

**CITY OF BOULDER  
PARKS AND RECREATION ADVISORY BOARD AGENDA ITEM**

**MEETING DATE: March 17, 2014**

**AGENDA TITLE:**

2015 – 2020 Capital Improvement Program (CIP) – 3rd Touch

**PRESENTERS:**

Jeff Dillon, Interim Director of Parks and Recreation  
Abbie Poniatowski, Senior Business Manager  
Alice Guthrie, Recreation Superintendent  
Jeff Haley, Parks Planning Manger

**EXECUTIVE SUMMARY**

The purpose of this agenda item is for the Parks and Recreation Department to communicate its proposed 2015 - 2020 Capital Improvement Program (CIP) projects. At this time, the Parks and Recreation Advisory Board (PRAB) will have an opportunity to ask questions and provide comments on the draft CIP. The PRAB input is essential throughout the capital budget process, as PRAB's role is to provide a formal recommendation of the CIP, including the appropriation of the Permanent Parks and Recreation Fund. All capital projects are included for information, regardless of funding source, to ensure the PRAB has an understanding of the department's comprehensive capital investment plan.

**IMPACTS**

**Fiscal:** \$2.08M. This amount reflects the total uses of funds projected for 2015 in the Capital Development (Fund 110), Lottery (Fund 111), .25 Cent Sales Tax (Fund 118) Permanent Parks and Recreation (Fund 230)

**PUBLIC FEEDBACK**

A PRAB public hearing is scheduled March 24<sup>th</sup>. At that time, the public will have the opportunity to comment on the proposed 2015-2020 CIP. The public will also have an opportunity to comment during the Planning Board's CIP review in July and City Council's discussions and review of the 2015 recommended budget during future public hearings.

**BACKGROUND**

**Capital Projects**

CIP projects are defined as any major project with a cost greater than \$50,000 for purchase or construction, or major replacement of physical assets. CIP projects are potentially subject to a Community and Environmental Assessment Process (CEAP) review that evaluates any potential environmental, traffic or social impacts to Boulder residents, neighborhoods and businesses.

**Capital Funding**

The department's CIP is funded primarily from the Permanent Parks and Recreation Fund (Fund 230), .25 Cent Sales Tax Fund (Fund 118) and Lottery Fund (Fund 111). Additional sources of funding that have limitations on the type of capital investment that monies can be spent on and

are not managed exclusively by the Department include the Capital Development Fund (Fund 110), Boulder Junction Improvement Fund (Fund 250) and Capital Improvement Fund (Fund 260).

In November 2012, voters approved the extension of the .25 Cent Sales Tax Fund through 2035. Beginning in 2016, there will be approximately \$2M that had been allocated for debt service in the fund that will be available for other uses. Future conversations related to the potential uses of that funding and how it will be allocated with consideration to the updated Master Plan priorities will continue in 2014.

As part of the annual budget process, the City's Finance Department provides projections for taxes and conservation trust fund allocations at the end of April for 2015 budget development. Staff will provide updates on any impacts of these projections as part of the Budget Update item planned at the May business meeting.

### **CIP Process**

The budget is the means by which the City manages its assets and implements projects and programs that are chosen by its citizens through their elected representatives, City Council. The Department budget is formulated within the context of the Parks and Recreation Master Plan that was adopted by the Parks and Recreation Advisory Board and accepted by City Council in February 2014. The CIP is developed in support of achieving the Parks and Recreation Master Plan goals, strategies and action items that guide future capital investment.

The annual CIP process can be divided into three parts: Planning, Project Review, and Board Review/City Council Adoption. The responsibility for coordinating the process citywide is shared by the Department of Community Planning & Sustainability and the Finance Department.

#### **1. Planning**

The first phase of the process identifies and prioritizes the needs of the community. This is done by applying Boulder's Sustainability Framework to ensure that the CIP aligns with and advances the wide range of goals and priorities of the City Council and community. The seven categories of the Sustainability Framework build upon the Boulder Valley Comprehensive Plan and the city's Priority Based Budgeting (PBB) approach: two key initiatives that define long-term community goals and priorities. Both the BVCP and PBB were developed from extensive community input processes and are used to guide long-term decision making as well as the city's annual budget process.

The Sustainability Framework ensures that subcommunity and area plans and departmental master plans are aligned with the CIP. Subcommunity and area plans provide more detailed planning for land use, urban design, neighborhood revitalization, and public facility needs for a specific area of the city. Departmental master plans include details about and funding plans for future needs related to services and facilities. The master plans are used by each department during their decision making and prioritization as part of the annual budgeting and CIP processes.

Figure 1-3 illustrates the relationship between the Sustainability Framework, BVCP, PBB, Subcommunity and Area Plans, Master Plans, and the CIP.



2. Project Review  
 The second phase engages each department proposing projects for the CIP in a citywide review process. Proposed projects are reviewed by the CIP Peer Review Team (PRT). After the PRT’s review of projects, the city’s Executive Budget Team also reviews the project information and provides feedback to departments before departments propose projects for inclusion in the draft CIP.

3. Board Review and City

Council Adoption

Once again this year, staff is providing the PRAB with a “three touch” approach to included 1) discussion item presented at the January 27<sup>th</sup> meeting communicating process, policies and procedures and definitions/criteria that guide the CIP development; 2) a discussion item presented at the February 24<sup>th</sup> business meeting to review draft projects and prioritization as it relates to the 2015 – 2020 CIP; and 3) a PRAB Public Hearing to be held on March 24<sup>th</sup> to consider motions approving and recommending the 2015 – 2020 Parks and Recreation Capital Improvement Program.

**City 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.

### **BPR Guiding Principles**

In order to plan and prioritize capital investments for the department, staff apply specific guiding principles based on the City’s CIP Guiding Principles and the department’s master plan goals. The following departmental framework is also utilized to determine and plan CIP projects and make budget decisions that are sustainable over time. These priorities are also focused on maintaining the integrity of the current infrastructure and facilities before expanding and/or enhancing programs and facilities.

1. Safety / Compliance (S) – Projects represent important deficiencies and are essential safety and compliance concerns. Project may include ongoing infrastructure repairs, replacements and/or refurbishments of park play equipment and amenities, irrigation systems, landscape and turf upgrades and facility improvements. Compliance considerations also include meeting local, state and federal requirements that are required to be completed to comply with specific regulations, such as City of Boulder ‘dark sky’ lighting ordinance and the Americans With Disabilities Act (ADA).

2. Commitment (C) – Projects that are required by law/ballot (e.g., Elks Park), are in-process of development (e.g., Valmont Community Park), as part of a prior development agreement, are recommended as part of the department master plan (e.g., Playground and Irrigation System Renovations) and/or are required to be completed within a specific period of time.
3. Efficiencies (E) – The department will consistently seek efficiency improvements in both operational and capital investments. Projects will represent important operational and/or maintenance efficiencies resulting in improved life cycles, cost efficiencies and savings in resources, energy or water usage (e.g., Flatirons Golf Course Irrigation System Replacement, Computerized Irrigation System).
4. Revenue (R) – The department will invest in facilities and programs that generate revenues to support valued recreational opportunities in the Boulder community. Projects will enhance the department's ability to earn more revenue after initial investment and operational costs are considered (e.g. Flatirons Golf Course Playability Enhancements) and/or possible collaboration/partnerships leveraging outside funding sources.

**Equitable Distribution**

In planning and developing the annual CIP, the Department strives to provide equitable distribution of improvements throughout the city, both geographically and socio-economically. In planning projects and identifying needs, the Department reviews all asset management information to prioritize the critical deficiencies and engages staff as well as PRAB to understand the capital priorities that exist throughout the community.

**ANALYSIS**

**Proposed 2015 Capital Improvement Program Projects**

Based on budget considerations and the CIP guiding principles, the PRAB and the department will discuss the following CIP projects for 2015. The 2015-2020 CIP Project Summary Sheet is provided as additional information (Attachment A).

**Proposed 2015 CIP Projects**

<b>Project Category</b>	<b>Project</b>	<b>Description</b>	<b>Fund Source</b>	<b>Proposed 2014 Funding</b>
<b>Capital Enhancement</b>	Emerald Ash Borer Response Measures	Implementation of response measures outlined within the EAB Management Plan to include removal of lost trees and strategic replacement	118	\$230,000
	Coot Lake Restoration	Critical repairs and restoration of shoreline for visitor safety and resource conservation.	118	\$250,000

	Recreation Center Enhancements	Initial implementation of Rec Facility Strategic plan. May include, renovation of front desk area and access hallway for operational efficiency, user safety	230	\$280,000
<b>Capital Maintenance</b>	ADA Compliance Improvements	Ongoing Implementation of departmental transition plan for accessibility in parks and facilities	118	\$100,000
	Pool Replastering	Replastering of lap and leisure pools at Spruce as part of preventative maintenance.	230	\$75,000
	Historic Railroad Coach Restoration	Repair and restoration of wood siding on coach to meet grant commitment and prevent increased cost through further deterioration	118	\$100,000
	Pearl Street Mall Irrigation Replacement	Final year of repair and renovation of Pear Street Mall landscape, irrigation and tree replacement.	230 111	\$550,000
<b>Capital Planning Studies</b>	Recreation Facility Strategic Plan	Comprehensive study and analysis of recreation centers to determine strategies for repair, renovation and enhancements.	118	\$150,000
	Urban Forest Management Plan	Development of comprehensive plan to set near term and long term goals and strategies for sustainable management of the City's urban forest.	118	\$120,000
	Planning, Design and Construction Standards	Development of comprehensive departmental processes, guidelines and standards for design and construction of parks and facilities.	118	100,000
<b>Transfers</b>	Tributary Greenways Program - Lottery	Annual transfer of Lottery Funds to Greenways	111	\$125,400

\*Fund 110 – Capital Development Fund; Fund 111 – Lottery Fund; Fund 118 - .25 Cent Sales Tax Fund;  
Fund 230 – Permanent Parks and Recreation Fund;

## **Updates to 2015-2020 CIP**

The recommended 2015-2020 CIP includes the following changes based on the current needs of the Department and modifications to project scope and schedules.

