded to the north by Valmont Road, to the south by Mapleton Avenue, to the east by 30th Street and to the west by Folsom Street. Additional analysis can be found in the [April 14, 2015, study session memo](#).

There are a number of design considerations for a future Station #3. These include site access, flood plain issues, the desire for the incorporation of a community space, a site area large enough to accommodate the needs of a fire station and the number of floors.

A number of potential sites were previously identified as options, but at this time only three options are under serious consideration for their ability to meet the objectives of relocating the station. They are the Mapleton ball fields site, the city-owned site at 30th and Pearl streets and a future site to be identified and acquired in the 30th Street corridor between Pearl and Valmont. The following is a preliminary analysis of the pros and cons of the three possibilities:

Site	Pros	Cons
Mapleton Ball fields	<ul style="list-style-type: none"> • City ownership • Flexibility on site size • Could likely accommodate drive-through bays • Good access to Mapleton and 30th • Good location for a community space • Potential for shared parking arrangements • No demolition required 	<ul style="list-style-type: none"> • Possible parking limitations • Possible issue with covenant requiring Parks and Recreation use • In 500-year floodplain – site would need to be raised 5 feet to meet city critical facility floodplain regulations, adding cost and design complications
City-owned Site, 30 th and Pearl	<ul style="list-style-type: none"> • City ownership • Flexibility on site size • Could likely accommodate drive-through bays • Good access to 30th • Good location for a community space • Potential for innovative combination with other site uses 	<ul style="list-style-type: none"> • Possible parking limitations • In 500-year floodplain – site would need to be raised 5 feet, adding cost and design complications • Could possibly reduce potential to achieve TVAP and affordable housing goals
Future Site TBD	<ul style="list-style-type: none"> • Could possibly find a better site out of floodplain, with sufficient size to accommodate all needs 	<ul style="list-style-type: none"> • Not owned by city • Acquisition process • Acquisition cost • Unknown availability

City-owned Site at 30th and Pearl Streets

TVAP envisions that the city-owned site will be used to create a new transit-oriented, mixed-use neighborhood that is predominantly residential, with some retail and office space. Located in the Pearl Street Center District of the planning area, it is envisioned as a high-intensity mix of housing and associated commercial uses, capitalizing on its central location and the regional bus facility. Up to half of the residential units on the city-owned site are envisioned as permanently affordable housing for low to moderate income, primarily workforce households and/or targeted to hard-to-serve populations that would greatly benefit from proximity to transit, such as people with disabilities. Its MU-4 zoning designation supports these intended uses.

The approach to the future development of the site has been to plan for an issuance of a request for proposals (RFP) closer to the time when the lease with Pollard Motors expires. Similar to the successful process for developing Depot Square, an RFP is envisioned to be used for development of the site, which could include identified criteria for success to guide proposals for development but allow a high level of creativity and a range of design solutions. The city could, at that time, provide the land at little or no cost in return for the delivery of specified community benefits as part of a comprehensive development proposal. Those benefits would include specific unit types and mix as well as income levels, but could also include other priorities (understanding that reduction in affordable housing benefits may require the application of other funds in order to repay the initial investment of affordable housing funds). The developer(s) chosen through the RFP process would develop and sell or lease the commercial spaces and residential units. The criteria for success in the RFP would be developed by an interdepartmental city team with council and board input and would be informed by community forums. This type of process has been successfully utilized in the past, most notably with the Holiday Drive In.

If the site is developed with a mix of commercial space, market rate housing, and/or affordable housing, further progress on the original acquisition goals and the goals of TVAP will be made. However, since the adoption of the TVAP, a number of community needs have emerged that could possibly be addressed at the site. If council believes there is a better use for the site than what is anticipated, the goals for the site could be revisited. If necessary, TVAP could be amended to reflect different priorities.

The design of the eventual redevelopment will be influenced heavily by the FBC pilot.