- **Recreation Facility Strategic Plan**  
Planning study and analysis to guide the future repair, renovation and improvement of recreation facilities through an assessment of the existing physical systems including: structural, mechanical, electrical, plumbing systems, building cladding, roofing, and interior systems. The assessment shall also extend to the following architectural systems: life safety (egress and fire protection) and ADA accessibility. The assessment shall note both the condition of each element, its current code compliance and changes required to bring it into current code compliance. The assessment will address the mechanical, electrical and architectural systems related to energy efficiency and shall note changes required to bring the structure into compliance with the 2012 IECC. City of Boulder flood requirements will also be assessed. Additionally, operational efficiencies, improvements and remodeling strategies will be reviewed to ensure the facilities are meeting the needs and demands of the community comparable to other facilities.
  
- **Urban Forest Strategic Management Plan**  
Comprehensive plan to provide specific management direction through policies that will balance the long-term sustainability of the urban forest with the outcomes of the community's sustainability framework. In 2014, initial planning and management strategies will be developed in conjunction with the Emerald Ash Borer response that will help inform the planning scheduled for 2015.
  
- **Planning, Design and Construction Standards**  
Development of comprehensive guidelines and standards for the planning, design and construction of urban parks and facilities. This plan will engage all staff and stakeholders in determining process, roles and responsibility in addition to complimenting current local and federal guidelines and standards. The completion of this critical plan will enable the department to accurately and efficiently plan and develop parks and recreation facilities based upon community goals, operational efficiency and industry best practices.
  
- **Historic Railroad Coach Restoration**  
Renovation of the city-owned railroad coach currently located at the Railroad Museum in Golden, CO. The coach has antique wood siding that is in critical need of repair to maintain the coach at an acceptable standard as indicated in a recent grant from the State Historical Fund. Delaying this project would cause further deterioration and more costly repairs at a later date.
  
- **Coot Lake Restoration**  
Stabilization and restoration of the north bank of Coot Lake that currently poses a critical safety issue and continued degradation of the resource values of the lake. The project will include trail restoration, bank stabilization and vegetative restoration of this important and highly used natural area within the City's system.

- **Emerald Ash Borer Response Measures**

As a result of the recent discovery of the Emerald Ash Borer (EAB), a response plan is currently in development to slow the spread of the pest and maintain a safe community from the potential hazards of multiple dead and dying trees within the urban core of the community. This project would provide annual funding to hire contractors for removal and replacement of the trees affected by the EAB to re-establish streetscapes and park areas that contribute to many of the sustainability goals of the city.

- **Court Repairs and Renovation**

This project will provide funding to provide critical repairs and complete replacements to several tennis and basketball courts throughout the parks and recreation system to ensure operational efficiency, user safety and an acceptable condition based on the asset management system.

- **Recreation Center Enhancements**

Pending the outcome and strategies of the Recreation Facility Strategic Plan, this project will fund the initial implementation projects outlined within the plan. A critical project that has been identified previously includes renovating the front desk area at the North Boulder Recreation Center to increase operational efficiency of user access and safety of center customers.

## **2013 Flood Implications**

The flood resulted in damage encompassing over 40 parks and facilities. It is anticipated that the FEMA Public Assistance program will reimburse the city 75 percent of eligible expenses to flood damaged infrastructure, with an additional 12.5 percent match from the State of Colorado. In conjunction with FEMA and the city's flood recovery consultant, the city is working to prepare the required grant submittals to FEMA and towards completing projects. All FEMA-funded flood projects must be completed within 18 months following the disaster declaration, or March 2015. The reimbursement and audit process could take several years.

The city's Facilities and Asset Management Division has coordinated with the City's property insurance policy in funding all the repairs related to the recreation centers. These claims have been processed and the city has received the insurance proceeds. However, the department currently has an estimated \$1.29M in recovery work to damaged parks as indicated in the table below:

**Remaining Flood Recovery Projects and Estimates for Parks**

Eben G. Fine Park	\$60,000	Repair erosion gullies and bank stabilization
**Knollwood Tennis Courts	\$21,644	Complete replacement of courts
Elmers Two mile Park	\$4,000	Repair /restore playground area
Evert Pierson Kids Fishing Ponds	\$427,000	Complete restoration of ponds and amenities
Maxwell Lake Park	\$48,000	Installation of outfall drainage structure on lake
Bear Creek Park	\$86,100	Replacement of pedestrian bridge
**Flatirons Golf Course Event Center	\$650,834	Demolition of existing event center while keeping the snack area and building restrooms
<b>Total Costs of Recovery (including contingency)</b>	<b>\$1,297,578</b>	<b>Based on current estimates (may change through final design)</b>

\*\* Discuss Asset Priority and Potential Change in Use

**Flood Funding Approach**

To address the capital funding needs for flood recovery until reimbursement is received from FEMA, staff is recommending the use of current unspent Capital Improvement Bond funding that has been allocated through voter approval in 2011. These funds were identified to address critical deficiencies in parks and recreation assets through four distinct projects:

- Park and Rec Facility Renovations
- Park shelter improvements and enhancements
- Columbia Cemetery Upgrades
- Boulder Reservoir Improvements

Staff has received approval to use the current unspent capital bond balances in each of the project categories based on the following rationale:

1. The bond implementation timeline and FEMA flood recovery timeline both have a shared deadline of completion by April 2015. In order for staff to be most efficient in work load capacity, it makes sense to reallocate bond funds to implement flood recovery projects within the aggressive timeline instead of doubling the workload by also implementing bond improvement projects within the timeline.
2. The intent of the bond funding is to address critical deficiencies and with the damage received from the flood event, the department now must address the flood recovery as the most critical deficiencies related to safety of the public and operations staff.
3. Once the FEMA reimbursement is received for the multiple projects, staff can allocate those funds back to the bond projects that were not funded as a result of the flood recovery needs.
4. This approach will prevent any implications to the department’s current and future CIP while allowing current critical projects to proceed without having to incur increased construction costs resulting in delays from reallocating current funding.
5. Construction Cost Increases: Recent bid openings have seen some construction costs far exceeding professional estimates.
6. Contractor availability: The widespread and severe impacts from the flood mean that the city is competing with other governmental agencies, commercial interests, and private

property owners for a limited pool of skilled contractors. The result is delays in completing work and some contractors declining work.

The table below illustrates the unspent balances of each of the four project categories that will be reallocated to critical flood recovery needs.

Parks and Recreation Facility Renovations	\$479,284	Delay ADA compliance improvements and Arapahoe Ridge Park Renovations until 2015
Park Shelter Improvements and Enhancements	\$55,831	Delay roofing and painting of some existing shelters until 2015
Columbia Cemetery Upgrades	\$120,000	Delay some headstone rehabilitation
Boulder Reservoir Improvements	\$400,000	Delay 51 <sup>st</sup> Street trail improvements
<b>Total Available Funding</b>	<b>\$1,055,115</b>	<b><i>Based on current project status, staff anticipates additional savings once current projects are complete</i></b>

**P&R Master Plan, Asset Management and Future Investment Priorities**

Current trends at the national and local level continue to affect facilities, programs and services for parks and recreation in Boulder. Additional funding will need to be secured to improve service standards for maintenance operations and to fund deferred maintenance and anticipated development of new facilities. The department’s recently accepted Master Plan includes a list of priority items to complete. Staff continues to evaluate deferred maintenance needs, including park sites and recreation facility needs and will be implementing an Asset Management Plan (AMP) to assist in capital planning and day-to-day operations. The current maintenance and facility improvements backlog, including major repairs and replacements, is estimated at \$27M. The department anticipates that this backlog will continue until funding levels reach appropriate amounts to accommodate life-cycle projections for the department’s assets.

To mitigate the impacts of limited funding, staff is:

- Working collaboratively with the Facilities and Asset Management (FAM) workgroup to prioritize funding for deferred, major and ongoing facility maintenance (see Attachment B for 2014-2019 FAM CIP);
- Deferring some enhancement improvements and new development projects
- Reevaluating work plans and investing in projects that mitigate ongoing maintenance and operational expenses;
- Redirecting funding or accelerating projects to achieve energy efficiencies at recreation facilities.

**Unfunded and Unmet Needs**

The department has nearly \$200M in unfunded action and vision projects that have been identified in previous and current departmental master plans and strategic plans. (See Attachment C Parks and Recreation Unfunded / Unmet Needs) for a current list of all unfunded needs. Additionally, City Council is currently reviewing a city-wide initiative titled the Comprehensive Financial Strategy to explore funding strategies to address unfunded needs. (Attachment D, Comprehensive Financial Update) illustrates a recent City Council memo outlining recommendations for consideration of a Comprehensive Financial Strategy for

addressing unmet needs and unfunded projects throughout all city departments.

**QUESTIONS FOR THE BOARD**

- What questions does the PRAB have regarding the department’s proposed 2015 CIP project list?
- Does the PRAB have priorities that are not included in the draft 2015-2020 CIP?
- What questions does the PRAB have regarding the department’s current flood recovery projects and funding approach?
- What questions does the PRAB have regarding the department’s current unfunded, unmet needs list and the recent City Council discussion of the Comprehensive Financial Strategy?

**NEXT STEPS**

Important milestones for the CIP process are included below.

<b>Milestone</b>	<b>Date</b>
<i><b>PRAB CIP Discussion Item (1<sup>st</sup> Touch)</b></i>	<i><b>January 27</b></i>
<i><b>PRAB CIP Discussion (2<sup>nd</sup> Touch)</b></i>	<i><b>February 24</b></i>
<i><b>PRAB CIP (3<sup>rd</sup> Touch)</b></i>	<i><b>March 17</b></i>
<i><b>PRAB CIP Public Hearing, Discussion and Recommendation</b></i>	<i><b>April 28</b></i>
1 <sup>st</sup> Draft CIP to Planning	TBD
Proposed Operating and CIP Budget Submittals Due to CMO	TBD
Citywide CIP Tour	TBD
Planning Board CIP Hearing	July 17
City Council CIP Study Session	August 12
City Council Budget Consideration	TBD

**Attachments:**

- A. CIP Project Summary Sheet 2015 – 2020
- B. Facilities and Asset Management (FAM ) 2014-2019 CIP
- C. Parks and Recreation Unfunded / Unmet Needs
- D. Comprehensive Financial Update

ATTACHMENT A

Category	Projects	Priority	Fund	Description/Comments	2014 Approved	2015 Proposed	2016 Projected	2017 Projected	2018 Projected	2019 Projected	2020 Projected	8 Year Total (2015-2020)	
Capital Enhancement	Playground and Irrigation System Replacement	S, C, E	230	Ongoing park system renovations/repairs based on priority needs		\$ -	\$ 300,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 1,500,000	
	Playground and Irrigation System Renovation (P&R)	S, C, E	111	Ongoing park system renovations/repairs based on priority needs		\$ -	\$ 230,300	\$ 230,300	\$ 230,300	\$ 230,300	\$ 230,300	\$ 1,151,500	
	Emerald Ash Borer Response Measures	S, C, E	118	Annual EAB response project to remove identified trees throughout the community and replace with new tree species to slow the spread of the pest and ensure safety of the public		\$ 230,000	\$ 220,000	\$ 220,000	\$ 220,000			\$ 890,000	
	Lighting Ordinance Compliance	S, C, E	230	Coordinate w/Mick(mstby)FAM to optimize efficiencies in priority improvements		\$ -	\$ 250,000					\$ 500,000	
	Coat Lake Restoration	S, E	230	Critical repair and restoration of abutment for visitor safety and resource conservation		\$ 250,000						\$ 250,000	
	Civic Area Improvements	S, E	110	Replace and improve play area at Lumber Park as part of the Civic Area Plan implementation	\$ 300,000								\$ -
	Recreation Center Enhancements	S, E, R	118	Pending the outcome and implementation of the Rec Facility Strategic Plan, this project would provide implementation of key facility repairs and renovations to ensure acceptable facility conditions		\$ 280,000	\$ 100,000						\$ 460,000
	Recreation Center Enhancements	S, E, R	230	Pending the outcome and implementation of the Rec Facility Strategic Plan, this project would provide implementation of key facility repairs and renovations to ensure acceptable facility conditions		\$ -	\$ 180,000	\$ 280,000					\$ 460,000
	Flatirons Golf Course Irrigation System Replacement	R, E	230	Replacement and enhancement of irrigation system at the Flatirons Golf Course to achieve more operational efficiencies and water conservation		\$ 280,000				\$ 280,000	\$ 280,000		\$ 1,220,000
	Artificial Turf Field Installation	E, R	230	Retrofit and/or install new artificial turf multi-purpose fields (locations to be determined)	\$ 1,200,000	\$ -	\$ 500,000	\$ 500,000	\$ 500,000				\$ -
Capital Maintenance	Pool Replasters	S, E	230	Replaster recreation centers and Spruce pools	\$ 1,500,000	\$ 780,000	\$ 1,780,300	\$ 1,780,300	\$ 1,530,300	\$ 810,300	\$ 810,300	\$ 7,871,000	
	Historic Railroad Coach Restoration	S, C, E	118	Repair and restoration of wood siding on coach to meet grant commitment and prevent increased cost through further deterioration	\$ 200,000	\$ 75,000						\$ 275,000	
	Flatirons Golf Course Restroom and Path Repairs	S, E	118	Repair and replacement of cart paths throughout the course to ensure player safety and operational efficiencies		\$ 100,000						\$ 100,000	
	ADA Compliance Improvements	C	118	Implementation of exterior park and recreation ADA improvements (Coordinate w/FAM)			\$ 200,000					\$ 200,000	
	Pearl Street Mall Irrigation/Tree/Electrical Replacement	E	230	Major irrigation repairs/system upgrade and replacement	\$ 100,000	\$ 100,000	\$ 100,000	\$ 200,000	\$ 200,000			\$ 600,000	
	Pearl Street Mall Irrigation/Tree/Electrical Replacement	E	111	Major irrigation repairs/system upgrade and replacement	\$ 300,000	\$ 350,000							\$ 350,000
	Parking Lot Repair	S, E, R	230	Ongoing repair and renovation to existing parking lots at parks and recreation facilities	\$ 200,000	\$ 200,000			\$ 220,000	\$ 420,000	\$ 220,000	\$ 860,000	
	Court Repairs and Renovation	S, E, R	118	Repair and replacement of tennis courts and basketball courts throughout the community to ensure player safety and operational efficiencies					\$ 280,000				\$ 280,000
					Subtotal	\$ 600,000	\$ 828,000	\$ 380,000	\$ 200,000	\$ 700,000	\$ 420,000	\$ 420,000	\$ 2,888,000
	Land and Asset Acquisition	Boulder Junction Rail Plaza	C	250	P&R contribution to the Boulder Junction Fund	\$ 787,405	\$ -		\$ 350,000	\$ 350,000			\$ 700,000



Table 5-3: 2014-2019 Funding Summary By Department

**PUBLIC WORKS - FACILITIES AND ASSET MANAGEMENT (FAM) / FLEET**

	Estimated Total Cost	2014 Recommended	2016 Projected	2016 Projected	2017 Projected	2018 Projected	2019 Projected	2014 - 2019 Total	Previously Allocated Funding	Unfunded Amount
<b>Capital Enhancement</b>										
Main Library - Flood Protection	\$ 400,000	\$ 400,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 400,000	\$ -	\$ -
North Boulder Recreation Center - Replace Solar Thermal System	350,000	-	350,000	-	-	-	-	350,000	-	-
Outdoor Lighting Compliance Improvements	200,000	-	150,000	50,000	-	-	-	200,000	-	-
Stazio Refurbish Restrooms and Concessions	160,000	-	160,000	-	-	-	-	160,000	-	-
East Boulder Community Center Renovation	1,100,000	-	-	-	-	100,000	100,000	200,000	-	900,000
Tenra Shop Renovation	300,000	-	-	-	-	-	300,000	300,000	-	-
West Senior Center Major Maintenance & Rehab	700,000	-	-	-	-	-	700,000	700,000	-	-
<b>Subtotal</b>	<b>\$ 3,210,000</b>	<b>\$ 400,000</b>	<b>\$ 660,000</b>	<b>\$ 50,000</b>	<b>\$ -</b>	<b>\$ 100,000</b>	<b>\$ 1,100,000</b>	<b>\$ 2,310,000</b>	<b>\$ -</b>	<b>\$ 900,000</b>
<b>Capital Maintenance</b>										
Fleet Services, Rpl Emergency Generator + Main Library Reconstruct North Plaza	\$ 400,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 300,000	\$ 100,000	\$ -
Miscellaneous Facility DET Projects	147,000	147,000	-	-	-	-	-	147,000	-	-
Miscellaneous Facility Maintenance Projects	1,265,000	50,000	50,000	50,000	50,000	50,000	50,000	300,000	50,000	-
Respiteon Ballfields, Renovate Concessions and Restrooms +	100,000	140,000	170,000	215,000	180,000	200,000	200,000	1,105,000	190,000	-
East Boulder Community Center - Replace Pool Air Handlers	500,000	-	100,000	-	-	-	-	100,000	-	-
Replaster Pools +	80,000	-	-	500,000	-	-	-	500,000	-	-
Suzio Tensile Canopy Covering Replacement	132,000	-	-	80,000	-	-	-	80,000	-	-
Merlin Park Shelter Major Maintenance	169,000	-	-	132,000	-	-	-	132,000	-	-
North Boulder Park Shelter Repair	120,000	-	-	-	169,000	-	-	169,000	-	-
Fairtrons Event Center Major Repairs	600,000	-	-	-	120,000	-	-	120,000	-	-
<b>Subtotal</b>	<b>\$ 3,543,000</b>	<b>\$ 387,000</b>	<b>\$ 370,000</b>	<b>\$ 1,027,000</b>	<b>\$ 569,000</b>	<b>\$ 300,000</b>	<b>\$ 600,000</b>	<b>\$ 3,553,000</b>	<b>\$ 340,000</b>	<b>\$ -</b>
<b>Capital Planning Studies</b>										
Facility Assessments	\$ 300,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 300,000	\$ -	\$ -
<b>Subtotal</b>	<b>\$ 300,000</b>	<b>\$ 50,000</b>	<b>\$ 50,000</b>	<b>\$ 50,000</b>	<b>\$ 50,000</b>	<b>\$ 50,000</b>	<b>\$ 50,000</b>	<b>\$ 300,000</b>	<b>\$ -</b>	<b>\$ -</b>
<b>Total</b>	<b>\$ 7,053,000</b>	<b>\$ 837,000</b>	<b>\$ 1,090,000</b>	<b>\$ 1,127,000</b>	<b>\$ 619,000</b>	<b>\$ 450,000</b>	<b>\$ 2,060,000</b>	<b>\$ 6,163,000</b>	<b>\$ 340,000</b>	<b>\$ 900,000</b>