V. NEXT STEPS

Pollard Site

Between now and the end of 2015, staff will develop a more detailed process and timeline for crafting a RFP and selecting a developer. The process will include consultations with council, all relevant boards and commissions, stakeholders, and the general public. Staff will return to council with a proposed process and a draft RFP in the first quarter of 2016. Council may also choose to consider this item at its January 2016 retreat in the context of all work program priorities.

The development timeline may be longer than the remaining time on the existing Pollard lease. If it appears that redevelopment activities will not commence by the time the lease expires, staff

will explore options to keep the site in productive use until such time as redevelopment work can begin.

Council is also expected to consider first reading of the FBC pilot ordinance before the end of 2015.

Fire Station #3

If council is interested in moving forward on either of the city-owned sites, staff will complete a more detailed analysis of design options and possibilities for overcoming obstacles to development of those sites. The analysis would include an estimate of costs. If council believes the city-owned sites do not represent the most desirable options for relocation of Fire Station #3, staff will develop a proposed strategy for identifying and acquiring a different site in the 30th St. corridor between Pearl Street and Valmont Road. In either case, staff will report back to council during the second quarter of 2016.

Staff is anticipating that funding for a relocation of Station #3 may possibly be placed on the ballot in 2017. In order to achieve that potential objective, rigorous analysis will need to take place in 2016 to prepare for the ballot initiative process in 2017. Council may also choose to consider this item at its January 2016 retreat in the context of all work program priorities.

ATTACHMENTS

- Attachment A: Details on the Components and Definition of a Transit Oriented Development
- Attachment B: Boulder Junction Regulatory Changes
- Attachment C: Completed and Proposed Public Improvements (map included)

Components and Definition of the Boulder Transit Village Transit-Oriented Development (TOD)

In 2000, the city started to formulate a plan for a Transit-Oriented Development (TOD) as an extension of the 28th street corridor planning project. The 11.2-acre site at the northeast corner of 30th and Pearl streets was named the “Boulder Transit Village” (BTV) and identified as the preferred location for a TOD through a site selection process completed in July 2001. Eight acres on the west portion of the site were purchased by the city for mixed-use development and 3.2-acres on the east by RTD for a transit facility. The site is the home to Pollard Friendly Motor Company (Pollard’s), which retains a lease option to occupy the western 5.5-acre portion of the site through 2016.

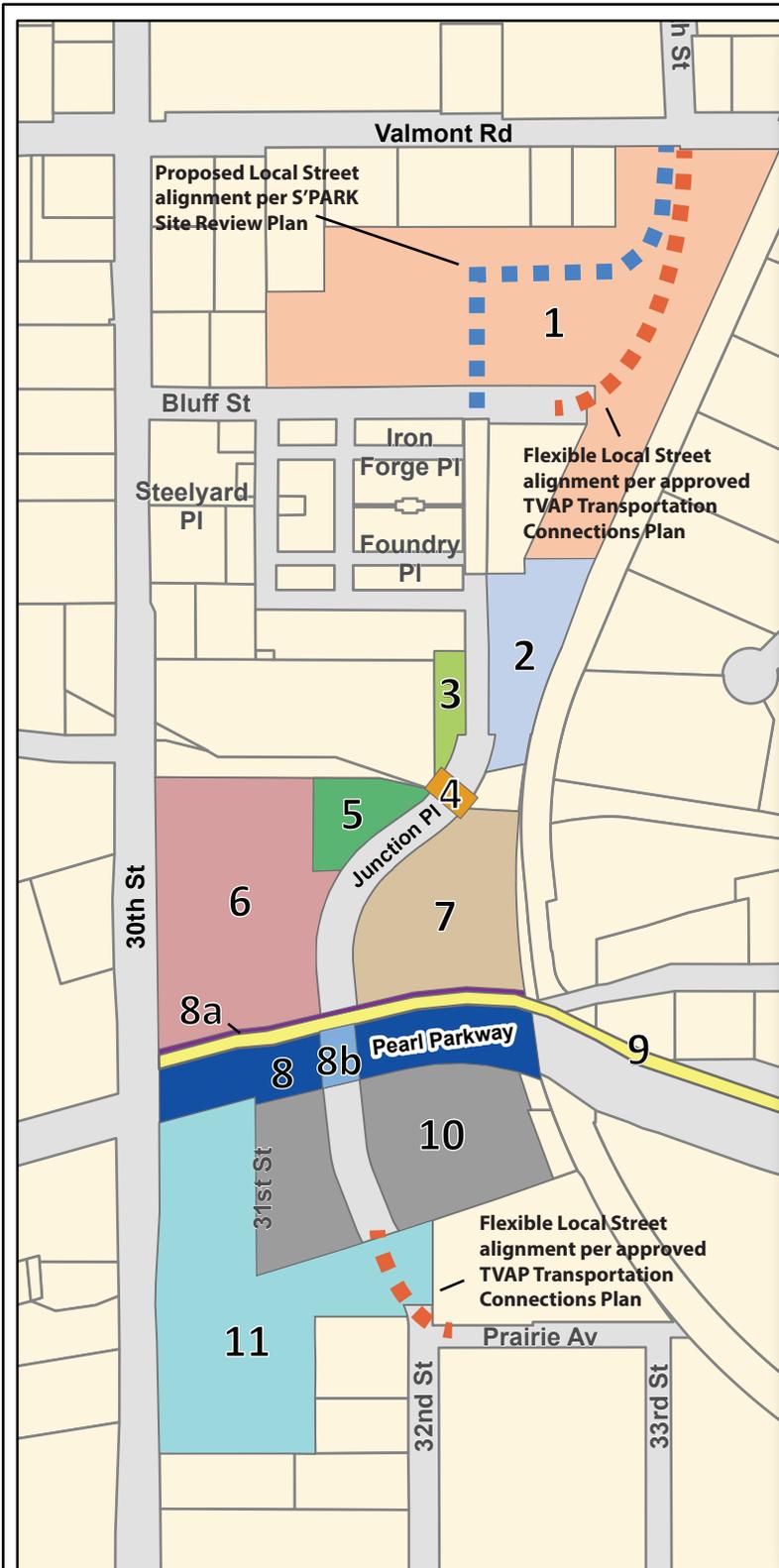
Intensive mixed-use development projects around transit stations are commonly known as transit-oriented developments, or TODs. TOD projects have been very successful in many communities and are considered to have many positive benefits in terms of economic development, transit ridership and congestion management. The following TOD elements would be provided on the 11-acre BTV site:

- a transit station to accommodate safe, efficient and convenient transfers for passengers of the current community transit network, including local and regional service, and future bus rapid transit and commuter rail;
- enhanced pedestrian and bicycle facilities;
- housing, with a significant level of affordable housing; and,
- supportive commercial and retail services.

Boulder Junction Regulatory Changes

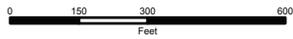
Consistent with the actions outlined in the TVAP implementation plan (approved in September 2007) the following has occurred:

- Boulder Valley Comprehensive Plan Land Use Map changes for all of Phase I have been completed.
- New zoning districts were adopted in May 2009, creating a new Mixed Use 4 (MU-4) district, Residential-High 7 (RH-7) district and Residential-High 6 (RH-6) zoning district.
- 19 parcels were rezoned in August 2010 to MU-4, RH-7 or RH-6, consistent with the plan.
- Changes were adopted to the rezoning criteria specifically for the three new zoning districts, including “concurrency” requirements for transportation, water, wastewater and storm water management and flood control, and TDM services.
- New trip generation requirements were adopted in the zoning code to provide approaches to mitigate the impacts of traffic generated by development, ensure that the amount of land used for parking is the minimum necessary and provide opportunities for parking that are efficiently used during all times of the day.
- Two General Improvement Districts were created in July 2010 – the Boulder Junction Access General Improvement District – Parking (BJAGID – Parking), and the Boulder Junction Access General Improvement District – Travel Demand Management (BJAGID – TDM).
- Changes were made to the MU-4 zoning district to allow commercial kitchens, catering and manufacturing uses of less than 15,000 square feet; to prohibit fraternities, sororities and dormitories; to require use review for some larger offices; and to eliminate limitations on nonresidential floor area.