Parks and Recreation Department			
UNMET / UNFUNDED NEEDS			
Category	Projects	Funding Priority	Estimated Capital Cost
Capital Enhancements	<b>Boulder Reservoir Enhancements</b> To be determined as part of the Site Management Plan.	Vision	\$ 4,600,000
Capital Enhancements	<b>Neighborhood / Community Park Improvements (38 Acres)</b> Development of planned, high priority neighborhood/community park improvements Foothills Community Park Harlow Platts Community Park East Boulder Community Park	Action	\$ 8,500,000
Capital Enhancements	<b>Pleasant View Sports Complex Improvements</b> Design and development of expanded parking lot, permanent bleachers, playground, and construction of an artificial turf field.	Vision	\$ 3,500,000
Capital Enhancements	<b>Recreation Center Facility Enhancements</b> Based on the outcome of the Recreation Facility Strategic Plan, multiple improvements will be made to all three rec centers. As indicated in the 2009 Recreation Facilities and Programs Plan, improvements may include: <b>NBRC:</b> Increased weight room and program space, more efficient and operational front desk floor plan and enhanced childcare facilities incorporating outdoor nature play. <b>EBCC:</b> Entry remodel / interior upgrades, additional gymnasium, multi-purpose art room/program areas, outdoor covered patio, concessions, expanded leisure pool and weight room, upgrades to office and meeting room space, restroom and recycling facilities. <b>SBRC:</b> Leisure and therapy pool, raised indoor running track, high-tech teen area, concessions, program, office and multi-purpose rooms, indoor playground, child care, platform tennis and recycling facilities.	Vision	\$ 13,950,000
Capital Enhancements	<b>Civic Area Improvements</b> Upon the completion of the detailed park planning that will occur in 2014, this project will provide the implementation and development of park infrastructure improvements for Central Park, Boulder Creek Area and the Municipal Complex as indicated in the recent Civic Area Plan	Action	\$ 4,825,000
Capital Enhancements	<b>Flatirons Events Center</b> Demolition of existing structure and construction of new structure based on the recommendations of the recent A&E Assessment. Depending on the square footage buildout of the new structure, the cost would range from \$1.4M to \$4.2M	Action	\$ 4,200,000
Capital Enhancements	<b>Locomotive / Caboose</b> Restoration and repair of caboose located at the Railroad History Museum in Golden, CO.	Action	\$ 70,000
Capital Enhancements	<b>ADA Compliance</b> Implement improvements to parks and facilities as recommended on the department Transition Plan	Fiscally Constrained	\$ 3,500,000
<b>Capital Enhancement Subtotal</b>			<b>\$ 43,145,000</b>
Capital Maintenance	<b>Annual Park Renovations (2 parks/year)</b> Annual renovation and refurbishment of parks to meet asset management goals for facility condition and current guidelines and standards.	Fiscally Constrained	\$ 600,000
Capital Maintenance	<b>Annual Park Renovations (4 parks/year)</b> Annual renovation and refurbishment of parks to meet asset management goals for facility condition and current guidelines and standards.	Action	\$ 1,200,000

Capital Maintenance	Annual Park Renovations (5 parks/year) Annual renovation and refurbishment of parks to meet asset management goals for facility condition and current guidelines and standards.	Vision	\$	1,500,000
Capital Maintenance	System-wide Parking Lot Improvements Pavement repairs and/or chip sealing of surface materials based on inventory data (coordination w/FAM)	Action	\$	2,500,000
Capital Maintenance	Play Court Improvements Funding for the maintenance and repair of existing play courts. Complete restoration is \$50K per court	Action	\$	1,000,000
Capital Maintenance	Trash/Recycling Receptacles Install wildlife proof containers throughout the existing parks system to comply with wildlife management plans	Action	\$	65,000
Capital Maintenance	Cemetery Religious Headstone Rehabilitation Ongoing: Restoration and placement of cemetery headstones	Action	\$	500,000
Capital Maintenance	Historic / Cultural Facility Improvements Funding to support the conservation/preservation of historic and cultural assets.	Vision	\$	1,250,000
			<b>Capital Maintenance Subtotal</b>	<b>\$ 8,615,000</b>
New Capital Project	<b>Multi-Use Sports Complex</b> Based on the recommendation and outcome of the 2014 Athletic Field Study, this project will provide the final design and construction of a large multi-use sports complex that will accommodate multiple diamond and rectangular fields suitable for tournament play.	Vision	\$	16,800,000
New Capital Project	<b>Boulder Junction Pocket Park</b> Complete the development of the pocket park in conjunction with the city-wide initiative in implementing the Transit Village Area Plan	Action	\$	1,450,000
New Capital Project	<b>Neighborhood / Community Park Improvements (25 Acres)</b> Design and development of currently undeveloped park land owned by the city to address future growth and demand for level of service in the community. Approximately 25 acres will be developed including parks such as Violet Park, Maxwell Lake Park and Heatherwood Park. Estimate is based upon \$300K per acre to develop neighborhood park land.	Fiscally Constrained	\$	7,500,000
New Capital Project	<b>Valmont City Park (Phase 3)</b> Final development of the complete 90 acres of park improvements including all roadway and utility infrastructure, indoor sports facilities, relocation of Park Operations, potential aquatics facility and other amenities that will be planned during the 2104 update to the Valmont City Park concept plan.	Vision	\$	26,000,000
New Capital Project	<b>Neighborhood / Community Park Improvements (38 Acres)</b> Final build out and development of all neighborhood and community parks including implementation of all phases of community parks. This project will include the acquisition and development of a neighborhood park in Gunbarrel as indicated in the Gunbarrel Area Plan.	Vision	\$	4,555,000
New Capital Project	<b>New Aquatic Facility</b> Depending on the recommendation and outcome of the 2014 Aquatics Feasibility Analysis, this project would include the design and development of a new aquatics facility to meet the community demands for pools and aquatics needs.	Vision	\$	25,000,000
New Capital Project	<b>Valmont City Park (Phase 2)</b> Development of approximately 30 acres of the next phase park improvements including roadway and utility infrastructure, athletic fields, universally accessible play area, multi-use paths, passive recreation areas and disc golf course.	Action	\$	23,580,507

<p><b>New Capital Project</b></p>	<p><b>51st Street Multi-use Trail</b> Design and development of major regional trail link around the Boulder Reservoir to support the Trail Around Boulder, Lyons to Boulder Trail and The Colorado Front Range Trail in conjunction with multiple key stakeholder agencies. This project would include the wildlife and vegetation mitigation that would occur depending upon determined trail alignment</p>	<p>Vision</p>	<p>\$ 1,400,000</p>
<p><b>New Capital Project Subtotal</b></p>		<p>Low</p>	<p>\$ 106,285,507</p>
<p><b>Land Acquisition</b></p>	<p><b>Stazio Ballfield Expansion Land Acquisition</b> Future long-term land acquisition of Xcel maintenance yard for additional multi-use ball fields Development of multi-use fields, lighting, seating, concession area, restroom, storage/maintenance facilities, parking, landscaping/irrigation, mitigation of wetland areas, storm water and drainage improvements. Bond Round 2 Program planning and design: \$400K. Land acquisition: TBD. Construction: \$5M Annual O&amp;M cost: \$300,000</p>	<p>Vision</p>	<p>\$ 8,000,000</p>
<p><b>Land Acquisition Subtotal</b></p>		<p>Low</p>	<p>\$ 5,700,000</p>
<p><b>Capital Planning Studies</b></p>	<p><b>Recreation Facility Strategic Plan</b> Planning study and analysis to guide the future repair, renovation and improvement of recreation facilities through an assessment of the existing physical systems including: structural, mechanical, electrical, plumbing systems, building cladding, roofing, and interior systems. The assessment shall also extend to the following architectural systems: life safety (egress and fire protection) and ADA accessibility. The assessment shall note both the condition of each element, its current code compliance and changes required to bring it into current code compliance. The assessment will address the mechanical, electrical and architectural systems related to energy efficiency and shall note changes required to bring the structure into compliance with the 2012 IECC. City of Boulder flood requirements will also be assessed</p>	<p>Action</p>	<p>\$ 150,000</p>
<p><b>Capital Planning Studies</b></p>	<p><b>Planning, Design and Construction Standards</b> Development of comprehensive guidelines and standards for the planning, design and construction of urban parks and facilities. This plan will engage all staff and stakeholders in determining roles and responsibility in addition to complementing current local and federal guidelines and standards.</p>	<p>Fiscally Constrained</p>	<p>\$ 100,000</p>
<p><b>Capital Planning Studies</b></p>	<p><b>Area III Site Planning</b> Land use planning analysis for future parks and recreation demand including of site development alternatives and projected capital costs and timeline</p>	<p>Vision</p>	<p>\$ 200,000</p>
<p><b>Capital Planning Studies</b></p>	<p><b>Urban Forest Strategic Management Plan</b> Comprehensive plan to provide specific management direction through policies that will balance the long-term sustainability of the urban forest with the outcomes of the community's sustainability framework.</p>	<p>Action</p>	<p>\$ 120,000</p>
<p><b>Capital Planning Studies</b></p>	<p><b>Urban Park Management Plan</b> Planning process involving the community in developing practices and protocols for managing all classifications of urban park land within the community to ensure sustainable goals and strategies. This plan would also address natural lands by incorporating IPM and the Urban Wildlife Management Plan in the context of Parks and Recreation.</p>	<p>Action</p>	<p>\$ 150,000</p>
<p><b>Capital Planning Studies</b></p>	<p><b>Yards Master Plan: Park Operations Building</b> Land acquisition, design, construction (Lower Priority Action Plan)</p>	<p>Vision</p>	<p>\$ 100,000</p>
<p><b>Capital Planning Subtotal</b></p>		<p>Vision</p>	<p>\$ 820,000</p>
<p><b>Unfunded Total</b></p>		<p>Vision</p>	<p>\$ 172,565,507</p>



**CITY OF BOULDER  
CITY COUNCIL AGENDA ITEM**

**MEETING DATE: February 18, 2014**

**AGENDA TITLE: Comprehensive Financial Strategy Update**

**PRESENTERS**

Jane S. Brautigam, City Manager  
Paul J. Fetherston, Deputy City Manager  
Bob Eiche, Chief Financial Officer  
City Management Team  
*Comprehensive Financial Strategy Team:*  
Cheryl Pattelli, Director of Fiscal Services  
Chris Meschuk, Community Planning & Sustainability Planner II  
Peggy Bunzli, Budget Officer  
Jeff Haley, Parks Planning Manager  
JR Clanton, Public Works Budget/Financial Analyst  
Joanna Crean, Public Works Project Coordinator  
Dave Bannon, Purchasing Manager

**EXECUTIVE SUMMARY**

The purpose of this item is to provide council with information related to the capital needs of the city as part of the Comprehensive Financial Strategy (CFS), and solicit feedback regarding initial funding strategies and project priorities.

As follow up to the work of the Blue Ribbon Commission (BRC) One and BRC Two, the city is developing a Comprehensive Financial Strategy (CFS). The purpose of the project is to (a) review and update BRC One and BRC Two findings and implementation efforts, and (b) develop a financial plan to meet the city's strategic needs over the next five years. The CFS will reflect current and projected economic and budgetary conditions, challenges and issues, and will evaluate many different areas affecting the city's ability to meet the short- and long-term needs and wants of the community.

During the first phase of the CFS, city staff compiled and prioritized the unfunded capital

needs of the city and examined the feasibility of a ballot initiative for a second phase of new capital funding. The initial findings and recommendations from this effort are presented in this memo. **Many of the cost estimates are preliminary, and may change as projects are further refined and scoped.**

During the second phase of the CFS, city staff will begin to explore ongoing strategies for revenue diversification and expenditure control, with an emphasis on providing high-priority programs and services and ensuring the long-term vitality and sustainability of the community.

### **BACKGROUND**

In 2006, after a period of declining revenues, the City Council appointed a Blue Ribbon Commission (BRC One) to study revenue policy issues confronting the city. In its 2008 report to council, BRC One identified a significant gap between long-term revenues and expenditures and recommended a strategy of revenue stabilization to address this gap.

In following up on BRC One's recommendation to study expenditures, recognizing that sustained fiscal health would only be achieved through a balance of revenue stabilization and appropriate expenditure control, the City Manager's Office appointed a second Blue Ribbon Committee (BRC Two) in 2008. The BRC Two report to council in 2010 identified strategies to address rising costs, and provide efficient and effective use of public funds.

In 2011 the City Council initiated a Capital Investment Strategy, examining more than \$700 million in unfunded capital needs of the city. The initial phase resulted in Ballot Item 2A, which Boulder voters passed by a 3-to-1 margin and gave the city the authority to leverage existing revenues to bond for up to \$49 million to pay for necessary capital investments. Because the bond is paid for with existing revenues, the 2011 ballot item did not raise taxes. The \$49 million bond package has a 20-year payback, and 85 percent of the total is required to be spent by March 22, 2015. As of January 15, 2014, 61 percent of total funding has been spent or encumbered. The city is on track to meet the 85 percent spending requirement. Additional information on the bond fund and projects can be found at: [Capital Improvement Bond Projects](#).

As a follow up to the work of the BRC One and BRC Two, council directed staff to provide an update to the financial analysis done and progress on strategies identified by those commissions. The resulting CFS project work, which began in August 2013, involves a first phase focused on unfunded capital needs and capital investment strategies.

The September 2013 floods have impacted the city's planned capital improvement program (CIP) with approximately \$45 million damage or destruction of city infrastructure. To-date, approximately \$8 million has been spent in the response and recovery phase, some of which has helped make essential infrastructure operational. A significant task lies ahead of the city to manage the considerable increase in capital projects created by the flood, which will be in addition to the annual CIP projects

previously approved in the 2014-2019 Capital Improvement Program and those funded by the 2011 Capital Improvement Bond. The departments with the most projects impacted by the flood are Open Space and Mountain Parks, Parks and Recreation, and Public Works.

### **Flood Projects**

The flood resulted in damage encompassing over 400 city sites and projects. It is anticipated that the FEMA Public Assistance program will reimburse the city 75 percent of eligible expenses to flood damaged infrastructure, with an additional 12.5 percent match from the State of Colorado. In conjunction with FEMA and the city's flood recovery consultant, the city is working to prepare the required grant submittals to FEMA and towards completing projects. All FEMA-funded flood projects must be completed within 18 months following the disaster declaration, or March 2015. The reimbursement and audit process could take several years.

The city's property insurance policy has covered \$1.8 million, primarily related to the downtown facilities. These claims have been processed and the city has received the insurance proceeds. Additional insurance proceeds estimated between \$500,000 and \$800,000 are anticipated.

Additional information on flood recovery can be found at:  
<https://bouldercolorado.gov/water/boulder-flood-info>

### **2013 and 2014 CIP**

To date, the city has used reserves and capital budget reallocations to fund flood-related repairs, including postponing or re-directing approximately \$4 million in 2013 and 2014 approved capital projects. As the city continues to address flood-related damage, project priorities will continue to change to ensure that essential services and critical repairs are made while managing city cash flow and resources.

Certain capital projects planned to occur before the flood will continue, such as ones funded by external grants (Federal grants, TIP, etc.), and those funded through the 2011 Capital Improvement Bond. In addition, the city has begun to see market and capacity impacts due to the flood, including:

- **Construction Cost Increases:** Recent bid openings have seen some construction costs far exceeding professional estimates.
- **Contractor availability:** The widespread and severe impacts from the flood mean that the city is competing with other governmental agencies, commercial interests, and private property owners for a limited pool of skilled contractors. The result is delays in completing work and some contractors declining work.
- **Staffing:** For many projects the lack of contractors has meant that standard and seasonal employees have been performing restoration projects. OSMP extended the terms of employment for seasonal employees for those willing to continue their employment. However, many departments continue to have needs for specialized skills, project management and other staffing needs to address the increase in capital projects.

Once the full assessment and cost estimates are understood for flood-related projects, additional changes to the current CIP and proposed 2015 – 2020 CIP will be presented as part of the budget process in 2014.

## **ANALYSIS**

City Council feedback is requested on the initial prioritization of unfunded capital needs in the city.

As part of the Comprehensive Financial Strategy project, guiding principles and themes have been developed in order to efficiently organize and prioritize the many projects that are currently included in the city's unfunded capital project list. During the initial review of the projects, the guiding principles were incorporated to assist in determining projects that meet multiple goals to ensure only the most strategic projects are prioritized for funding. Secondly, themes were developed to assist in organizing and categorizing projects based on the overall scope of the project.

### **Proposed Guiding Principles for project selection**

The following guiding principles combine language from the current CIP guiding principles, the initial Round 2 CIS guiding principles and the Sustainability Framework. Many aspects of these guiding principles can also be found throughout the various department master plans across the organization to assist in the prioritization and selection of capital improvements and additions to the city's assets and infrastructure.

#### ***Capital projects should:***

1. *be innovative and further Boulder's unique sense of place by achieving the multiple outcomes of the Sustainability Framework by creating a community that is:*
  - a. *Safe*
  - b. *Healthy and Socially Thriving*
  - c. *Livable*
  - d. *Accessible and Connected*
  - e. *Environmentally Sustainable*
  - f. *Economically Vital*
  - g. *Has Good Governance*
2. *be included in current council approved departmental master and strategic plans.*
3. *leverage external funding through partnerships and identified community involvement.*
4. *have identified O&M costs and sufficient operating budgets to cover the total cost of facility ownership.*
5. *maximize efficiency of investment through coordination with other departments and agencies while demonstrating the cost/benefit analysis.*

### **Proposed Themes for Project Categorization**

The following themes reflect broad categories that allow City Council to understand the type of project and its large scale benefit to the community.