There are many public and private development and improvement projects in the area, with more in the pipeline. See below for details and visit www.bouldercolorado.gov/public-works/boulder-junction.

1. **S'PARK** - A planned development within the northern portion of Boulder Junction to create a new mixed-use, mixed-income neighborhood comprised of seven distinct areas which, in total, will contain 168 market-rate housing units, 77 permanently affordable housing units and more than 150,000 square feet of commercial and office space. A Site Review was approved by the Planning Board on Sept. 3, 2015 and is subject to City Council call-up in October.
2. **Boulder Commons** - A Site Review for 100,000 square feet of office and retail space, east of Nickel Flats and across Junction Place, was recently approved by the Planning Board. Construction documents for the project are currently under review.
3. **Nickel Flats** - A 17-unit attached residential condominium building immediately north of Goose Creek on the west side of Junction Place.
4. **Junction Place Bridge at Goose Creek** - A new bridge crossing over Goose Creek and connecting the new Junction Place to 33rd St. This project was completed in coordination with Depot Square. Funding came from the Capital Improvement Bond.
5. **Future Pocket Park** - Design will begin in 2016.
6. **Pollard Site (30th and Pearl)** - A city-owned property purchased with affordable housing funds. The current lease with Pollard Friendly Motors expires in 2016, at which time the site will be available for redevelopment.
7. **Depot Square (3151 Pearl St.)** - This mixed-use development includes an RTD below-grade bus transit facility (opened in August 2015), a 150-room Hyatt Hotel (opened in May 2015) and a four-story parking structure that is "wrapped" on three sides by 71 permanently affordable housing units. Also nearing completion is the restoration of the historic Boulder Jaycees Depot building in Depot Square that will house a new restaurant. Funding for these projects came from a Federal TIP grant, city affordable housing funds, RTD funds, and private financing.
8. **Pearl Parkway Multi-Way Boulevard (30th St. to BNSF Railroad) Project** - A new street design was developed for the section of Pearl Parkway from 30th St. to the railroad. Funding came from both the Capital Improvement Bond and Federal TIP funds.
 - 8a. **Pearl Parkway Electrical Undergrounding** - The overhead utility lines on the south side of Pearl were placed underground on the north side of Pearl from 30th St. east to the railroad. The project was funded with the 1% Xcel underground fund and city transportation funds.
 - 8b. **Traffic Signal at Pearl Parkway and Junction Place** - A new traffic signal was installed and jointly funded by the city and adjoining developments.
9. **Pearl Parkway (30th St. to Foothills Pkwy.) Multi-Use Path Improvement Project** - A multi-use path on the north side of Pearl Parkway was installed from 30th St. to Foothills Pkwy. Funding came from a Federal Transportation Improvement (TIP) grant.
10. **Solana (3100 Pearl St.)** - 319 market rate apartment units along with two retail units and a fitness facility on the ground floor of buildings facing the new street of Junction Place and the recently completed Pearl Parkway.
11. **Reve Pearl District** - A proposed mixed-use development on four separate parcels at the southeast corner of 30th and Pearl Streets, is proposed to contain 244 housing units and more than 130,000 square feet of commercial and office space. As proposed, 126 of the housing units and approximately 20,000 square feet of the commercial and office space would fall within the TVAP area. A Site Review application is currently being reviewed for this project and it is expected to be presented to Planning Board in late 2015 or early 2016.



What's Happening at Boulder Junction?



09.30.15