**1. *Emergency Preparedness***

*Essential infrastructure that will maximize effective response and recovery from catastrophic events, which have been identified as needs, or are new needs discovered through recent disasters.*

**2. *Infrastructure Deficiencies***

*Improvements, enhancements, or corrections to “take care of what we have” and achieve health and safety, maintaining industry standards, and or legal/ballot requirements.*

**3. *Placemaking***

*Capital and infrastructure enhancements that impart new life and vigor to the community through innovative improvements that engage the community in shared vision through vibrant and unique public spaces.*

### **Funding Strategy**

During the first phase of CFS, different financing strategies were discussed that could be used to fund the proposed capital projects. Based on the discussion, staff recommends considering a combination of “pay as you go” financing and debt financing. The type to be used would depend on the fund building the capital project and the main method through which the fund receives its revenues. Utilities will often use bonding for large projects and tax supported funds use “pay as you go” financing and bonding.

#### ***“Pay as you go” financing***

With “pay as you go” financing, capital projects are fully funded at the time of construction with cash from current revenues, accumulated reserves, or a new revenue stream. The city has used “pay as you go” financing on several occasions in the past. It is commonly used in the utility funds, open space, transportation, and parks and recreation for smaller capital infrastructure projects. An example from the general fund is when voters approved increasing the sales tax by .15 percent for the year of 2007 to pay for the shortfall in Phase I construction of the Fire Training Center (FTC). This “pay as you go” project initially was to be financed solely through a one-year county sales tax, but the accumulation of funds for the “pay as you go” project fell short of the amount needed.

Advantages of “pay as you go” financing include no interest or debt issuance costs, no debt covenants, and no concerns about issuance of debt or burdening future generations with too much debt. Both the City and County of Denver and Fort Collins have used this method successfully for a large variety of capital projects. When sales and use tax serves as the funding source in the City of Boulder, the amount contributed from people living outside of the city is approximately 50 percent of the total amount needed.

The major disadvantages of “pay as you go” financing are: collections can fall short of projections (so projects are not built), an economic downturn can reduce the amount collected, and inflation can increase the costs beyond the money that will be collected. In addition, some believe new facilities should be paid for over time by those who benefit from them (intergenerational equity) over the useful life of the project and should not place the full financial burden on current taxpayers.

### ***Debt financing***

Unlike “pay as you go” financing, debt financing requires the city to borrow money with the promise to pay it back over time with interest. Depending on the nature of the project, there are several types of available debt financing instruments. Examples include General Obligation Bonds, Revenue Bonds, notes, and Certificates of Participations (COPs). The interest on most municipal bonds is tax- exempt. However, certain projects would require the city to issue taxable bonds, which generally have a higher interest rate.

An advantage of debt financing is that it allows the debt burden to be paid over time by those who benefit from the projects; funds are available sooner so the project can be completed sooner and inflation is not as major of a concern. Many times an entity does not have the ability to accumulate the needed cash to fund certain projects (especially large projects), and debt financing provides an opportunity to do so.

Disadvantages of debt financing include interest and debt issuance costs (which means these funds cannot be used for anything else while the debt is outstanding), potential restrictive debt covenants, over reliance on debt, and burdening future generations with too much debt if debt financing is not properly controlled. A general rule for tax-exempt bonds is that every \$10 million borrowed will cost approximately \$800,000 annually in principal and interest.

It is common for entities to use a combination of “pay-as-you-go” and debt financing. What method should be used at any one time depends on the needs of the community, the type of projects, the fund building the projects, and if required to be a ballot item the willingness of the voters to approve the projects and funding method. In order to utilize both “pay as you go” and debt financing, council would need to consider asking voters to increase city revenues. In situations where tax supported debt would be used, voters would have to approve the issuance of the debt. Under the state constitutional amendment passed by state voters on 1992, called the Taxpayer Bill of Rights and often referred to as TABOR, all non-enterprise debt that is a multi-year obligation must be approved by the voters via a November ballot item.

Either funding mechanism will need a new stream of revenues to pay the costs. In some funds the current revenue streams are not sufficient to pay for new annual debt service, accumulate adequate funds for major “pay as you go projects, or cover new operating costs.

***Types of revenue streams council may want to consider***

Sales and use tax: Every one-tenth increase in sales and use tax generates approximately \$2.8 million annual in today's dollars.

Property Tax: Each mill of property tax generates approximately \$2.5 million annually in today's dollars.

Fees: the only current fees that would generate adequate funds to pay for either type of financing would be in the utility funds.

- "Pay as you go" financing options
  - Increase sales and use tax, property tax, or fee rates. The first two require voter approval.
    - The increase could be an ongoing amount for an indefinite or definite amount of time that would be used specifically for capital projects and operating costs.
    - Another option would be to prepare multiple themes (types of projects) and identify a new revenue source for a finite number of years that will fund the various groups of projects. Voters have the option to choose what set of themes they want to vote for or against. Staff will present examples of this method of funding when the topic is discussed on February 18. How to cover operating costs would need to be considered.
- Debt Financing
  - Depending on interest rates at the time of issuance, each \$2.5 million of new revenue will support from \$30 to \$35 million in new 20-year debt.

***New ongoing operating costs***

The major cause of failed capital improvement programs is the lack of a funding stream adequate to pay for the new operating costs associated with new capital projects. There have been numerous stories across the United States of new schools and prisons that have been built, or where funds are in place to build them, but there were no resources to pay for the new operating costs. If the voters approve investing in new or expanded projects, then new operating dollars need to accompany the approval of the projects if they cannot be absorbed with current resources. The amount will need to be sufficient to cover ongoing operation and capital maintenance funding in the future. There are various options to accomplish this and staff can provide these methods at a later date if there is sufficient interest in moving ahead with the capital projects.

Staff recommends City Council continue the funding discussion at a later date after projects have been through a process that will be determined in the near future. The economic climate and voter tolerance will need to be reviewed at that time as well.

**STAFF RECOMMENDATION**

During an April 22 study session, council will be presented with information regarding potential 2014 ballot issues for discussion. Council may consider amending the list as deemed appropriate. In anticipation of that discussion, the following recommendations

are provided to help inform the February 18 discussion. While council direction on next steps relative to the CFS process is requested on February 18, no specific council action is requested.

With regard to the CFS, staff recommends the following:

1. **Continue to scope projects that could be funded through short-term, “Pay as you go” sales tax increases voted on in 2014. Increases would only last for three years and be set at 0.1 percent for each of the Themes of projects. 0.1 percent sales tax is about \$2.8 million/year, for a total of \$8.4 million over the life of the tax.**

**Increases would be dedicated to specific Themes of projects:**

- **Emergency Preparedness**
- **Infrastructure Deficiencies**
- **Placemaking**

**Three different items would be considered on the 2014 ballot. The options below will not equal the proposed available funding. Projects will need to be further prioritized in the future.**

**Item 1, 0.1% Temporary Sales Tax for Emergency Preparedness**

Option 1

- Replacement of the Fire Station Alerting Equipment, City-Wide Radio Infrastructure & Equipment Replacement, and Incident Command Vehicle Replacement- \$6 million
- Reduce Maintenance Backlog in Emergency Preparedness Infrastructure (public safety & fire stations) - \$2.8 million

**Item 2, 0.1% Temporary Sales Tax for Infrastructure Deficiencies**

Option 1

- City-Wide Building Energy Efficiency Improvements - \$2 million

Additional Options:

- Community Park Enhancements - \$8.5 million in total
- University Hill Commercial Area Street Tree Irrigation System - \$520,000
- Office Productivity Suite - \$1.3 million
- Flatirons Events Center Redevelopment and Golf Course Improvements - \$2 million to \$5 million

**Item 3, 0.1% Temporary Sales Tax for Placemaking**

Option 1

- Boulder Civic Area Park Improvements - \$4.8 million
- Boulder Junction – Continue Phase 1 Transportation Connections - \$4 million (identified \$12.2 million in total)

Additional options:

- University Hill Various Redevelopment Improvements (identified as \$7.4 million in total)

2. Continue to scope larger projects that would require a tax increase to fund 20-year bonds, for consideration on the 2015 ballot. Depending on interest rates at the time of issuance, each \$2.5 million of new revenue will support from \$30 to \$35 million in new 20-year debt. Projects will need to be further prioritized in the future and may include:

**Emergency Preparedness**

- Relocate Fire Station #3 Out of Floodplain (currently at 1585 30<sup>th</sup> Street) - \$19.2 million
- Public Safety Building Expansion/Renovation and IT Consolidation - \$7.9 million

**Infrastructure Deficiencies**

- Parks Operations Co-location with Public Works - \$5.2 million
- Quiet Zone Implementation at Railroad Crossing - \$5 million
- Recreation and Community Center Enhancements (\$14 million in total)
- Athletic Field Improvements (\$16.8 million in total)

**Placemaking**

- Valmont City Park Phase 2 - \$23.6 million
- Civic Area Buildings (13<sup>th</sup> Street, West Senior Center) - \$TBD
- Accelerated Housing Implementation Funding - \$15 million

More information on prioritized unfunded projects can be found in **Attachment A**

**Questions for Council:**

1. Does council want to include a major capital bond item on the November 2014 ballot?
2. Does council support pursuing the pay as you go approach for funding?
3. Are there specific projects of interest for which council would like to have additional information?

**NEXT STEPS**

1. If requested, staff will bring back additional information related to projects and/or funding approaches at a March meeting.
2. At the April 22, 2014 Study Session on potential ballot items, additional information will be presented, including additional information on funding options and timing of projects, incorporating feedback received on Feb. 18 and in March.

**ATTACHMENTS**

- A. Unfunded Project Prioritization by Theme

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### Attachment A: Unfunded Project Prioritization by Theme

(Note: Many of the cost estimates are preliminary, and may change as projects are further refined and scoped.) This is a staff recommendation for Council discussion. Council may consider amending the list as deemed appropriate.

#### Project Prioritization within Emergency Preparedness Theme

##### *High Priority Projects/Packages*

1. **Emergency Communication Improvements** – includes the following projects:
  - a. **Replacement of the Fire Station Alerting Equipment \$500,000** – Current system is proprietary and decades old; repairs made in 2013 but system remains unreliable and will not allow city to take full advantage of new Computer Aided Dispatch system.
  - b. **City-Wide Radio Infrastructure & Equipment Replacement \$5.1 million** – Over the next five years, much of city's radio infrastructure will need to be replaced due to age or new narrow banding FCC requirement (anticipated by 2018). This replacement impacts multiple departments throughout the city that use radio equipment.
  - c. **Incident Command Vehicle (ICV) Replacement \$450,000** – Current ICV expected to be replaced in 2016 but increasing technology needs means that the funding for replacement is falling short.
2. **Emergency Building Improvements** – includes the following projects:
  - a. **Relocate Fire Station #3 Out of Floodplain \$19.2 million** – Currently located in 100-year floodplain. Combine new station with Fire Department's administrative offices (currently located in Public Safety Building) and additional storage.
  - b. **Public Safety Building Expansion/Renovation and IT Consolidation \$7.9 million** – Expand Public Safety Building along with associated renovations to the existing space and consolidate IT within the building.
3. **Reduce Maintenance Backlog in Emergency Preparedness Infrastructure \$2.8 million** – Facility Asset Management's (FAM) current backlog<sup>1</sup>, currently \$8.5 million, is expected to grow to \$11.8 million by 2020. With an infusion of capital funding and increased annual funding, FAM would be able to achieve the funding goal of maintaining the backlog below \$4.3 million, which represents an overall "good" rating of the 135 facilities under FAM's purview. This project completes city facility repairs and upgrades currently on the city's backlog list associated with Emergency Preparedness infrastructure, and reduces the backlog to \$7.6 million in 2020.

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<sup>1</sup> The 2005 FAM Master Plan sets an Action Plan goal of maintaining the city's maintenance backlog at less than \$4.3 million. This backlog is defined as an accumulation of uncorrected or deferred deficiencies that represent a liability (in both physical and financial terms) for a facility. These items include maintenance deficiencies, equipment or systems overdue for replacement. Future maintenance items, planned facility replacements, additions and efficiency improvements are not part of the maintenance backlog. The FAM Master Plan can be found on <https://bouldercolorado.gov/public-works/facilities-and-asset-management-fam>.

Other projects included in the Emergency Preparedness Theme, but not recommended as High Priority are:

<b>Lower Priority Emergency Preparedness Projects</b>		
Fire Training Center Phase 3	\$ 1.2 million	Add one classroom, five offices, a conference room and one "dirty" classroom that were all deleted from the original project scope to meet budget. This project is planned at 4,000 square feet.

### **Project Prioritization within Infrastructure Deficiencies Theme**

#### ***High Priority Projects***

1. **Office Productivity Suite \$1.3 million** – The office productivity suite [Microsoft Office] is in need of upgrade and replacement. While some funding exists in the Computer Replacement fund (CRF) for this purpose, it will not be sufficient to fund the entire purchase or the continuing on-going costs of the upgraded tools. This project, which would bring the city's desktop tools current and implement a plan to stay on more current releases going forward, may also include a city-wide collaboration tool.
2. **Parks Operations Co-location with Public Works \$5.2 million** – Relocate the Park Operations and Forestry service area into the Municipal Service Center (city yards) as part of the Valmont City Park, Phase 2. Additional structures, renovations of existing structures, and additional parking would be constructed. Co-location offers several potential opportunities for efficiencies in operations.

#### ***Medium-High Priority Projects***

3. **Building Energy Efficiency Improvements \$2 million** – Complete energy efficiency projects and programs including: replacing single pane windows with double pane windows at the Municipal Building, Fire Stations, and other city facilities; installing building automation systems to remotely monitor and control building settings and performance; and fund a contracted service to provide 24/7 monitoring and analysis of a building's energy performance to maintain peak performance of existing systems. These are projects which could not be accomplished as part of the energy performance contracts due to the longer payback periods.<sup>2</sup>

<sup>2</sup> In June 2009, the City of Boulder partnered with the Colorado Energy Office on an Energy Performance Contract (EPC), which has enabled the city to make significant energy efficiency upgrades to 66 city facilities. Following a technical energy audit, the city of Boulder entered into a 2010 lease purchase agreement with McKinstry to implement efficiency upgrades that will be paid off over time using the guaranteed savings from reduced energy and water bills. The upgrades do not cost Boulder taxpayers any additional money and the community will benefit from reduced operations and maintenance costs. More information on the Energy Performance Contract can be found at <https://bouldercolorado.gov/public-works/energy-efficiency-upgrades-at-city-facilities-energy-performance-contract>.

4. **Community Park Enhancements \$8.5 million** – This recommendation includes the design and development of enhancements to community parks including: Foothills Community Park, Harlow Platts Community Park, and East Boulder Community Park. Based on Council feedback these parks can be split into individual projects. Each of these Community Parks has planned future phases that include additional amenities and recreation areas not including athletic fields:
  - a. Foothills Community Park: \$4.5 million
  - b. Harlow Platts Community Park: \$2 million
  - c. East Boulder Community Park (Phase II): \$2 million
  
5. **Recreation and Community Center Enhancements \$14 million** – The Boulder Parks and Recreation Master Plan outlines various improvements and enhancements to all recreation facilities and centers within the three funding priorities. Enhancements to recreation centers allow the department to meet critical goals relative to the community health and wellness and ensure facilities are maintained at an appropriate standard according to the department's asset management program. Proposed projects will provide facility upgrades and operational efficiencies to :
  - a. North Boulder Recreation Center: Weight room and program space, front desk and recycling facilities
  - b. East Boulder Community Center: Entry remodel / interior upgrades, additional gymnasium, multi-purpose art room/program areas, outdoor covered patio, concessions, expanded leisure pool and weight room, upgrades to office and meeting room space, restroom and recycling facilities.
  - c. South Boulder Recreation Center: Leisure and therapy pool, raised indoor running track, high-tech teen area, concessions, program, office and multi-purpose rooms, indoor playground, child care, platform tennis and recycling facilities.
  
6. **Athletic Field Improvements \$16.8 million** – Design and development of new or improved diamond and rectangular athletic fields at existing Parks and Recreation facilities in support of various team sports leagues and multi-use practice field needs. The following projects represent investments to improve athletic fields and associated infrastructure located at various locations throughout the city including the Stazio Complex, Pleasantview, and Foothills Community Park.
  
7. **Scott Carpenter Pool and Park Enhancements \$7.3 million**– Pending the outcome of the Parks and Recreation Aquatics Feasibility study, this project would provide funding for Scott Carpenter Pool improvements including: ADA compliant restroom facilities and bathhouse, landscape, turf, irrigation & hardscape areas, wetland regulatory compliance, improved outdoor pool plaza areas, upgraded pump house and filtration system, parking lot & access upgrades. Park improvements may include the land acquisition of the existing fire station at the corner of Arapahoe and 30<sup>th</sup> Street and redesign of the corner parcel to include a refurbished skate park, new park entry signage, landscape and irrigation improvements and the redevelopment of the existing pool to a new use.

Other Projects included in the Infrastructure Deficiency Theme, but not recommended as High Priority are:

<b>Lower Priority Infrastructure Deficiency Projects</b>		
Flatirons Events Center Redevelopment and Golf Course Improvement	\$2 to \$5 million (depending on option)	Demolition and reconstruction of an events center to address environmental, health and building code issues associated with the existing structure and to respond to potential market and revenue opportunities as defined by the Flatirons Golf Course business plan (2010).
Arapahoe Reconstruction	\$ 3 million	Reconstruction of Arapahoe, 15th St. to Broadway.
University Hill Commercial Area Street Tree Irrigation System	\$ 520,000	Install an irrigation system for all the street trees within the University Hill Commercial Area.
Library - Carnegie, Repair Masonry on Historic Structure	\$ 275,000	Complete masonry repairs for Carnegie Branch Library for Local History, constructed in 1906.
Historic / Cultural Facility Improvements	\$ 1.3 million	Conservation and preservation of important historical and cultural assets in the community that are managed by the Parks and Recreation Department.
Quiet Zone Implementation at Railroad Crossings	\$ 5 million	Implement Quiet Zones at the 10 railroad crossings within the city.
Play Court Improvements	\$ 4.8 million	Combination of maintaining and repair of existing play courts and the addition of new facilities to meet current and future demand.
Video Conferencing Capability	\$ 272,850	Fund a pilot and full rollout of video conferencing technology throughout the city.
Repair Municipal Service Center Parking Lots	\$ 800,000	Repair deteriorated parking lot and pavement areas at the Municipal Service Center.
Repair Public Safety Building Parking Lot	\$ 500,000	Repair deteriorated parking lot and pavement areas at the Public Safety Building.

Customer Relationship Management Replacement	\$ 210,000	Replacement cost for the web based customer relationship management system implemented in 2013. Projected replacement: 2019 – 2022
Web Site Refresh	\$ 100,000	Replacement cost for the city's website implemented in 2013. Projected replacement: 2019 – 2022
14th & Walnut Multimodal Transportation Center	\$ 4.1 million	Complete improvements at Boulder's downtown transit center, including bus operational improvements, pedestrian improvements, building retrofits, improved bicycle access and accommodations.
Main Library Renovation	\$ 2.2 million	Remodeling and refurbishing several areas of the Main Library.
Enterprise Document Management	\$ 1.6 million	Replacement cost for the document software system currently being installed. Projected replacement: 2028-2030.
Transform Boulder Business Initiative Replacement	\$ 7.8 million	Replacement cost for the city's financial system. Projected replacement: 2028-2030.
LandLink Replacement Project + replacement	\$ 3.9 million	Replacement cost for the database and permitting software system currently being installed. Projected replacement: 2028- 2030.
Reservoir Recreation Enhancements	\$ 7.5 million	Various improvements and enhancements at the Boulder Reservoir.

### **Project Prioritization within Placemaking Theme**

#### ***High Priority Projects***

1. **Boulder Civic Area Park Improvements \$4.8 million** – This project will provide enhancements and improvements to park areas within the Boulder's Civic Area as identified within the Civic Area Plan. The Civic Area meets several key themes of the Boulder Parks and Recreation Master Plan and the implementation of the Civic Area Plan allows critical department goals to be met. The projects will range in scale and complexity while consistently meeting the guiding principles and implementation strategies identified through the Civic Area planning process.
2. **Boulder Junction – Transportation Connections \$12.2 million** – This project would include the next phase of the unfunded transportation connections that are a part of the Transit Village Area Plan (TVAP) Transportation Connections Plan. Possible projects could include:

- a. Junction Phase I Bridge at Boulder Slough: \$3 million
  - b. Junction Phase I Roadway (Boulder Slough to 32<sup>nd</sup> St/Prairie Ave): \$2 million
  - c. Boulder Slough Multi-use Path (30<sup>th</sup> St to 3100 Pearl): \$500,000
  - d. Boulder Slough Underpasses at BNSF Railroad and at Pearl Parkway: \$5.5 million
  - e. North Goose Area Multi-use Path Connections: \$1.2 million
3. **Valmont City Park Phase 2 \$23.6 million** – Phase 2 of Valmont City Park, which will include the design and development of the area south of Valmont Road, may encompass a new sports complex with multi-use athletic fields, baseball/softball fields, a sprayground/splashpark, lighted play courts and potentially utilizing artificial turf. A permanent 18-hole disc golf course could be developed in the northwest portion of the site as well as improvements to existing multi-use pathways with proposed connections to other park trails. A Universally Accessible Play Area has been proposed in conjunction with an adventure play area using enhanced landscaping with efficient, water-conserving irrigation. The existing poultry barn north of Valmont Road will be considered for remodeling for multi-use events. Additional park amenities may include picnic areas, parking areas, potential skate area and an outdoor performance area. The development will incorporate sustainable construction and infrastructure with prairie dog relocation, stormwater management and efficient water conservation.
4. **Civic Area Projects**
- a. **Civic Center Plan Transportation Projects Implementation \$15 million** – The Civic Center Planning process, which is underway, may result in various projects including new and improved transportation connections to provide for transportation options to and through the civic center area. At this time, there is not funding programmed for these improvements. As these projects are still being defined, the scope and cost are unknown so a general place holder is estimated at \$15 million.
  - b. **City Service Facilities \$39 million** – Based on the implementation strategy for the Civic Area Plan, this could include capital projects towards replacement facilities for New Britain, Park Central, Atrium, 1301 Arapahoe, FAM, and the functions in the Municipal Building. Many of the existing facilities are located in the High Hazard Zone and have significant maintenance backlog and/or operational inefficiencies. The possible building size ranges from 55,000 to 110,000 sq ft. This project could also include parking structures to replace civic area surface parking lots currently in the High Hazard Zone. This would only include 200 spots for employee and city vehicle parking. As the scope of this project has yet to be fully defined, the estimate is a place holder pending further planning and study.
  - c. **West Senior Center Redevelopment \$28 million** - This project, part of the Civic Area plan implementation, would demolish the existing West Senior Center building, expand the footprint and build up three stories. The current facility is

15,800 square feet and does not make efficient use of either the lot or interior space. The new building would include a 21<sup>st</sup> century senior center as envisioned in the civic area plan and space to co-locate all human services department programs as a one-stop shop for human services. This would enhance customer service to the community while adding critical office space on the municipal campus. As the scope of this project has yet to be fully defined, the estimate is a place holder pending further planning and study.

5. **University Hill Various Redevelopment Improvements \$7.4 million** - Due to its small size and constrained location, the University Hill commercial district lacks public plazas, parks or similar areas for community gatherings and events. A section of Pennsylvania Avenue is proposed to be redesigned and retrofitted to become a multi-purpose event street that would accommodate festivals, special events and community gatherings. The Pennsylvania Event Street would be a pilot project that could incorporate many shared street concepts but be tailored to facilitate closure and production of events, such as special lighting, infrastructure for tenting and access to electricity, and could be used as a model for other commercial districts. During other times, it would continue to function as a transportation corridor and provide parking but could emphasize biking and pedestrians. The area has been used successfully for numerous special events (Hill 2K, Hill Flea, Snacks and Jazz).
  - a. Commercial District Event Street: \$700,000
  - b. Pedestrian Scale Residential Pedestrian Lighting: \$5.7 million
  - c. Gateway Features: \$500,000
  - d. Commercial District Tree Street Irrigation: \$520,000
6. **Accelerated Housing Implementation Funding \$15 million** – capital funding could be used to implement current housing opportunities throughout the city.
7. **Traveler Information System \$2 million** - Provide real-time information for system users to help inform travel choices. Provide in-depth information about system use for analysis and measurements. Includes real-time counters and cameras on multi-use paths and on key arterials which feed an on-line, real-time publicly accessible site. The system will use the data to estimate overall system use and travel delays.
8. **Access Management and Parking Strategies (AMPS) Enhancements \$2 million** - Provide enhanced facilities for AMPS. The AMPS study started, which started in 2013 and is continuing into 2014, has identified several capital investments for enhanced transportation, multi-modal incentives, and parking. These include investments into pedestrian and bike amenities, streetscaping, city-edge park and ride/bike, bike stations, electric vehicle charging stations, and opportunities for energy generation pilots in parking garages and surface lots.
9. **Multi-use pathway connections - second tier \$10 million** - Significantly increase connectivity in north and south Boulder by building new sections of pathway and new underpasses along the Greenway system. Several projects are included: missing links along the Wonderland and Fourmile greenway systems, new underpasses along Skunk

Creek (at Moorhead) and Bear Canyon Creek (at Table Mesa). It would also complete the northern section of a multi-use pathway along 28<sup>th</sup> Street.

10. **Housing Land Bank \$20 million** - Acquire and hold land to facilitate residential development that furthers the city's housing (and other) goals (e.g. 30th and Pearl). Would supplement dedicated affordable housing funding. Operation and management revenue could be positive if property is leased. If not, the city has minimal carrying costs.
11. **Library-North Boulder Branch \$4.2 million** - Construction, Furniture, Fixtures and Equipment for a 13,000-sq.-ft. library branch, including an opening day collection, in the North Boulder neighborhood. Annual operating and maintenance and staffing costs are also included. At this time a donated piece of land has been identified for this proposed project.
12. **Historical and Cultural Plan and Development \$5 million** – Plan and implement improvements to new and existing historic and cultural facilities through community partnerships and funding opportunities.
13. **Transit Stop Enhancements \$1.6 million** - Enhance transit stops by improving superstops and high-use stops and adding basic amenities at all stops. Provide funding for regular maintenance. Add bike share and car share connections at key locations to facilitate the final mile of travel.

Other Projects included in the Placemaking Theme, but not recommended as High Priority are:

<b>Lower Priority Placemaking Projects</b>		
Boulder History Museum	\$ 4 million	Donation to Boulder History Museum for the museum's capital campaign.
Public Fiber Optic Network	\$ 50 million	Funds to construct a city-wide fiber optic network to deliver service to city businesses and residents.
Park and Recreation Land Acquisitions	\$ 8 million	New parks and recreation land acquisitions that are required for critical growth areas to accommodate existing and future residential areas and subsequent level of service requirements in the community.
New Climate Action Plan Goal	\$ 42 million	This project would include various initiatives for city operations under the General Fund to meet the city's proposed new goal of 80% reduction in greenhouse gas emissions by 2050, from 1990 levels.

East Arapahoe Planning Implementation - East Campus Connections	\$ 15 million	There are two planning efforts underway or planned along Arapahoe - east of 28th Street - an East Campus Connections project, and one more narrowly focused on the area surrounding the Boulder Community Hospital.
Establish new high frequency transit service on 28th and Folsom	\$ 3 million	Launch the ORBIT, as identified in the Transportation Master Plan. Buses would run every 10 minutes, as on the SKIP, JUMP and BOUND. Consider including Folsom in the route.
Transform northern leg of 204 into high frequency service	\$ 380,000	Increase frequencies to 10 minutes mid-day.
City-Wide Eco Pass	\$ TBD	Provide a city-wide ecopass to all Boulder residents as an incentive to increase use of public transportation and achieve the city's alternative transportation goals.

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